



**Targeted Youth Support Service  
Doncaster Youth Offending Service  
Youth Justice Plan 2017/18**



## Contents

	Page
1. Who are we and what do we do? .....	3
2. Overview .....	5
3. Performance against last year's plan .....	8
4. Strategic Objectives 2017/18 .....	17
(i) Preventing Youth Offending	
(ii) Reducing Youth Re-offending	
(iii) Reducing the Use of Custody for Young People	
(iv) Keeping Young People and Communities Safe	
5. Resources and Value for money .....	26
6. Young People's Youth Justice Plan .....	30

## **1) Who we are and what we do?**

Doncaster Youth Offending Service (YOS) is part of Doncaster Children's Services Trust Targeted Youth Support Service (TYS).

TYS is comprised of the YOS, the Care Leaving Service (18 plus) and the newly created prevention service, Team EPIC (Encouraging Potential Inspiring Change). The service is committed to improving outcomes for children, young people and their families, specifically to help them lead happy, safe and aspirational lives.

Youth Offending Teams (YOTs) were formed in England and Wales in April 2000 under the Crime and Disorder Act 1998, providing a multi-agency approach to preventing offending by children and young people. As Doncaster's YOT, the YOS consists of professionals from a range of disciplines including health, probation, youth justice, social work, education, housing, information advice and guidance, substance misuse and systemic family therapy.

The statutory aim of the youth justice system, as laid out in the 1998 Act, is to prevent youth offending. Work to prevent young people from offending and entering the youth justice system is undertaken by Team EPIC, while the YOS helps children who have offended and entered the youth justice system to avoid reoffending. It also works to keep young people safe from harm and to protect the public from young people who may pose a risk of causing serious harm. The YOS conducts these responsibilities through robust risk management processes including engagement with forums such as MAPPA (Multi-agency public protection arrangements).

Team EPIC is a newly created prevention service, designed to divert first time entrants into the youth justice system using a robust triage model to intervene at the point of a young person being charged, where it is safe and proportionate to do so. Team EPIC delivers a number of programmes based on building emotional resilience and consequence awareness, whilst encouraging young people to engage in programmes and interventions designed to increase aspiration and opportunity.

In 2016 the Doncaster YOS adopted the new AssetPlus assessment framework developed by the Youth Justice Board for England & Wales (YJB). AssetPlus deploys a "strengths based" predictive methodology to understand the issues young people face in relation to their offending, to help practitioners formulate an intervention plan to address any presenting needs and to build on the strengths already displayed by young people. The YOS also undertakes specialist work in the areas of young people who present sexually harmful behaviours and also with young people who may benefit from restorative justice interventions with our commissioned partners, The Junction and REMEDI.

Young people referred to EPIC are screened via a specifically designed tool drawing on Signs of Safety. If more detailed assessment is required following the screening then this is carried out using the new AssetPlus assessment tool.

Doncaster YOS is committed to the use of whole family approaches to achieve sustained change to familial cultures which supports better outcomes for children and young people. Therefore we work closely with Doncaster MBC's Stronger Families programme (the local response to the government's Troubled Families initiative) using systemic approaches to strengthen families and improve communities.

The operational work of Doncaster YOS is overseen by its strategic Management Board which is composed of senior managers and leaders from partner organisations who have the operational and strategic expertise to challenge and develop the offer from Doncaster YOS.

The Management Board composition is as follows:-

Mark Douglas (Chair)	Chief Operating Officer, Doncaster Children's Services Trust
Lee Golze (Vice-Chair)	Head of Commissioning, Clinical Commissioning Group
Neil Thomas	Superintendent - South Yorkshire Police
Riana Nelson	Assistant Director Learning and Opportunities DMBC
Claire Scott	Stronger Communities and Families Manager - DMBC
Richard Cherry	Chief Clerk to the Justices
Grant Lockett	Head of Access to Homes – St Leger Homes
Paulette Page	Senior Probation Officer
Cllr Nuala Fennelly	Lead Member for Children, Doncaster MBC
Cllr Chris McGuinness	Lead Member for Crime, Doncaster MBC

The Head of Service is directly managed by the chair of the Management Board ensuring a clear line of sight to the operational practice.

The YOS strategic Management Board also feeds into the following local strategic boards:-

- Safer, Stronger Doncaster Partnership Board
- Strategic Education Attendance Board
- Children Young People and Families Board
- Stronger Families Executive Steering Board

## 2) Overview

### Post-Inspection Improvement Plan

The YOS was subject to a Full Joint Inspection (FJI) conducted by Her Majesty's Inspectorate of Probation (HMIP) in 2015. The outcome was unfavourable in a number of areas, most crucially in terms of the senior governance and oversight by the YOS Management Board.

Following the inspection Doncaster YOS completed a comprehensive improvement plan overseen by the Youth Justice Board, which has affected all areas of strategic and operational practice.

Some of the key developments which have been instigated include:-

- Revised membership of YOS Management Board to ensure it comprises of people with appropriate seniority who can challenge operational practice and strategic decision making.
- Revised data offer and performance information available to the Board.
- Implementation of YJB re-offending toolkit, allowing live reoffending data monitoring and reporting.
- Police Secondees operating in line with national police guidance.
- Embedded police IT systems within the YOS to aid more dynamic intelligence sharing on high risk cases.
- New safeguarding and risk management policies and procedures.
- Revised engagement and compliance procedure, capturing non-compliance earlier.
- Implementation of new Risk Panel to ratify assessment decisions.
- Training programme focussed on outcome based risk and vulnerability planning.
- Improved planning processes, planning now done "With" and not "to" children and families.
- New child friendly planning tool introduced.
- New QA framework, incorporating external auditors.
- Regional work undertaken with regard to the out of court disposal scrutiny panel.
- Support from YJB in terms of Board functioning and practice.
- The TYS reach increased through creation of new prevention service, Team EPIC.
- Voice of the child better represented through the body of the casework, better practitioner understanding of how to capture this.
- Improved CAMHS provision.
- Use of whole family approaches and systemic family psychotherapy.
- Continued reduction in custody rate.

The improvement plan was completed during 2016/17 and has now been signed off by the YJB. The YJB improvement partner expressed her admiration for the speed with which the improvement plan had been completed.

In order to ascertain whether the above actions had resulted in improved quality of casework, the former Head of YOT Inspections at HMIP was commissioned to carry out a review of recent cases in Doncaster YOS in November 2016. The findings of her review are most encouraging. Whilst there are still some areas for further improvement the overwhelming view was that considerable progress had been made and that the casework quality was generally far higher than it had been when the inspection took place in 2015.

The last year was also notable for the introduction of AssetPlus which represents the most significant change to youth justice assessment methodology since the creation of the Asset framework seventeen years ago.

### **The Charlie Taylor Report**

In December 2016 the Report into Youth Justice commissioned by the Ministry of Justice (MoJ) and carried out by Charlie Taylor was published. The key findings and recommendations which have been taken on board by the MoJ are:

- Health, Social Care and Education need to intervene earlier, before offending occurs.
- Devolving responsibility for youth justice to local authorities will enable the support services to be aligned.
- Practitioners will be judged by the outcomes they achieve rather than the procedures they follow
- Youth custody will be provided through a network of secure schools commissioned through regional consortia of local authorities.
- Contact with the criminal Justice system can 'taint' young people so that they actually become more likely to offend.
- The key factor in helping young people not to reoffend is the quality of the worker.
- Magistrates need to have much greater, more active role in tailoring plans for young people and holding the parent, child and agency to account.
- Reduced numbers of young people in the system and reduced funding means local authorities are now having to think about new delivery models
- An unintended consequence of having specialist YOTs is that the other agencies step back, so that YOTs are often unable to bring about the very contributions from other agencies which they were set up to do
- Some areas have brought Troubled Families and YOTs together as the overlapping criteria mean a joint response is essential.
- The YOT model can be adapted locally to bring about better co-ordination such as by co-locating with children's services.
- YOTs have merged across local authority boundaries to achieve economies of scale.
- A narrow criminal justice response is insufficient for those still left in the system.

- CAMHS often does not intervene early enough so the child / young person offends and a criminal justice response is then required. Outreach is a much more useful model for CAMHS service delivery

A key priority for Doncaster YOS management Board and management team during 2017/18 will be to implement the Taylor Report recommendations within the local context. However, the Doncaster YOS is already doing many of the things the report calls for. A key example is the way in which the YOS is closely aligned and integrated within the Targeted Youth Support Service and the wider Children's Services. This ensures that a holistic approach is taken with children and young people who offend and that they are seen first and foremost as children rather than as offenders.

### 3) Performance against last year's plan

In last year's plan a number of key performance indicators were set to demonstrate the YOS's progress against its strategic and operational goals. This section highlights progress in these key areas and provides narratives to how targets were achieved and what further action may be required to consolidate improvements.

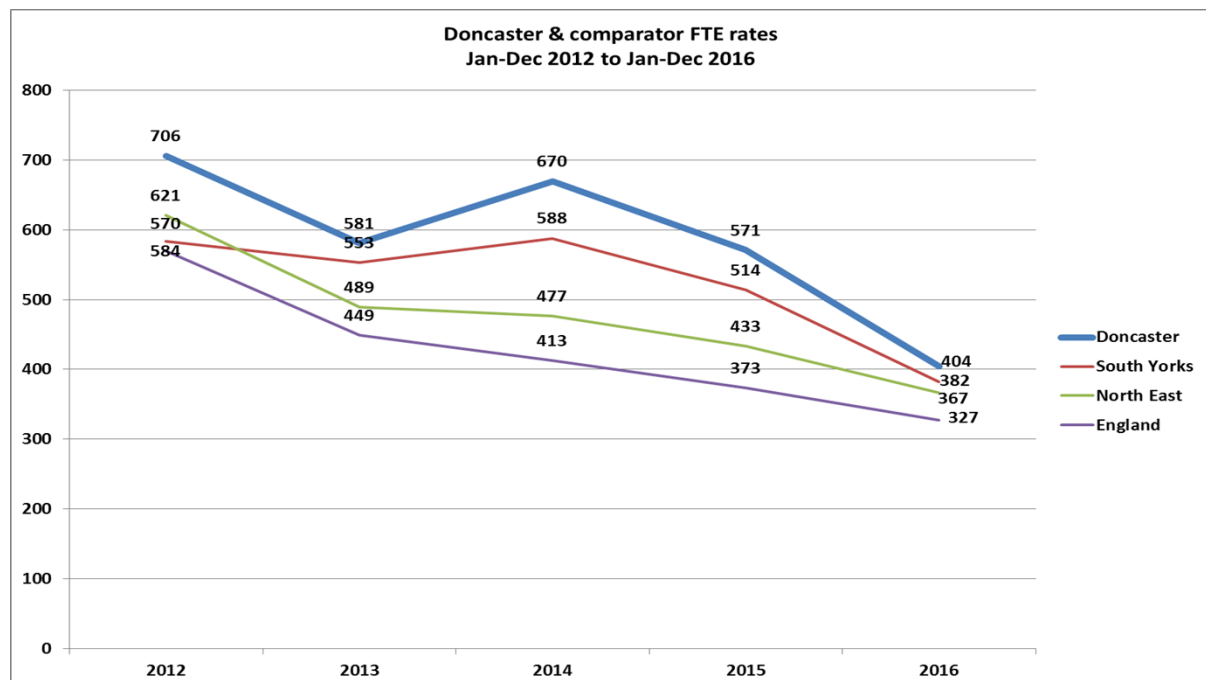
#### Reducing First Time Entrants

Young people who enter the youth justice system for the first time are known as First Time Entrants (FTEs). Entering the youth justice system can have a severe impact on young people's career prospects as they acquire a criminal record which may have to be disclosed to prospective employers. There is also a risk that bringing young people into the youth justice system prematurely can "criminalise" them, such that they start to see themselves as "offenders" and begin to adopt pro-criminal associates and lifestyle. Therefore bringing young people into the youth justice system should be a last resort, taken only when all other viable options for diversion have been exhausted.

