

Youth Justice Plan 2019/20

(DRAFT)

Approval and Sign-off

The Youth Justice Plan 2019/20 as detailed below is approved by the Chair of the Youth Offending Service Management Board, The Lead Member of Doncaster Metropolitan Borough Council (DMBC) for Children and the Lead Member of DMBC for Crime:

Mark Douglas

Chair of the Youth Offending Service
Management Board

Signature:

Date:

Cllr Nuala Fennelly

Lead Member for Children, DMBC

Signature:

Date:

Cllr Chris McGuinness

Lead Member for Crime, DMBC

Signature:

Date:

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1. Introduction

Doncaster Youth Offending Service (YOS) is part of Doncaster Children's Services Trust (DCST) Young People's Services (YPS).

Young People's Services is comprised of the YOS, the youth crime prevention service, EPIC (Encouraging Potential Inspiring Change) and a range of other services that support vulnerable children and their families. 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 (YOT's) 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 EPIC, while the YOS works with children and young people who have offended and already entered the Youth Justice System in order to help them to avoid re-offending. 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).

EPIC has been operational since 2016 and is designed to divert young people from entering the Youth Justice System for the first time, using a robust triage model to offer voluntary intervention as an alternative to a formal Police Caution or prosecution, where it is safe and proportionate to do so. 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.

The YOS uses the AssetPlus assessment tool with all young people referred. This is 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 with our commissioned partners, Barnardos Junction Project.

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

2. Structure, Governance and Partnership Arrangements

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
Neil Thomas	Superintendent - South Yorkshire Police
Emily Reseigh	Clinical Commissioning Group
Riana Nelson	Assistant Director Learning and Opportunities DMBC
Rachel Long	Crime & Community Safety Theme Manager, DMBC
Claire Scott	Stronger Communities and Families Manager - DMBC
Mark Steward	St Leger Homes
Richard Cherry	HM Courts & Tribunals Service
Josie Turgoose	National Probation Service
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 operational practice.

YOS Management Board meetings are held quarterly and in order to be quorate there must be senior representation from DMBC, South Yorkshire Police and Doncaster Children's Services Trust. A comprehensive performance report is presented to each board meeting and the Senior Head of Service is held to account for performance, casework quality, safeguarding, staffing/secondment arrangements, commissioning of services and other key strategic issues affecting the development of the service.

The YOS Management Board also holds the Senior Head of Service to account for how the conditions set out in grants made by the YJB are monitored and met, e.g. timely submission of data.

- compliance with secure estate placement information
- completion of national standards audits

In addition, the Board supports the YOS in overcoming barriers to effective multi-agency working and ensures that partner agencies make an effective contribution to delivery against key Youth Justice outcomes.

The YOS 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

In Doncaster, children's services are delivered by the Doncaster Children's Services Trust, which from April 2019 has become an Arm's Length Management

Organisation (ALMO) of the Doncaster Metropolitan Borough Council (DMBC). The local Youth Justice partnership is therefore comprised of:

- Doncaster Metropolitan Borough Council
- Doncaster Children's Services Trust
- South Yorkshire Police
- The National Probation Service
- The Clinical Commissioning Group

In terms of safeguarding young people who offend, the YOS works closely with the locality-based children's Social Care teams within the Trust and youth offending staff are able to interrogate the children's Social Care case management system routinely as required.

The Police Officers within the YOS are able to consult PNC and other police databases as required and to share information with colleagues under the terms of the Data Protection Act.

All staff seconded to the service from other agencies are able to use the YOS case management system as well as their own agencies' databases.

From April 2019 there is a section within the quarterly performance report to the YOS Management Board which highlights any concerns about young people placed in secure remand accommodation or serving custodial sentences, albeit the numbers are now very small.

There are a number of organisations commissioned to provide discrete services for youth offenders. Substance misuse support is provided through Project 3, provision of "Appropriate Adults" for young people in local police custody is provided through SOVA and specialist work with young people displaying sexually harmful behaviour is undertaken through the Barnardos Junction Project. In each case there is a service-level agreement which is regularly reviewed.

