

Bournemouth and Poole Youth Offending Service

Youth Justice Plan

2014 - 2015

1. Introduction

This document is the Youth Justice Strategic Plan for the Bournemouth and Poole Youth Offending Service (YOS) for 2014/15. It sets out the key priorities and targets for the service for the next 12 months as required by the Crime & Disorder Act 1998.

The Bournemouth and Poole YOS is a statutory partnership between the two local authorities, Dorset Police, Dorset Probation Service and NHS Dorset

The Plan addresses priority areas for the YOS:

- Prevention Strategy
- Reducing re-offending Strategy
- Reducing the use of custody
- Effective Public Protection
- Effective Safeguarding
- Collaborative Working with Dorset

This document sets out the YOS's strategic plan. A delivery plan underpins this document.

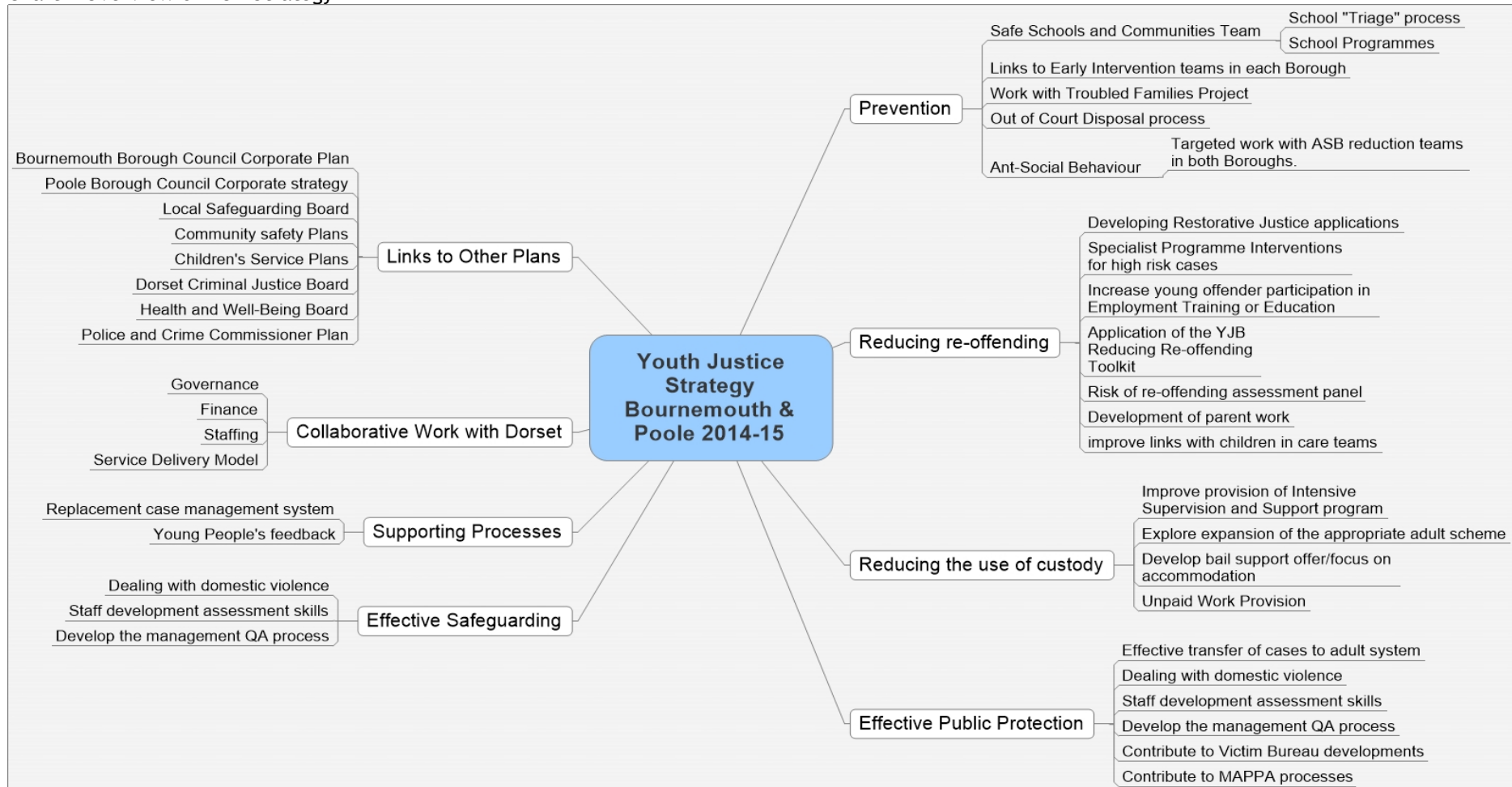
2. Overview

The Bournemouth & Poole YOS has enjoyed a year of consolidation of good practice started in earlier years. The focus on improving the quality of the core activities has been supported by a well developed framework for the management of performance. The team has been able to strengthen its staff group by the recruitment of some experienced and capable staff members although, a number of posts remain vacant including specialists from CAMHs and Probation. The strengthening of the staff team has enabled the quality of the work with young offenders to maintain its steady improvement path. A significant feature of the past 12 months has been the collaborative work undertaken with the Dorset Youth Offending. This will be further developed during the year as we seek to develop consistent practice across the two teams.

Bournemouth & Poole YOS operates within a national framework of Youth Justice with the statutory responsibility to prevent offending and reduce reoffending. Bournemouth & Poole YOS delivers its services within the framework of the two councils' Corporate aims. It contributes to the Bournemouth Borough Council Corporate Plan through involvement in the Bournemouth Community Safety Partnership, and the Poole Corporate Strategy through the

Safer Poole Partnership. Local Criminal Justice Strategy is delivered through the Dorset Criminal Justice Board, of which the YOS is a member. The YOS is located within the Bournemouth Children’s Services structure. In addition the YOS has engaged with the priorities of the Office of the Police and Crime Commissioner, particularly with reference to the OPCC priority around Restorative Justice and support to victims.