In 2015/16 Doncaster had the 5<sup>th</sup> highest FTE rate in England, and South Yorkshire as a whole had the highest rate amongst all policing areas in England. Therefore the 2016/17 youth justice plan for Doncaster set a target of reducing the number of FTEs by 15% in 2016/17 and by a further 15% in 2017/18.

Thus far the strategy for achieving this has been to establish Team EPIC and to provide robust alternatives to Police Cautions, Police Conditional Cautions and prosecutions where young people have begun to offend.

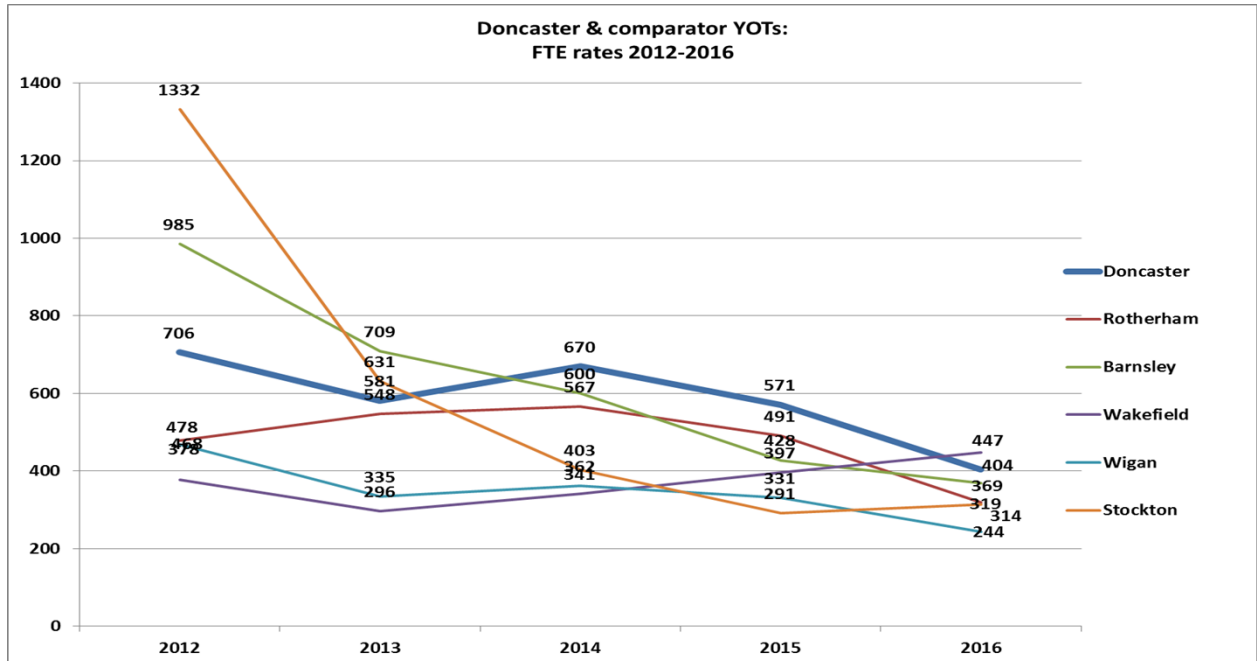
:





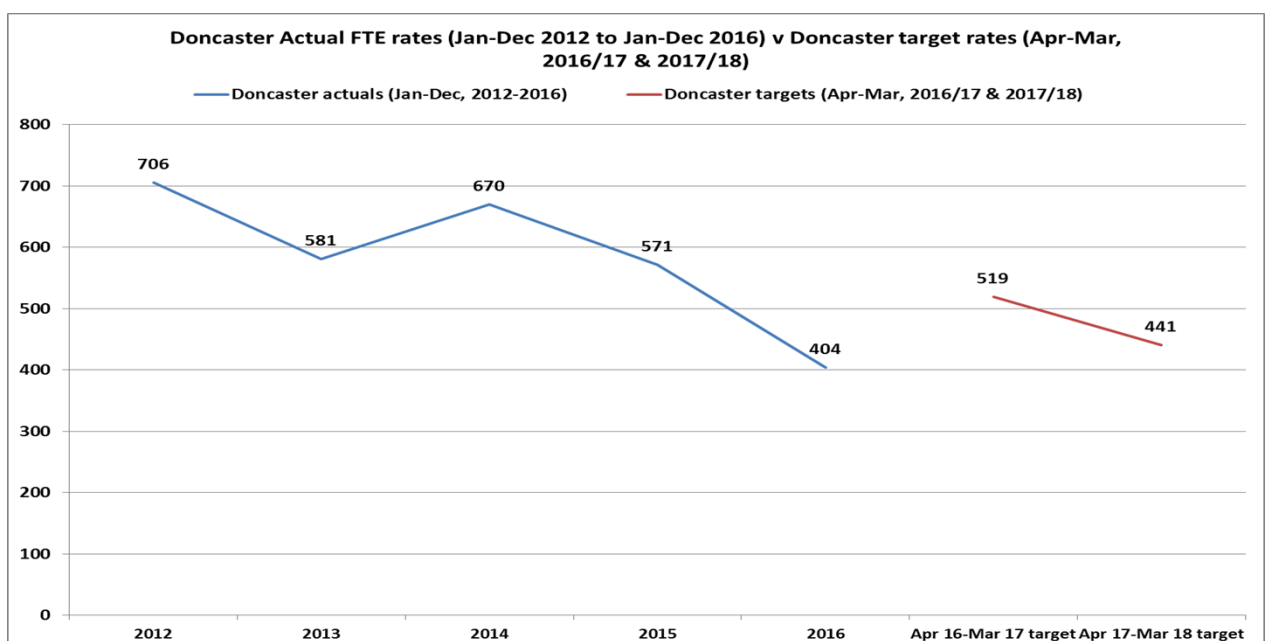
It shows a strong downward trajectory over the last 2 years, although the Doncaster rate is still higher than regional and national averages, because these have also reduced over the period.

The following chart indicates Doncaster’s performance compared with the 5 most similar areas:



Despite significant reduction in the local rate over the last 2 years, Doncaster’s rate remains higher than all but one of the comparator areas.

However, the chart below shows how latest FTE performance compares with the targets set for 2016/17 and 2017/18 as laid out in last year’s youth justice plan:



This shows that we significantly exceeded the target set in last years plan and nearly reached the year two target.

However, if further progress is to be made in reducing the number of FTEs in Doncaster so that it is lower than comparator areas then there needs to be a process change in addition to the availability of EPIC. An analysis has been conducted of all young people who became FTEs in Doncaster during 2016. This analysis is at Appendix A to this report, but a key finding to note here is that a high proportion of the FTEs entered the youth justice system and received a criminal record without ever having been considered for a Community Resolution. Many of them had no previous offences or Community Resolutions and most had only committed low-level offences at gravity score 2 and 3.

It appears that some police officers remain unaware of the triage process and the availability of EPIC as a means of diverting low level offenders away from the youth justice system.

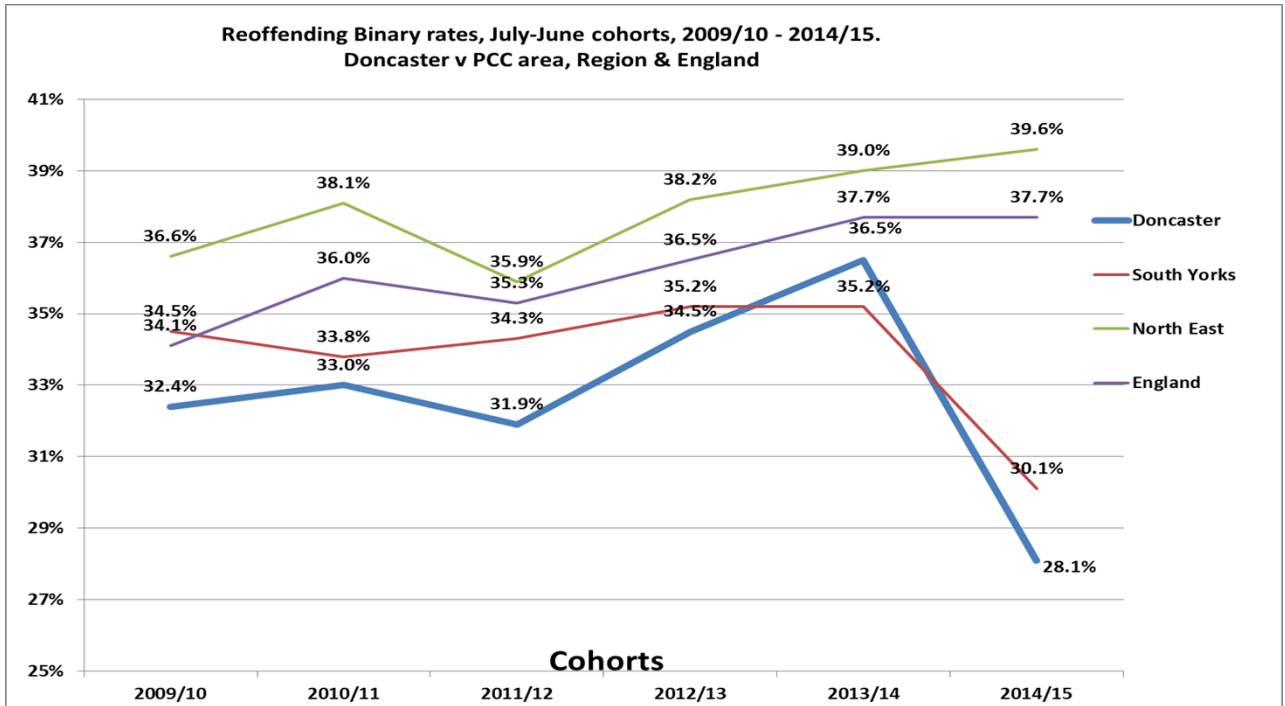
In order to tackle this problem a flow chart has been drawn up showing the way in which all youth cases should be dealt with. If the proposed process is adopted it would ensure that no young person could become an FTE without their case having been referred to and discussed by the Triage Panel. This would ensure that options for diversion are considered in every case where there is an admission of guilt and the young person could enter the youth justice system for the first time.

