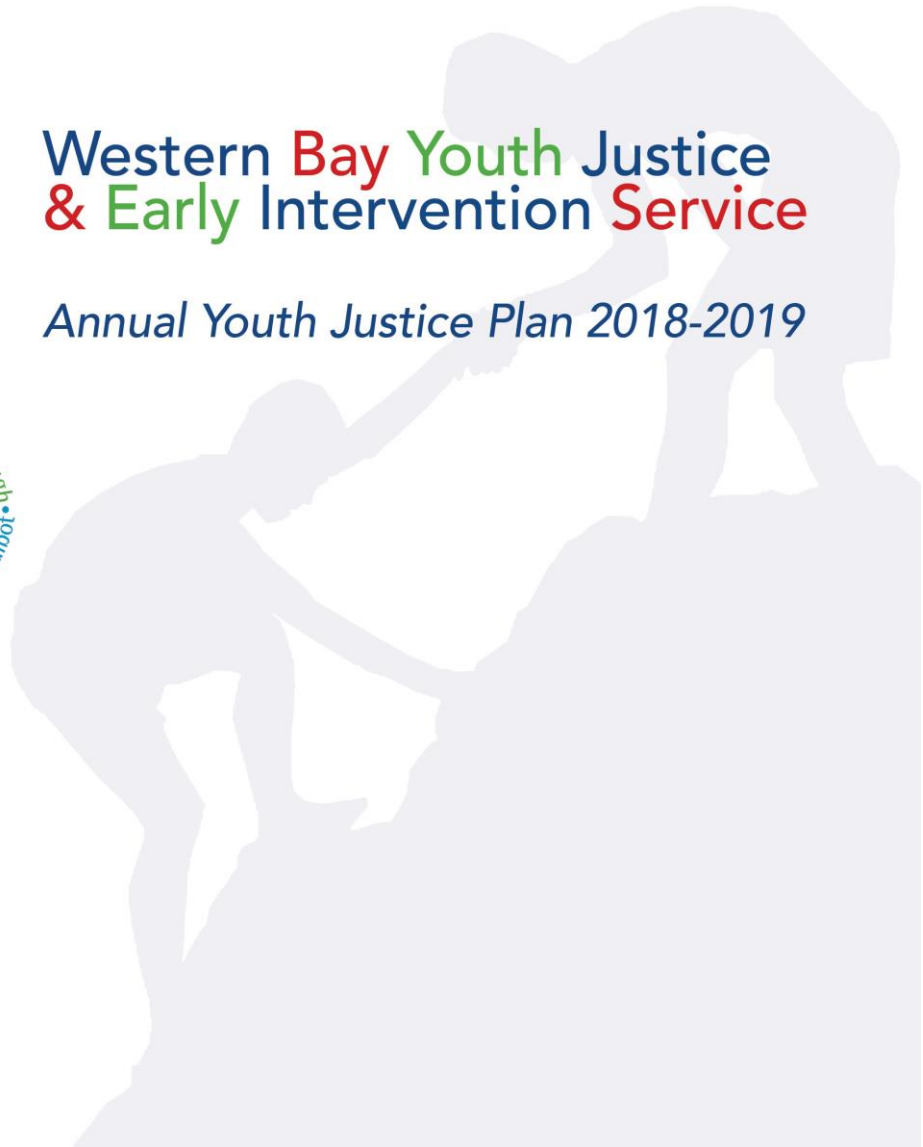


# Western Bay Youth Justice & Early Intervention Service

*Annual Youth Justice Plan 2018-2019*



## INTRODUCTION

Youth Offending Services/Teams (YOTs) are statutory multi-agency partnerships who have a legal duty to co-operate in order to secure youth justice services appropriate to their area funded from a variety of sources including UK Government, Welsh Government (WG) and the statutory partners. (ie local authorities, Police, HM Prison and Probation and Health).

Bridgend, Neath Port Talbot and Swansea Youth Offending Teams have been a merged service since 29 May 2014 when the first Western Bay Youth Justice and Early Intervention Service (the Western Bay Service) Management Board was held and all local management boards ceased. The management board is chaired by the Neath Port Talbot Director of Social Services, Health and Housing and has a membership in line with the requirements of the Crime and Disorder Act 1998 including Cabinet Members from all three local authorities and the Police and Crime Commissioner.

The amalgamation came at a time of financial challenge. The service has managed to continue to deliver services sustaining performance whilst making savings year on year. The service has been flexible and able to work differently with less staff to achieve these savings. No compulsory redundancies have been made to date.

Efforts have been concentrated on bringing consistent good practice across the region from early intervention and prevention work through to resettlement and reintegration. The plan contains the detail of how the service has monitored performance and the planned actions for improving outcomes.

In order to drive forward the quality of work as well as the volume of work the service has developed a management sub group, the 'performance and audit' group. This group ensures that any action plans are monitored, lessons from inspections are transferred into our own approaches, relevant audits are completed and overall performance is internally monitored. This group has been a positive development and is continuing to develop its own programme of work. The work plan is attached for information.

The variety of developments over the past year cannot all be covered but the service is seeing the benefits of the amalgamation as an increasing number of staff work right across the region. This is allowing vacancy management as well as the sharing of skills. However, over the last twelve months the staff group have felt the strain of covering vacancies and sickness as the service has been preparing for reduced budgets. This is one of the difficulties when working in such uncertain times. There has been no 'big bang' effect of the amalgamation, progress continues to be a pragmatic approach to adapting to change. This approach has been largely due to an uncertain political and financial environment and this continues to be the case.

Delivering effective services during a time of change is challenging. The financial pressures and uncertainty felt by youth justice services can on the one hand result in creative solutions but on the other hand it can hinder the development of innovative practice, staff development and partnership working. The Western Bay service has experienced continued difficulties relating to health partner contribution and the Welsh Government grant that contributes significantly to the reduction in first time entrants into the youth justice system by funding diversion and prevention activity is now part of a flexible funding approach which can impact on its current level and it coming to YOTs at all in future years. There are ongoing reviews of youth justice delivery and specifically in Wales, WG are developing a new “blue print” for the delivery of youth justice services. The first draft of this is due for completion by July 2018 but will not be available to inform this plan.

The development of the use of the reoffending toolkit live tracker, developing performance information that meets the needs of the three local authorities and that captures outcomes for funders has been a focus for the information officers and continues to be a challenge as the information system does not necessarily have the reporting functions needed. General Data Protection Regulations (GDPR) has brought with it the need to be sure that our processes are in line with requirements. This and the active offer to provide a service in Welsh has been one of the main focus’ of the business support section of the service.