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 narrative on how targets were achieved and what further action may be required to consolidate improvements.

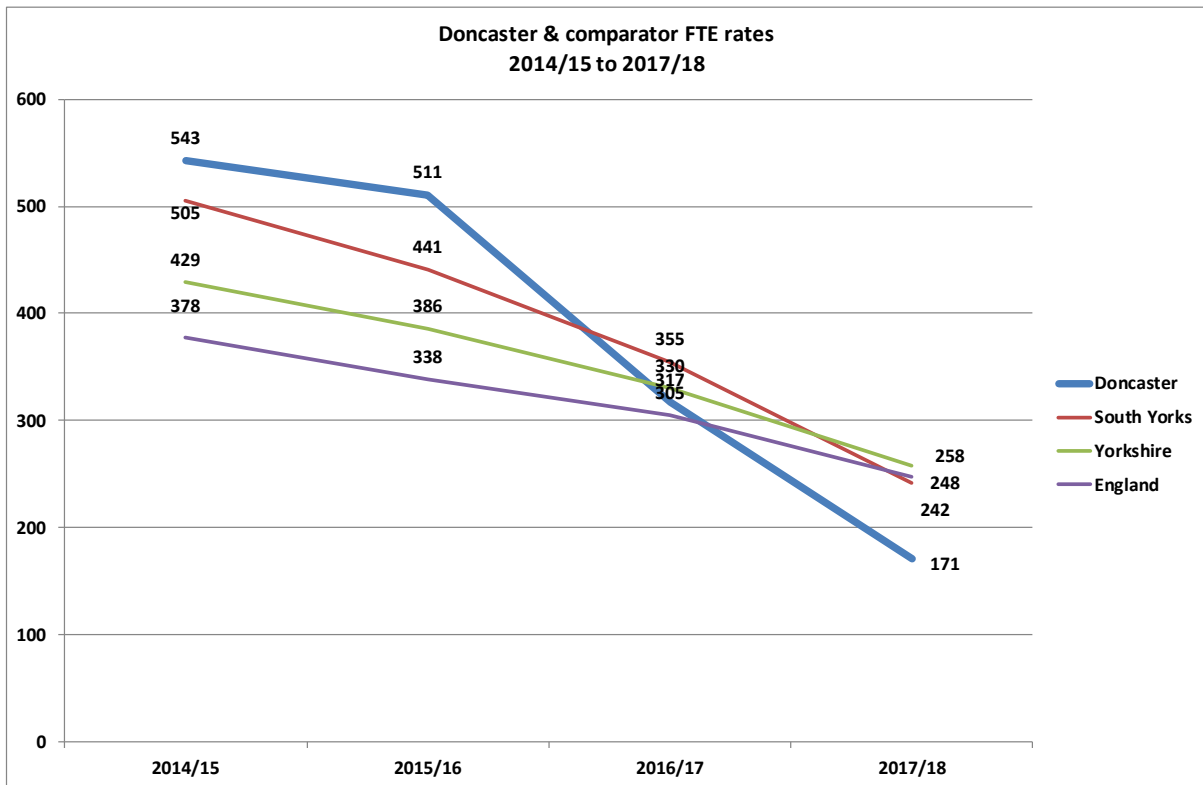
Reducing First Time Entrants

Young people who enter the Youth Justice System for the first time are known as First Time Entrants (FTE's). 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 5th highest FTE rate in England, and South Yorkshire as a whole had the highest rate amongst all policing areas in England. Now Doncaster is in the top quartile.