Chart 1 Overview of YOT Strategy



The core tasks of the YOS are:

- Work with the YOS statutory partners to prevent offending and reduce re-offending by children and young people
- To develop a prevention strategy which reduces the number of children and young people who come into the criminal justice system for the first time
- To reduce the rate of re-offending by children and young people by providing offending reduction programmes and holding young people to account for their behaviour by ensuring that they serve their sentence.
- To reduce the number of young people who receive a custodial sentence by ensuring that the confidence of sentencers is maintained by the provision of robust and challenging interventions in the community.
- To increase the confidence of victims and the public in the criminal justice system by effective application of restorative justice techniques
- Work with other criminal justice agencies to ensure that young people who engage in criminal behaviour are dealt with proportionately and in a timely manner

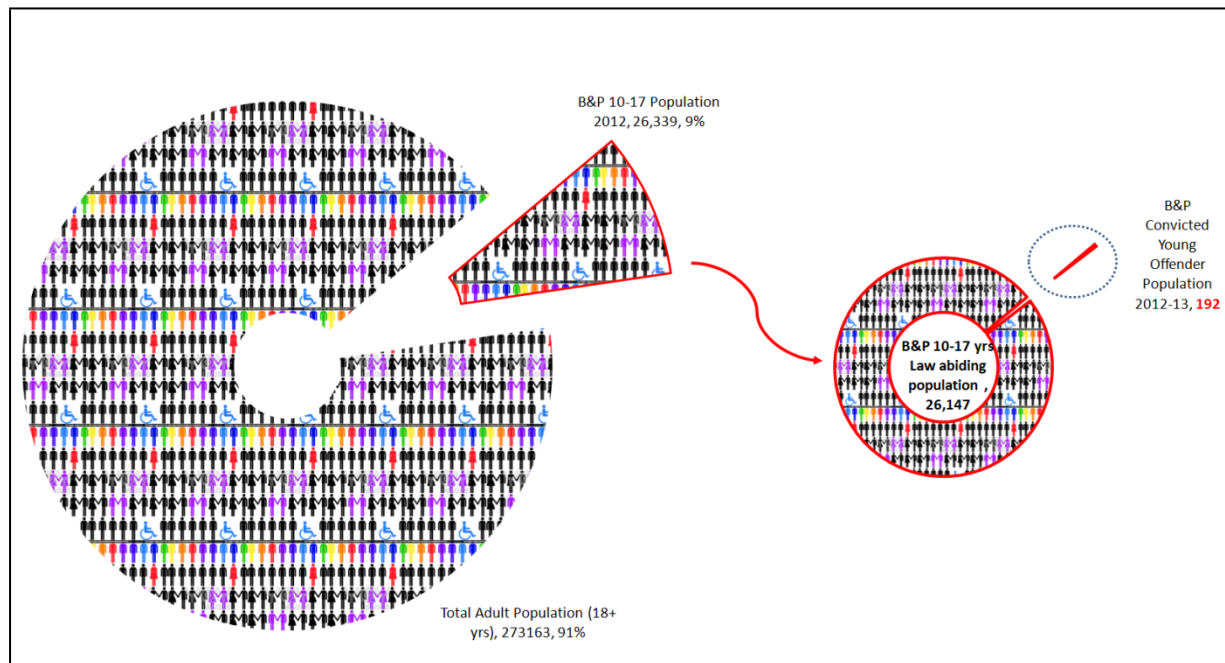
The work of the Bournemouth & Poole YOS is underpinned by a set of principles that inform all we do. We value the worth of all young people and by working with them and their families to prevent or reduce offending, we aim to assist the communities in which they live. We are committed to challenging any behaviour that perpetuates discrimination and limits individuals from participating fully in society.

In the past year the YOS has continued to develop the quality of its service to young offenders and the criminal justice system. The YOS has

- Made significant progress in strengthening the core service delivery of the YOT with continued improvement of assessment processes
- Continued to invest in developing the skills of the staff group, with a specific contract with a psychologist to improve staff engagement with young people. Additionally staff have been trained in the effective management of young people who exhibit sexually harmful behaviour.
- The successful introduction of Out of Court Disposal process, which has made a significant contribution to reducing the number of young people coming into the criminal justice system.
- Increased resilience in the team by widening individual officers' skills and experience.
- Been reviewing and updating policy and practice guidance including identifying areas for improving consistency of practice with partner agencies.
- Continued to develop the management quality assurance process, to provide clear line of sight of practice for senior managers.
- Expanded the service available to victims.
- Developing partner resilience, working closely with colleagues in Children's Social Care teams and with Community Safety staff

Young people in Bournemouth and Poole are generally law abiding and make a positive contribution to the local community. The volume of crime committed by young people is relatively low.

Last year 192 young people, normally resident in the area, were collectively responsible for 457 offences. This is from an estimated 10-17 population of 26,339 [0.7%].



The focus of the YOT is identifying and working with those few young people and reduce the likelihood of their re-offending.

Context for the Youth Justice Strategy

There are three key National Indicators on which the YOS reports to the Youth Justice Board for England and Wales and which are used to assess the impact and performance of the YOS. These are:

- Reduction in the number of First Time Entrants into the Criminal Justice System.
- Reduction in the rate of proven re-offending by young people who have received a substantive outcome in the criminal justice system.
- Reduction in the number of young people who receive a custodial sentence as a proportion of all young people sentenced in a given period.

In addition there are two themes that run as a golden thread through all services:

- Effective public protection - how we manage the risk of harm to the public by young offenders.
- Effective Safeguarding - how we ensure vulnerable young people, both offenders and victims are protected from harm.

The three National Indicators are the principal drivers for the work of the partnership. In comparison with YOTs operating in similar areas, the YOS partnership has achieved an improving outcome in all three. This plan will set out how the partnership will aim to continue the trend of improvement, as well as ensuring effective public protection and safeguarding against a number of key pressures and developments. These include:

- Budgetary pressures on all of the partners who contribute to the YOS achievement of the indicators.
- Requirement to reduce costs whilst ensuring that key elements of delivery are maintained.
- Ongoing structural changes for all partners.