Despite the uncertainty and pressures on the service the strengths, weaknesses, opportunities and threats (SWOT) analysis completed by the young people’s management group and staff groups have remained relatively positive. The first table below was completed by young people and the second is the version completed by staff.

## Young person's sub group SWOT analysis on the Western Bay Service

<p><b><u>Strengths</u></b></p> <ul style="list-style-type: none"> <li>- Worker stays with you throughout</li> <li>- YOT worker wants what's best for you</li> <li>- YOT worker is in regular contact with you – doesn't give up on you</li> <li>- Education support</li> <li>- Enjoy it</li> </ul>	<p><b><u>Weaknesses</u></b></p> <ul style="list-style-type: none"> <li>- Intensive Supervision &amp; Surveillance (ISS) is too early in the morning</li> <li>- Pre Sentence Report (PSR) author is not always involved at bail point</li> <li>- Better planning meetings (role responsibility needs explaining better) can be confusion</li> <li>- Staff to raise issue if there is confusion</li> <li>- ISS need more things to do</li> <li>- Time restraints (going through reports before court)</li> </ul>
<p><b><u>Opportunities</u></b></p> <ul style="list-style-type: none"> <li>- Moving Forward Programme</li> <li>- Agored Cymru Qualifications</li> <li>- GCSE resits the chance to sit them</li> <li>- Opportunity to keep in touch if you want to</li> </ul>	<p><b><u>Threats</u></b></p> <ul style="list-style-type: none"> <li>- May not achieve the change we need to in the time allowed</li> <li>- Being out of school for too long due to e.g. bail conditions</li> <li>- Expectations of national standards /Youth Justice Board (YJB) vs maturity (being a child/yp)</li> <li>- Finances/money</li> </ul>

## Staff

### Strengths

- Regional business support/ Information Officers – one system
- Good at engaging with young people
- Team professionalism
- Advocating for young people – access to services/rights
- Number of interventions available
- Staff 'want and desire' to make a difference
- Families see us as a source of support and not a threat
- Diversity and experience within the team
- One system
- Multi-agency retained approach
- Adaptable / open to change
- Tailor interventions
- Boost timetable / qualifications / re-engagement

### Weaknesses

- Evidencing and recording – know where to find it
- Demands on service – loss of staff
- Capturing softer outcomes
- The recording system itself
- Some are still “trying to get our heads around Western Bay” – why? – political environment
- Maintaining consistency for any length of time with uncertainty
- Still some lack of consistency across localities
- Planning process – need to prioritise the young person's planning meeting
- Enhanced Case Management (ECM) can be in conflict with management of high risk – National Standards (NS)
- Recording mental health referrals – hiding unmet needs
- Communication– many layers need to have the same message

## Opportunities

- Plan to move the Intervention Centre to a more central location (Neath Port Talbot)
- Release On Temporary Licence (ROTL)/mobility developments
- Build on prevention base
- Opportunities for joint approaches e.g. schools
- Meet Education Training & Employment (ETE) Key Performance Indicator (KPI) – work effectively with school to meet 25 hours
- Accessibility and outreach
- Accreditations
- Creative use of interventions/ orders
- Participation – young person's board sub group
- Music project growth
- Building skills growth
- Staff development – progress/ grow
- Change

## Threats

- Political environment – impact on team/morale/staffing
- Budget
- Difficult to get volunteers
- Other services saturating our services
- Type of young person – complexity/time/ scratching the surface, not dealing with root cause
- Accessing services – Mental Health/Housing
- Reluctance to apply for temporary contracts
- Victims of own success – statutory caseloads reducing/prevention demand could exceed supply
- Quality impacted on by staff vacancies
- Change

**The young people's version is far more to the point!**

## Structure and governance

The production of a Youth Justice Plan is a statutory duty of the local authority under Part 3, section 40 of the Crime and Disorder Act 1998.

The plan sets out:

- how youth justice services are to be provided and funded; and
- how the Youth Offending Service established by the local authority is to be composed and funded;
- how it will operate; and
- what function it is to carry out.

The Crime and Disorder Act 1998, section 39(1) places a duty on each local authority, acting with its statutory partners to establish youth offending teams in their local area to deliver youth justice services. Section 38(3) of the Act places a duty on the local authority and its statutory partners to make payment towards the expenditure incurred in providing youth justice services. The plan incorporates all elements required and adheres to the terms and conditions of Youth Justice Grant for financial year 2018 - 2019

Membership of a YOT is prescribed by the legislation. It must include a probation officer, social worker, police officer, health representative and education representative. Health representation has been a challenge and escalated to the YJB Wales team. The inspection of Cwm Taf Youth Offending Service published in July 2017 is of particular interest for the development of our management board as Cwm Taf amalgamated at a similar time to Western Bay. There are specific lessons to be learnt from the inspection findings relating to governance but specific reference is also made in the report to lack of health provision.

The purpose of the Western Bay Service is to ensure that youth justice services are available across the Western Bay area. A YOT is the main vehicle through which youth justice services are coordinated and delivered working to reduce anti-social behaviour (ASB), offending and reoffending amongst children and young people.

The Western Bay Service management board, made up of senior representatives from each of the statutory partners as outlined above, oversees the operation of the service including the functions it undertakes and the funding arrangements. Regular reports are provided to all three local authority Cabinets and appropriate scrutiny committees as required. The strategic priorities are reflected in the planning and delivery of youth justice services.

Bridgend's vision is "one council working together to improve lives" with three strategic priorities being supporting a successful economy, helping people to become more self-reliant and smarter use of resources.

Neath Port Talbot's vision is to help the borough become a better place for people to live learn and work, bring up families and enjoy their leisure activities. A place where everyone has an equal chance to get on in life.

Swansea has five priorities in the corporate plan to deliver a "successful and sustainable Swansea" which are Safeguarding people from harm, Improving Education and Skills, Transforming our Economy and Infrastructure, Tackling Poverty, Transformation and Future Council.

The staff group across Western Bay have been through a challenging journey but have been committed to being the best service they can be. They produced the following vision;

*'Youth Offending Teams aim to prevent and reduce offending, reoffending and anti-social behaviour amongst children and young people.'*

We strive to achieve this aim through the delivery of the right high-quality services provided at the right time for and informed by children, young people, parents and carers, victims and the wider community and partners. These services will be provided cost effectively by a diverse, competent and well supported staff group.'

Last year a small group of children and young people came up with their version of what a successful YOS looks like from a mechanic point of view ie if they were cars.

