



# Bath and North East Somerset Youth Justice Plan 2017 – 2018



**Working in partnership to prevent youth offending**



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## 1. Introduction

Youth Offending Services were established under the Crime and Disorder Act 1998 to prevent youth offending. In the last year, the youth justice system has been the subject of a government review and although changes are anticipated to the sentencing framework for young people, key partner agencies are still required to collaborate to ensure a recognisable youth justice 'offer.' This will continue to be delivered locally through a stand-alone Youth Offending Service. This Plan is produced in accordance with legislation and Youth Justice Board guidance to outline how youth justice services will be delivered in 2017-18.

The Youth Offending Service is very well established within the Authority and makes a substantial contribution to wider services for children and young people whilst also influencing other strategies to ensure they take account of the interests of those involved in the youth justice system

## 2. Partner Agency Priorities

The Crime and Disorder Act 1998 places responsibilities on Police, Probation, Health and Local Authorities (Education and Social Care), to collaborate to provide youth justice services and prevent children from offending.

### (a) Bath and North East Somerset Local Authority

The Children and Young People's Plan sets out a vision for supporting children and young people to achieve the best possible outcomes:-

### **We want all children and young people to enjoy childhood and to be well prepared for adult life**

This applies equally to young people at risk of offending or re-offending and as part of the wider children's workforce, the Youth Offending Service is committed to the three priority outcomes:-

1. Children and young people are safe;
2. Children and young people are healthy;
3. Children and young people have equal life chances.

The Service has also adopted the local ambition for parenting:-

### **Parents take responsibility for understanding and meeting their children's needs, enjoying their childhood with them and preparing them for adult life**

The Local Authority's corporate priorities up until 2020 remain as shown below, together with the continuing priorities for the People and Communities Directorate within which the Youth Offending Service is directly managed:-

<b>Corporate Priorities</b>	<b>Linked Children, Young People and Family Service Priorities</b>
A strong economy and growth	Narrow the gaps in education and employment outcomes for vulnerable groups of children and young people.
A focus on prevention	Prevent and reduce significant harm and the need for children to grow up in care – achieve sustainable improved outcomes at the lowest level of intervention.
A new relationship with customers and communities	Keep children and young people at the heart of everything we do - listening to children and young people, parents, carers, victims of crime at team, service & divisional level.
An efficient business	Support staff to work effectively with children, young people and families through workforce development, streamlining systems and processes and focusing our resources.

### **(b) Avon and Somerset Police**

The National Strategy for the Policing of Children and Young People recognises that children and young people are vulnerable through age and sets out these priority areas of work:

1. Building young people's confidence in the use of stop and search powers;
2. Avoiding the unnecessary criminalisation of children in care;
3. Making sure that young people only enter custody 'for the right reasons at the right time' and that other options are explored first;
4. Engaging with young people in an open and transparent manner and supporting early intervention.

### **(c) Police and Crime Commissioner**

The Avon and Somerset Reducing Reoffending Board was established in February 2017 to reinvigorate partnership working to reduce reoffending and strengthen oversight following significant structural changes to the delivery and governance of local offender management services. Youth Offending Services will engage in this work primarily through a voluntary and statutory sector Resettlement Consortium.

### **3. Core areas of work for the Youth Offending Service**

**3.1** Staff from a range of backgrounds including Police, Health, Social Care, Education and the National Probation Service, participate in the multi-agency Youth Offending Service. They work in an integrated way alongside other specialists and have key statutory functions, including the supervision of young people aged 10-17 on Out-of-Court Disposals and community and custodial Court Orders, giving victims a voice, enabling young people who have offended to make amends for the harm they have caused and strengthening parenting skills. The statutory work is supplemented by a prevention service, Compass, which works with children aged 8-17 years who are at high risk of offending. The Youth Offending Service is responsible for safeguarding young people and supporting them to make positive lifestyle choices and achieve better outcomes. The main areas of work are set out below:-

#### **3.2 Prevention**

The Youth Offending Service remains actively involved in the delivery of the Early Help Strategy and the Parenting Strategy. Compass is a long-standing service that works on a voluntary basis with young people aged 8-17 who are assessed as being at high risk of offending, and with their parents/carers. The service aims to reduce the risk of individual young people offending and entering the youth justice system and supports them to improve their social and emotional well-being, to fully participate in education, training and employment and to strengthen parenting skills. Compass is part of the local 'early help' offer, a wider range of support and services for children and young people to help them before the issues they face become more serious. The Local Authority also commissions an independent sector service, Mentoring Plus, to work with 12-21 years olds at risk of offending and a young person's substance misuse service and the Youth Offending Service is involved in the commissioning processes for both.

Compass now also undertakes statutory Return Home Interviews with young people who have returned home after going missing. This supports identification of those who would benefit from early help, including in prevention of child sexual exploitation or offending. In addition, Compass participates in the virtual Willow Service for victims of child sexual exploitation.

#### **3.3 Diversion**

The Cannabis diversion scheme is successful in helping to reduce the number of young people entering the formal youth justice system. It operates in partnership with Police and Project 28, the local young people's substance misuse service. Young people who may have previously been issued with an immediate Youth Caution by the Police are now offered an opportunity to attend a drugs awareness raising workshop with Project 28 and can be dealt with by an informal community resolution. Some then choose to continue working with Project 28.

### 3.3 Pre-Court Disposals

Under the Legal Aid, Sentencing and Punishment of Offenders Act 2012, young people who have admitted a minor offence can be dealt with outside of the Courts through a Youth Caution or a Youth Conditional Caution. The Youth Offending Service support this process by assessing young people, shared decision making at fortnightly 'Out of Court Disposals Panels' and delivery of short-term interventions to young people and parents/carers to reduce the risk of re-offending.

### 3.4 Appropriate Adult Service

When parents/carers are unable to attend Police interviews with their children, volunteers accompany them in order to safeguard their interests under the Police and Criminal Evidence Act 1984. This service is commissioned from Bristol Youth Offending Service.

### 3.5 Bail and Court

Whilst decisions are being made by Police, the Crown Prosecution Service and the Courts about charging, conviction and sentencing, the Youth Offending Service can provide voluntary or statutory support and/or undertake formal assessments, including in the circumstances below:

- **Bail Support and Supervision** – for those who need specific support to avoid offending and ensure they attend Court on the next occasion;
- **Remand to the Care of the Local Authority** – Courts can order that young people who do not have a satisfactory home address are Looked After by the Local Authority. They are entitled to the same level of support as other children in Care;
- **Court Duty** – provision of information and advice to the fortnightly Youth Court and occasional attendance at Bristol Crown Court and other Courts when young people from Bath and North East Somerset are being sentenced. The Service also supports young people to understand the sentences passed and makes assessments of those who have been remanded or sentenced to custody;
- **Report Writing** - preparation of written reports to inform key decision making about young people who have offended, including analysis of their offence(s) and proposal of sentencing options to the Courts via Pre-Sentence Reports.

### 3.6 Supervision of young people in the community

Young people who are sentenced in the Courts are usually supervised by the Youth Offending Service in the community. Most of them remain living with their parents/carers or foster carers although occasionally, they may be living in a residential setting. The Youth Offending Service works with them to assess their needs and vulnerability and their likelihood of re-offending and where relevant, of causing serious harm to others. They then work with them, their parents/carers and other agencies to agree plans to address these concerns. The level of contact with the Youth Offending Service is determined by the assessed level of risk and the interventions delivered include specific offence-focused work, raising victim awareness, encouraging positive activities and supporting engagement in education training or employment.

The Youth Offending Service is responsible for managing young people subject to Intensive Supervision and Surveillance requirements made by the Court as an alternative to custody. Such an Order requires the young person to engage with a 25 hour per week programme of education, training and employment, supervision and activities and an electronically monitored curfew. The Service also supervises young people subject to Unpaid Work Orders.

### **3.7 Work with young people in custody**

A minority of young people are remanded or sentenced to custody, usually because of the seriousness of their offending, but sometimes because of repeated failure to co-operate with the requirements of Court Orders. The Youth Offending Service provides risk assessments to the Youth Justice Board to ensure the young person is safely placed in the most appropriate establishment and plans support and supervision of young people when they return to the community. The most common youth custodial sentence is the Detention and Training Order, lasting for up to two years. Longer sentences apply for more serious offences. Bath and North East Somerset is part of a sub-regional Resettlement Consortium which collaborates to share best practice in supporting young people whilst they are in custody and upon their return to the community.

### **3.8 Work with parents/carers and families**

During 2016-17, the Youth Offending Service led in the commissioning of Family Links, a new parenting programme for Bath and North East Somerset, including training for sixteen staff from a range of statutory and voluntary sector organisations. Work with parents is usually on a voluntary basis but can sometimes be within a Parenting Order. The interventions include individual parenting skills sessions, family mediation and joint work with the parents/carers and the young person. The Youth Offending Service is also part of the Connecting Families' wider matrix team and sometimes takes on the role of 'lead professional' with families who meet the national Troubled Families criteria. This includes undertaking a Whole Family Assessment profile, organising regular Team Around the Family Meetings and co-ordinating a Whole Family Plan to provide support for all family members.