A meeting was held with the Police and Crime Commissioner and South Yorkshire Police senior commanders in February 2017 and it was agreed that a new triage process needs to be adopted in Doncaster, ensuring that all potential FTEs are referred to and discussed by the triage panel to ascertain whether the young person may safely and appropriately be diverted from the formal youth justice system. Work is now underway to establish the membership and terms of reference for the panel.

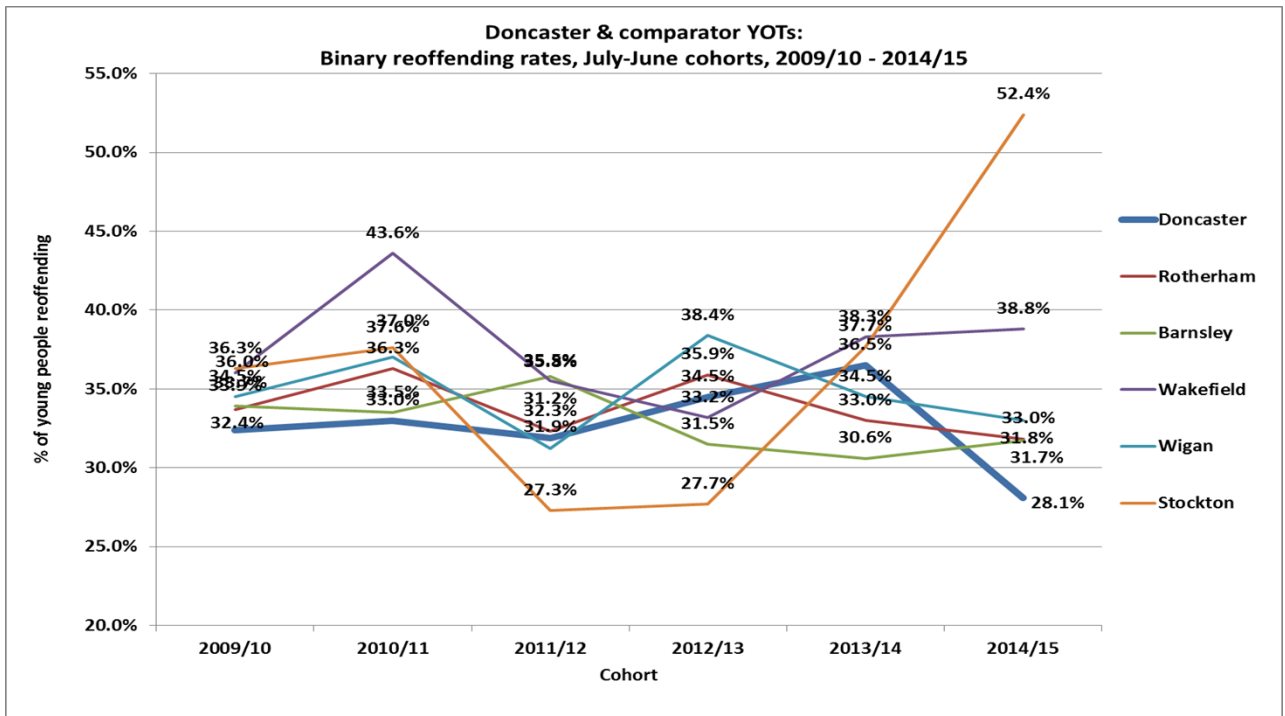
## **Reducing Re-offending**

Reducing reoffending by young people is perhaps the primary reason for YOTs' existence. The measure is based on a cohort of young people receiving pre-court and court-ordered disposals or being released from custody during a 12-month period. Their proven reoffending is then tracked over 12 months from the date of the disposal. To allow for court proceedings to be completed there is a time lag in data being published. This means that the latest official data is for the July 2014 to June 2015 cohort.

The charts below show Doncaster's binary reoffending performance for the last 6 years as against that for the South Yorkshire PCC area, the North East region and England:



The chart below shows how Doncaster's binary reoffending rate compares with that for the most similar areas:



With a binary rate of 28.1% Doncaster now has the 4<sup>th</sup> best reoffending rate amongst all YOTs in England.

It should be noted that over the last decade the numbers of young people in the national and local cohorts has reduced by around two thirds. This means that those young people remaining in the cohort have, on average, far greater needs and risks than those in earlier cohorts, and thus the likelihood of their reoffending is higher. Given that context, these results are particularly encouraging.

However, the activity to produce these results took place between one and two years ago and the results of the work the YOS is doing now will not be known for another 2 years. In order to improve the reoffending rate of those young people in the current cohort (2017/18) we are using the YJB Reoffending Live Tracker. This includes all the young people in the cohort (whether currently on the YOS caseload or not) and enables a strategic view to be taken, looking at trends but also enabling us to ensure that young people get the right intervention at the right time to prevent them from reoffending or at least to reduce the frequency if they have already begun.

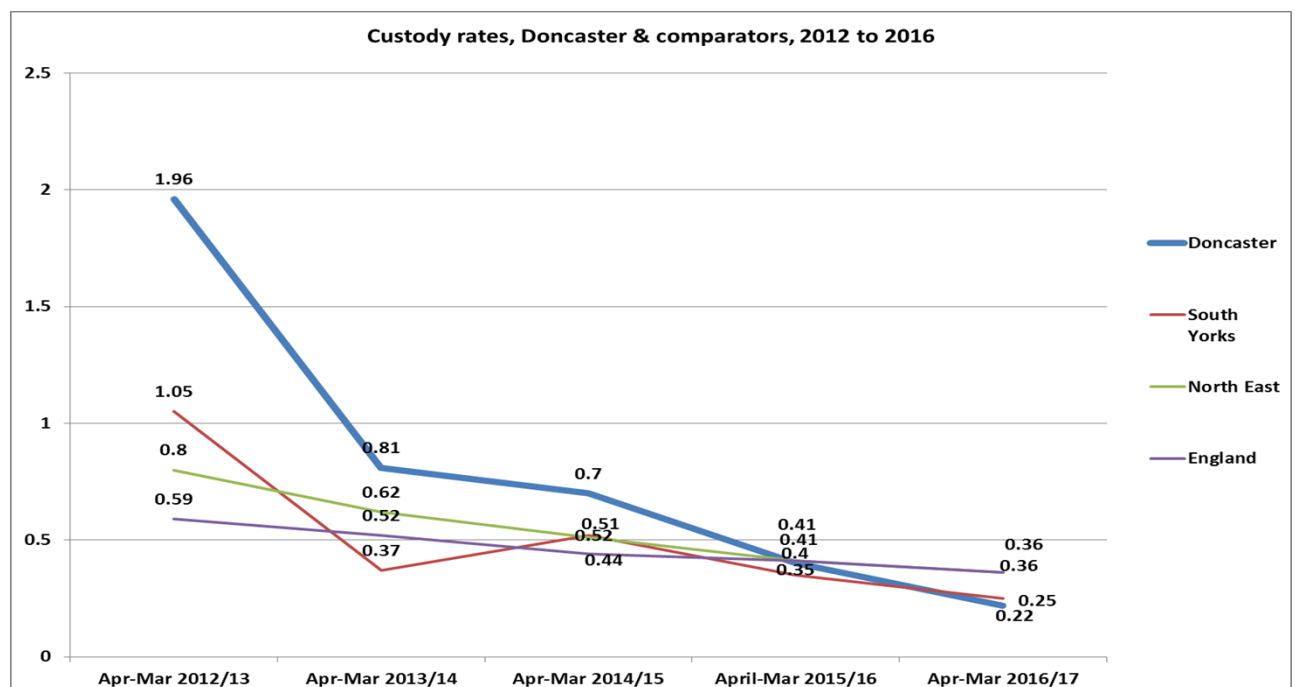
### Reducing the use of custody

The YOS set itself an aspirational target of reducing the numbers of young people going to custody to the national average of 0.37 per 1000 of the 10-17 population in 2016/17. This was to be achieved by improving the confidence of the courts in the community based alternatives to custodial sentences offered by the YOS.

Outcome: Doncaster’s achieved a custody rate of 0.22 per 1000 of the 10 to 17 population for 2016/17, well below the target set.

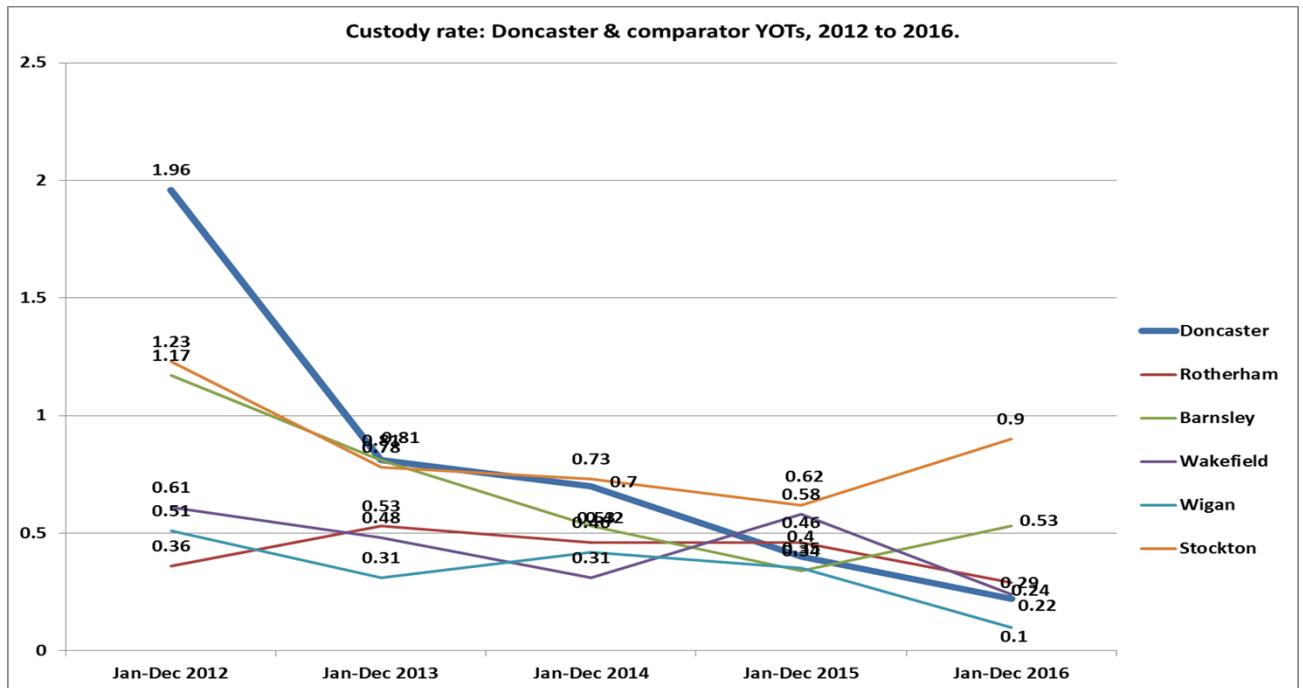
In real terms, this represents a reduction in the number of custodial sentences from 11 in 2015/16 to 6 in 2016/17.