*'If they get a good service the car won't break down and they won't be back in the garage!'*

This year as part of consulting them on the plan we asked them about the management board and they summarised their view as "the board need to be on it". What they meant by this was the board need to be well-informed and actively assisting the service. When asked to come up with a short vision statement they thought it was a unnecessary, that conversation ended there.

The Management Board is pro-active. Accessing quality education training and employment (ETE) has been a focus with reports being produced on the use of reduced timetables. The management board has recently had a new chairperson. The first board being chaired by him in May 2018 included a review of the board terms of reference and membership. The quality and performance sub group were



tasked with adding dates for the reporting of audits into the board and there was a drive from members to have evidence of what difference audits are making to quality.

The service is represented on all three Community Safety Partnership Boards, the Western Bay Safeguarding Children Board and the Western Bay Area Planning Board, and Supporting People Boards. The service manager has strategic links with the South Wales Criminal Justice and Integrated Offender Management Board, Multi Agency Public Protection Arrangements (MAPPA) , the Youth Justice Advisory Panel and having recently stepped down as chair of YOT Managers Cymru remains involved in areas of practice development across Wales. In each locality it has been important to ensure local relationships are retained which is achieved by linking key members of senior staff to local meetings, the strategic manager maintains links through the Family Support Continuum Steering Group in Swansea, Think Family Executive Group in Neath Port Talbot and the Senior Management Group of Education and Family Support in Bridgend. These meetings are prioritised and provide additional communication links with Public Service Boards.

Now that the Community Safeguarding & Public Protection Incidents (CSPPi) reporting requirements and the learning process that follows have changed, these incidents are now reported to the Western Bay service management board in addition to any other relevant forum, Safeguarding Childrens Board (SCB), MAPPA, Community Safety Partnerships (CSP) as appropriate.

The region has two secure establishments situated within it with clear links in place with the service through shared posts, specific meetings attended and through the Safeguarding Board. Both establishments report into the Quality and Performance sub group of the board chaired by the service manager.

The service itself has a small internal management team made up of the two operational managers, who have taken on pre and post court themed areas of work across the region, the seniors from each locality and the service manager, thus breaking down silos of activity. Having the management team has added considerable value and strength. In addition there is an extended management team which involves any member of staff who has responsibility for others. These meetings along with quarterly staff meetings are the main form of communication across such a wide regional service. The line management of staff is attached.

## RESOURCES AND VALUE FOR MONEY

The service works out of three locality team bases, one in each local authority and has an intervention centre currently based in Swansea. Due to the nature of centre and the need to improve accessibility the centre is moving

	<b>Financial Year 2018-2019 Actual members of Staff – Hours can vary. The staffing structure is constantly under review and subject to change.</b>
Service manager	1
Operational managers	
Pre-court	1
Post- court	1
Senior practitioners Covering themed delivery in prevention and diversion, quality and staff development, high risk, custody,	5
Social workers	10
Probation officers seconded	2 part time
Police officers seconded	4
Education workers	4
Substance misuse workers commissioned	3
Parenting officer	1
Intensive Supervision and Support (ISS) project workers now taking on additional areas of work reflecting reduction in ISS cases Bail and remand,	4

Resettlement/transition High risk pre-court cases Weekend cover	
Referral order coordinators – including court duties and volunteers	3
Business support	7
Development worker	1
Youth worker	1
'CAIS' seconded	2
Information officers	2
Victim workers	3
Reparation coordinator	1
Prevention coordinators	2
Prevention and early intervention workers (not social work case managers)	4
Intervention centre manager	
Emotional health and wellbeing	1
Music project	1
Part time tutors	2
Agored Cymru project worker	1
Volunteer co-ordinator	1
Referral order support workers (flexible duties including reparation)	3
Child & Adolescent Mental Health Service (CAMHS) tier 3	Access to 1 day per week
HMPYOI Parc Prison workers jointly supervised	2
Hillside Secure Childrens Home Resettlement worker jointly supervised	1

Two posts that were previously in the service have now been deleted. The manager post of the junior attendance centre (JAC) and the restorative approaches (RA) coordinator posts are currently being absorbed into an existing posts. There is agreement for two days per week dedicated CAMHS band 7 time in the Western Bay service and negotiation for a half day dedicated sexual health nurse time per week.

Whilst posts are in many cases reliant on grant funding the post holders have been employed for such periods that they are entitled to the same employment rights as those posts funded by eg the local authorities. The Western Bay service is continuously undergoing a

redesign across the three local authority areas responding to opportunities and changes in demand. The staffing levels have reduced from 106.9 full time equivalent in 2015/2016 to 84.5 in 2017/18. All performance and financial reporting is provided on a financial year basis.

The service income has reduced from £4,230,124.00 in 2015/2016 to £3,686,411.00 in 2017/2018.

The service runs from four bases. There are three locality bases and a resource centre utilised by all three locality teams. Staff whilst still employed by their respective local authorities work regionally cutting down duplication and making best use of the teams skills.

## FINANCE

	BCBC	SCBC	NPTCBC	TOTAL
	£	£	£	£
Youth Justice Grant	(193,357)	(383,200)	(217,000)	-793,557
Welsh Government Promoting Positive Engagement(PPE)	(263,911)	(326,800)	(127,500)	-718,211
Other Income *	(254,882)	(139,924)	(122,110)	-516,916
<b>Total Income</b>	<b>(712,150)</b>	<b>(849,924)</b>	<b>(466,610)</b>	<b>(2,028,684)</b>
<b>Net Budget (LA Contributions)</b>	<b>384,060</b>	<b>695,644</b>	<b>431,250</b>	<b>1,510,954</b>
<b>Budget as % total</b>	<b>25.42%</b>	<b>46.04%</b>	<b>28.54%</b>	<b>100.00%</b>

<b>* Other income made up:</b>	<b>BCBC</b>	<b>SCBC</b>	<b>NPT</b>	<b>WB TOTAL</b>	
Police & Crime Commissioner (PCC)	31,500	63,000	35,800	130,300	*confirmed for 2018/2019
Remands (included in YOS budget)	17,478	21,000	12,530	51,008	tbc
Junior Attendance Centres	-	18,700		18,700	*confirmed for 2018/2019
Parc Prison	91,152			91,152	tbc
Other - contributions health police etc	16,520	20,000	9,970	46,490	tbc
Contributions from partners due to shared posts	98,232	17,224	63,810	179,266	*subject to review
	254,882	139,924	122,110	516,916	