The YOS partnership will need to engage fully with partners to ensure that alignment of priorities between partners supports funding for this area of work. A specific piece of work is being undertaken to develop future collaboration with the potential of joint provision with the Dorset YOT. To that end the Dorset YOT Manager is currently managing both teams.

Resources

The YOT is funded by the statutory partners, the Office of the Police and Crime Commissioner and a grant from the Youth Justice Board for England and Wales. Staff are seconded from Bournemouth Borough Council, Poole Borough Council, Dorset Police, National Probation Service Dorset and the Health Service. Revenue contributions and the YJB Grant form a Partnership budget. Bournemouth Borough Council host the team and provide support services.

The past year has been financially stable. A number of post vacancies resulted in an underspend. All of the statutory partners have committed to maintaining the level of resources in to the YOT for 14/15. The YJB Grant has been held at the same level as 2013/14. There has been a reduction in the grant from the Police and Crime Commissioner.

The scoping work with Dorset will aim to achieve some efficiencies and ensure that high quality services continue to be developed.

Bournemouth Borough Council	363,328	Dorset Healthcare University Foundation Trust	42,086
Borough of Poole	257,030	Youth Justice Board Good Practice Grant Details of	358,642
Police and Crime Commissioner for Dorset	114,044	the use of this grant are contained in Annexe A at the	
National Probation Service Dorset	73,622	end of this report	
Dorset Clinical commissioning Group	6,487		

Strategic Priorities

The YOS will respond to a number of initiatives developing during the year. These include:

- The continued development of the Troubled Families initiative known as “Families With Futures in Poole, and “Turnaround” in Bournemouth.
- Acquisition of a new case management system.
- Ongoing development of the Out of Court Disposal process.
- The introduction of AssetPlus.

The YOS will pursue ways of evidencing how its work makes a difference to children and young people and the wider community in which they live.

The YOS will maintain collaborative working arrangements with all organisations delivering services to children and young people in Bournemouth and Poole. In particular the YOS will develop links with the range of teams which supply early intervention to young people with the aim of developing a comprehensive prevention of offending strategy.

The YOS has received a grant from the Office of the Police and Crime Commissioner to support the work of the Safe Schools and Communities Team.

We will continue to ensure that the work of the YOS partnership aligns with the priorities of its funding partners

There are several specific issues that will overlay the usual improvement activities. These are:

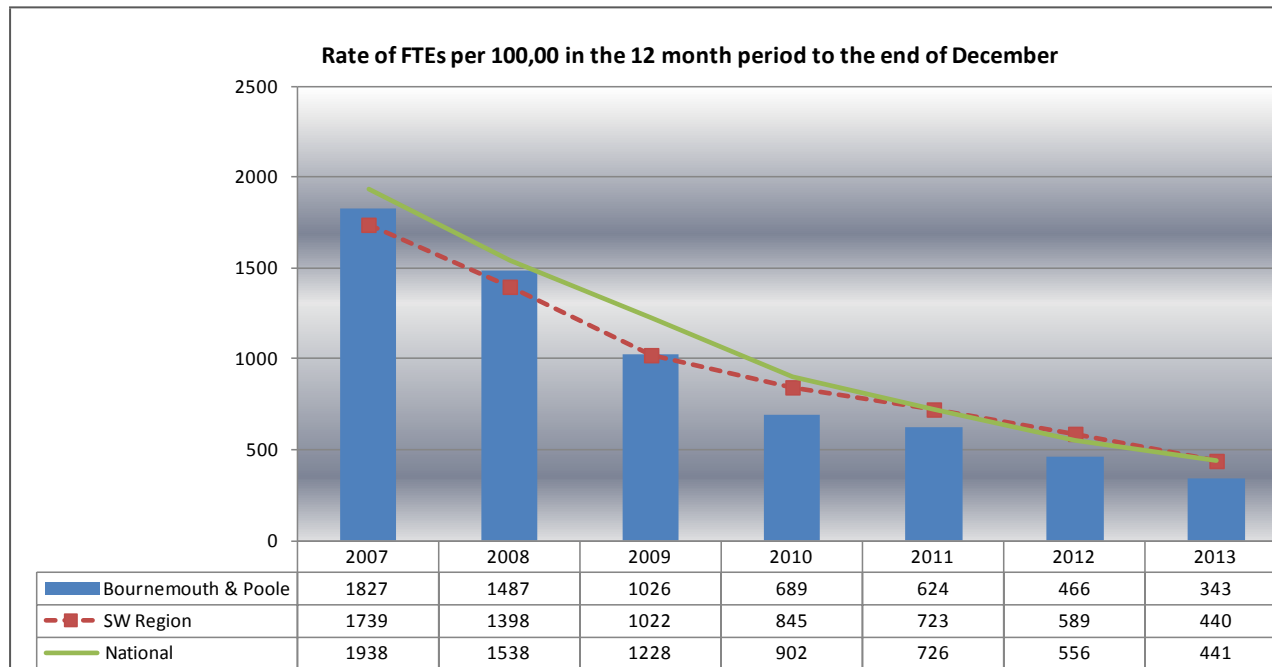
- Developing a pan-Dorset Youth Offending Service
- Consolidating the delivery of Out of Court Disposals and in particular agree with partners intervention with young people subject to Youth Restorative Disposals with appropriate teams in Children’s Services
- Taking from the National Probation Service the responsibility for the delivery of Unpaid Work Orders
- Expanding Restorative Justice provision
- Preparation for the roll out of AssetPlus (assessment process, national initiative)

YOS Partnership Priorities

Reducing the number of Young People Entering the Youth Justice System (First Time Entrants).

Apart from the cost to the public purse and the impact of crime on victims and communities, the acquisition of a criminal record, for even trivial matters, can have a significant impact on a young person’s life chances. It may affect the type of work a young person can take, and may prevent young people from certain careers. Preventing young people from offending and entering the youth justice system is therefore an important issue.