### **3.9 Restorative Justice and Work with Victims**

In early 2017, the Youth Offending Service was awarded the Restorative Service Quality Mark in recognition of its work with victims. It satisfied six standards including leadership, strategy, working together, training, service delivery and monitoring and evaluation and is now able to use the Quality Mark on all its formal documents and qualifications.

All known victims of young people in contact with the Youth Offending Service are visited and offered an opportunity to be involved in a restorative piece of work. Each intervention is developed to match the offence and meet needs of the people involved, as the following examples show:

**Restorative conference**

A young person stole some money from his teacher and after his conviction, they both agreed to a face-to-face meeting. During the meeting, the teacher told the young person that a friend had given her the money as a deposit for their holiday and without the money being repaid, the holiday would have been cancelled. The young person told her that he had started taking drugs and was being threatened by his dealer as he could not pay him. He did not want his mother to know about his drug habit and felt he had no choice but to steal the money. Prior to the meeting, he had obtained a job and paid the money back in full from his wages. He brought some flowers with him to the meeting and showed remorse for his behaviour. The meeting helped to clear the air and enable both parties to move forward.

**Letter of explanation**

A young person received a Conditional Caution for carrying a knife into school and was permanently excluded from the school. He wrote a letter of explanation, saying how his actions were thoughtless and that he had no intention of hurting anyone. His family was really disappointed in him and he had lost his father's trust. He now really missed the school and friends and wanted to apologise. With his permission, the head teacher read the letter out in a school assembly, to help the children understand what had happened and the reasons he had given for his offence.

**Direct reparation**

A young person received a voluntary Caution for a Public Order offence and for damaging Police vehicles. He was given a voluntary programme of work including cleaning Police vehicles. While he completed this work, Police Officers and staff spoke with him to help break down prejudices and let him see the Police staff as individuals.

**'Shuttle' mediation**

Following an offence of assault, a young person received a Referral Order. The victim did not want to attend the Panel meeting or have any direct contact and so their questions were put for them. The victim needed reassurance that the offence would not happen again and wanted an agreed arrangement for how they would each behave if they saw each other socially. The answers given to the victim provided the reassurance they wanted, together a strategy for minimal acknowledgement should they ever meet again.

## **4. Multi-Disciplinary work**

A key strength of the Youth Offending Service is it includes co-located staff from a wide range of disciplines, helping with information sharing and planning and enabling readily tailored approaches to meeting young people's needs.

### **4.1 Education (Bath and North East Somerset Council)**

The Education professional monitors young people's participation in learning and works closely with the Council's Youth Connect Service to integrate approaches to identifying and addressing young people's employment and training needs and with the Special Educational Need and Disability Team to strengthen information sharing and support for young people. A number of young people known to the Youth Offending Service have particular needs that are hard to meet from the provision currently available. For example, 68% have special educational needs (compared to 13.3% B&NES cohort).

### **4.2 Health (Bath and North East Somerset Clinical Commissioning Group)**

The Youth Offending Service benefits from continuing secondment of a part-time Speech and Language Therapist and a part-time Nurse. Links with professionals and young people at Project 28 are well established and a weekly enhanced sexual health clinic supports vulnerable girls. A successful bid to NHS England has also enabled the appointment of a half-time co-ordinator for harmful sexual behaviour work (a Child and Adolescent Mental Health Service post that is shared with Wiltshire Youth Offending Service).

### **4.3 Probation Officer (National Probation Service)**

A half-time seconded Probation Officer works as a case manager, directly supervising young people subject to Court Orders and bringing skills in assessing and managing risk, including working closely with Impact and Multi-Agency Public Protection Arrangements to ensure integrated planning for work with young people who present a higher risk of serious harm to others. They also support the transition to adult criminal justice services for those who continue to offend. Local research is underway to identify ways of easing this transition and reducing re-offending.

### **4.4 Social Worker and Youth Justice Worker (Bath and North East Somerset Council)**

Three qualified staff (2.5 fte) work as case managers and bring particular skills in child development and safeguarding and working with young people in the context of their family experience. They undertake assessments and interventions with young people involved in sexually harmful behaviour and support victims of child sexual exploitation.

### **4.5 Police (Avon and Somerset Constabulary)**

The Police resource has reduced for 2017-18. One full-time seconded Police Constable now provides a link with the Integrated Offender Management work with young people at highest risk of re-offending, supports the Out of Court Disposals Panel and leads on work with victims.

### **4.6 Panel Members**

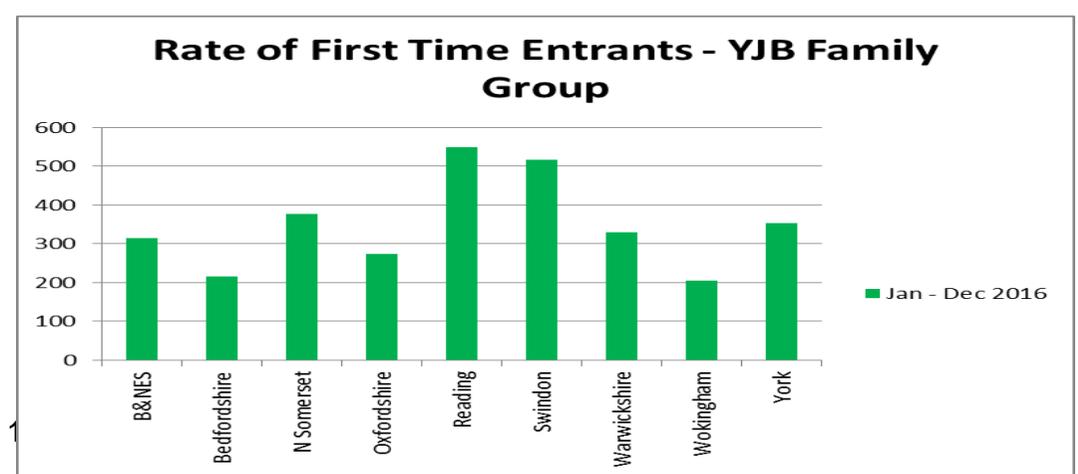
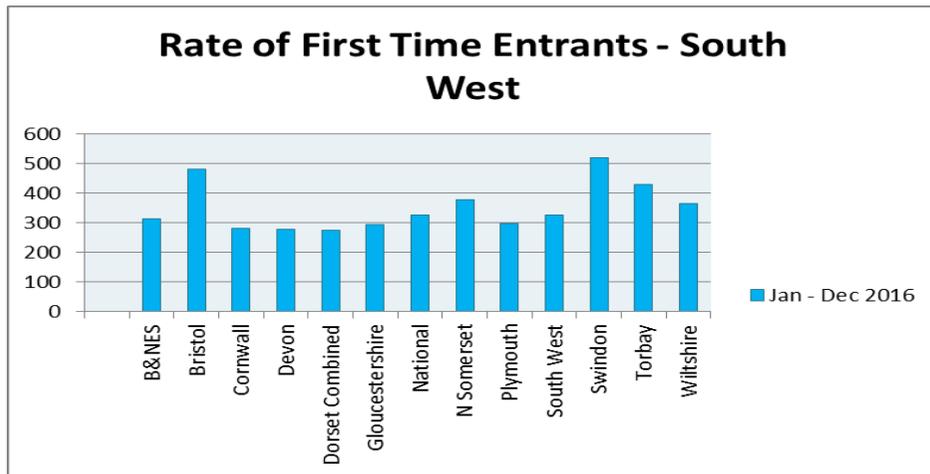
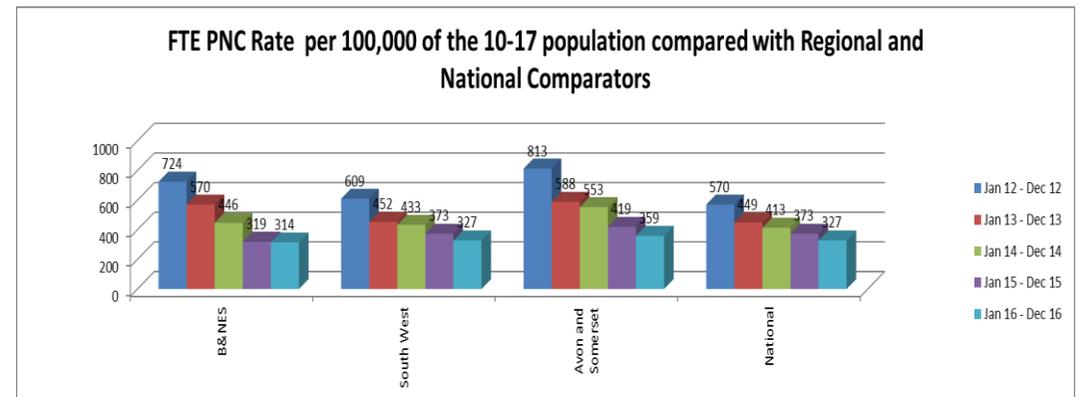
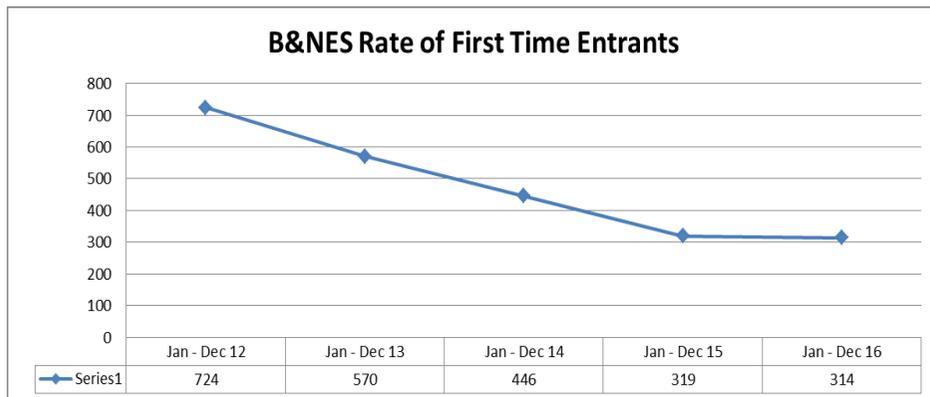
Volunteer Panel Members take on a key statutory function in chairing Referral Order meetings with young people and, where they are willing, the victim of their offence, to agree how they will make amends and what work they need to undertake to reduce their risk of re-offending. Twelve new Panel Members have recently been recruited and trained.