### Delivery specific to grant allocation

Grant	Service delivery	WB Allocation
Police and crime commissioner	Substance misuse services, diversionary activities and increasing access to education training and employment with specific reference to achievements in Duke of Edinburgh and Adventure Service Challenge	130,800
Welsh Government (Promoting Positive Engagement of children and young people at risk of offending)	Pre-court and early intervention covering prevention and diversion activity including bureau. Working in partnership responding to adverse childhood experiences (ACEs) restorative practises within the school setting, residential settings and the wider community. Contribution to transition, resettlement and reintegration services.	718,211
Youth Justice Good Practise Grant	Delivery of the YJB and WG priorities. This involves the ongoing redesign of the service, sharing good practice and developing new ways of working. Development of the regional Intervention Centre to improve partnership working and access to service. Continue to embed Asset Plus, youth to adult transition, develop the use of data including the use of the reoffending toolkit and listening to the views of service users more effectively, improve the quality and range of alternatives to custody and remand, increase release on temporary licence (ROTL) linked to HMPYOI Parc and Hillside Local Authority Secure Childrens Home (LASCH), concentrate staff practice on desistance, resilience and trauma informed practice eg the enhanced case management model and early recognition of ACEs. Through the senior management team deliver robust management oversight and quality assurance (QA).	793,597

**The desired outcomes** contribute directly to meeting local authority priorities held within corporate plans across the three local authorities. The priorities and outcomes contribute to the priorities under the police and crime commissioners plan and mirror those of the YJB and WG joint strategy 'Children and Young People First' (July 2014) and in line with the YJB strategic and delivery plans.

1. A well-designed partnership approach giving value for money achieving the following:
2. Reduction in first time entrants through early intervention, prevention and diversion.

3. Reduction in youth reoffending through appropriate interventions of the right level at the right time.
4. Reduction in the use of youth custody confident that custody is a last resort and for crimes so serious no community sentence is an appropriate response.
5. Access to devolved services for children and young people at risk of entering or having entered the youth justice system.
6. Effective safeguarding through recognising vulnerability and improving the safety and wellbeing needs of children and young people.
7. Effective public protection through risk recognition, assessment and management.
8. The voice of the victim is heard.
9. Successful reintegration and resettlement at the end of an intervention.
10. A well supported professional workforce.
11. True participation by all involved.

### Partnership arrangements and risks to future delivery against the youth justice outcome measures

	Reduction in first time entrants
<b>Who is better off and what does success look like?</b>	<p>By reducing first time entrants into the youth justice system we:</p> <ul style="list-style-type: none"> <li>– Increase opportunities for young people to reach their potential</li> <li>– Reduce the number of victims of crime in the longer term</li> <li>– We achieve a safer community for all</li> <li>– There will be reduced pressure on higher tier services</li> </ul> <p>The measurement of success will be:</p> <ul style="list-style-type: none"> <li>– Fewer children and young people entering the youth justice system with increased diversion and increased prevention numbers.</li> <li>– Reduced levels of youth crime.</li> <li>– Early access to services based on early identification of need</li> <li>– Increased parental responsibilities</li> <li>– Increased restorative practises</li> <li>– Increased community reassurance</li> </ul>
<b>What are the Funding/</b>	A significant amount of this work is funded by Welsh Government grant money across the region for the last six years. However this work is not delivered in isolation of the wider service provision including that funded by the

<b>Financial Implications?</b>	<p>Police and Crime Commissioner (PCC), local authority and cross-cutting posts funded through all key partner contributions and YJB. Young people screened/assessed by the pre-court staff in the service access the same multi-agency team as those young people subject to statutory orders. Early intervention and diversion needs to be seen in the context of the impact it has on reducing the court cohort and escalation of need. This has a positive financial impact.</p>
<b>Who are our partners?</b>	<p>The bureau is a pre-court disposal process developed and implemented in collaboration between Police and the Western Bay Service. The wider early intervention and prevention work relies heavily on partnership working. Whilst partners may vary according to local arrangements the desire to provide an integrated approach to meeting the needs of children and young people is the same. Partners include EVOLVE (Targeted intervention in Swansea), Youth Engagement Progression Framework (YEPF), Team around the Family (TAF) and early help services and wider youth services and third sector providers.</p> <p>Through the increased focus on ACEs by the Police and Crime Commissioner and YJB there is the opportunity to further develop effective partnership arrangements eg through the ‘Early Action Together’ national programme of work. The systems review in Swansea focusing on the “what matters” conversations has highlighted areas of joint approaches that can be tested and rolled out regionally to meet local need.</p>
<b>What risks are there to delivery?</b>	<p>The risks that come with grant funded posts are always present. As stated above the pre-court work relies heavily on WG grant funding amongst others. The local authorities are not in a position to absorb the costs of services should grant funding be stopped or transferred elsewhere under the flexible funding pilot scheme and within the five year planning process required of the local authorities in relation to the use of the grant funding across several areas of front line delivery. The risk that comes with this is that First Time Entrants (FTE's) will slowly increase.</p> <p>Bridgend moving away from collaborating on the Western Bay footprint as they move to the Cwm Taf health board region from the ABMU region.</p> <p>There is an additional risk in relation to maintaining a reduction in FTE's for the Bureau in that to keep bringing down numbers is difficult when such a successful reduction has already been achieved.</p>



What will we do?	by when	Performance Measures	2015-2016	2016-2017	2017-2018	Target for 2018-2019
<p>The service will continue to develop working practices with our partners on the Western Bay footprint under the flexible funding business case submitted to Welsh government. Bridgend is the host authority for the service and the PPE came to the Western Bay service for this test year as NPT and Swansea were not within the flexible funding pathfinders.</p> <p>The bureau will continue to be delivered in partnership with the police. A screening tool has been piloted in line with the Social Services and Wellbeing Act so that children and young people are not over assessed bringing proportionality. Asset Plus is used for those children and young people identified as needing a full assessment or not suitable for a non-criminal disposal (youth restorative disposal).</p> <p>The introduction of screening for ACEs when a child or young person comes to the service attention for a second behaviour/offence. This will be monitored through the use of the YJB</p>	<p>Swansea University evaluation of the service prevention and diversion services to be presented to the management board and Las by the end of the 2018</p> <p>The live tracker will be populated from</p>	<p><b>First-time entrants to the youth justice system aged 10-17</b></p> <p>The number of first-time entrants to the youth justice system, defined as young people aged 10-17 who receive their first substantive outcome, per 100,000 young people aged 10-17.</p> <p>The YJB KPI based on percentage reduction. The key performance indicator (KPI) captures numbers entering the system but not the number actually diverted away. This is captured locally.</p> <p>2015-2016 – the service engaged</p>	108	72	<p><b>65</b></p> <p>This is our local measure calculation as the YJB figure from PNC will not be published until July 18</p>	