The YOS has seen good outcomes in terms of reducing FTEs largely as a result of close working with the SSCT, and the development of the informal Youth Restorative Disposal (YRD) element of the OoCD process. The YOS has worked on strengthening links with other teams in Children’s Service who provide prevention services to young people. The graph below shows that since 2009 the YOS performance has exceeded the national and regional average.



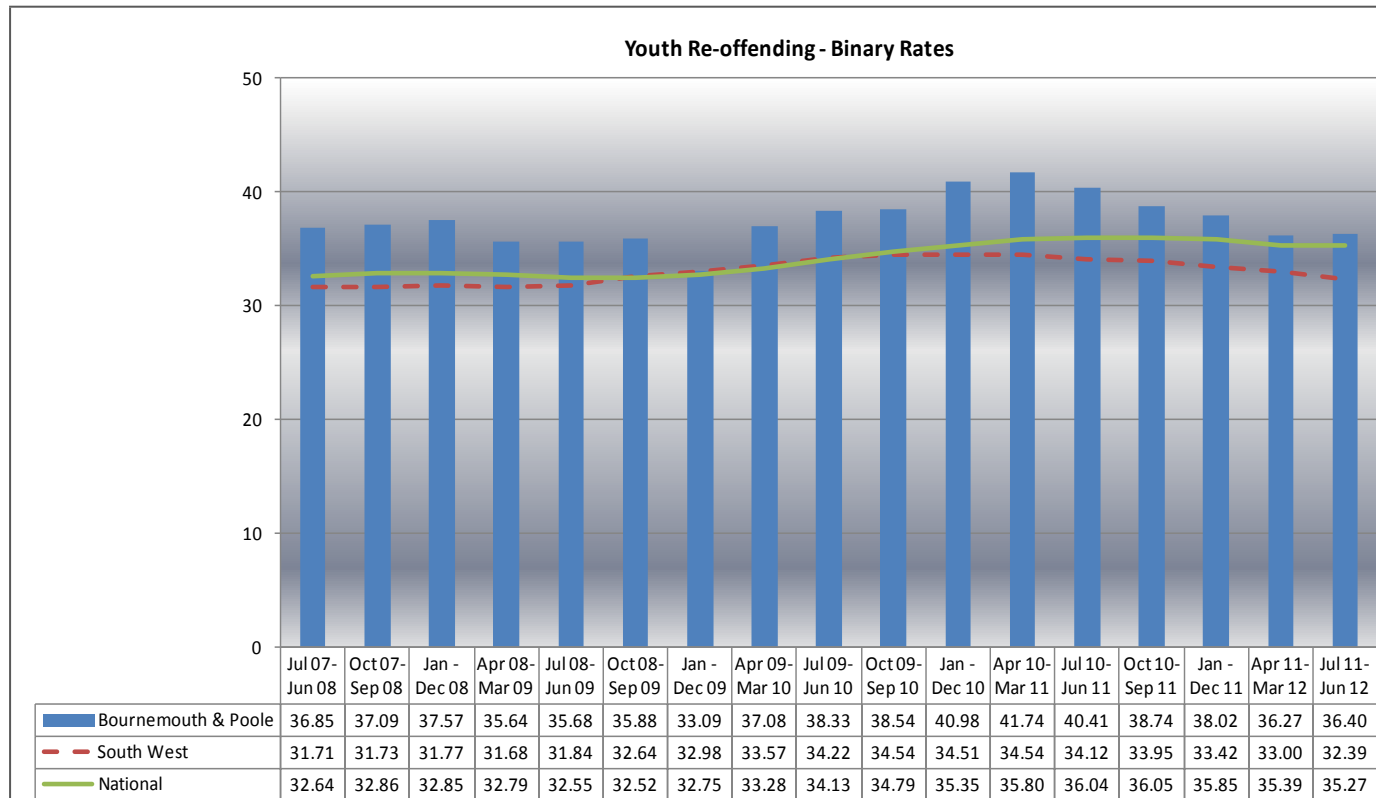
Over the next 12 months the YOS Partnership will:

- Continue to reduce first time entrants into the youth justice system by:
 - Universal input to children and young people in schools via the SSCT.
 - SSCT developing a school “Triage” system to deal with low level incidents in schools more effectively
 - Develop closer working links with services in both boroughs that provide early help to children and young people at risk of offending.
 - Co-ordinate working with families who present high costs to local partners and are engaging with the Troubled Families projects known as the Turnaround Project in Bournemouth, and the Families with Futures project in Poole. YOS is an active member of the strategic and operational management teams for the Families with Futures project. Similar opportunities are sought in support of the Turnaround project. Case managers have developed good operational links with those projects. This will continue to be a priority
 - Continue to develop the Out Of court Disposal process, with a particular emphasis on our work with Youth Restorative Disposals
 - Engage with the local Community Safety teams in addressing the forthcoming changes to the anti-social behaviour legislation.
 - Work with local Community Safety Teams to help identify and coordinate early intervention to children at risk of ant-social behaviour.
 - NHS Criminal Justice Liaison and Diversion Project.
 - Develop supportive process using Restorative Justice techniques to work with looked after children in children’s homes, foster placements and supported lodgings.