Doncaster’s custody performance against comparator areas is shown in the charts below:



This shows that having been an “outlier” with a rate well above those for the PCC area, region and national in 2012 and 2013, Doncaster is now performing better than the South Yorkshire PCC area, the North East region and England as a whole.

The following graph highlights Doncaster’s custody performance compared with that for the most similar YOTs:



Again this shows that having had by far the highest rate amongst comparator YOTs in 2012, Doncaster now has the 2<sup>nd</sup> lowest. This is testimony to the confidence the local courts now have in Doncaster YOS’s community-based alternative to custodial sentences.

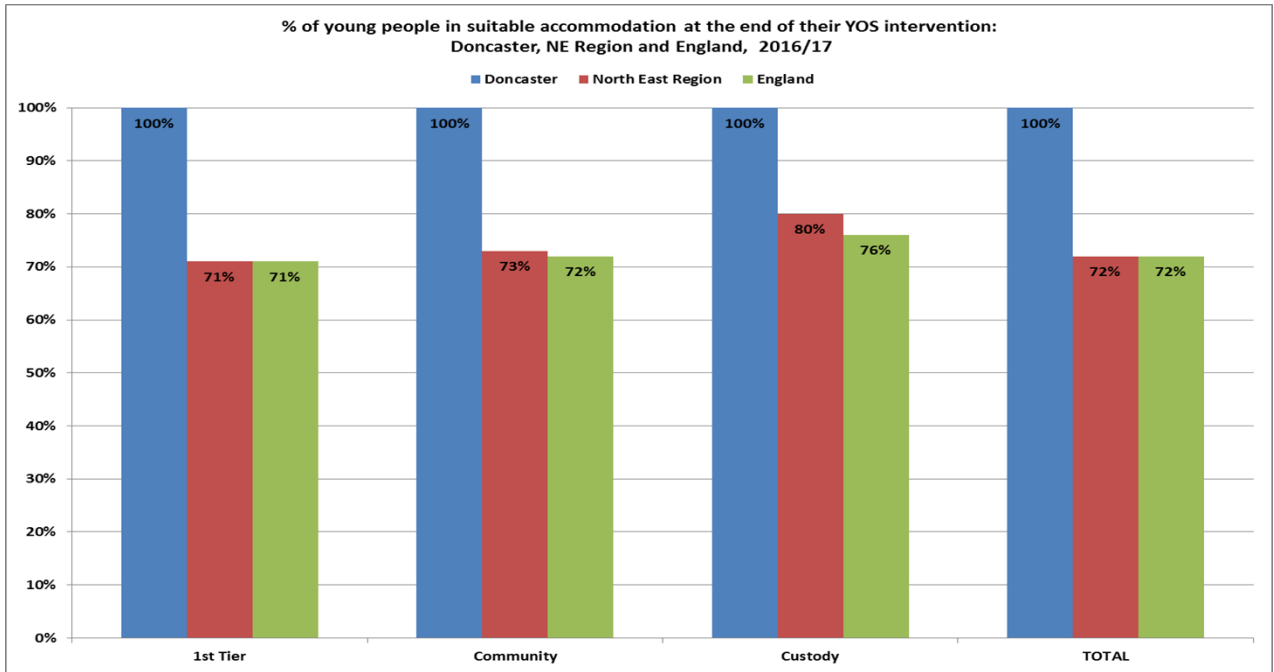
Ensuring Young People who offend are in suitable accommodation and in appropriate full-time education, training or employment at the end of the order

If young people are to avoid reoffending then it is crucial that they are in appropriate accommodation and in appropriate education, training or employment by the time they come to the end of their YOS intervention.

**Accommodation:** the target set in the 2016/17 youth justice plan was for 100% of young people to be in suitable accommodation by the end of their court order.

The strategy for achieving this has been for the YOS to continue to develop good professional relationships with partner agencies such as YMCA who notify us when they have vacancies coming up; case managers are proactive in supporting young people to access this support by attending interviews with them. The YOS are also represented at Homelessness Partnerships meetings which involve DMBC, St Leger Homes and charitable organisations, so that we are aware of changes to policy and procedure and can make wider links with specialist support. We also work closely with Children’s Social Care and offer family support so that where appropriate young people can remain at home, or with wider family members or in their social care placements.

The chart below shows this 100% target has been achieved in 2016/17. The North East region and England as a whole only achieve just over 70% of young people being in suitable accommodation at the end of their court orders.

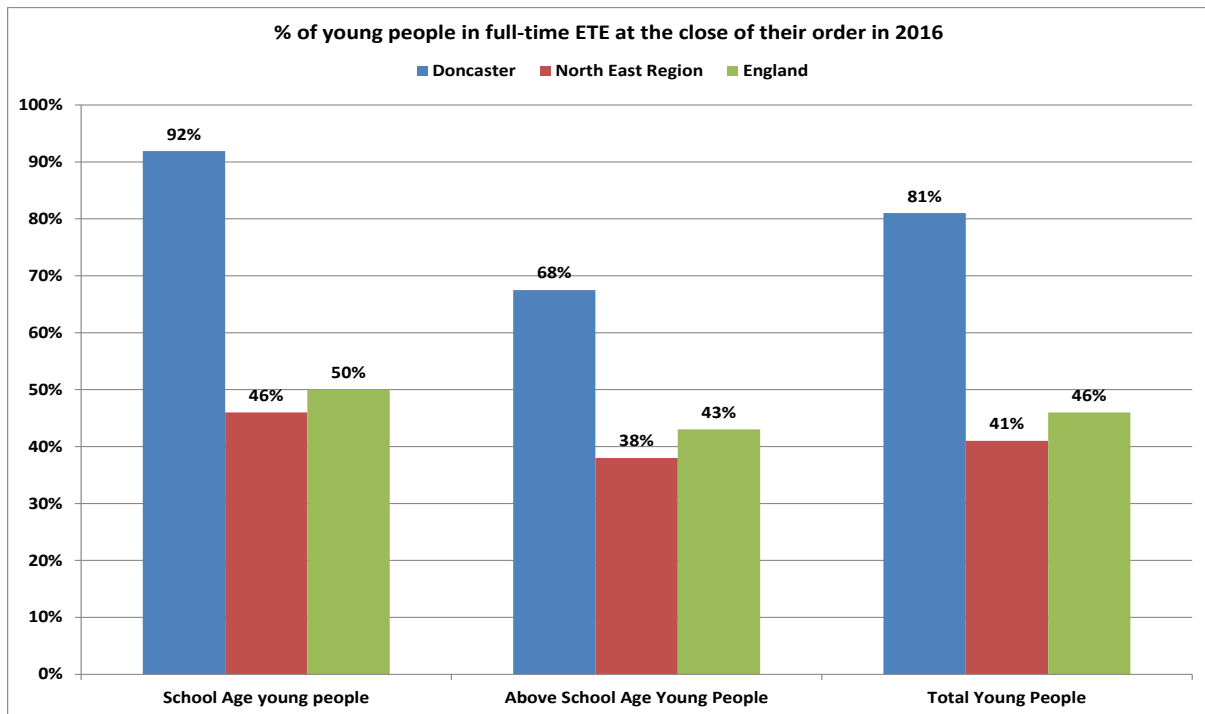


**Education, training and employment (ETE):**

Again the YOS set a very aspirational target of 90% of all young people being in suitable ETE provision on the final day of their order.

The Doncaster YOS has a particularly strong ETE offer for both school-age and post-16 young people. Strong links exist with local secondary schools and academies, Doncaster College and Wetherby Young Offenders Institution, with whom working protocols are in place, which are frequently reviewed. This is further supported by the maintenance of positive professional relationships. In order to advocate on behalf of some of our more challenging young people, the YOS Education Co-ordinator is a standing member of the secondary inclusion panel and the Head of Service sits on the strategic education board.

The graph below shows how Doncaster YOS performed against this demanding target in 2016 and how this compares with performance across the region and England.



This shows that the target was achieved for those young people of school age. However there is still some way to go for those over school age, and this brought the overall figure down to 81%. Doncaster has far better rates than the region and England for both school-age and post-16 young people.

The Doncaster YOS has a particularly strong ETE offer for both school-age and post-16 young people. Strong links exist with local secondary schools and academies, Doncaster College and Wetherby Young Offenders Institution, with whom working protocols are in place, which are frequently reviewed. This is further supported by the maintenance of positive professional relationships. In order to advocate on behalf of some of our more challenging young people, the YOS Education Co-ordinator is a standing member of the secondary inclusion panel and the Head of Service sits on the strategic education board.

#### 4) Strategic Objectives for 2017/18

The key priorities of the Youth Offending Service in 2017/18 are:

- reducing the number of first time entrants into the youth justice system
- reducing the proportion of young people re-offending and the number of offences they commit
- reducing the use of custody and
- keeping young people and communities safe.

The following sections highlight the key work which the Youth Offending Service will undertake to achieve these aims.

##### Preventing young people from entering the youth justice system

Although according to the latest data (for October 2015 to September 2016) the number of first time entrants has reduced by 29.2% compared to the same period the previous year, Doncaster's rate remains higher than all comparators in terms of young people entering the criminal justice system.