<p>live tracker to track children and young people for the first month of our involvement – this will include pre-court cases as well as statutory caseloads.</p> <p>Restorative approaches continues to be delivered through the Western Bay service through the offer of staff and peer training. The joint protocol for reducing offending and the criminalisation of children in the looked after system has been agreed across Western Bay having been tested in Hillside SCH. Training has been delivered however early indications are that the number of incidents are not reducing. The way they are responded to is but the problem remains and is being possibly negatively impacted upon as the profile of the children changes eg a number of the children being arrested in the Swansea area are not from Swansea but placed by other authorities in privately run establishments.</p> <p>The young persons group supported focus on schools by identifying those young people most at risk of entering the youth justice system through pro-actively identifying those carrying knives into school and those involved in fighting after school. This will be done by awareness raising sessions with schools and other partners to promote early intervention.</p>	<p>October 2017 but will be effectively used as a tool by September 2018</p> <p>Further analysis and evaluation of the protocol to be reported to the Management board by the end of the year.</p> <p>Awareness raising to be complete by October 2018</p>	<p>with 520 young people pre-court. 2016-2017 – the service engaged again with 520 young people pre-court. There is a reduction in the number of children going through the bureau, but an increase in those children and young people worked with pre bureau.</p>				
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<p>Girls within the youth justice system are not reducing at the same rate as boys and this will be further explored.</p> <p>The young people identified the role of social media as a key factor for girls entering the youth justice system. They felt strongly that people get attention for the wrong things and that eg facebook escalates the behaviours. This is a difficult task and the young peoples group have been challenged to find some solutions. This key area is already on the agenda with partners due to links with eg sexual exploitation.</p>						
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<p><b>Who is better off and what does success look like?</b></p>		<p><b>Reduction in reoffending</b></p>
		<p>By reducing reoffending there will be</p> <ul style="list-style-type: none"> <li>-Increased opportunities for young people to meet their potential</li> <li>-Safer communities</li> <li>-Reduced pressure on partner agencies and services</li> <li>-Victim satisfaction and increased confidence in justice services.</li> </ul> <p>The measurement of success will be</p> <ul style="list-style-type: none"> <li>-Young people within the youth justice system have aspirations and achieve</li> <li>-Transition and exit strategies are in place for all young people leaving YOS involvement identified as needing ongoing support.</li> <li>-Reduction in repeat offences and seriousness of offending</li> <li>-Continued reduced numbers before the court</li> <li>-Increased successful completion of orders</li> <li>-Reduced looked after children (LAC) population</li> </ul>

		-Reduction in young adult offending (18-25)
<b>What are the Funding/ Financial Implications?</b>		The Youth Justice Good Practice Grant in particular is used for this area of delivery but all other areas of funding are drawn upon taking into account the nature and complexity of the interventions that need to be in place for these children and young. These interventions can be resource heavy and additional funds are available for the pilot of the trauma informed approach which includes the enhanced case management (ECM) approach. This started in October 2017 and will continue through this year. Reducing reoffending can have an impact on the use of remand and custody a costly course of action. The service has invested money in training as we try to find effective ways to address certain offences such as sexualised offending and violence. trauma, Aim 2, Structured Assessment of Violence Risk in Youth (SAVRY), desistance, resilience, working with gang cultures and County Lines are priorities.
<b>Who are our partners?</b>		The Police and Crime Commissioner, YJB, community safety partnerships, probation, police, local authority colleagues, education, housing, Integrated Offender Management, all partners are key when working to reduce reoffending of the complex group of young people we have within the court cohort. Families and victims are central partners if reoffending is to be addressed.
<b>What are the risks to delivery?</b>		The ECM pilot has limited capacity, a recent psychologist post vacancy resulted in a delay in referrals. Some young people that the process would suit are unable to access this as they do not meet the criteria of the pilot or do not have staff capacity to extend the pilot. The KPI measure has recently been changed and seems to be having negative impact on achieving the measure. The risk on the horizon whilst writing this is the ongoing review of youth justice services which is aimed at allowing local authorities more flexibility in how they deliver youth justice services may have a negative impact on YOT resources as efficiencies need to be found and resources can be redirected. Alongside this is the financial situation where all services are having to make savings and the knock on effect to access to services. Added to this is the possible impact of the collaboration of Western Bay losing a partner/splitting three ways.

What will we do to achieve this?	by when	Performance Measures	2015-2016	2016-2017	2017-2018	Target for 2018 - 2019
<p>The service is trying to use the live tracker to predict offending and reoffending. This is at the beginning of the developments. Using the previously completed “deep dive” case analysis of those who reoffended completed in partnership with the YJB key indicators being monitored are Age, LAC, ACEs and level of assessed risk. Monthly meetings are in place to identify those children and young people to be tracked and targeted.</p> <p>All staff employed across the Western Bay service are now trained in trauma informed practice. The Enhanced Case Management pilot introduced in October 2017 has been utilised but the outcomes of this are yet to be realised. The South Wales pilot cohort has a high percentage of LAC which was not the case during the original test cohort. Work will continue under the pilot. Case formulation meetings have been positively received so far however there have been differences in assessment of level of risk between the service, FACTS and ECM.</p>	<p>To be reviewed in September 2018</p> <p>In place referrals to continue</p>	<p><b>Rate of proven reoffending by young people in the youth justice system</b></p> <p>The number of further proven offences committed by young people within 12 months of the initial substantive outcome.</p> <p>The Ministry of Justice has recently changed the counting rule from a 12 month cohort to a 3 month cohort. The 12 month tracking period however remains. For the purpose of the plan we have changed the previous year’s figures to reflect this change and enable the reader to measure like with like.</p> <p>Whilst the figures may be slightly higher the same trend is found following the changes.</p>	<p>45.4% of 328 children and young people (April 2013/March 2014)</p>	<p>51.9% of 295 children and young people (April 2014-March 2015)</p>	<p>48.6% of 245 children and young people (April 2015 - March 2016)</p> <p>The average for wales is 49.0%</p>	<p>Better than the Wales average</p>