## 5. Performance

The principal aim of the youth justice system is to prevent offending by young people and the effectiveness of this work is measured through three sets of national performance indicators. In all the data reproduced below, Bath and North East Somerset performed better than all comparator groups.

### 5.1 Reduce the rate of first time entrants to the youth justice system

This performance measure helps understanding of how effective the local area has been in supporting young people not to offend and enter the youth justice system for the first time. It is shown as a rate of young people per 100,000 in the general population of 10-17 year olds who received their first substantive outcome (a Youth Caution or Youth Conditional Caution following admission of an offence, or a conviction in Court), to enable comparisons to be made. Data is taken from the Police National Computer and is published in rolling full years. For the calendar year 2016, there was a further small reduction in young people entering the youth justice system for the first time, continuing a long-term trend. However, the reduction was at a slower rate as it included, unusually, a large cohort of young people arrested for a spate of anti-social behaviour and violence in the centre of Bath in the autumn of 2016; thirteen of these young people were charged directly to Court.

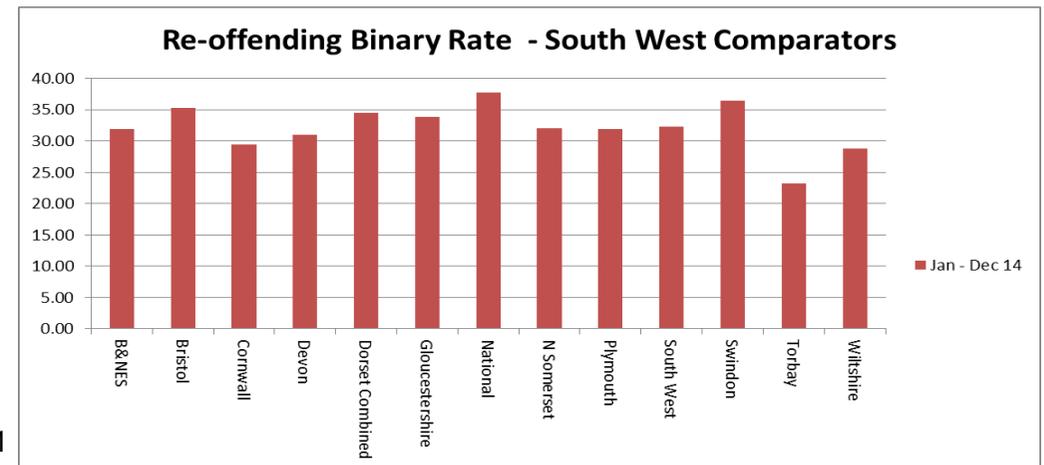
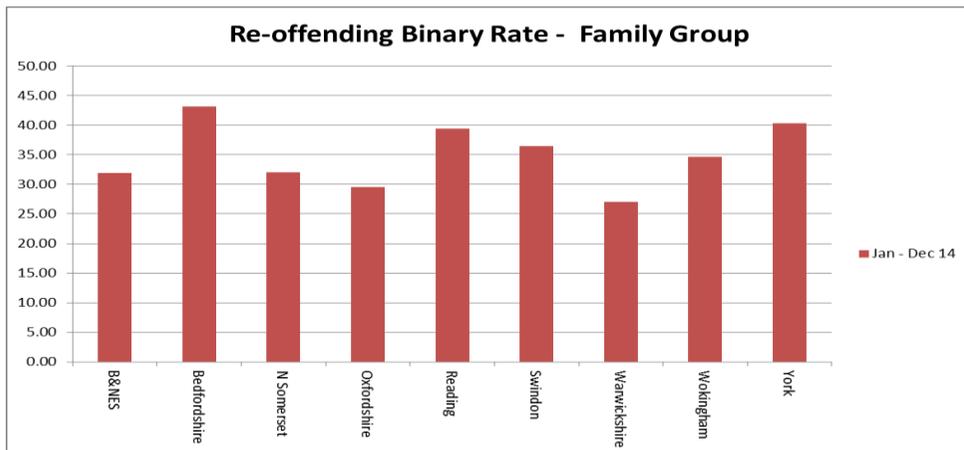
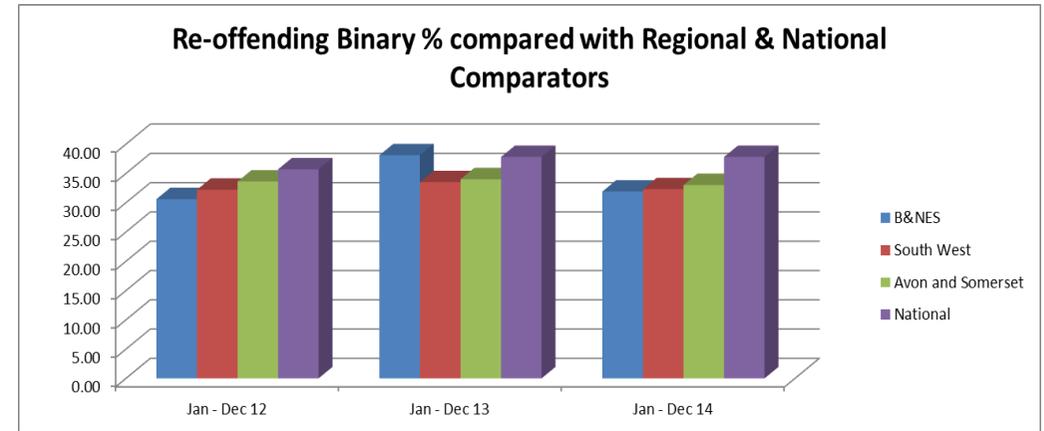
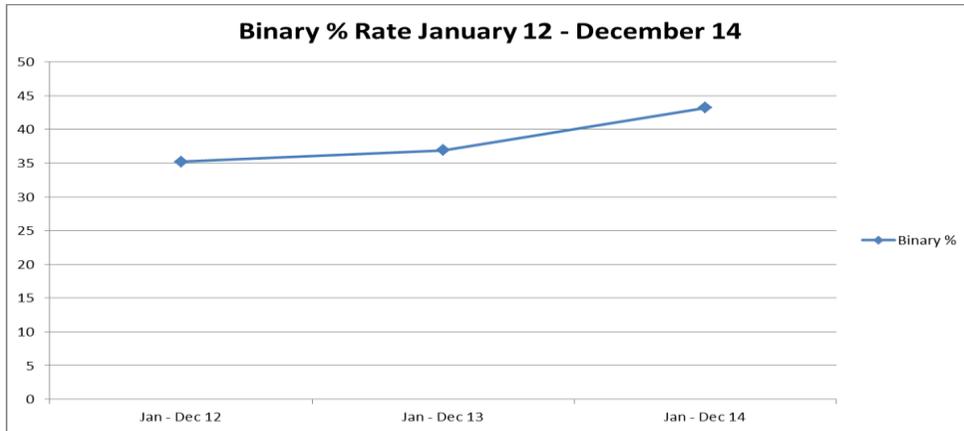


## 5.2 Reduce the rate of re-offending

This measure helps understanding of the effectiveness of the youth justice system in supporting young people who have previously offended not to re-offend. It is a quarterly rolling measure of the rate of re-offending after twelve months of a cohort of young people who received a Caution or Conditional Caution or a sentence in Court or were released from custody and is shown as a rate per 100,000 in the general population. The data is taken from the Police National Computer. Local data from the national re-offending initiative showed the highest re-offending frequency rates were amongst the 10-13 age group and that young people who received Cautions with no intervention were having a significant impact on the overall offending rate. The Service now reviews all Out-of Court Disposal cases to ensure relevant interventions are offered as needed. In the calendar year 2016, at the end of their contact with the Service, 79% of the Youth Offending service caseload were assessed as living in suitable accommodation and 73% of the caseload were in full time Education, Training or Employment. These factors influence risk of re-offending.