Preventing offending is integral to our shared vision of Doncaster becoming the best place to grow up in Yorkshire. Doncaster Children's Services Trust and its partners are keen to ensure that Doncaster becomes and remains a positive place to live, a place where young people are safe, nurtured, healthy, achieving, active, respected, responsible and included.

We believe that as far as possible children and young people should be kept out of the Criminal Justice System because bringing them in too quickly can criminalise them and it gives them a criminal record which can blight future prospects. That is not to say that early offending should be ignored. Where offending does take place, good quality assessments leading to effective and timely interventions are needed to address that behaviour and its causes.

We take a whole family and child-centered, preventative approach focused on the following outcomes:



Helping ensure communities are safe from crime and disorder

Improving life chances for children and young people involved in or at risk of offending

Enabling all children and young people to be confident individuals, effective contributors, successful learners and responsible

Prevent first time entrants into the Youth Justice System

Families have a crucial role in supporting children and young people who begin to offend. Team EPIC will work in partnership with families, recognising that they will remain in place long after the professionals have completed their interventions and therefore are key to sustaining change in young people's lives. Without harnessing the support of parents and families we are unlikely to bring about enduring improvements in young people's capacity to avoid offending.

Children may need help to take responsibility for their decisions and actions in line with their stage of development and understanding. Most children and young people who offend will mature into responsible adults.

Research shows that early intervention is central to preventing youth crime. The most cost-effective way to reduce youth crime is to prevent young people from getting into trouble in the first place. Preventing youth crime brings about huge savings of economic and social costs.

Local Authorities bear the largest share of the cost at £6.5 billion followed by welfare system at £3.7 billion and the NHS at £3 billion. There are also high long-term costs to young people committing crime because we know that crime is associated with a range of poor economic and social outcomes. Preventing youth crime can therefore reduce these economic and social costs. We can achieve this by dealing with those problems that make it more likely young people will commit crime or anti-social behaviour.

£3,620: Estimated average cost of a first time entrant (under 18) to the criminal justice system in the first year following the offence.

£22,995: Estimated average cost of a first time entrant (under 18) to the criminal justice system, nine years following the offence

£113,000,000: Estimated savings if one in ten young offenders were diverted toward effective support

It is against this backdrop that Doncaster Children’s Service Trust along with key partners, young people and families have co-designed our first **Youth Crime Prevention Strategy**, which will contribute to preventing children and young people in Doncaster from becoming involved in criminal and anti-social behaviour.

Team EPIC is central to this strategy by offering a robust programme of intervention for children and young people who would otherwise be issued with a caution, conditional caution or prosecuted and thereby brought into the formal youth justice system. By deploying this approach, Team EPIC aims to achieve a 15% reduction in first time entrants in 2017/18

Performance Indicator	Out Turn 2015/16	Target 2016/17	Target 2017/18
First Time Entrants (FTE) PNC rate per 100,000 of 10-17 population YJB data. The number of first time entrants to the youth justice system. This comprises young people who receive a Police Caution or a Sentence.	571	485	412

As can be seen from the data in the previous section, good progress has already been made in reducing the FTE rate in Doncaster, with a rate of 404 for the calendar year 2016 (so the rate is already lower than the targets for the financial years 2016/17 and 2017/18). This success has been largely through the inception of EPIC, giving the police a further option in dealing with young people outside of the formal youth justice system.

However, in order to contribute to the vision of Doncaster being the best place to grow up in Yorkshire, there now needs to be a system-change in the way decisions are made regarding which young people need to be cautioned / charged and who can be safely diverted from the system.

Currently in the vast majority of cases it is the police alone who decide whether young people who have never previously been in the youth justice system but

have now offended should be cautioned, taken to court or diverted from the system altogether. This restricts the ability of the Partnership to reduce the number of first time entrants and is out of kilter with practice across England and Wales.

This issue was discussed with the Police and Crime Commissioner for South Yorkshire along with senior officers from South Yorkshire Police in February 2017 and it was agreed that a Diversion Panel should be established comprising officers of appropriate seniority from South Yorkshire Police and the Doncaster Youth Support Service meeting weekly to discuss cases where young people may become FTEs and to decide whether they may be diverted or not. Discussions are currently underway between the Police and the YOS in Doncaster with a view to establishing this panel.

With an effective Diversion Panel in place and a credible and viable alternative disposal available (EPIC) then the prospects of achieving and surpassing the FTE reduction targets in the next year are very good.

### Reducing Re-offending

Reducing re-offending remains a key priority for the YOS. The cohort of young people involved in the youth justice system has reduced substantially both nationally and locally over the last decade. This has resulted in a current cohort of young people who on average have more previous offences, more previous disposals and who are more entrenched in offending than earlier cohorts, and this increases the average likelihood of reoffending, making performance improvement very challenging.

In January 2016 the MoJ introduced an additional measure of frequency of re-offending. As well as the average number of re-offences per offender, known as the 'frequency rate', there is now the average number of re-offences per re-offender.

During 2016/17 the Doncaster YOS adopted live tracking of the reoffending cohort. This is not simply to gain more up-to-date performance data (although this is useful) but also to seek to improve reoffending performance by ensuring the right action is taken at the right time with the right young people to prevent reoffending or at least to reduce its frequency once young people have begun to reoffend.

In order to work effectively with this more challenging cohort, the YOS has adapted its intervention offer to improve outcomes for young people. This has been informed by the recruitment of a trainee forensic psychologist to support

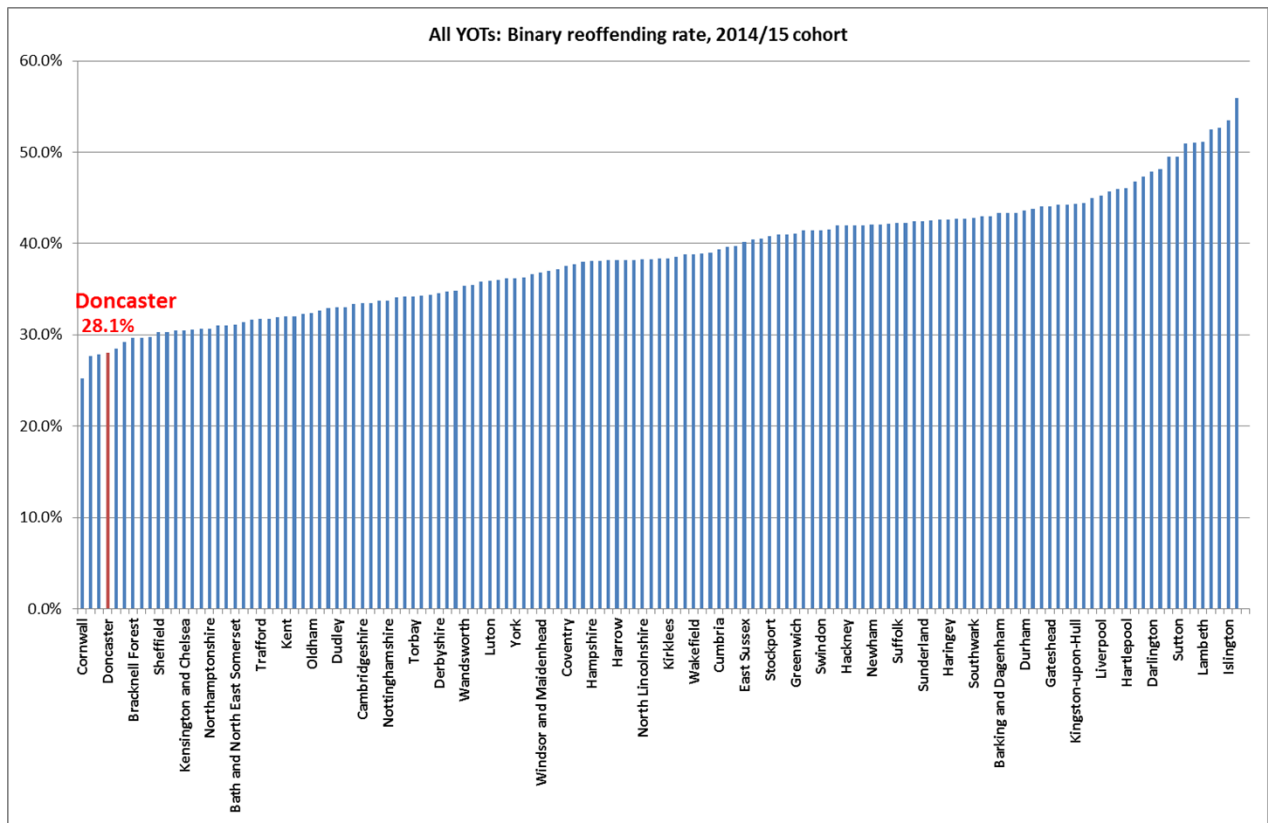
the re-evaluation of existing interventions and create new ones to respond to the challenges identified in the cohort

In addition, the recruitment of a speech and language therapist has assisted the YOS in re-framing the largely language-based interventions that the YOS currently uses with young people. Revising these interventions and providing materials which are more meaningful to young people with speech, language and communication difficulties is increasing their efficacy thereby reducing the number of young people who go on to commit further offences.

In addition to the revised intervention offer the YOS understands the need for the development of a more robust use of intelligence to predict thematic issues arising from the cohort. The subsequent operational changes to practice which are required to address these issues will be pivotal to our success.

In 2016/17 the YOS embedded the use of the YJB's "Reducing Re-offending Toolkit", enabling live tracking of the cohort for the first time. There are now monthly meetings of key managers within the YOS to review the cohort, identify young people who may reoffend, ensure action is taken to reduce this likelihood and to detect overall trends in the cohort membership and issues such as offence types.

For the latest cohort reported on (July 14-June 15) Doncaster achieved a binary reoffending rate of 28.1%, which is the 4<sup>th</sup> best in the country. This is exceptionally good given the association between social and economic deprivation and offending rates. The chart below illustrates this:



In the 2015/16 Youth Justice Plan the reoffending target was to reduce the binary rate from 36.5% to 33.5%. With the latest official data showing a rate of 28.1% the YOS has clearly surpassed this target. However, in setting future performance targets we need to be aware that given Doncaster’s current very good performance there is limited scope to improve further.

There is also another factor which may reduce Doncaster’s scope for further improvement in the reoffending rate. We are determined to reduce the FTE rate and have a clear strategy in place to achieve considerable further reductions. However, reducing the number of young people in the youth justice system will inevitably mean that it is the lower-level, less frequently offending young people who will be diverted, kept out of the youth justice system and thereby kept out of the reoffending cohort. Therefore future cohorts for Doncaster are likely to be smaller but made up of young people who are on average more likely to reoffend than those who were in previous cohorts. Therefore to a certain extent, any success we have in reducing FTEs is likely to put pressure on our reoffending rate.