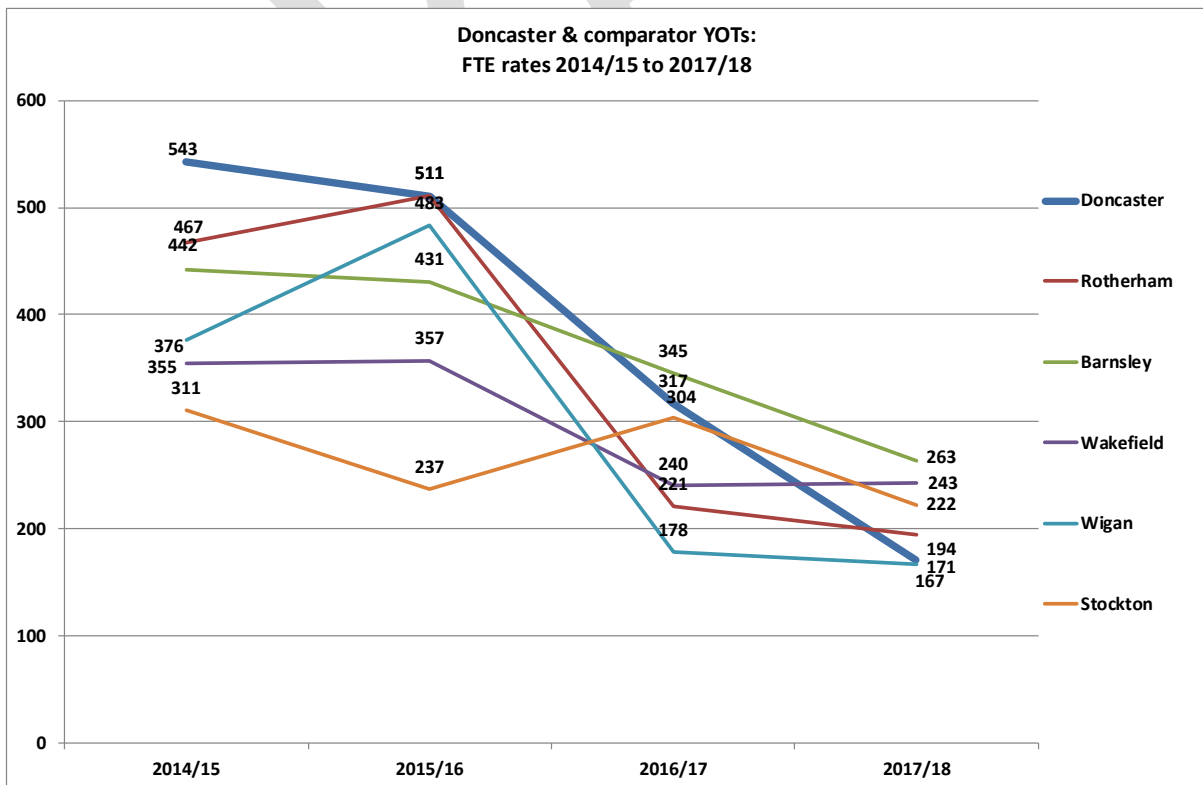
The strategy for achieving this remarkable turn-around was to establish the EPIC youth crime prevention team and to provide robust alternatives to Police Cautions, Police Conditional Cautions and prosecutions where young people have begun to offend.

The official data shows that since 2015/16 there has been a 66% reduction in young people becoming FTE's. However, the official performance data is based on Police National Computer (PNC) data, and the outturn for the whole of 2018/19 will not be known until late 2019. The latest official data is for the year to September 2018 and therefore covers the whole year since the Triage Panel became operational (October 2017). The graph below shows how Doncaster's FTE performance over the last four years compares with that for the South Yorkshire PCC area, the North East region and England:



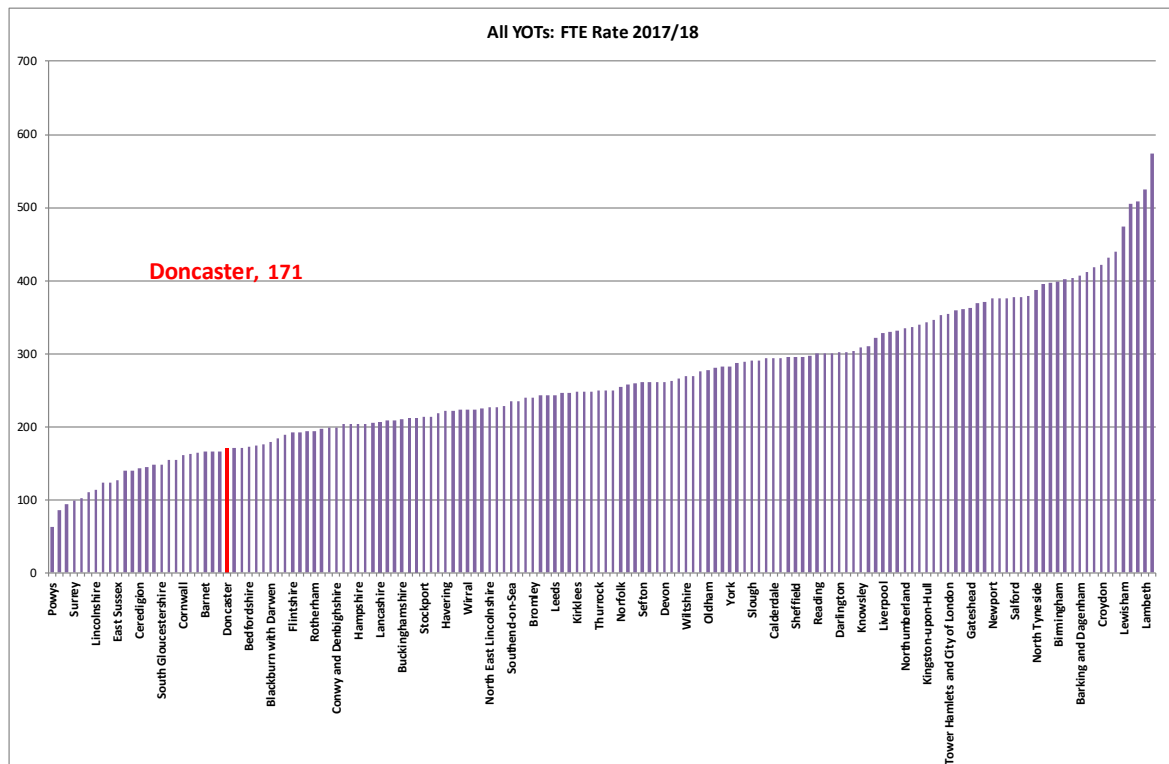
It shows that whilst there has been a general reduction in national and regional rates, the local rate has reduced far quicker in the two years following EPIC becoming operational. Doncaster now has a rate well below the national, regional and sub-regional averages.

The following chart indicates Doncaster's performance compared with the five most similar areas:



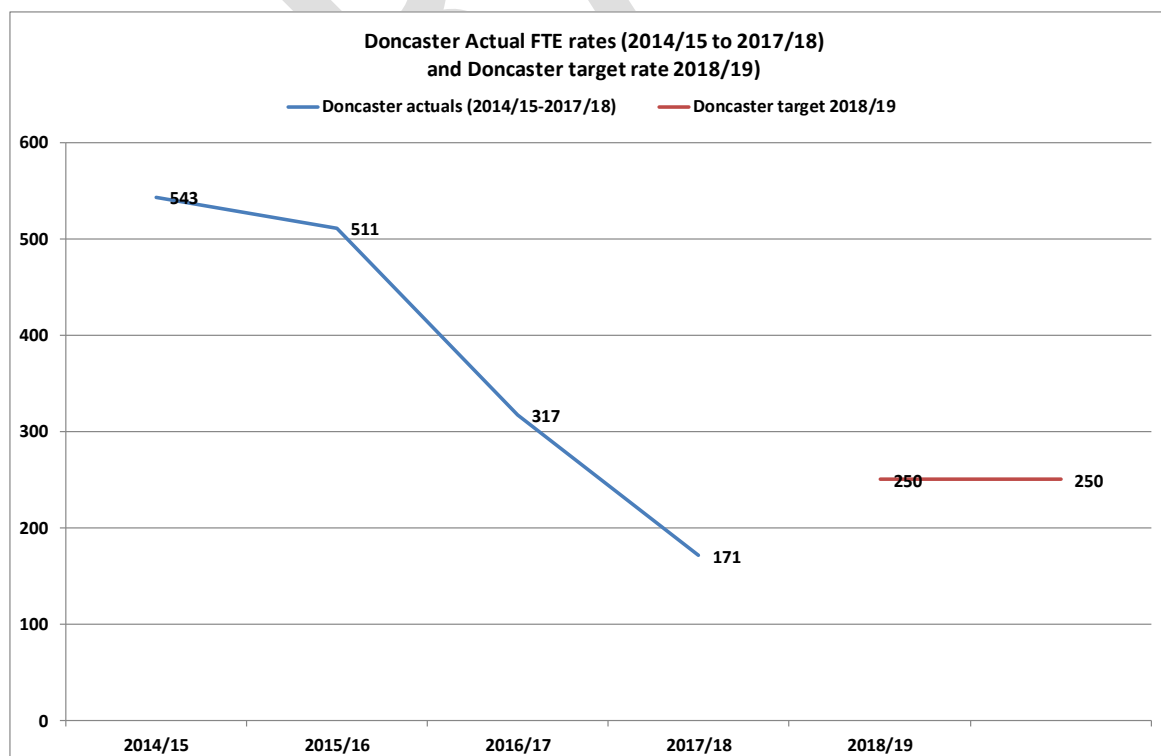
It shows that Doncaster now has the 2nd lowest FTE rate amongst the six YOT areas even though their rates have also generally reduced during this period.

The graph below shows how Doncaster now sits in relation to all other YOT areas in England:



Doncaster is now well into the top quartile and heading for the top 10%.

The chart below shows how the latest FTE performance compares with the targets set for 2018/19 as laid out in last year's Youth Justice Plan:



This shows that we have easily surpassed the target set for 2018/19.

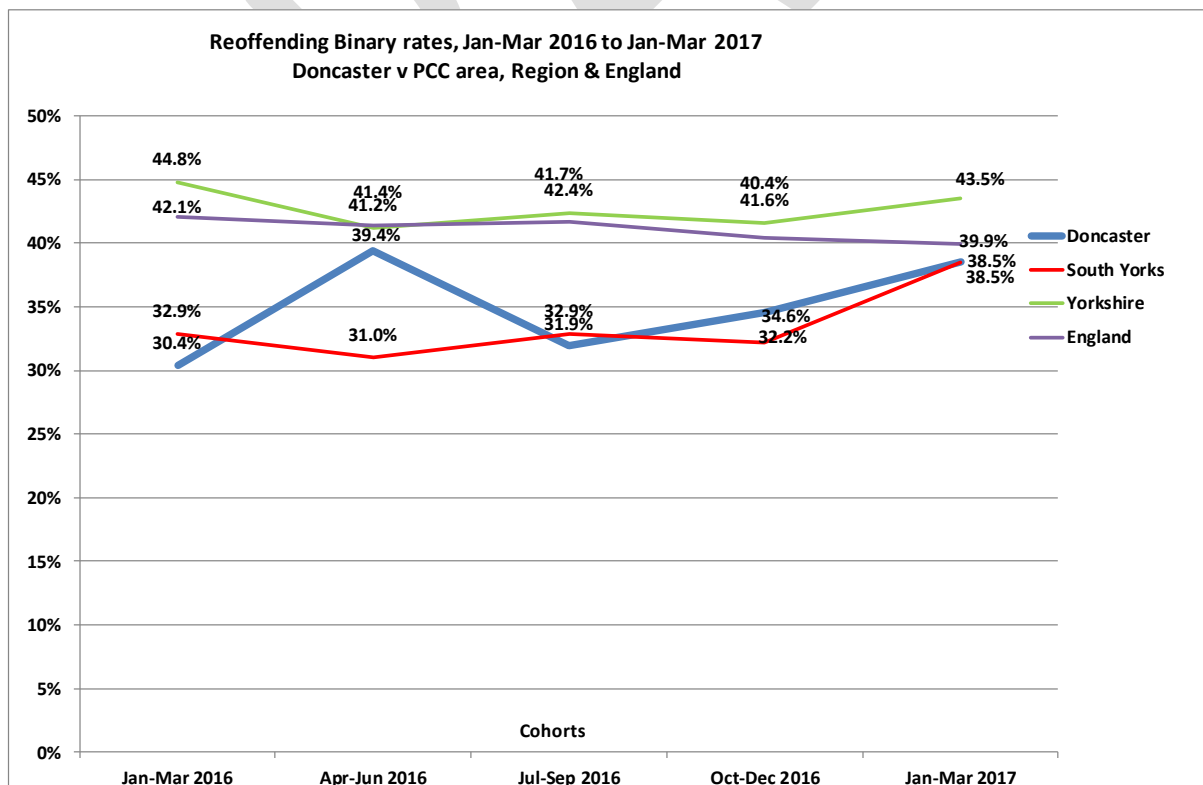
Further progress in reducing the number of FTE's in Doncaster is being made through a process change in addition to the availability of the EPIC resource. The process change is the introduction of the Triage Panel. This is a weekly meeting of Police and Doncaster Children's Services Trust representatives to look at all the cases where the Police are looking to Caution or prosecute children and young people. Information on the offences and the young person's background is gathered and the Panel decides whether the young person may be appropriately diverted from the Youth Justice System by the offer of intervention from EPIC.