<p>Through Hwb Doeth (group established by the YJB to promote the development and dissemination of effective practice in youth justice in Wales) YOT's who have managed to bring down the reoffending rates may have effective practice to share. The WB service is grouped with other similar YOTs one of which has reduced the reoffending rate. Wigan has been seen as an innovative LA in relation to its integrated approach to service delivery and there may be lessons to be learnt. Contact will be made by the management team and if appropriate a visit arranged.</p> <p>Successful transition of young people into adulthood continues to be a key area if young adults are to not be over represented in crime statistics. Through the live tracker those in need of transition support will also be identified and with their agreement monitored regarding progress</p> <p>The young peoples group felt that it was important to have something to aim for clearly within the young persons plan to keep them focused on achieving. This fits with desistence as to keep on about their offending is not the most appropriate way to achieve change.</p> <p>The debate about should we scare children out of offending was discussed eg taking them into a prison. The young people's group</p>	<p>TBC</p> <p>Review in September 2018</p> <p>To be introduced at the next team day – September 2018</p>					
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<p>agreed on an exercise that challenges a young person to stay within the confines of a cell. Nothing to do and only what they would have in prison for two hours – how many would cope? They felt this would provide a reality check without scare tactics.</p>						
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	<p><b>Reduction in the use of custody</b></p>
<p><b>Who is better off and what does success look like?</b></p>	<p>By reducing the use of custody</p> <ul style="list-style-type: none"> <li>-Children and young people will not lose their liberty.</li> <li>-Families will remain together.</li> <li>-Young people will reach their potential in their communities.</li> <li>-Costs of incarceration will be reduced.</li> </ul> <p>The measure of success using an outcome based approach (OBA) would be:</p> <ul style="list-style-type: none"> <li>-No young people are sentenced to custody.</li> <li>-No offences are committed by young people are so serious that they warrant custody.</li> <li>-Alternative approaches to the use of custody are viewed positively by all reducing reoffending, protecting the public and reintegrating children and young people into their communities.</li> </ul>
<p><b>What are the Funding/ Financial Implications?</b></p>	<p>Custody, be it remand or sentence carries with it huge cost implications.</p> <p>Local authorities are now responsible for the costs incurred for secure remands. While there is a contribution from the YJB, this is limited and can incur possible financial implications for local authorities should there be a lengthy or multiple remands. Legal Aid, Sentencing and Punishment of Offenders Act 2012 (LASPO) brings looked after status to any remanded child or young person and the associated costs to the LA. The Social Services and Wellbeing (Wales) Act brings responsibilities to local authorities with secure establishments in their area. The Western Bay has both Hillside Secure Childrens Home and HMPYOI Parc within its delivery area. Costs of remands have been</p>

		Swansea	Bridgend	NPT
	2015/2016	nil	31,860	3,975
	2016/2017	27,331	9,903	56,826
	2017/2018	64,018	nil	98,602
<b>Who are our partners?</b>	<p>Police and courts services, magistrates, local authority, secure estate, YJB, resettlement partners. Community Safety Partnerships, MAPPA, Safeguarding Childrens Board.</p> <p>Changes are underway. YJB Wales are no longer responsible for the secure estate contracts with HMPYOI Parc and Hillside Secure Childrens Home. This has moved centrally and there is understandably a period of transtition.</p> <p>There is a specific custody work stream. The Western Bay service manager represents YOT Managers Cymru on this group where the arrangements for admission, planning and transition to the adult estate are being reviewed</p>			
<b>What are the risks to delivery</b>	<p>The service is working within two court areas and consistency for delivery can be challenging.</p> <p>There are developments underway to develop secure school provision in England, with custody being managed centrally this may at some point be problematic in Wales as education is devolved to WG.</p> <p>County Lines, knife crime and increased violent offending presents a risk of remands and custodial sentences increasing. Costs aside, the increase in remands last year reflects the change in seriousness of children’s offending. Being sentenced whilst on remand to custody can increase the likelihood of a custodial remand.</p>			



What will we do to achieve this?	by when	Performance Measures	2015-2016	2016-2017	2017-2018	Target for 2018-2019
<p>Continued pro-active involvement with the courts. There are regular engagement meetings with both Cardiff and Swansea Courts where the Western Bay service often provides presentations of areas of delivery/development. The Swansea Court is also interested in developing problem solving courts with Justice Innovation, the pilot sites for this project have not yet been agreed.</p> <p>The cases subject to remand last year will be reviewed by the Performance &amp; Audit Group (PAG) and reported to the management board. The Resettlement and Reintegration panels with its focus on accessing services reviewed its terms of reference to respond to the falling numbers needing to be discussed. It maintained a focus on those at risk of custody/leaving custody but needs to look at how remand cases feed into this process.</p> <p>The Social Services and Wellbeing Act (Wales) is a vehicle for ensuring that young people in custody have their care and support needs met. This is particularly relevant to the Western Bay Service as we have Hillside Secure Unit and HMPYOI Parc in our region. The use of ROTL and mobility is a priority for the WB service this year as the Intervention Centre</p>	<p>TBC by Justice Innovation</p> <p>September 2018</p> <p>Review progress December 2018</p>	<p><b>Young people receiving a conviction in court who are sentenced to custody</b></p> <p>The number of custodial sentences issued to young people per 1000 of the 10-17 population. This rate per head of population is so small that we have given the numbers actual number of custodial sentences as we have in excess of 46,000 10-17 population.</p>	13	12	9	8

<p>moves forward. The plans to extend the services available from the centre may allow the service to raise revenue by providing services to other YOTs on an agency basis.</p> <p>The young peoples group thought that to address the risk of custody the service and partners need get it right at the beginning. The bureau process needs to be official in its approach. This repeated what young people said in the Bridgend locality in 2011. The young people need to take it seriously. There is a push for increased reparation from bureau which fits this approach.</p> <p>The young peoples group felt that responses to non-compliance need to be reviewed. There was a mix of views from punitive to a more creative approach to enforcement with the recognition that trauma informed practice can sometimes be at odds with national standards etc. The group will look at this area with staff during the year.</p>	<p>Staff team day September 2018</p>					
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	<b>Access to education, training and employment, substance misuse services, emotional and mental health services and suitable accommodation.</b>
<b>Who is better off and what does success look like?</b>	<p>WG has adopted “due regard” to the United Nations convention on the rights of the child (UNCRC). The right to access education to a full 25 hours for those of compulsory school age is inherent in the UNCRC . The Western Bay service will act as an advocate for young people to access education entitlements, safe accommodation and health provision including substance misuse and CAMHS treatment.</p> <p>By accessing the right level of services at the right time</p> <ul style="list-style-type: none"> <li>– Children, young people and families in need will receive services appropriate services to meet need without duplication.</li> <li>– Partner providers will have appropriate well informed referrals/brokerage arrangements.</li> <li>– Communities will benefit from a reduction in crime and ASB caused by children and young people who have not received services in the past and eg experienced ACEs</li> </ul> <p>The measure of success will be</p> <ul style="list-style-type: none"> <li>– All children and young people known to the service are in receipt of education training and employment ETE</li> <li>– Live in suitable accommodation</li> <li>– Have their health needs assessed and receive interventions appropriate to need without delay or stigma</li> </ul>
<b>What are the Funding/ Financial Implications?</b>	Funding through, WG grant, mainstream provision, partner contribution, Police and Crime Commissioner and the Youth Justice Good Practise Grant. Wider partnership funding provided to Communities First, TAF, YEPF has a positive impact upon access to services. Not all funding comes through the service but relies on how we engage and work with partners to avoid duplication and waste of resources.
<b>Who are our partners?</b>	Schools, colleges, secure estate, training providers, Third sector providers including, WCADA Llamau, Gwalia, local authorities, Abertawe Bro Morgannwg University Health Board (ABMU), Supporting People, youth support services, Area Planning Board.
<b>What risk does this link to, if any?</b>	Bridgend is moving from ABMU health board to Cwm Taff Health Board. This changes the health footprint for collaboration but more immediately service provision. It is unknown how this will impact on Substance misuse service delivery as the Area Planning Board is currently WB, as is Supporting People in relation to accommodation and access to wider health provision including speech and language as ABMU is currently providing the services across the Western Bay region (even though some are actually commissioned from Cwm Taff).