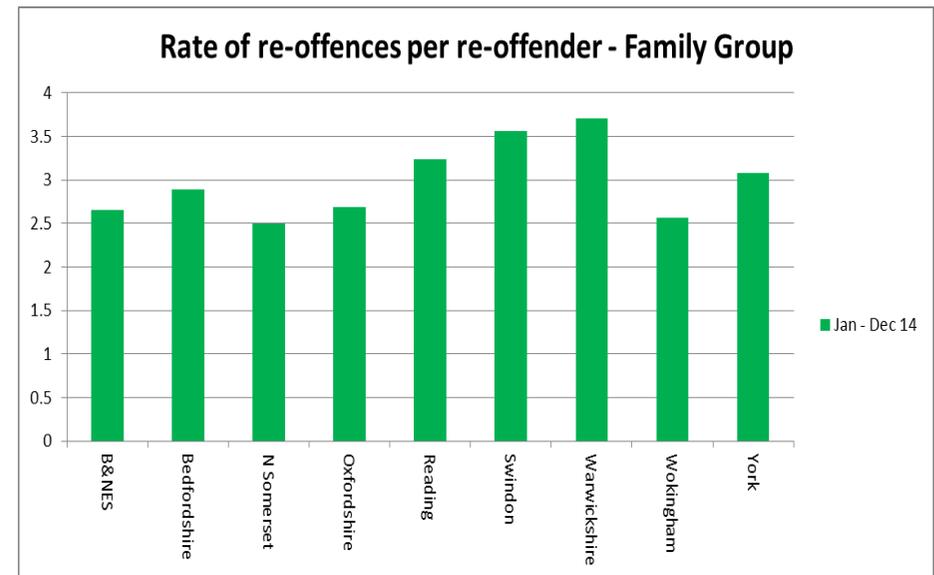
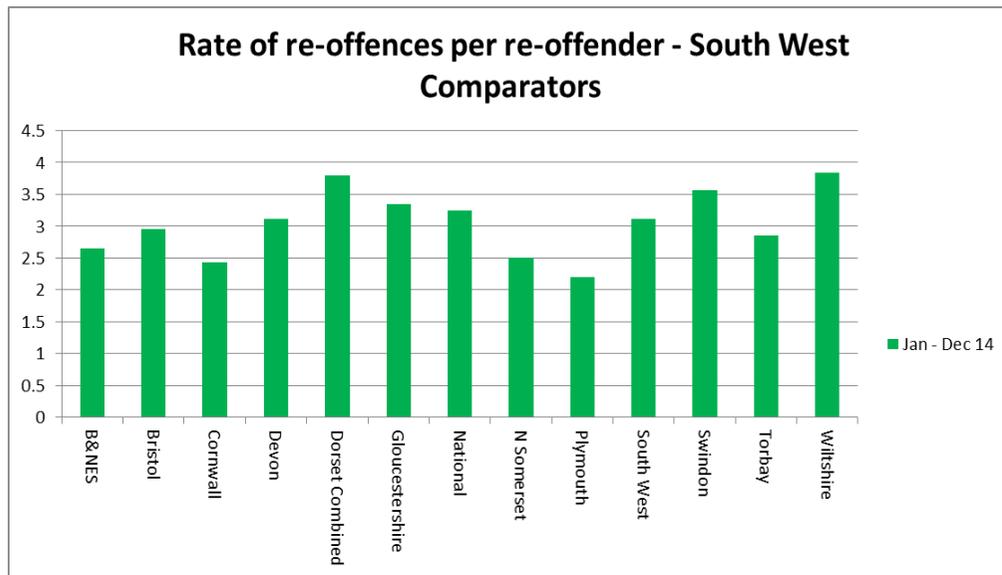
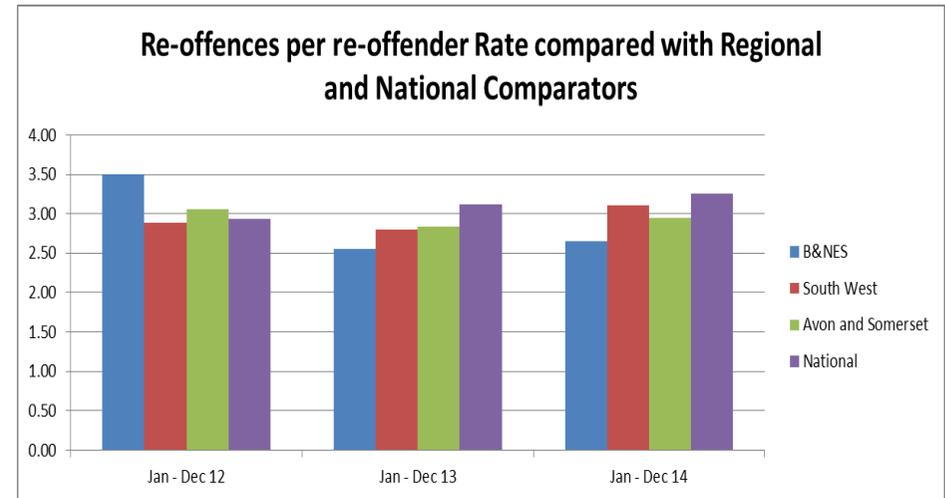
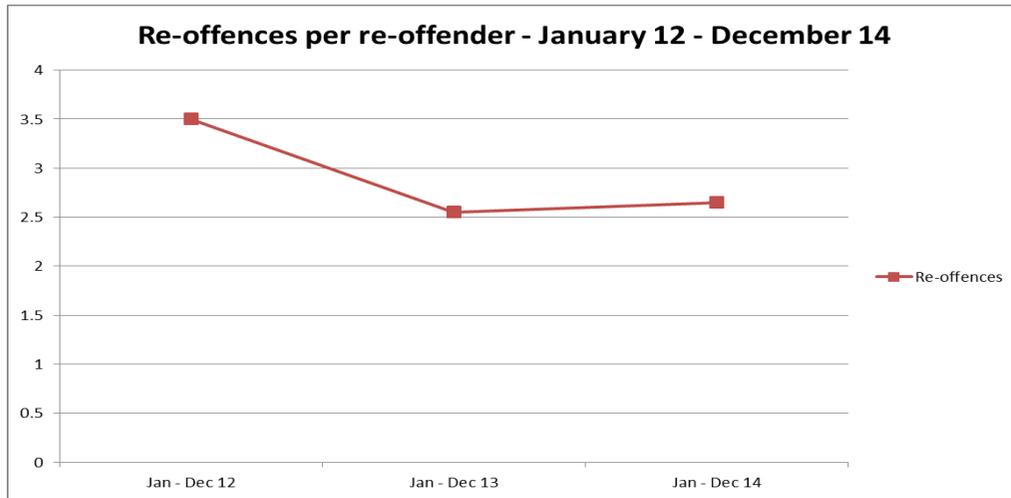
### a) Binary Rate – January to December 2014 (latest calendar year data)

From a cohort of 116 young people, 37 (31.9%) of re-offended within 12 months compared with 56 (38.1%) from a cohort of 147 in 2013. This is lower (better) than all a comparator groups.