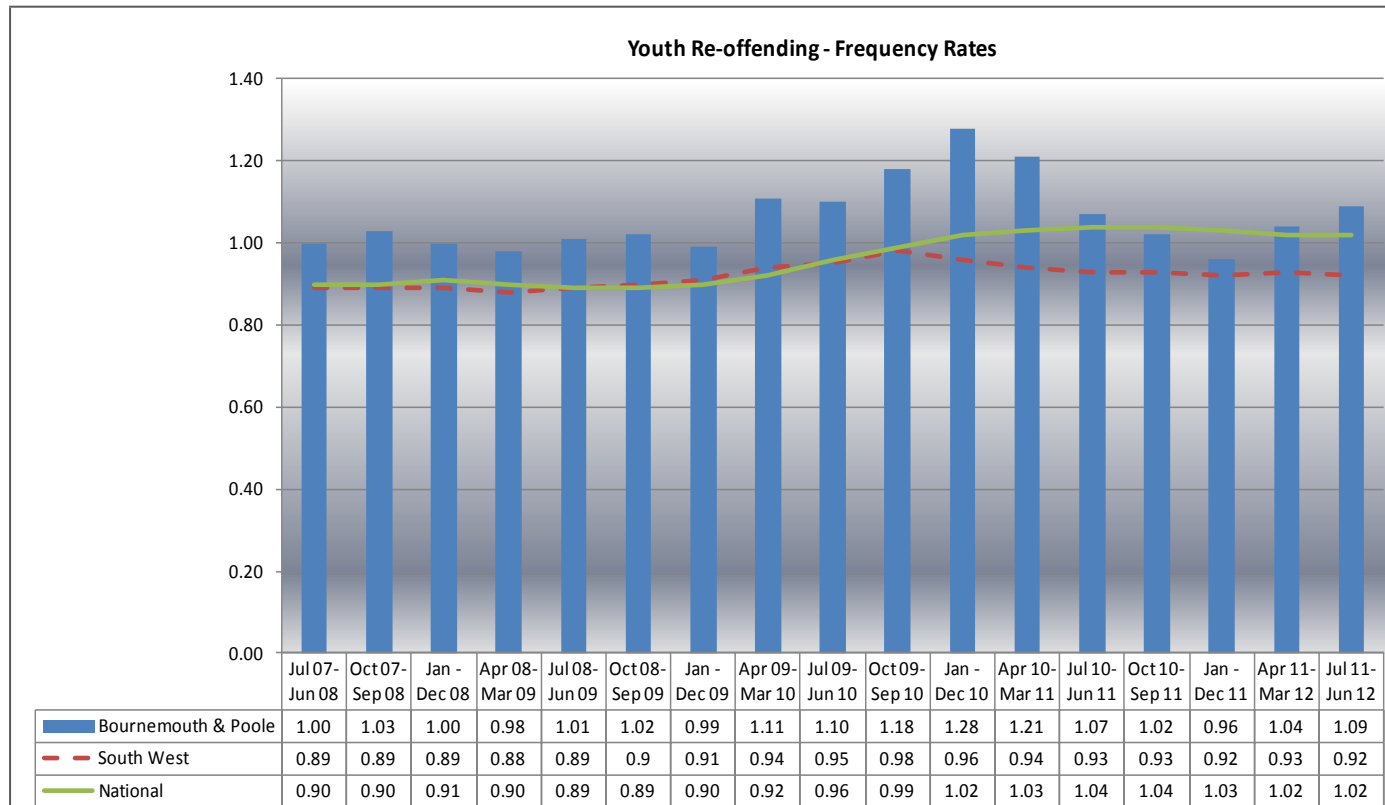
Reducing Reoffending

As YOTs have become generally more effective at reducing the number of young people in the system, those that come in have a tendency to present more complex issues and are more difficult to change. This has led to an increase in the rate of reoffending, albeit by a smaller cohort of young people. Use numbers to illustrate this point.

The rate of re-offending of young people in the youth justice system in Bournemouth and Poole has fallen over the course of the full year by 4%. Although there is a slight deterioration in performance in the last reported quarter. The rate of improvement has been better than our comparator YOTs. The figures published nationally by the YJB use Police National Computer data which due to time-lags reflects work completed by the YOS two years ago. This suggests that improvements put into place at that time are now beginning to have a visible positive impact.



The overall work of the partnership has seen the number of young people in the Youth Justice System reduced. The “cohort” of young offenders who are tracked for this measure is therefore much smaller, use numbers. Many of these young people and their families have a poor history of engaging with services, and they often present complex levels of need and risk. Effecting change in these young people is difficult and requires competent staff working closely with other relevant services. This is evident in the second re-offending measure which measures the average number of offences committed by the young people who re-offend, which shows a deterioration in performance for the period measured.