What will we do to achieve this?	by when	Performance Measures	2015-2016	2016-2017	2017-2018	Targets for 2018-2019
<p><b>Education</b> The development of a partnership approach responding to schools with high exclusion/ASB etc has been successfully introduced in the Bridgend locality areas. NPT and Swansea are developing their own localised approaches.</p> <p>Children and young people subject to reduced timetables have been the focus of education training and employment ETE workers reporting to the Management Board. The problem having been highlighted through the board has resulted in steps being taken in the three locality areas to support the Western Bay service to meet the KPI and improve outcomes for children and young people. Concentration to date has been on reduced timetables but there needs to more emphasis for the board now on what is the “offer” and what is “attended” to ensure we are addressing the right barrier on an individual and thematic basis.</p> <p>It is important to note that despite the concentration of the board on this very important area, the KPI has not improved. However, the information officers have looked at this and there is a gap between what is</p>		<p><b>Engagement in education, training and employment for young people in the youth justice system</b> The percentage change in the average number of hours of suitable education, training or employment received while within the youth justice system by young people of statutory school age, and those above statutory school age.</p>	<p>Average hours ETE.</p> <p>For school age the average hours were 20.4 at the start and 21.4 at the end. (43 young people with closed statutory orders)</p> <p>For above school age the service reported a total of 9.5 hours at the start, and 16.1 at the end. (87 young people with</p>	<p>Positive % change.</p> <p>For school age the average hours accessed were 18 at the start and 20 at the end of the order (27 closed statutory orders)</p> <p>Post school age the average number of hours accessed was 9.9 and at the end 15.3</p>	<p>For school age the average hours offered were 19.9 at the start and 19.4 at the end. The hours accessed at the start were 12.9 at the start and 15.1 at the end of the order (29 closed statutory orders)</p> <p>Post school age the average number of hours offered at</p>	

<p>being offered and being attended, the number of hours offered is always higher than the number of hours attended. This is true at the start, review and end of the interventions, and has consistently been so for the last three years. Figures also show that Western Bay are offering above what the South Wales average every year at every stage. The Childview system has not allowed any hours above 25 to be recorded and this can skew results compared to those services using an alternative system provider. This is now changing and may impact positively on the measure.</p> <p>The development of the intervention centre needs to more focused on the improvement of we capture the outcomes.</p> <p>The Terms of Reference and membership of the Board was reviewed in May 2018 resulting in Careers Wales now being a member to improve outcomes for those of school leaving age.</p> <p>Young peoples group felt strongly that more vocational training should be available through schools. A more flexible approach to education as within the group there was a range of experience from seeing the positive of one-to-one learning support to explaining the need for gradual reintegration into school following exclusion due to eg bail conditions.</p>			closed statutory orders)	(55 closed statutory orders)	the start were 11.2 and 13.6 at the end. The hours accessed at the start were was 10.6 and at the end 12.2 (54 closed statutory orders)	
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<p>The young people felt it was important to help to take responsibility for their own life. Do things for themselves</p>						
<p><b>Accommodation</b> The main area of concern arising from last year was the increased use of remand. In light of this the remand strategy is being reviewed (see reduction in the use of custody). Relationships with our LA partners being central.</p>		<p><b>Access to suitable accommodation for young people in the youth justice system</b> The percentage change in the proportion of young people with suitable accommodation at the end of their court order compared with before the start of their court order, and upon their release from custody compared with before the start of their custodial sentence.</p>	<p>93.2% were in suitable accommodation at the start and 93.9% at the end.</p>	<p>95% of children and young people were in suitable accommodation at the beginning of their statutory order and 95 % were in suitable</p>	<p>91% of children and young people were in suitable accommodation at the beginning of their statutory order and 93 % were in suitable accommodation at the end –</p>	

<p><b>Substance misuse and emotional and mental health services</b></p> <p>Meetings have been taking place with partner agencies to develop a holistic health package for children and young people within or at risk of entering the youth justice system.</p> <p>The following actions have been agreed as priorities to take forward this year</p> <ul style="list-style-type: none"> <li>-Dedicated CAMHS Nurse – Cwm Taf have agreed that a band 7 nurse will be advertised shortly, and that two days per week will be dedicated to the Western Bay Service.</li> <li>-Dedicated sexual health clinics to be provided at the intervention centre. Further work is to be completed to scope need and resource</li> <li>-The Western Bay Service have already</li> </ul>		<p><b>Access to substance misuse services for young people in the youth justice system</b></p> <p>The percentage of young people identified as requiring a substance misuse assessment that commence the assessment within five working days of the referral date, and if the young person has been identified as requiring substance misuse treatment, this is received within 10 working days of assessment.</p> <p><b>Access to mental health services for young people in the youth justice system</b></p> <p>The percentage of young people identified as requiring a mental health assessment that received a mental health assessment within 28 days of referral date, and if the young person has been identified as requiring mental health treatment, this is received within 28 days of</p>	<p>100% of those needing a substance misuse service received one within 10 days assessment.</p>	<p>accommodation at the end – <i>the individuals changed status but not the figure.</i></p> <p>100% of those assessed as needing a substance misuse service received this within 10 days of referral.</p>	<p>100% of those needing a substance misuse service received one within 10 days assessment</p>	
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<p>commissioned Speech &amp; Language therapy time which has worked well however this falls down once service users leave the Western Bay service as the pathways are not in place to continue with therapy. A mapping exercise is to be completed to inform next steps by Health.</p> <p>-The availability of professional advice and support at times of crisis to Western Bay Service case managers needs to be considered as part of the wider review of access to CAMHS.</p>		<p>assessment.</p>				
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## RISK MANAGEMENT

Whilst there are three key agencies forming the “responsible authority” for MAPPA (ie police, prisons and probation), the Western Bay Service has a duty to cooperate. Over the past 12 months this has been an area where efforts have been concentrated through the pilot of the ECM approach. However, there is still a need to concentrate on this area and the recognition that some of our high risk cases are not subject to statutory orders but within the cohort subject to out of court disposals. The thematic inspection on out of court disposals (2017) is within the internal PAG group work plan to ensure that learning has been cascaded and relevant audits completed.