It is for these reasons that we propose a target of simply maintaining our current binary reoffending rate of 28.1% for the next 2 cohorts.

Performance Indicator	Out Turn 2014/15	Target 2015/16	Target 2016/17
	28.1%	28.1%	28.1%

	cohort	cohort	cohort
Proven binary re-offending rate for cohort members. This is the percentage of young people who re-offended in the identified cohort	28.1%	28.1%	28.1%

It should also be borne in mind that the next cohort (2015/16) has already completed, although the result will not be known until January 2018 – and therefore there is no action that can be taken now to improve the result.

### Reducing the use of custody

Nationally there has been a huge reduction in the use of custody for young people over the last decade. In February 2017 there were 829 young people in custody and this compares with 3,000 in custody 10 years ago. However, Doncaster has been an historic outlier in terms of its use of custody over the past decade, with rates significantly higher than national average. In 2016 Doncaster reduced its rate to be in line with comparator areas.

An analysis has been undertaken of the use of custody for young people in Doncaster during 2015 and 2016 and the report is at Appendix B. The key recommendations from the analysis are that we need to:

- improve our offer to looked after young people who offend. Too many looked after children are unnecessarily criminalised, and some go on to receive custodial sentences.
- develop interventions which are specifically targeted at young people committing offences of serious violence and robbery.
- invite magistrates to view delivery of such interventions in order that they can be re-assured of their robustness.
- ensure breach action is taken when young people fail to comply with their orders in order that magistrates have confidence in community-based disposals, whilst ensuring every effort is taken to re-engage the young person concerned before they are brought back to court.

Changes to operational practice and delivery including the implementation of risk ratification panels, revised risk management procedures, more effective use of engagement panels to intervene with non-compliance earlier and improved quality assurance work undertaken on pre-sentence reports have all significantly contributed to the reduction in young people going to custody.

The following chart outlines PSR congruence rates between YOS proposals and court outcomes. It is inevitable that in some cases there will not be congruence,

particularly where the YOS proposes community disposals for young people who are most likely to be facing a custodial sentence. However, the congruence rate is a general guide to the confidence of sentencers in the reports provided and the community-based options offered by the YOS.

Pre-Sentence Reports prepared for Youth and Crown Court 1 April 2016 - 31 March 2017									
Court Outcome									
Recommendation	Absolute Discharge	Conditional Discharge	Deferred Sentence	Fine	Compensation Order	Referral Order	YRO + Requirements	DTO	Custodial
Absolute Discharge	1					1			
Conditional Discharge		1							
Deferred Sentence						1			
Fine									
Compensation Order									
Referral Order						11		2	1
YRO + Requirements							21	7	
DTO								1	
Custodial									

The table above shows that in 35 out of 47 cases in 2016/17 the Pre-sentence Report proposal was followed by the court. This gives a congruence rate of 74% which is very acceptable and suggests courts have a high degree of confidence in the reports, the proposals and the YOS's community-based interventions. In half of the cases where the proposal was not followed by the court the actual sentence was a custodial, and the YOS always seeks to offer a non-custodial option to the court wherever possible and viable. In only 1 of the 9 custodial sentences in 2016/17 was the proposal for custody.

The Youth Justice Plan 2016/17 set a target for 2016/17 of 0.37 custody cases per 1,000 local youth population. The latest data, for calendar year 2016 gives a rate of 0.33 and therefore the target has already been surpassed, albeit that the known result is for a period one quarter before the period the target was set for.

Having already made considerable reductions in the local custody rate, further reductions may be challenging to achieve. However, Doncaster YOS aims to have a custody rate lower than the national average. In 2016 the average custody rate in England was 0.37 per 1,000 of 10 -17 population and therefore we set a target of 0.30 for Doncaster in 2017/18 and 2018/19.

Performance Indicator	Out Turn 2016	Target 2017/18	Target 2018/19
Use of custody rate per 1,000 of 10 -17 population	0.33	0.30	0.30

## Keeping young people and communities safe

Keeping young people safe is not a role for the YOS in isolation. The work across the Team Doncaster partnership is crucial to ensuring safe outcomes for children, young people, families and their communities.

The YOS has a significant role to play in ensuring this. Following the HMIP inspection significant changes to the safeguarding and risk management policies of the YOS were implemented to ensure the safety and wellbeing of service users was a key priority of operational staff.

These changes included:-

- Police Seconded operating in line with Police national guidance.
- Embedded police IT systems within the YOS to aid more dynamic intelligence sharing on high risk cases.
- New safeguarding and risk management policies and procedures.
- Revised engagement and compliance procedure, capturing non-compliance earlier.
- Implementation of new Risk Panel to ratify assessment decisions.
- Training programme focussed on outcome based risk and vulnerability planning.
- Improved planning processes, planning now done “With” and not “to” children and families.
- New child friendly planning tool introduced as part of AssetPlus
- Voice of the child better represented through the body of the casework, better practitioner understanding of how to capture this
- Use of whole family approaches and systemic family psychotherapy.

This has resulted in service provision that responds more effectively to dynamic risk issues as they occur and allow us to play a significant role in the Team Doncaster response to keeping children safe.

It is recognised that young people engaged in appropriate education, training or employment (ETE) are at a significantly lower risk of reoffending and being at risk of harm. We can report that in 2016 the proportion of young people engaged in appropriate ETE at the end of their YOS intervention was 81%. In the Youth Justice Plan 2016/17 the target set for ETE was 90%, and therefore this has not been met. However, we remain aspirational and therefore the 90% target will be extended to 2017/18.

Another area which the YOS is responsible for is ensuring that all young people have suitable accommodation which meets their needs at the end of their order. We



can report that for the third consecutive year this figure is 100% and we will once again aim for 100% in 2017/18. Our work with partners (most notably St Leger Homes and the Resettlement Consortium), have been pivotal in this performance.

Performance Indicator	Out Turn 2016	Target 2017/18
Percentage of children and young people known to the YOS receiving their statutory entitlement to education or training	81%	90%
Percentage of children and young people known to the YOS in suitable accommodation	100%	100%

### **Prevent and Channel**

As with all areas Doncaster is committed to preventing radicalisation of young people which could result in offending and re-offending

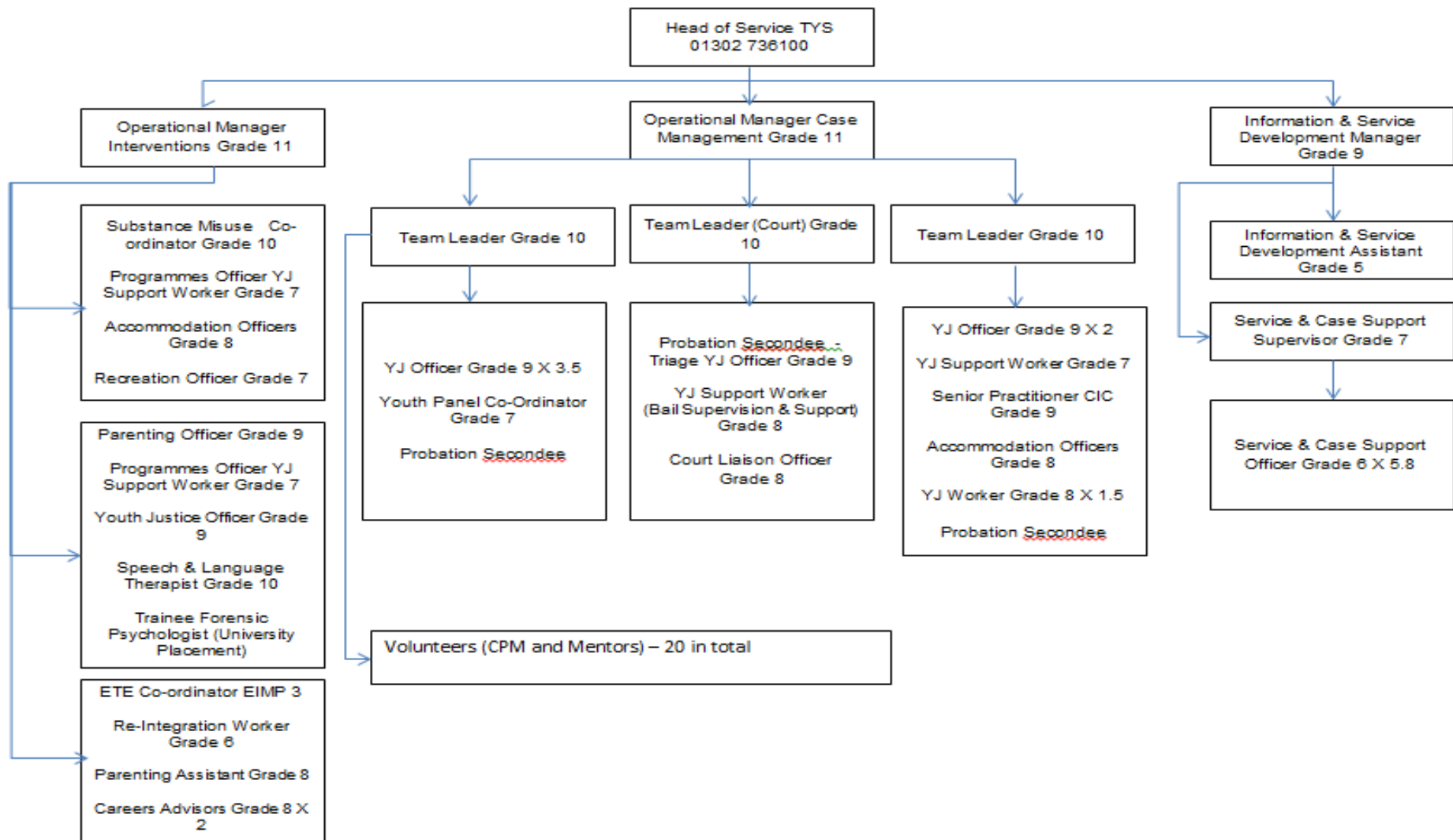
Radicalisation issues in Doncaster are not currently prevalent and the issues which do exist have so far tended to be focussed on far right groups and have mainly involved adults.

To ensure that practitioners within YOS are well sighted on radicalisation issues and the signs to be aware of when undertaking assessments, all operational staff have completed mandatory e-learning models in “ Prevent and Channel”.

Operational managers have undertaken Wrap 3 training which is the standard, Home Office-approved training for practitioners in relation to identifying and preventing radicalisation and extremism and is a key part of the Government’s Prevent agenda.

## **5) Resources and Value-for-Money**

The chart below shows the staffing structure of the Youth Offending Service.