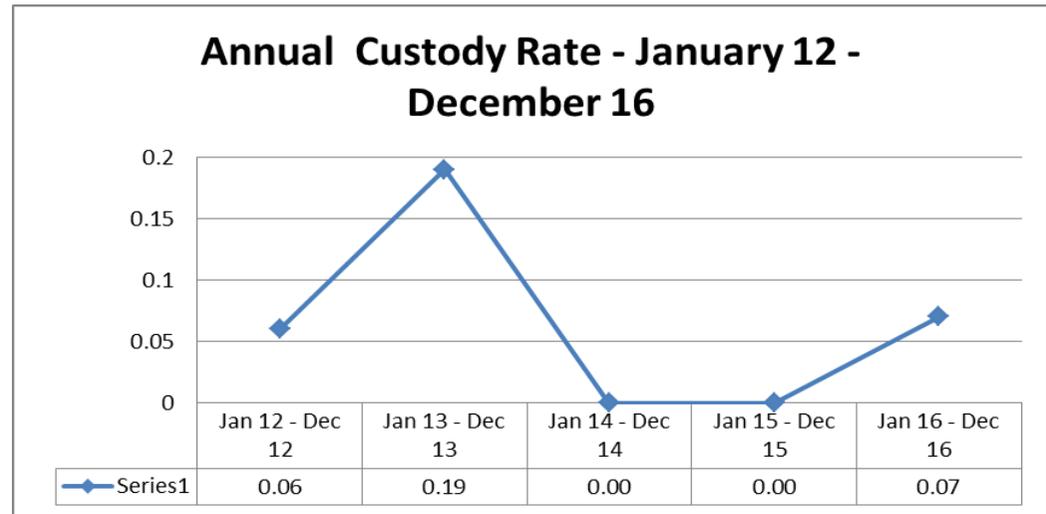
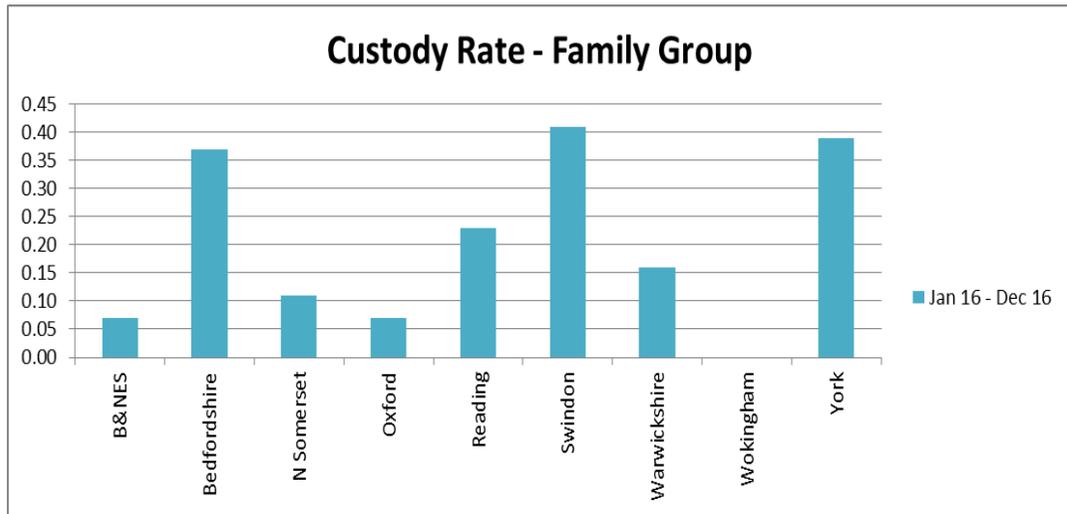
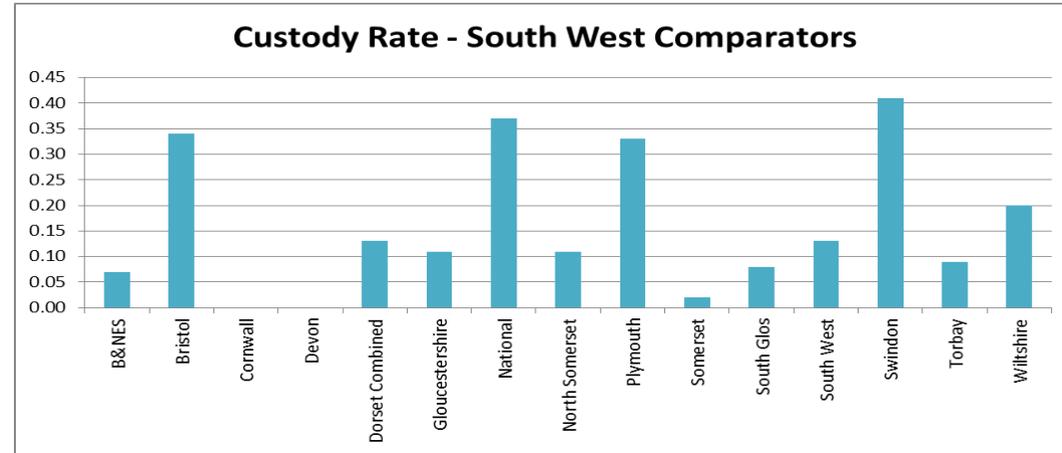
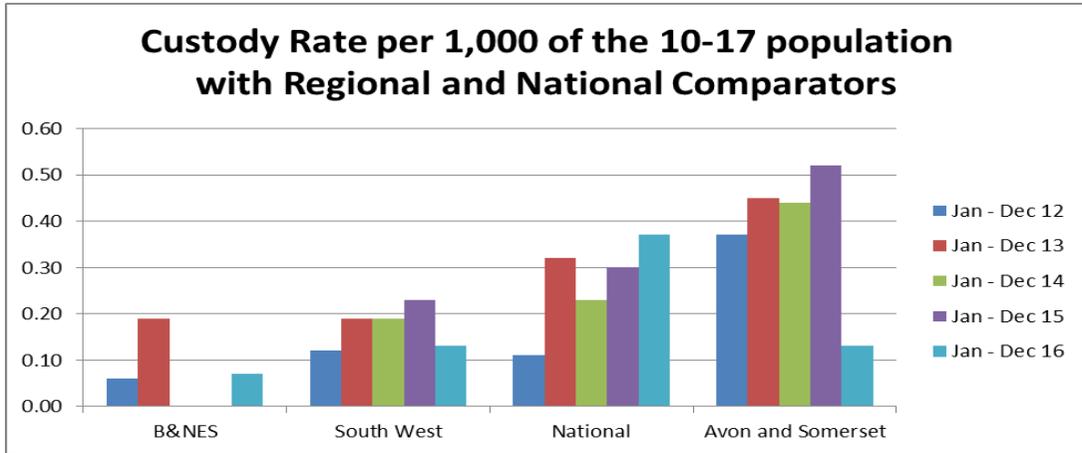
**b) Frequency of Re-offending Rate – January to December 2014 (latest calendar year data)**

In the calendar year 2014, 98 further offences were committed by the 37 young people in this cohort who re-offended. Their rate of re-offending is 2.65, an increase from 2.55 in the previous year. Despite this increase, our rate is still lower than the Police and Crime Commissioner area, National and Regional average. Our rate compares well with the south west average, with just 4 Authorities showing a lower rate than B&NES. Two other Authorities in the family group have marginally lower rates than B&NES.



### 5.3 Reduce the rate of custodial sentences

The third national performance measure relates to the use made of custody as a sentencing option. The Youth Offending Service makes proposals to Courts to assist sentencing decisions; any sentence of custody for a serious offence is not taken lightly and is avoided wherever young people can be safely supported to remain within the community. The latest data is for the period January – December 2016, compared with the baseline period, the calendar year 2015. The rate of custody marginally increased in 2016 due to a single custodial sentence.



## 5.4 National Standards

The work of the Youth Offending Service is subject to a set of Ministry of Justice National Standards. These are audited each year and in 2016-17, the Youth Justice Board confirmed that all measured standards were met, with some minor improvements that are reflected in this year's Work Plan.

## 6. Service User Feedback

The Youth Offending Service seeks regular feedback from all service users and endeavours to implement changes from the comments received.

### 6.1 Young people in their own words

HMI Probation has once again facilitated an independent, anonymous survey of young people known to Youth Offending Services. The response was low but showed that 86% considered they were treated fairly some or all of the time, 85% agreed the work helped them to realise that change was possible, 94% said the Service took their views seriously and 72% said that they were less likely to offend. Some said they experienced transport difficulties in keeping appointments and some had difficulties in understanding or explaining. Only 58% said they fully understood their Referral Order contracts. Some of the responses are included below:

#### (a) Things that have made you less likely to offend:-

My nan makes me less likely to offend

People not acting up not trying to show off

I have learnt the real meaning of life is not about being a bad man

I have YOT appointments every day and a curfew

Knowing right from wrong

Thinking about how offending can upset/harm others

#### (b) What has got better with your health?

I am not fat any more

I haven't started any arguments or fights

c) What things have got better for you or how has the Youth Offending Service helped you?

I managed to get a place at college with help from YOT

Changed friends

My worker made me see the good road of life and made me feel better every time I wake up

I stay in and don't go out

YOT has told me to stop hanging around with the people I got into trouble with

(d) Ideas for how the Youth Offending Service could be improved:

It don't need improvement, its good enough already

White walls not pink walls in the meeting room

Just don't listen when I say I don't want to do the work

Make my appointments a bit later

'A well worthwhile meeting'

**6.2 Victims of youth crime in their own words**

'Really pleased to receive a letter as it will help the other children have closure and move forward in forgiveness. I am pleased to know that he is ok now at his new school'

'It's great to be kept updated, usually I have reported an offence and I never hear what's happened. I just want her safe. In a way, I am glad this offence happened, as I now feel that she is getting the support she needs.'

'It was a beneficial experience, it made me feel a lot better'

'Fully support process and methods, its important to use between police officers and offenders to build an understanding and relationships from both sides'

'I feel really bad about what happened, I've been beating myself up. I should not have allowed it to happen. It actually helped, talking with someone who knows how I feel'

' Thank you very much for your help. Its made the worlds of difference to us, that you listened so carefully when you met us on the first time, you were keen to learn about autism and to ensure that there is a better understanding of victims with special needs. I feel that the issues were dealt with well and your constructive handling of this case, including discussing with your manager to ensure that the charge was changed. I feel more confident, you help to reduce our anxiety, I feel that the young person is less of a threat.'

"I said all I wanted to and felt listened to and heard things that I hadn't heard before"

"I have appreciated having someone to talk with. Someone to hear my side'.

"(It was) fine and I'm happy I did it and said sorry. (I learned) never to try and ride away from Police when stopped."