County Lines, violence and knife crime are becoming more prevalent and this needs to be responded to appropriately on a multi-agency basis. Through the Police and Crime Commissioners office there is a proposed strategic review focusing on the threat of violence this aimed to develop a consistent approach to how eg county lines are understood and tackled. Through CSP and IOM approaches there is a growing understanding and keenness to work together. The most common re-offence amongst those open to our service is that of violence and in response the senior practitioners have accessed specific SAVRY training.

As already highlighted we need to address reoffending. The reoffending toolkit has been developed from the findings of the deep dive audit completed in 2016. The approach lends itself to the implementation of trauma informed practice and all staff have been trained



during 2017 in this approach. This will continue to be a focus amongst the staff group. The service hold regular whole service days these are used for communication of key developments and the sharing of practice. The last team event in May 2018 cascaded training attended by staff members (desistance and SAVRY) and further development of regional delivery for Referral Orders and Intensive Supervision and Surveillance.

Staff development this year will focus on how we use the SAVRY assessment tool, address knife crime prevention, utilise AIM 2 and how it complements the Taith service level agreement. There may be lessons to be learnt over the next 12 months from a colleague in North Wales following their work around resilience.

In response to potential violent offending and the risks of knife crime the service has developed an awareness raising package for schools.

## **VULNERABILITY MANAGEMENT SAFETY AND WELLBEING**

As with risk management safeguarding relies on robust and accurate assessment and listening to what the child or young person is saying. This is an area that we as with the section above we cannot allow to come off the agenda. The service needs to address the gap in evidencing wellbeing outcomes. The work currently being completed with health colleagues will hopefully assist this.

The systems review being completed in Swansea will not only highlight areas of duplication etc but inform the service if there are gaps in relation to practice relating to the safeguarding of our children and young people. This is not complete at the time of preparing this plan.

The chairperson of the Western Bay Service Management Board is the chairperson of the Western Bay Safeguarding Children Board (WBSCB) giving a robust strategic link to the safeguarding needs of children and young people known to the service. There are lessons to be learnt from child practice reviews and serious incidents within the community where the service has been supervising the child or young person who has become a victim or harmed themselves. A member of the management team is on the child practice review sub group of the safeguarding children board as well as the quality and performance sub group. The relationship between the service and safeguarding teams is good across the region and the “step up, step down” approach to meeting the needs of children and young people has improved over the last year as services are increasingly joining up to provide seamless services avoiding duplication. The current political environment regarding Western Bay collaborations brings with it the risks of de-stabilising the current youth justice working practices with the Safeguarding Board as Bridgend prepares to leave ABMU health partners.

Safety and wellbeing cannot be seen in isolation of the services we provide to victims and their need to feel safe

## **VICTIM ENGAGEMENT AND RESTORATIVE INTERVENTIONS**

Positive victim involvement is always a priority for the service and with the opportunity to redesign the service on a regional footprint came the opportunity to review the role of the victim workers improving links with reparation and a more visible outcomes for victims. An overarching Western Bay coordinator for reparation is now in post bringing consistency to this area of work. Whilst we have lost the RA coordinator this function has been absorbed into an existing senior role, our prevention working group and direct links to the reparation coordinator, it is hoped that this will increase the number of victims accepting direct reparation.

Our restorative approaches training course developed with Agored Cymru continues to be available especially for schools, early intervention services and residential settings.

The service has expressed an interest in enhancing problem-solving practice in youth courts with Centre for Justice Innovation, however whilst we have been kept informed of progress being made, the courts to be involved have not yet been identified.

## **WORKFORCE DEVELOPMENT**

In addition to areas of training and management oversight already covered the drive this year is to ensure everyone has a clear role, good supervision and quality appraisals. Following an audit of supervision arrangements this was found to be lacking. This can have an impact on staff well-being and a knock-on effect on direct delivery. Taking into account the amount of change and uncertainty experienced by staff we need to concentrate on the health and well-being of our staff so a small practitioner group has been formed to ensure that this area is kept a priority and feeds into the management team.

## **PARTICIPATION**

Engaging young people in decision making and accepting responsibilities for their actions and future is critical to developing skills as constructive members of their community; Article 12 of the UNCRC establishes the right of young people to participate where decisions are being made that affect their future.

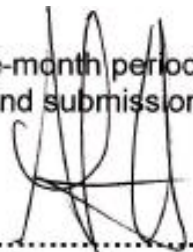
In January 2018 a young persons sub group of the management board was formed. It is only made up of four young people at present but between them they represent the whole area of delivery ie each local authority, pre-court, post court and exit planning. They meet two weeks before each management board and go through the intended agenda and raise any issues or observations they may have. They receive the minutes and actions taken following on from any suggestions they make for change are fed back. The group is new and still developing. They have no specific title or written terms of reference at this point.

As with last year victim feedback gathered by volunteers over the phone evidenced an overall satisfaction with the service and a growing positive view of restorative approaches however the numbers giving feedback has not increased to the level we had anticipated. Those who were not unhappy with our service felt disappointed in the wider justice system.

As there are two parenting groups currently running a SWOT analysis was carried out with the parents in the groups. There was hugely positive feedback about the Non Violence Resistance (NVR) parenting course. The key messages other than that were around the need for consistency of messages given by the parenting worker, case manager, childcare social workers and schools. A fair comment. There will always be some inconsistency because of individual views however with improved planning and communication between workers and agencies we can reduce the mixed messages parents receive.

This plan covers a twelve-month period only and is written to meet the needs of many audiences in addition to the official bodies requiring its completion and submission.

Signed:

  
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**Chair YOS Management Board**

Date:

28.7.18

*Plan prepared by Caroline Dyer*

## Embedded Documents

Staffing Chart



WBYJEIS staff  
proposed reorganis

PAG Work Plan



PAG Work Plan July  
2018.docx

Glossary of Terms



Glossary of  
Terms.docx