## **Budgets and Variance 2016/17 to 2017/18\***

<u>Source</u>	<u>Cash (£)</u>	<u>Kind (£)</u>	<u>Total (£)</u> <u>2016/17</u>	<u>Notification</u> <u>of budget (£)</u> <u>2017/18</u>	<u>Variance</u> <u>from</u> <u>2016/17 (£)</u>
YJB	580,632	0	580,632	582,954	2,322
DCS Trust	930,480	0	930,480	1,003,462	72,982
Probation (Inc. 3 Probation staff)	0	109,218	109,218	109,218	0
PCC cash contribution	152,000	0	152,000	152,000	0
Health (Inc. seconded Speech & Language therapist and CAMHS)	57,348	67,832	125,180	125,180	0
Police (seconded Police Officers)	0	132,126	132,126	132,126	0
JACs	21,367	0	21,367	21,452	85
<b>Totals</b>	<b>1,741,827</b>	<b>309,176</b>	<b>2,051,003</b>	<b>2,126,392</b>	<b>75,389</b>

\* Please note that these figures may change slightly depending on the outcome of pay award negotiations

As with all Youth Offending Services, Doncaster has experienced significant cuts in the Core Youth Justice Grant as part of the package of savings which the Ministry of Justice has been required to make.

Doncaster YOS is committed to continuous review of its provision to ensure it offers a quality service to young people in the borough whilst ensuring value-for-money.

It is nationally recognised that more than 60% of young offenders have speech, language and communication needs. It is therefore safe to assume that any young person being supported by the Youth Offending Service has communication needs until proven otherwise. The impact this has includes:-

- Many young people have difficulty understanding vocabulary commonly used in the justice system and in courts, such as the words “remorse”, “victim” and “breach”.
- Offender treatment programmes are largely verbally mediated. Evidence shows that around 40% of offenders find it difficult or are unable to access and benefit from verbally mediated interventions such as anger management and drug rehabilitation courses.

Consequently the recruitment of a speech and language therapist, coupled with training operational staff in ELKLAN, a method of assessing and understanding speech, language and communication skills will allow the YOS to work more effectively with a range of young people involved in the youth justice system.

In addition, the YOS has entered into regional commissioning arrangements with REMEDI for provision of restorative justice, victim and reparation services and with The Junction, in terms of specialist interventions for young people presenting sexually harmful behaviours. This has saved the YOS in excess of £25,000 without reducing the intervention offer to children, young people and their families.

The Management Board can be assured that the YOS will continue to seek opportunities to develop its service provision to mirror those deployed in exemplar services, but with a creative approach to sourcing and funding these provisions, which we believe demonstrates strong financial governance in a climate of fiscal uncertainty.

### **Grant Funded Activities**

The core YOS grant from the YJB along with the funding from other partners is used for all direct delivery activities, the largest proportion of which is allocated to fund the staffing establishment. However it should be recognised that the majority of the contribution from partners is an “In Kind” resource in terms of the provision of staff as listed in the table above.

In addition part of the YJB Core Grant is used to fund restorative justice provision and an appropriate adult scheme, which is commissioned on a regional basis with the providers REMEDI and SOVA respectively.

Doncaster YOS continues to offer a Junior Attendance Centre, and this is now staffed from the core YOS establishment as this provision becomes more closely aligned with core delivery.

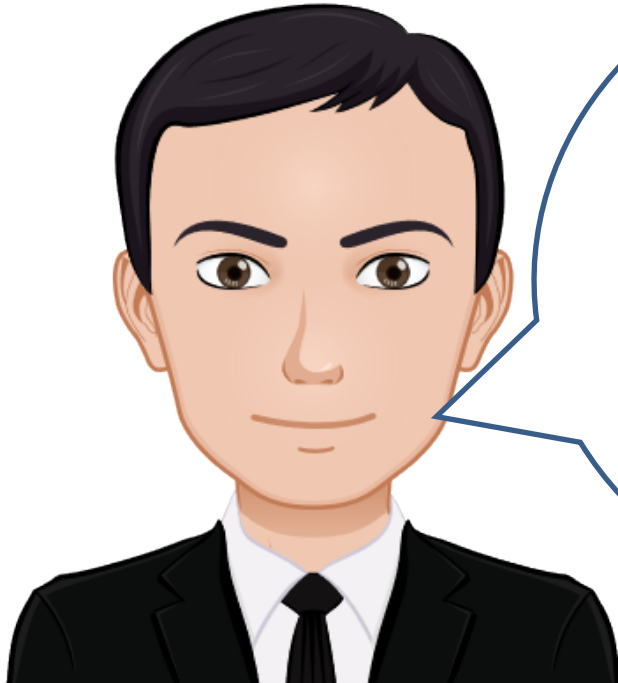
## 6) Young People's Youth Justice Plan



# *Targeted Youth Support Service Doncaster Youth Offending Service Young People's Youth Justice Plan 2017/18*

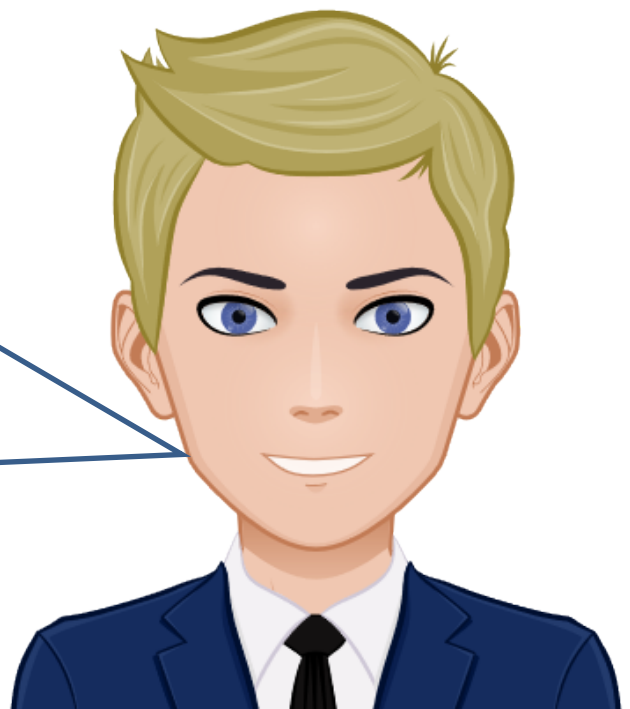


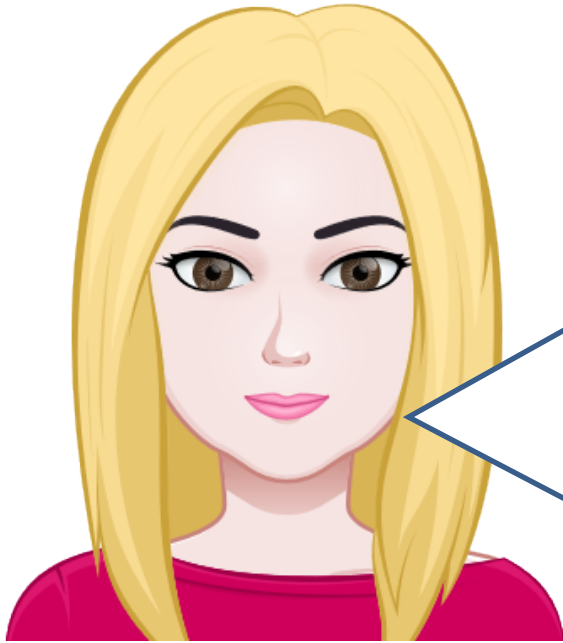
## Meet the team



Hi, I'm Mark Douglas. I'm chair of the YOS Management Board. That's a group of people that keeps track of what is happening in YOS and makes sure that Andy and his team do what they say they are going to do. It's important that what you think and feel about the YOS helps shape the service in future, so if you think we can do things better then let Andy know and I'll make sure the Board thinks about if it can be done.

Hi, I'm Andy Hood. I'm the Head of Service, it's my job to make sure that the YOS has everything it needs to give you a good service. It's my job to write this plan. I manage Helen and Kathryn and make sure that you are getting all the help you need to stay out of trouble and lead a happy and healthy lifestyle. If you think we can do anything better at YOS you need to let me know and I'll look into it. If we can do it, then we will; if we can't then I'll let you know the reasons why.

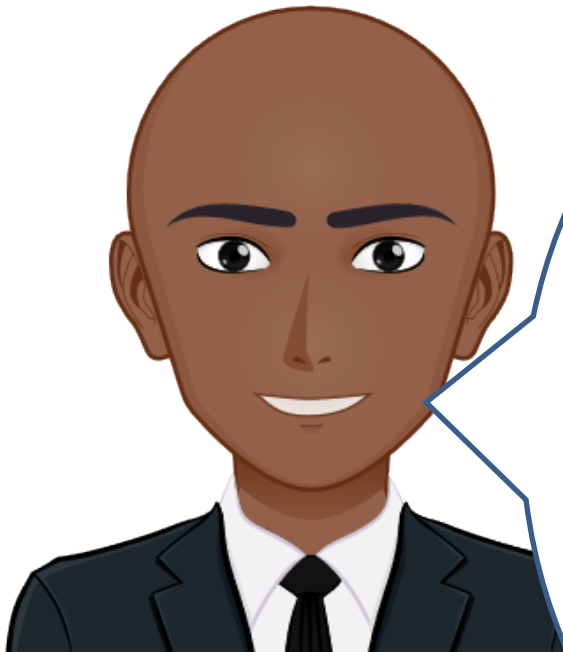




Hi, I'm Kathryn West. I'm the Operational Manager of the Court and Case Management Team. It's my job to make sure you are safe and that you don't harm yourself or anyone else. I manage the Youth Justice Officers who work with you on a day to day basis and who write your Pre-Sentence Reports and do your assessments. It's my job to make sure these are of a good quality and help you to make plans that will keep you out of trouble. If you are not happy with something that is happening on your order then you need to let me know and I will look into it and let you know if there is anything we can do better.

My name is Helen Jones and I'm the manager of the Interventions Team; what I do is manage a group of people who can help you with a whole range of stuff so if you are on a Court Order or YCC you might have help from; a careers advisor, support to attend school, substance misuse worker or support with feeling low, or if you feel like harming yourself. You might also want to meet with a family worker who helps you and your mum, dad or carer to get along better. You might also be asked to attend a group programme to look at the way you deal with situations and how different people are affected by crime. Together we make up the Interventions team and we will work with you and your YOS worker to help you improve things in your life so that you don't get into any more trouble and are happy and healthy.