"(It was) fine (and the) victim was easy to talk to. I learnt one punch could do a lot of damage and that I can turn my life around"

## **7. Governance, Leadership and Partnership Arrangements**

**7.1** Bath and North East Somerset Council is the lead partner for youth justice. It has the primary responsibility to the Secretary of State for ensuring that the Youth Offending Service fulfils requirements and delivers services required under the Crime and Disorder Act 1998, and any subsequent criminal justice legislation and that it meets the requirements of all relevant legislation applicable to young people. The statutory partners (Social Care, Police, Probation, Education and Health) have a duty to ensure statutory requirements are met and help with resources.

**7.2** The Youth Offending Service is managed within the People and Communities Department of the Council. Strategic responsibility for the Youth Offending Service is allocated to the Head of Young People's Prevention Services who is also responsible for the Youth Connect Service and the Integrated Working Team and is line managed by the Divisional Director. The Operational Manager has oversight of all services delivered and is supported by a Deputy. An organisational chart can be found in the appendices.

**7.3** Governance of the Youth Offending Service rests with the Community Safety Partnership's Responsible Authorities Group, and immediate oversight and accountability is provided by the Youth Offending Service Management Board, with representation from the key statutory partners. The Youth Justice Board sends a representative to some meetings. A Partnership Agreement sets out its responsibilities for the strategic direction, resourcing and operational delivery of youth justice services. A number of members of the Board also sit as members of the Local Safeguarding Children Board. The Management Board has two sub-groups.

**7.4** The first sub-group is the Youth Crime Prevention Board that oversees work to reduce the rate of first time entrants by analysing first time entrants' data, identifying areas of concern and sharing good practice. The partnership includes Mentoring Plus, Project 28, Avon Fire and Rescue, Curo, the Anti-Social Behaviour Team, Compass, Police, and an Early Help Commissioner and now meets twice each year.

**7.5** The Custody Review Panel helps to keep the local custody rate low by undertaking multi-agency reviews, working together to reduce the risk of individual young people going into custody and maintaining awareness of the use of custody for young people as a safeguarding issue. This includes discussion of relevant Inspection reports and published research. The partnership meets quarterly and includes the Care and Young People Service Manager, Commissioning and Contracts Manager, Criminal Justice Support Unit Leader, Deputy Safeguarding Lead and the Operational Lead and Head of Service for the Youth Offending Service. A recurring question in many cases reviewed in the last year concerned whether opportunities to intervene at an earlier stage had been missed. Learning for individual agencies included the need for clear outcomes to be established when teenagers are taken into Care, responses to sexually harmful behaviour by young children, speed of execution of Warrants, earlier use of Parenting Orders and working together to support young people's compliance with Court Orders. There has continued to be careful review of the circumstances when young people have been held overnight in Police custody. The publication of the national *Concordat on Children in Custody* has supported this and the Local Safeguarding Children Board has now agreed to oversee compliance.

**7.6** This Youth Justice Plan has been approved and will be monitored by the Youth Offending Service Management Board. The Board receives quarterly financial and performance reports and annual assurance and National Standards reports and has now established a Challenge Register. Progress on the Work Plan is reported to the relevant Council Development and Scrutiny Panel.

## 8. Work Plan 2017 - 2018

<b>Departmental priority: A strong economy and growth</b>			
<b>Divisional Priority 1: Narrow the gaps in education and employment outcomes for vulnerable groups of children and young people (Children and young people have equal life chances)</b>			
<b>Indicators:</b> a. Increased proportion of YOS young people engaged in education, training and employment; b. Number and % of young people aged 16-18 who are NEET; c. % of 16 and 17 year olds with offer of education or training by 30 September			
<b>Actions</b>	<b>Lead</b>	<b>Intended Impact</b>	<b>Timescale</b>
1. Participate in the national SEND youth justice initiative	Head of Service	Earlier identification and achieving positive outcomes	March 2018
<b>Departmental priority: A focus on prevention</b>			
<b>Divisional Priority 2: Prevent and reduce significant harm and the need for children to grow up in care – achieve sustainable improved outcomes at the lowest level of intervention (Children and young people are safe and healthy)</b>			
<b>Indicators:</b> a. Reduction in the rate of first time entrants b. Reduction in the rate of re-offending c. Reduction in the rate of custodial sentences d. Increase in the proportion of young people in suitable accommodation			
<b>Actions</b>	<b>Lead</b>	<b>Intended Impact</b>	<b>Timescale</b>
1. Update and roll out prevention assessment tool	Deputy Team Manager	Better analysis of vulnerability and risk	June 2017
2. Support delivery of two Family Links parenting programmes	Head of Service	Evidence-based approach to enhance parenting	March 2018
3. Work with the Fire and Rescue Service to implement measures in their youth action plan.	Deputy Team Manager	Prevention of dangerous offending	March 2018
4. Participate in pilot of Enhanced Case Management (utilising trauma recovery model)	Operational Manager	Reduction in breach and re-offending	March 2018
5. Develop Service response to Sexually Harmful Behaviour	Operational Manager	Prevention of dangerous offending	March 2018

**Departmental priority: A new relationship with customers and communities**

**Divisional Priority 3: Keep children and young people at the heart of everything we do - listening to children and young people, parents, carers, victims of crime at team, service & divisional level**

- Indicators:**
- a. Reduction in the rate of first time entrants
  - b. Reduction in the rate of re-offending
  - c. Reduction in the rate of custodial sentences
  - d. Increase in the proportion of young people in suitable accommodation.
  - e. Restorative Service Quality Mark
  - f. Customer Service Excellence Quality Mark

<b>Actions</b>	<b>Lead</b>	<b>Intended Impact</b>	<b>Timescale</b>
1. Identify and support the work of a youth participation champion (YJB Participation Strategy)	Operational Manager	Ensure young people's voices continue to be heard	March 2018
2. Consolidate restorative justice practice in light of staffing changes and work to retain Restorative Service Quality Mark	Deputy Team Manager	Continuation of quality services for victims	December 2018
3. Implement amendments agreed in National Standards improvement plan	Operational Manager	Adherence with National Standards	September 2017
4. Support local research into young people's experience of transition to adult justice services and implement learning about how best to prepare young people	Operational Manager	Reduced early re-offending post transition	March 2018

**Departmental priority: An efficient business**

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

- Indicators:**
- a. 90% staff up-to-date with required safeguarding training
  - b. 100% staff receiving required level of Supervision and PDR

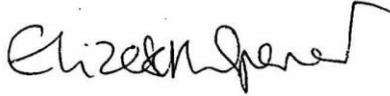
<b>Actions</b>	<b>Lead</b>	<b>Intended Impact</b>	<b>Timescale</b>
1. Explore relocation options for Youth Offending Service and achieve move if a suitable alternative is identified	Head of Service	Continued safe, suitable place to work with young people	September 2017
2. Review Service structure and roles to accommodate changes to budget	Head of Service	Safeguard future service delivery	September 2018
3. Review delivery model in light of Taylor Review of youth justice	Head of Service	Readiness to accommodate any legislative changes	March 2018
4. Work with Police to maximise benefit of Qlik Source software to inform work with young people	Business Manager	Earlier identification of young people at risk of offending	September 2018
5. Align Compass referral process with the new Early Help Allocation Panel	Deputy Team Manager	Improved targeting and access to service	March 2018

## 9. Budget Summary 2017 - 2018

Source	Pooled budget £	Staffing costs £	Other costs £	Comments	Total £
<b>Avon and Somerset Police</b>	26,442 <sup>1</sup>	41,236	0	Non-costed on-site access to Police National Computer. Police have reduced staffing by 0.6 fte	<b>67,678</b>
<b>National Probation Service</b>	5,000	21,689	0		<b>26,689</b>
<b>Bath and North East Somerset Clinical Commissioning Group (Health)</b>	14,885	31,109	0	CAMHS consultation and Speech and Language Therapy are delivered through separate contracts	<b>45,994</b>
<b>NHS England</b>	0	40,000	0	New funding for sexually harmful behaviour work	<b>40,000</b>
<b>Bath and North East Somerset Council</b>	18,685	388,608	43,883	Non-costed office base, Financial and Human Resources services	<b>451,176</b>
<b>Avon and Somerset Police and Crime Commissioner</b>	0	10,217	0	Additional contribution of £7,902 towards commissioning cost of substance abuse service.	<b>10,217</b>
<b>Youth Justice Board for England and Wales</b>	0	142,353	38,984		<b>181,337</b>
<b>Total</b>	<b>65,012</b>	<b>675,212</b>	<b>82,867</b>		<b>823,091</b>

<sup>1</sup> Police have advised that this contribution pro rata is available for 6 months and may then be withdrawn

## 10. Partner Agency Commitment

Partner Organisation	Name of Chief Officer	Signature	Date
Local Authority	Ashley Ayre, Chief Executive		10.07.2017
Local Authority (Health and Education)	Mike Bowden, Strategic Director – People and Communities Department		10.07.2017
Local Authority (Social Care)	Richard Baldwin, Divisional Director Children, Young people and Families Service		10.07.2017
Avon and Somerset Constabulary (Police)	Chris Saunders, Chief Inspector		07.07.2017
South West South Central Division, National Probation Service (Probation)	Elizabeth Spencer, Assistant Chief Officer		10.07.2017