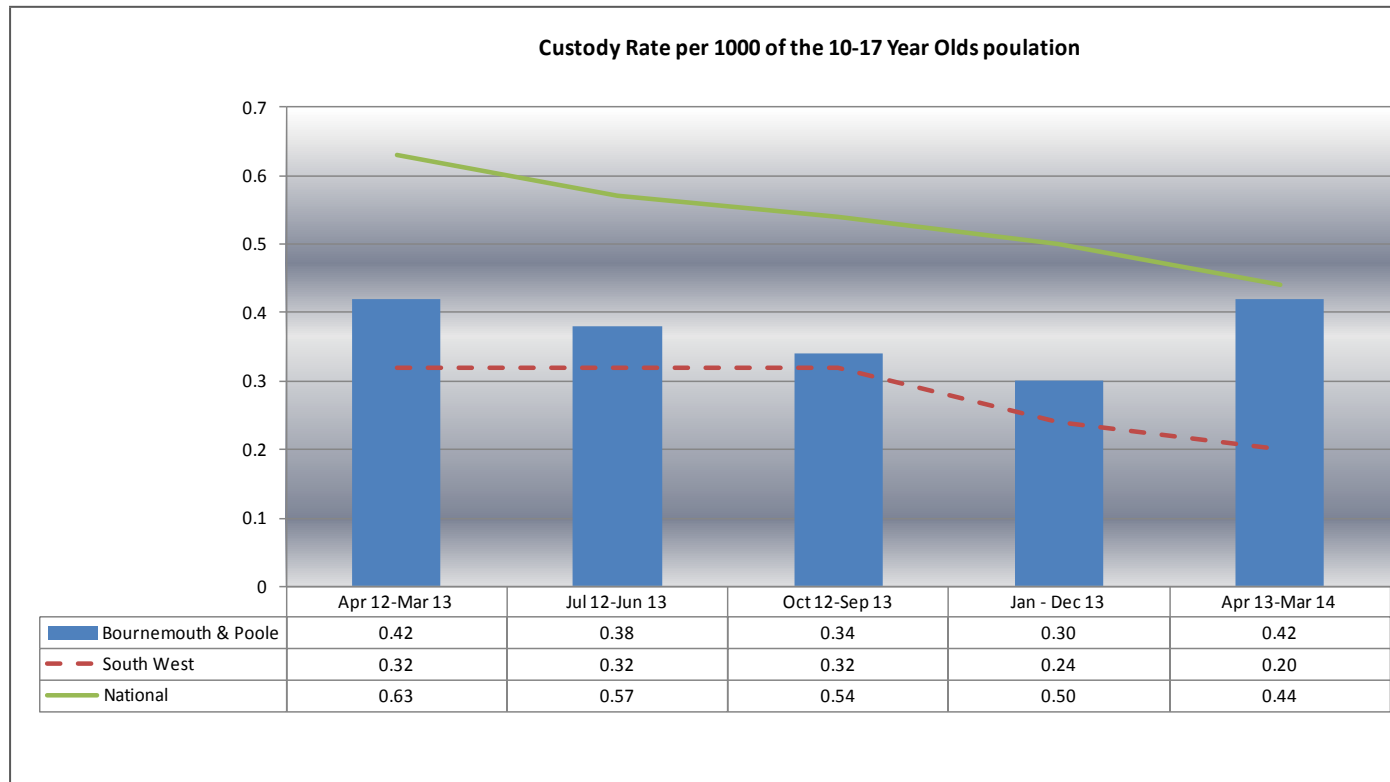


Children who are looked after make up approximately 14% of the annual workload of the team, but just under 20% of the case load at any one time. This suggests that they have a greater tendency to reoffend or receive longer sentences for more serious/persistent offences.

- The YOT will reduce the rate of re-offending by young people by:
 - Increasing staff skills at delivering Restorative Justice Interventions.
 - Developing specialist programmes of intervention for young people who pose a particular risk to other children because of their offending, or who have particular needs requiring specialist support, including health needs.
 - Increase young offenders' ability to participate in education, training or employment with education.
 - As part of the improvement we wish to make to reduce the rate of offending by young offenders we will utilise the YJB reducing re-offending toolkit, using it to assemble the data and establish a delivery model. Early indications from the performance reported above is that we have had some success reducing the proportion of young people who reoffend but need to tackle the prolific few.
 - Review the Risk Assessment Panel process to manage cases with an identified high risk of re-offending. Align this process with the Deter Young Offender initiative and strengthen link with the IOM.
 - Review how we work with the parents of adolescents to assist them in dealing with their child's behaviour.
 - Continue to improve links with childcare teams to ensure the needs of looked after children are properly addressed.
 - Secure feedback from young people about their experience of engagement with the YOS.

Rate of custody

The number of young people going into custody has remained the same as last year. The numbers are small, 11 young people, and this equates to a performance rate below the national rate. Nevertheless we consider that there is the potential to improve on this. In particular there are indications that some of the young people sentenced to custody are persistent offenders. Reducing the frequency of their offending will also reduce the rate of custody.



The YOS will maintain low levels of custodial sentences by:

- Increasing the availability of Intensive Supervision and Surveillance for appropriate cases.
- Providing trained Appropriate Adults.
- Court liaison by qualified and experienced officers.
- Developing more robust bail support packages appropriately to reduce custodial remands

Effective Public Protection

There are a small number of young people who due to the nature of their offending behaviour present a particular risk of harm to other individuals or the community in general. The YOS will give special attention to reduce the risk posed by these young people.

- The YOS will ensure that the public are protected from harm by:
 - Thorough assessment and intervention plans.
 - Rigorous management quality assurance.
 - Increased involvement with the DYO initiative and the IOM
 - The effective transfer of cases to the adult system for young people who pose a risk after their 18th birthday
 - Engage in the development of the Victim Bureau and new victim support scheme.
 - Ensure the YOS has effective programmes to manage Domestic Violence cases and sexually harmful behaviour cases.
 - Ensure the YOS is fully engaged in the MAPPA process for high risk young offenders.

Effective Safeguarding

Many of the young people worked with by the YOS face issues which make them vulnerable to harm in many ways.

- The YOS will ensure that vulnerable young people are protected by:
 - Accurately assessing their needs.
 - Close working with other services working with children.
 - Developing interventions to increase resilience in young people.
 - Have processes in place to deal with young people's experience of domestic violence.

During the course of the year the YOS would anticipate responding to other emerging partnership initiatives:

- The development of the Victim Bureau by the Police and Crime Commissioner
- Adding the YOS expertise to the PCC's plan to extend the use of Restorative Justice
- Strategies to tackle Child Sexual Exploitation
- Strategies to tackle forced marriage
- Continuation of the Prevent programme to tackle radicalisation
- Developing the quality of the information we store and report to the YJB

Pan Dorset Work

The Pan-Dorset work is progressing under the direction of a partnership steering group, with a separate project plan. Amongst the detailed planned activities three specific actions are

- Recommendations to the elected representatives in each of the three local authorities
- Appointment of a single manager to manage both teams
- Develop terms of reference for a Pan-Dorset Board and establish a single management board

3. Management and Governance Arrangements

The work of the Bournemouth & Poole YOS is managed strategically by a Management Board. The Management Board consists of senior representatives of the statutory partner organisations, together with other relevant local partners

Membership:

- Borough of Poole (current chair)
- Bournemouth Borough Council
- Dorset Police
- National Probation Service Dorset
- Public Health Dorset
- Dorset Healthcare University Foundation Trust
- Her Majesty's Court and Tribunal service
- Youth Justice Board for England and Wales
- Dorset Health Clinical Commissioning Group
- Office of the Police and Crime Commissioner

Other officers from the partner organisations are co-opted onto the group from time to time to assist in the development of particular aspects of business.