My name is Marcus Isman-Egal, I'm the programme lead for Team EPIC. As a team we bring creative learning to life! And it all starts with a Yes. My team can help you with lots of different stuff and can get you involved you in things like sports, music, dance, media, the world of work, enterprise, volunteering and helping you stay focussed on the things that are important to you.

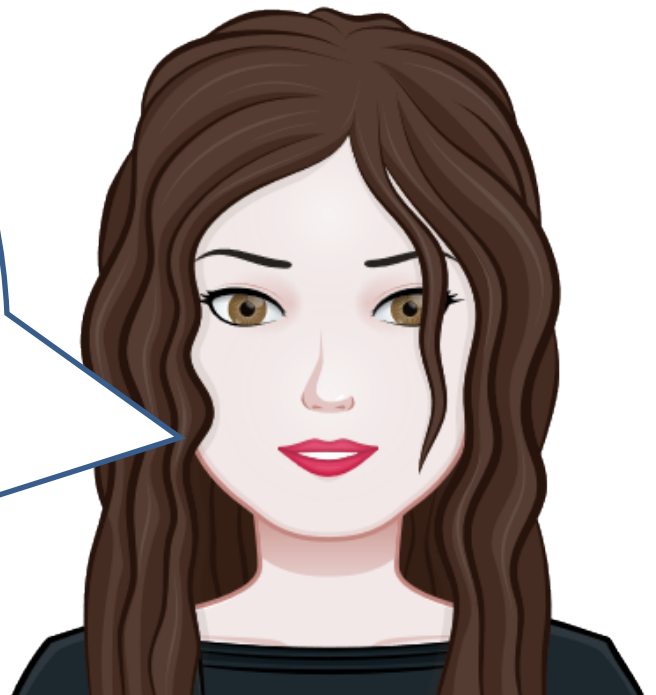
If you have got in trouble with the Police for the first time, or you feel like you might, then we are the team that will help you get back on track.

As they say a belly laugh a day keeps the doctor away, we're a fun bunch and enjoy creating positive learning opportunities that can help you move away from things that might be causing you to get into trouble and help you unlock your true potential.

My name is Jean Clarke, and I am a Systemic Family Psychotherapist which simply means a person who talks to families about their thoughts and feelings. Talking together with your family or on your own can help you manage and cope with:-

- Feelings and thoughts that you don't understand and are difficult to handle.
- Feeling physically unwell or low.
- Difficult experiences.
- Being able to talk to you and your family about difficult situations or arguments between you and your parents.

We also work with you and your family to keep you safe and out of harm.







Hi I am Rachel Ely Hiscock one of three police officers work at the YOS. Our police officers do not wear their uniforms (most of the time) to help build positive relationships with you so that you are not put off by our uniform and see us as people who are here to help you.

It's our job to protect you from becoming victims of crime, safeguarding you against people who might want to cause you harm and help you to achieve positive outcomes. We will offer you positive encouragement but also explain consequences of your behaviour and what further offending might mean for you. Sometimes we might have to pass information you may give us to our police colleagues to protect you and your family in the community.

### What is the YOS and what does it do?

The YOS is a multi-agency team of professionals. That means that people from different areas of work come together to try and help you to stay out of trouble and lead happy, healthy positive lives. Some of the people who work here are social workers, probation officers, police officers and there are lots of others from different areas of work, all here to help you.

We work with young people who have got in trouble for the first time, through Team EPIC




(remember Marcus , he's the manager of that team) we also work with young people have got in trouble more than once and have got a Court Order. We also work with young people who have either done something very serious or have got into trouble several times



and have ended up going to custody (remember Kathryn , she's the manager of that team). Although we try everything we can to make sure that doesn't happen to you,


Kathryn's  team will write reports to the Court about why you got in trouble and what


help you might need to get back on track. Kathryn's  team are helped by doing assessments about you, your family and your needs. These assessments are called ASSET Plus and you can ask to see yours anytime you want.


We know that everyone needs a bit of help sometimes, including you. We can help with lots of different things in your life; this might be help at school or finding a job, help at home if things aren't going well for you, helping you find somewhere safe to live if you need it and help with stopping using drugs or alcohol. We have a team of people of can work with you to

make these things in your life better (remember Helen , she's the manager of this team).

Every year the YOS has to produce a plan to say what it's going to do to help young people. This is the first year though, that we have produced a plan for you. We think you should know what we are trying to do and why we are trying to do it.

This plan is written by Andy (remember Andy , he's the Head of Service) its Andy's job to look at what happened last year and to make plans for this year to make sure that you all have everything you need to stay out of trouble and lead safe, happy lives. For example last year lots more young people in Doncaster got in trouble for the police for the first time

than they had before. This means that Mark (remember Mark , he's the chair of the

management board) looked at what was happening and told Andy  he needed to do something to make sure this didn't happen again. So we created Team EPIC, who will work with you if you have got in trouble for the first time making sure there would be lots of people who could help you back on track and have some fun doing it as well.

So that's what the YOS does. It helps you with lots of different things, and hopefully stops you getting into trouble with the police again.

### **What are trying to do this year?**

There are things that the YOS has to report on to the government; these are called performance indicators. What that means, is it is a measure of how well we are doing in different areas to help you to stay out of trouble.

The most important of these are:-

First time Entrants - All this means is the number of young people who get in trouble for the first time. It's important that we stop as many young people as possible getting into trouble and if you get into trouble it's our job to make sure that this doesn't happen again. That's why we created Team EPIC.

In the last few years more young people have got into trouble for the first time in Doncaster than in other places.

If you get into trouble now, Team EPIC will help you get back on track. You might have to do some programmes to help you understand the consequences of what you have done for you and your family, but also there will be lots of fun stuff for you to do including sports, dance, music and meeting other young people interested in the same things as you.

This year we want 15% less young people getting into trouble than there were last year and a further 15% next year. What that means is if 20 young people got in trouble last year, this year we hope that number of young people will only be 17.

If you get the chance to go onto Team EPIC, we think they will help you with whatever you need to get back on track and that you will have some fun whilst you are doing it. If you think things can be done better in Team EPIC then let Marcus



know. What you think is important to us and makes us better at helping you.

Reducing Re-Offending - All this means is bringing down the number of young people who commit another offence after getting a court order or becoming part of Team EPIC.

We do very well in Doncaster in helping you not to get in trouble again after you start working with us. Last year the number of you getting into trouble again after starting to work with us went down massively, from over 4 in 10 to less than 3 in 10! That looks like a small number, but it's a lot in youth justice terms.

We are really pleased with this and if you stick to your order you can really help us bring this number down even more.

We know that quite a few of you have trouble with speech, language and understanding things. We know it's hard when you don't understand something and sometimes you don't want to ask because you don't want to feel different from other young people. Sometimes this means you stop coming to the YOS or you don't ask for the help you need. To try and make this better we are going to employ a speech and language therapist to help you. This is a person who is good at explaining things in different ways so that you understand and it makes sense to you. We think this will help some of you do better on your orders and stop you getting into more trouble in the future.

We also know that sometimes the help we offer needs to change to meet your needs. Some of our programmes to help you, like the Core Thinking Skills Programme, have been around for quite a while. We think that these programmes need to be looked at again, so we have now got a trainee forensic psychologist to help us. This is a person who is good at looking at different problems and coming up with good ideas to make things better. They are also good at talking to young people who might be confused about some of the things they are thinking or feeling and helping to make sense of their ideas. This person is called Jodie, and Jodie will look at our programmes and see what needs to change. Jodie will talk to you about what you think about the programmes and make changes based, in part, on what you say.

We want to know what you think about the help you get from YOS so if you have any

ideas about how we can do things better then speak to Kathryn .

**Reducing the use of custody-** All this means is bringing down the number of you that end up getting a custodial sentence. In Doncaster we used to have a lot of young people going to custody, more than in lots of other places. Last year we did our best to change this and the number of young people going to custody was the lowest it's ever been.

We don't think going to custody is good for young people, but sometimes you might do something so serious that the Court decides that you have to.


We will try everything we can to stop this happening. That might mean you getting an Intensive Supervision and Surveillance (ISS) order that means you have to come here every day and do lots of different things, like going to school or training, going on programmes and doing in activities. We promise that if this happens to you we'll try and make sure that everything you do is helping you and that you feel it means something.

What is important is that you keep coming to appointments, because if you don't, you might get sent back to Court and sometimes this can also mean going to custody.

We are now just below the national average for the number of young people going to custody. This means that if you live in Doncaster your risk of getting a custodial sentence is a bit lower than if you lived anywhere else in the country. We think we can do better and some of the things we mentioned earlier like employing the speech and language therapist and Jodie, the trainee forensic psychologist, will also help some of you not to get in trouble again and bring down the chances of this happening to you. Next year, it's our aim to be in line with the national average or, hopefully, even better.

Keeping young people and Communities Safe - This is the easiest one to explain, it's our job to make sure you are safe. Sometimes there are people who might try and harm you, sometimes you might feel like or, even actually, harm yourself and sometimes the things you do might harm others.

To stop somebody harming you we have police officers who work here, who will help protect you and your family if somebody threatens you or tries to harm you


(remember Rachel , she's one of our police officers). You can ask to see one of our police officers anytime you want.

Sometimes our police officers might have to share information about you if you are doing things that might harm you or someone else.

Sometimes if you are harming others your case manager will have risk management meetings. These look at what more support you might need from Helen's team to stop you doing these things in future. We think that if you are harming other people then you are probably not very happy and there are things about yourself you will want to change and we will help you to make those changes.

Sometimes these things are about what is happening in your family. Our systemic

family psychotherapist (that's Jean  , remember her) will help you say things to

your family that you might have found hard to say in the past. Jean  will help you understand your thoughts and feelings about your family and will help you, or mum, your dad or your carer to get along better and hopefully make things better for you at home.

Lastly we think that you will be safest and happiest if you are doing education or training or are in a job that you're really enjoying. We know that sometimes you might not have had a great experience of these things in the past. Last year we helped 87.4% young people get into something they enjoyed. That's a lot, but we think we can do better this year and we aiming to get 90% into education, training or employment that you want to do.

What that means is that for every 10 of you, we hope that we get 9 of you into something you enjoy. You might ask why not 10? and you would be right, but we know sometimes that for a lot of different reason you might not be ready to go into formal education, training or employment, but we will help you with different courses to makes sure than when you do feel ready you have all the skills you need to be whatever you want to be.

So that's the plan; I hope it makes sense and you know what we are doing and why we are doing it, but if you are not sure just ask to see me when you come to YOS and I'll explain it to you. If I'm not here, then your case manager will make an appointment for you to see me when you are next here. Thanks for reading this and if you think there is anything that we can do better, then just let me know.

Andy Hood 

Head of Targeted Youth Support Services