## 11. Appendices

### Appendix A: Review of Work Plan 2016-2017

What will be done	End of Year Outturn
<b><u>Divisional Priority 1: Narrow the gaps in education and employment outcomes for vulnerable groups of children and young people (Children and young people have equal life chances)</u></b>	
1. Ensure all Youth Offending Service young people applying for post-16 education and training have transition plans and support in place.	<b>Completed</b> - progress of all applications was tracked by the Education Worker and all college applicants were successfully enrolled. Advocacy around applications for financial support was provided. A Working Together protocol is in place with Youth Connect to clarify which Service is supporting transition to college. Young people coming into the YOS in July and August with no post 16 plans in place were assisted in making late applications and enrolments. We have liaised with SEND practitioners to ensure they are up to date with preferred post 16 placements and consult with providers for young people with Education, Health and Care plans
2. Ensure all reparation projects provide opportunity for young people to identify and record new skills.	<b>Completed</b> - all young people receive a certificate at the end of their reparation identifying skills that they have learned and demonstrated during their reparation.
3. Participate in review of post-16 provision and the development of 14-19 Strategy, to ensure it reflects the needs of young people who have offended	<b>Completed / ongoing</b> - the 14-19 Strategy has now been completed and discussions are underway about mechanism for delivery
4. Work with Bath College to develop integrated support and procedures for vulnerable learners, together with transitions support.	<b>Ongoing</b> - procedures were agreed to support young people to start college in September and there are ongoing discussions about information sharing.
5. Work with commissioners to ensure access to compulsory education for those who have offended.	<b>Ongoing</b> - concern about loss of College provision for pre-16s and need for suitable alternative provision has been discussed with commissioners. Some additional alternative provision is now available and young people known to this Service use it.
6. Support access to work experience or the National Citizenship Scheme for those in Years 11 and 12 (linking with work to support Looked After Children).	<b>Ongoing</b> - staff were briefed by Joining Forces, the local provider, but no young people have taken it up yet. B&NES Council 10:100 work taster programme has been offered to several post 16 young people.
<b><u>Divisional Priority 2: Prevent and reduce significant harm and the need for children to grow up in care – achieve sustainable improved outcomes at the lowest level of intervention (Children and young people are safe and healthy)</u></b>	

What will be done	End of Year Outturn
1. Review the model for conducting return home interviews and ensure it addresses the needs of those at risk of offending, child sexual exploitation and/or those affected by parental imprisonment.	<b>Completed</b> - an annual review consolidated the local model and performance is improving. All young people are screened for child sexual exploitation and parental imprisonment is recorded and acted on.
2. Agree a model to proactively screen Police intelligence to identify those likely to be at greatest risk of offending.	<b>Completed</b> - following the weekly caseload reviews, seconded Police place a flag on their records of high risk young people (Niche) so the YOS is notified of new intelligence. A new Police system is now being used to identify young people at greatest risk.
3. Support a practitioner to join the Willow Team for young people at risk of child sexual exploitation.	<b>Completed</b> - a Compass worker has joined the Willow Project and is supporting two young people with weekly meetings.
4. Ensure all case managers are trained to work with those involved in sexually harmful behaviour	<b>Completed</b> - all statutory case managers are now trained in and using AIM2 assessment.
5. Ensure risk assessments are clearly explained in relation to how previous behaviour and offences are linked to serious harm and arrange training.	<b>Completed</b> - Asset Plus Training has been completed and the seconded Probation Officer delivered a workshop to all practitioners about risk assessment with a view to ensuring assessments are specific and relate to previous behaviour.
6. Develop approaches to work with young people at risk of perpetrating child sexual exploitation.	<b>Ongoing</b> - a 0.5 fte CAMHS specialist Harmful Sexual Behaviour worker has joined the Youth Offending service and is self assessing practice against the new NICE HSB guidelines.
7. Review the Service's work in assessment and planning including management of risk of serious harm to others.	<b>Completed</b> - Asset Plus Training has been completed and there are clear improvements in planning. The seconded Probation Officer delivered a workshop about risk assessment with a view to ensuring assessments are specific and relate to previous behaviour.
8. Address learning from forthcoming Laming Report on Looked after Children and offending	<b>Ongoing</b> - Conference attended at Bristol University on 28 June and outcomes and recommendations paper (In Care, Out of Trouble) was discussed by the YOS Management Board and is informing the work of the Custody Review Panel.
9. Ensure development of the Multi-Agency Safeguarding Hub supports young people's referral into youth crime prevention projects.	<b>Ongoing</b> – arrangements are in place but no referrals have followed yet. The Service is also involved in the development of a new Early Help allocation Panel and has received referrals through this.
10. Apply learning from the YJB reducing re-offending project to introduce service improvements.	<b>Completed</b> – a workshop was held on 8 September, facilitated by the YJB and a number of actions were identified based on 2 years' data. As a result, the service is extending the remit of the Out of Court Disposal Panel to review all decisions about young people.

What will be done	End of Year Outturn
<b>Divisional Priority 3: Keep children and young people at the heart of everything we do - listening to children and young people, parents, carers, victims of crime at team, service &amp; divisional level</b>	
1. Support staff to be proactive in integrating and sharing plans with relevant partner agencies.	<b>Completed</b> - this action is supported and monitored through staff Supervision
2. Introduce a more accessible format for young people's plans and ensure that they are always given a copy	<b>Ongoing</b> - an accessible planning format has been developed but does not work well with the set format within the service database.
3. Ensure that audits regularly seek evidence of the voice of the child	<b>Completed</b> – an LSCB audit included a YOS case and the Service includes this in its own audits. The new self assessment tool in Asset Plus is helping with this.
4. Review how parenting support is provided within the Youth Offending Service	<b>Completed</b> - the vacant Parenting Worker post has been frozen and responsibility for parenting work has been delegated to the case managers. Family Links parenting programme training has been commissioned to support their interventions.
5. Produce quarterly evidence of what the Service has learned from feedback	<b>Completed</b> – victims and young people's feedback is now collated
6. Ensure provision of an effective parenting intervention for parents of teenagers	<b>Completed</b> – the Service leads on implementation of the Parenting Strategy and 16 staff have been trained commissioned. Programmes will be rolled out from September 2017.
<b>Divisional Priority 4: Support staff to work effectively with children, young people and families through workforce development, streamlining systems and processes and focusing our resources</b>	
1. Complete implementation of new database	<b>Completed</b> – and all staff have been fully trained
2. Transfer the monitoring of Compass to the Youth Offending Service Management Board	<b>Completed</b> - the first report went to the Management Board in June 2016.
3. Review staffing structure to strengthen accountability and ensure core of qualified staff.	<b>Completed</b> – a Senior Practitioner post has been deleted and an additional part-time case manager has been appointed.
4. Review 'buddying' system practice to ensure staff safety when making home visits.	<b>Completed</b> - the Health and Safety Policy has been updated and staff are using it appropriately. This is being monitored in staff Supervision.
5. Ensure a compliant model of delivering Unpaid Work requirements in Court Orders.	<b>Completed</b> - the Revised Unpaid Work Operating Briefing from December 2016 has been reviewed and the Service is compliant with its requirements.

What will be done	End of Year Outturn
6. Agree a process for recording and supporting children affected by parental imprisonment.	<b>Completed</b> - a spreadsheet has been set up to capture this information and the Service's local 'champion' is using this to promote work to meet young people's needs..
7. Agree local implementation of the national transitions protocol for young people moving to adult services.	<b>Ongoing</b> – the protocol has been completed and is being used. Due to concern about the difficulties experienced by young people making this transition, some local research is underway to identify how this can be improved.
8. Review Performance and Development Review process to include youth justice competencies and introduce 360 degree feedback for all staff.	<b>Ongoing</b> - some '360 degree feedback' processes have been completed and this is now in place across the Service for the next Reviews.
9. Complete the managers' module of the Bath and North East Somerset Workplace Wellbeing Charter.	<b>Ongoing</b> - this work links with the Young People's Management Group which used the New Economics Foundation's Five Tools for Wellbeing to develop a staff survey.
10. Ensure staff are briefed on the Prevent Strategy, Child Sexual Exploitation and Female Genital Mutilation	<b>Completed</b> - all staff are aware of the training requirement and taking places on courses and/or completing online training. This is being monitored and will be reported annually.
11. Ensure all staff support young people in improving qualification levels and raise aspirations.	<b>Completed</b> - monthly meetings are held to review placements and progress. Informal training has been delivered for all staff on qualification levels and progression.
12. Review and update secure storage of all data and records	<b>Completed</b> - Secure Transfer of Information Policy, IT Policy and IT Agreement User forms have been implemented and files have been transferred to the new Secure Y Drive.
13. Work with the Management Board to respond to the findings of the national review of youth justice.	<b>Completed and ongoing</b> - a development day was held on 27 September with Jamie Clynch from the YJB and consideration of the implications of the Taylor Review continues.