The process was implemented in October 2017 and ensures that no young person can become an FTE without their case having been referred to and discussed by the Triage Panel. This ensures 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.

Reducing Re-offending

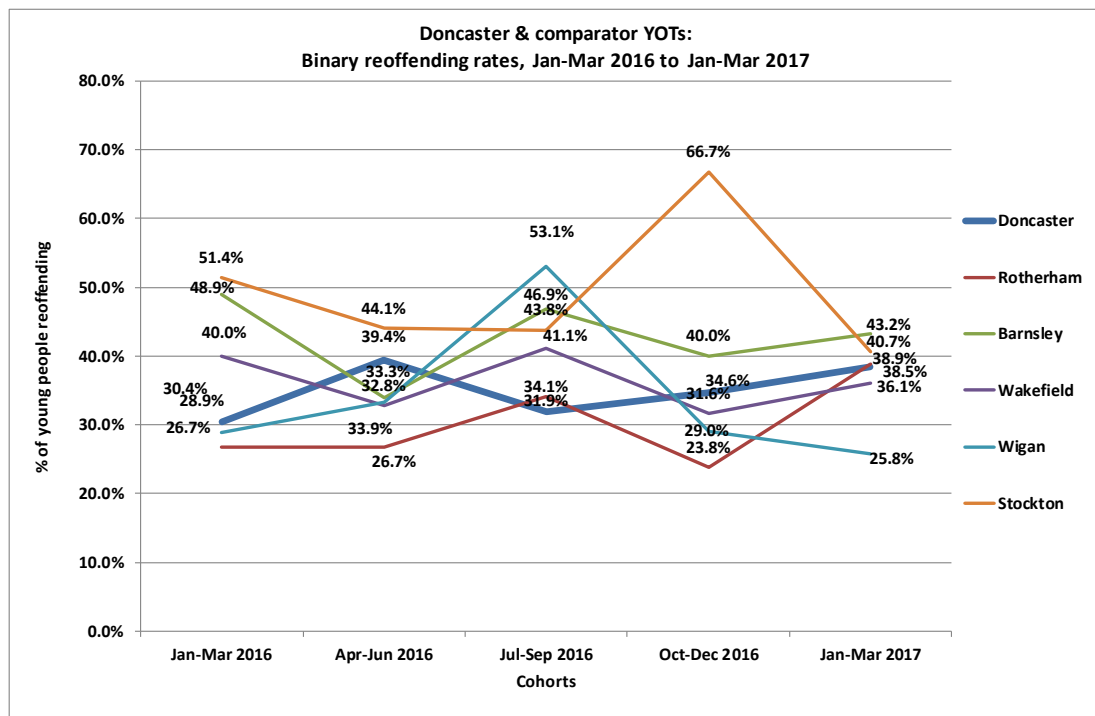
Reducing re-offending by young people is perhaps the primary reason for YOT's existence. The measure is based on a cohort of young people receiving pre-court and court-ordered disposals, or being released from custody during a three-month period. Their proven re-offending is then tracked over twelve 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 January – March 2017 cohort.