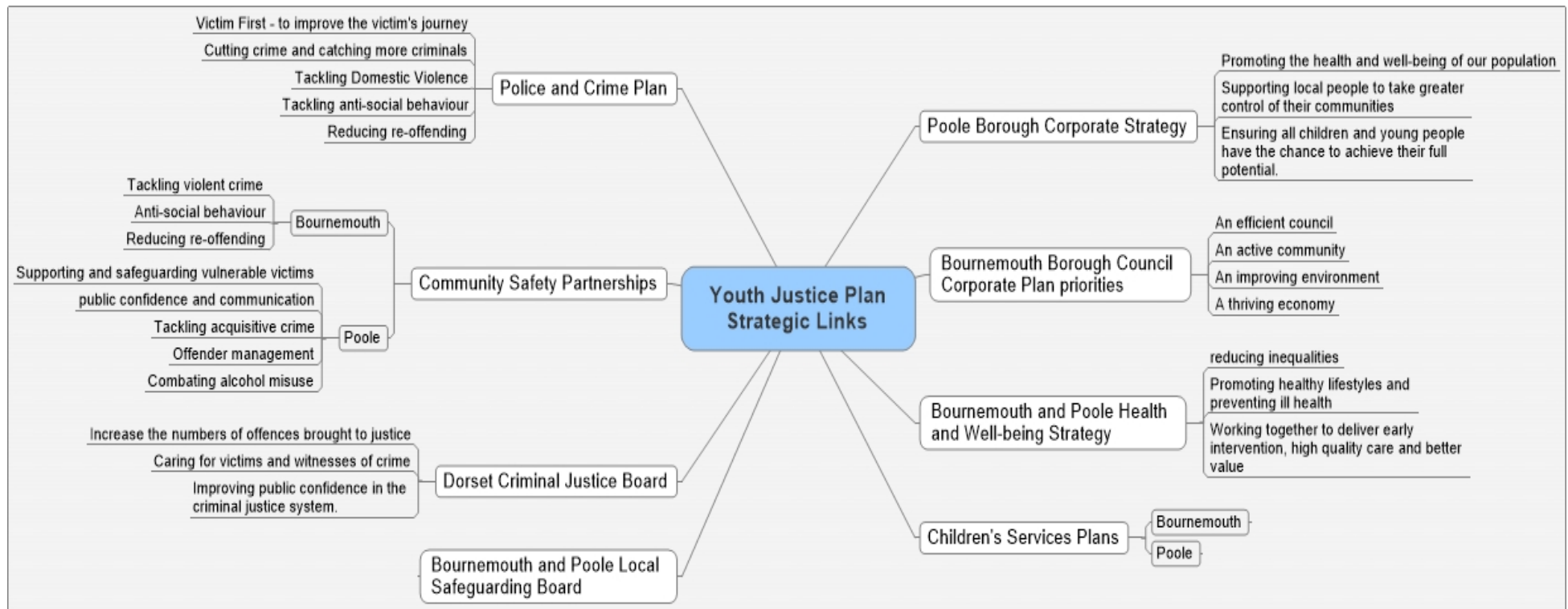
The membership of the Management Board enables the work of the Bournemouth & Poole YOS to be integrated into strategic planning for relevant issues such as Safeguarding, Public Protection, Health and the Children and Young People's Plan (CYPP).

The Management Board oversees the development of the Business Plan, ensuring its links with other local plans.

The YOS Manager reports to the Management Board quarterly at meetings on progress against performance targets, leading to clear plans for performance improvement.

4. Linking the Youth Justice System to other Plans and Structures

The YOS is a statutory partnership working with children and young people in the criminal justice system and the community safety arena. The YOS is “hosted” by the Children and Young People’ Service (CYPS) in Bournemouth Children’s Service. We work within the context of several other key strategic partnerships. The map below gives an overview of the direct and indirect linkages.



Troubled Families

Both Boroughs are developing their response to the Government's Troubled Families Initiative.

For families to be eligible for support from the Troubled Families projects they must meet a set of national eligibility criteria. Central government has set these national eligibility criteria. There are three parts to the national eligibility criteria. These are:

- **Education Criterion** - Non-attendance or exclusion from school;
- **Crime Criterion** - Member of the family involved in crime or anti-social behaviour; and
- **Employment Criterion** - Member of the family on out of work benefits.

If a family meets all three of these national eligibility criteria then they are automatically eligible to take part in the project. If a family only meets two of these three national criteria then the projects have developed local eligibility criteria in lieu of the third national criterion.

Many of the families will be known to the YOS. The YOS will continue to work closely with the project to ensure the co-ordination of service to families and ensure positive handover to the respective projects when the formal YOT intervention ends.

The initiative has specific project names in each Borough:

- Bournemouth - Turnaround
- Poole - Families with Futures

Safe Schools and Communities Team

The SSCT is a partnership between Dorset Police, Dorset Youth Offending Team and Bournemouth & Poole Youth Offending Service with a remit to prevent/reduce anti-social behaviour, crime and wrong doing amongst children and young people. The team has three areas of business:-

- 1) Community Safety - education / training to children, young people, parents and professionals on Internet Safety, Anti-bullying, Anti-social Behaviour, Alcohol and Drug misuse, preventing violent extremism, offensive weapons education, personal safety (domestic violence, child sexual exploitation and night time economy related violence), road safety, diversity education and preventing a gang culture.
- 2) Triage – the SSCT are responsible for managing the Dorset Police’s ‘School Incident Policy’ and ‘Youth Internet Safety policy’, this service sees all calls related to these policies being signposted to the team in order that they can ascertain the most appropriate outcome for them and prevent them from escalating into the youth justice system.
- 3) Youth Justice – the SSCT lead on the co-ordination of the Youth Out of Court Disposal Scheme (youth restorative disposals, youth cautions and youth conditional cautions)

The partners provide funding for the SSCT’s Youth Justice strand of the business, incidents that can be diverted from the criminal justice system and some elements of their community safety education programme. Schools can choose to ‘buy in’ the traded elements of the SSCT’s education / training programme.