## Appendix B: Youth Offending Service Values

1. Respect young people for who they are and take their needs and wishes seriously
2. Listen to young people and take any action necessary to keep them safe
3. Recognise the damaging impact of crime on individuals and communities and uphold the importance of preventing it
4. View diversity positively
5. Believe in the possibility and desirability of change
6. Want the best for young people and their families
7. Work restoratively
8. Work in an integrated and multi-agency way
9. Have a drive for results and courage when things don't go to plan

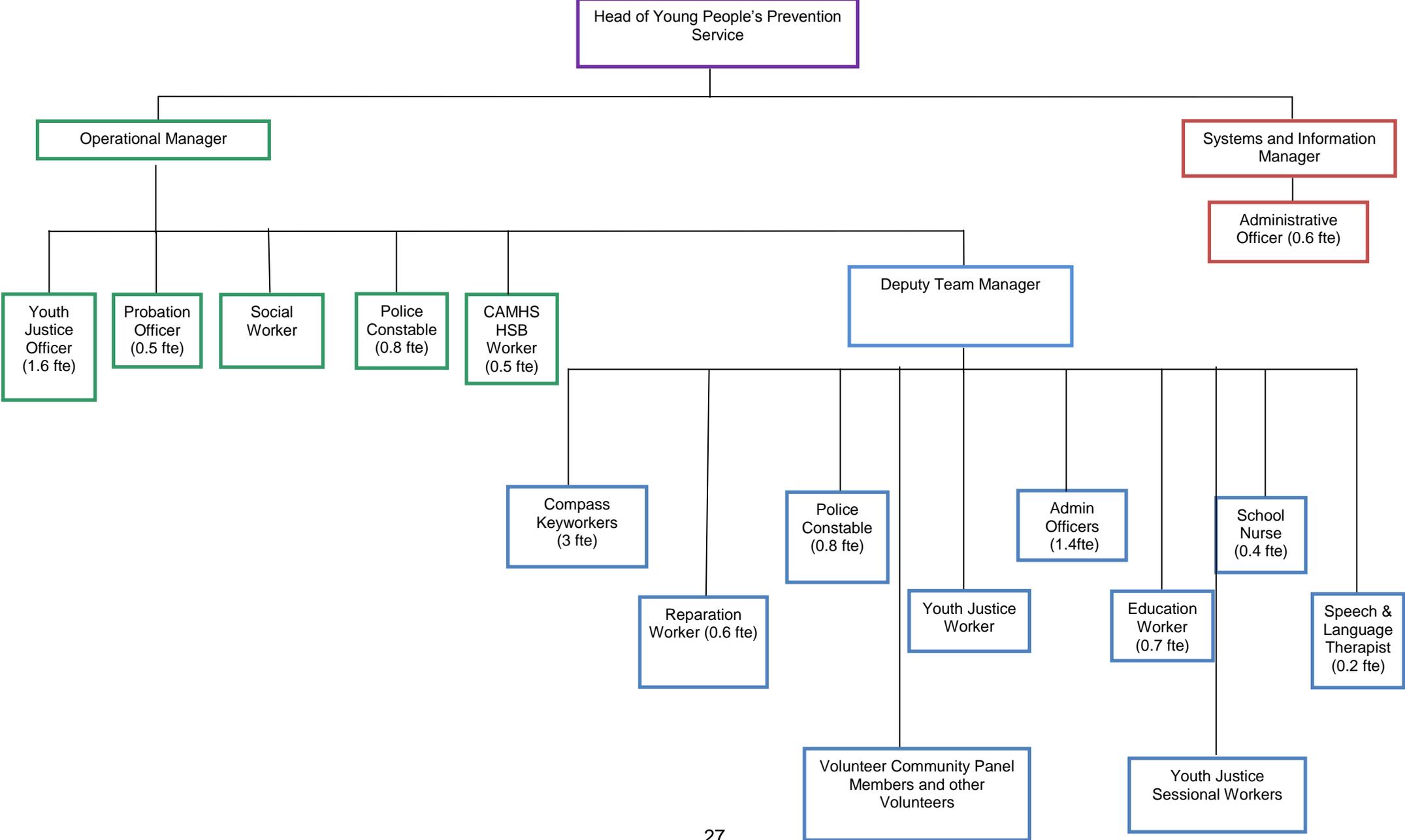
Locally, everyone who works with and on behalf of children and young people, and their parents/carers will collectively and individually:-

1. Expect the best of our children and young people across Bath and North East Somerset
2. Shows respect for all
3. Uses help/services that are evidenced based
4. Ensures transparency in decision making
5. Has energy and purpose
6. Does not "assume" without thinking
7. Is positively disposed to deliver the best outcomes for each individual child
8. Recognises that young people's participation in cultural, sports, play and leisure opportunities is valuable and is to be encouraged.

To support these values, there is an agreed set of behaviours that everyone is expected to embrace:

1. Young people are central to any discussions of their needs
2. Young people are involved in any meetings/discussions about their individual needs and plans
3. All staff front –line staff/Head Teachers/managers/volunteers across the workforce will take responsibility for looking at the young people's needs and assessments holistically- look at the big picture:- will join up their work with that of other colleagues and or the family and develop one plan of support/intervention
4. The young person will know who is the lead person for their plan and how to contact them
5. Staff will be accountable to the young person in delivering the plan
6. Line managers will make it happen

# Youth Offending Service Organisational Chart



## Appendix D: Youth Offending Service Staff by Gender and Ethnicity

The work of the Youth Offending Service would not be possible without its volunteers. We thank them again for their time and commitment.

Staff in the Youth Offending Team by gender and ethnicity based on census 2001 categories																
	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
White British		1		2	2	12		3		1		1	3	10	2	25
White Irish														1	0	1
White Other								1							0	1
Black British																
Black Caribbean																
White/Black Caribbean														2		
British Black Caribbean																
White and Asian														1		
Pakistani																
Preferred not to say														3		3
<b>Total</b>	<b>0</b>	<b>1</b>	<b>0</b>	<b>2</b>	<b>2</b>	<b>12</b>	<b>0</b>	<b>4</b>	<b>0</b>	<b>1</b>	<b>0</b>	<b>1</b>	<b>3</b>	<b>17</b>	<b>2</b>	<b>30</b>

## Appendix E: Membership of the Youth Offending Service Management Board

Name	Role
Chair: Richard Baldwin	Divisional Director, Children, Young People and Families Service
Chris Saunders	Detective Chief Inspector – Avon and Somerset Constabulary
Elizabeth Spencer	Assistant Chief Officer, South West South Central Division, National Probation Service
Michael Evans	Lead Member for Children, Bath and North East Somerset Council
Val Scrase	Head of Operations, Wiltshire and Bath and North East Somerset Children’s Community Services, Virgin Care Services Limited
Michelle Maguire	Head of Service, Swindon, Wiltshire and Bath and North East Somerset NHS Foundation Trust
Amy Hunt	Youth Champion and Health and Wellbeing Officer, Avon and Somerset Police and Crime Commissioner’s Office
Christopher Wilford	Head of Education Inclusion Service, Bath and North East Somerset Council
Sally Churchyard	Head of Young People’s Prevention Service, Bath and North East Somerset

## Appendix F: Glossary of Terms

<b>Appropriate Adults</b>	Adults who safeguard a young person's interests under the Police and Criminal Evidence Act 1984 when they are being interviewed by the Police and a parent cannot attend. Bristol Youth Offending Service provides this service.
<b>Asset Plus</b>	A structured assessment tool used to consider how a range of factors contributes to a young person's risk of offending. It provides a holistic assessment and intervention plan, allowing one record to follow a young person
<b>ChildView</b>	Database used for case management and national reporting of data
<b>Community Panel Members</b>	Volunteer representatives of the local community, selected and trained to chair panels which meet with young people and their victims to agree how young people can make amends and address their offending behaviour.
<b>Local Safeguarding Children Board (LSCB)</b>	The LSCB brings together local agencies working with children and families. LSCB is responsible for policy, procedures and services to support children and families in need to prevent significant harm.
<b>Return Home Interviews</b>	Independent assessments of young people who have returned home after a period of being 'missing,'
<b>Referral Order</b>	Under these Court Orders, young people are referred to a Community Panel, led by trained volunteers and attended by their parent(s) and the victim(s) of their offence(s) to agree how they can make amends for their behaviour.
<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.
<b>Restorative Justice</b>	Restorative Justice describes 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>Team around the Family</b>	Meetings of all professionals and family members to review needs and agree a supportive plan and lead professional.
<b>Youth Rehabilitation Order (YRO)</b>	The YRO is a generic community sentence for young offenders and can combine a number of requirements into one generic sentence. It is the standard community sentence used for the majority of children and young people who offend. It simplifies sentencing for young people, while improving the flexibility of interventions.
<b>Youth Justice Board (YJB)</b>	The Youth Justice Board for England and Wales is now linked to the Ministry of Justice and is responsible for overseeing the youth justice system, including performance monitoring, providing advice and disseminating good practice.