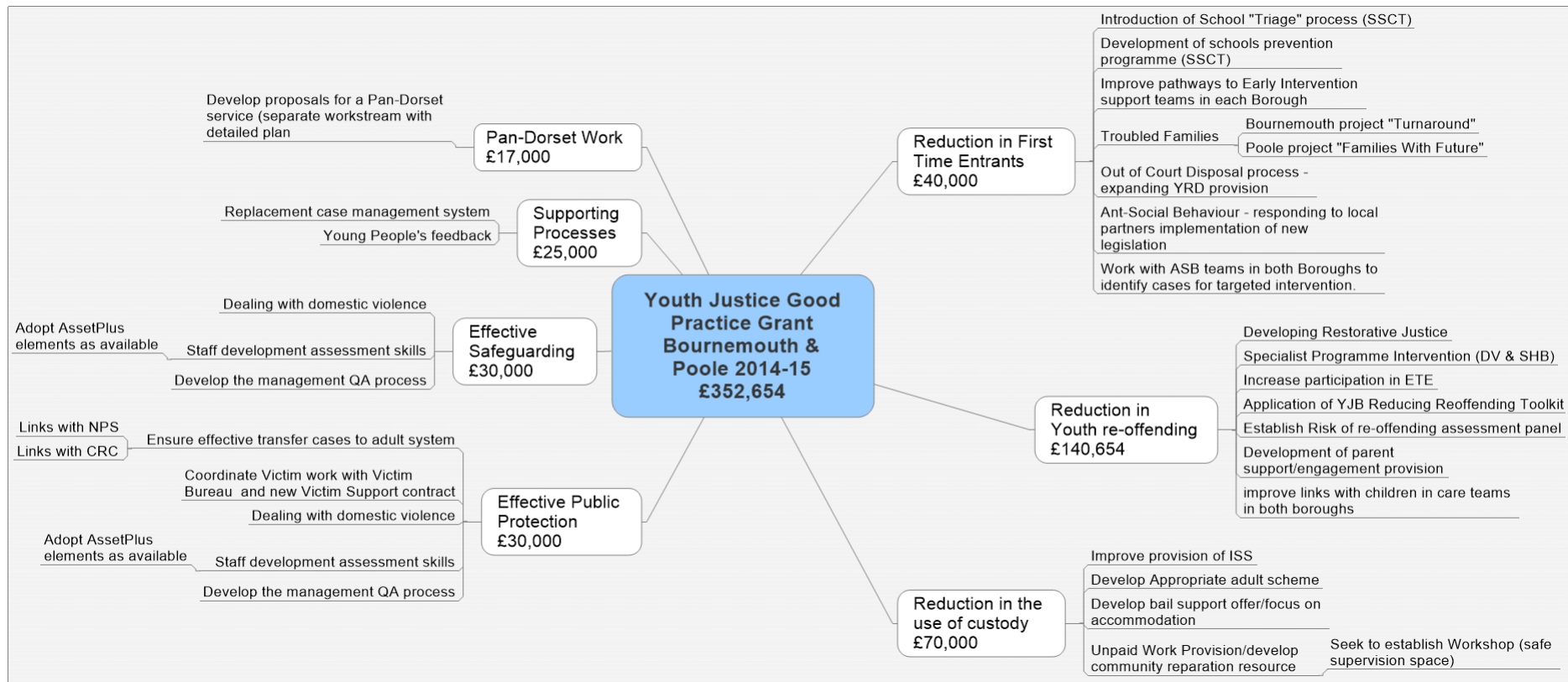
The team has seven dedicated schools officers (Police Community Support Officers) as well as a dedicated Internet Safety Officer. All of the officers have achieved, or are in the process of gaining, a recognised training qualification (currently this is the Diploma in Teaching in the Lifelong Learning Sector) and all undergo enhanced vetting on a regular basis.

The programmes currently provided fall into several categories.

- Internet Safety
- Anti Bullying
- Drug Education
- Alcohol Education
- Personal Safety Education
- Anti Social Behaviour (ASB) Education
- Preventing Violent Extremism
- Road Safety

Appendix A – YJB Grant

A condition of the grant from the YJB is to provide a plan for how the grant will be used to improve performance and develop innovative interventions. This chart gives an overview of how the grant will be applied to the Youth Justice Plan priorities.



Appendix B

Glossary of terms

ASB	Anti-Social Behaviour	O OCD	Out Of Court Disposals - Formal Cautions
ASBO	Anti-Social Behaviour Order	P ACE	Police And Criminal Evidence Act
APIS	Assessment, Planning, Intervention and Supervision	P CC	Police & Crime Commissioner
ASSET	Nationally Accredited Assessment Tool	P CT	Primary Care Trust
AssetPlus	Replacement for ASSET	P NC	Police National Computer (Criminal Records)
CAF	Common Assessment Framework	P PO	Prolific and Other Priority Offender Strategy
CAMHS	Child and Adolescent Mental Health Services	PSR	Pre Sentence Report
CSP	Community Safety Partnership	RJ	Restorative Justice
CJS	Criminal Justice System	SQS	Short Quality Screening - Part of the national inspection framework for YOTs
CPS	Crown Prosecution Service	SSCT	Safe Schools and Communities Team - A Police / YOT project
CYPS	Children and Young People's Service	SWA	Social Work Assistant
DAAT	Drug and Alcohol Action Team	WTE	Whole Time Equivalent (as applied to posts).
DTO	Detention and Training Order	YJO	Youth Justice Officer (Qualified post)
DSP	Dorset Strategic Partnership	YRD	Youth Restorative Disposal
DCJB	Dorset Criminal Justice Board	YRO	Youth Rehabilitation Order
ETE	Education Training and Employment	YJB	Youth Justice Board
FIP	Family Intervention Project	YOIS	Youth Offender Information System - The database and case management system used by the YOS
FTE	First Time Entrant into the Youth Justice System	YOT/YOS	Youth Offending Team/Service
HMCTS	Her Majesty's Court & Tribunal Service		
HMIP	Her Majesty's Inspectorate of Probation who undertake inspection of YOT work		
IOM/Divert	Integrated Offender Management Strategy known in Dorset as "Divert"		
ISS	Intensive Supervision and Surveillance		
LASPO	Legal Aid Sentencing and Punishment of Offenders Act 2012		
MAPPA	Multi-Agency Public Protection Arrangements		
NEET	Not in Education, Employment or Training		