The charts below show Doncaster's binary re-offending performance for the last five cohort periods as against that for the South Yorkshire PCC area, the Yorkshire region and England:

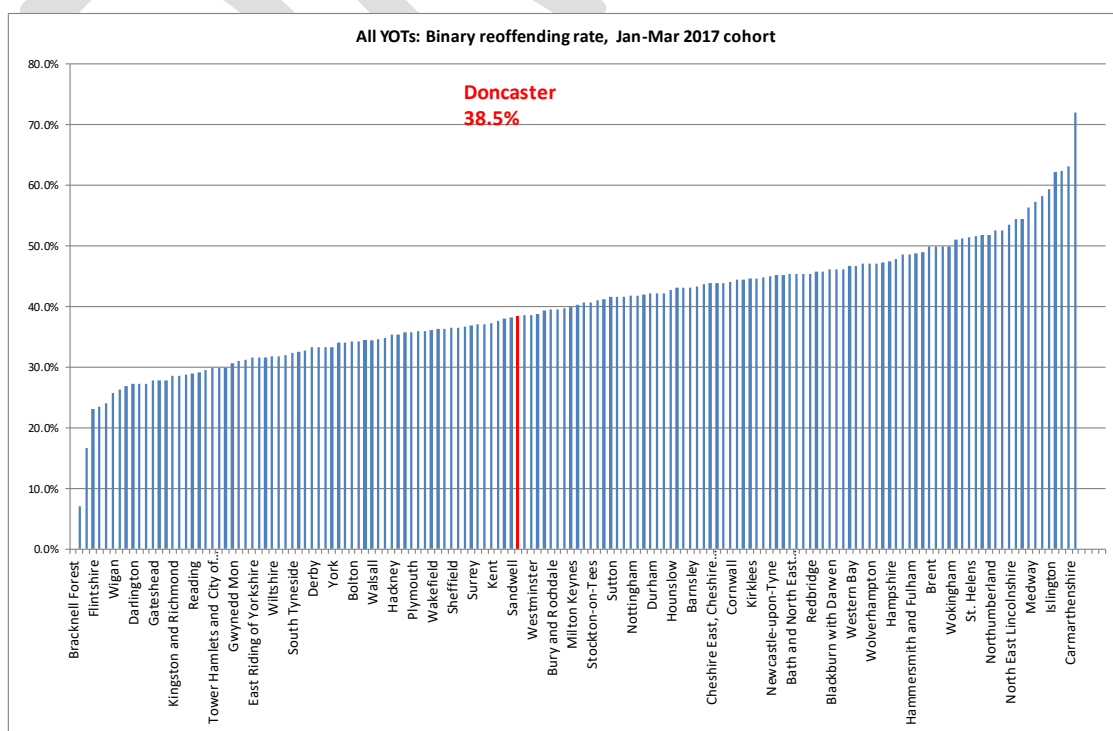


The latest rate of 38.5% is significantly higher than for the same quarter the previous year. As cohorts measured are now quarterly rather than annual, the membership is much smaller and this leads to greater volatility in the rates from one cohort to the next. However, it is clear that Doncaster's re-offending rate is consistently lower than the regional and national rates and is now exactly the same as the South Yorkshire average.

The chart below shows how Doncaster's binary re-offending rate over the last five cohort periods compares with those for the comparator areas:



With a binary rate of 38.5%, Doncaster ranks in the middle of the most similar YOT's. It is in the top half amongst all YOT's in England, as shown below:



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 re-offending is higher. Given that context, these results are particularly encouraging.

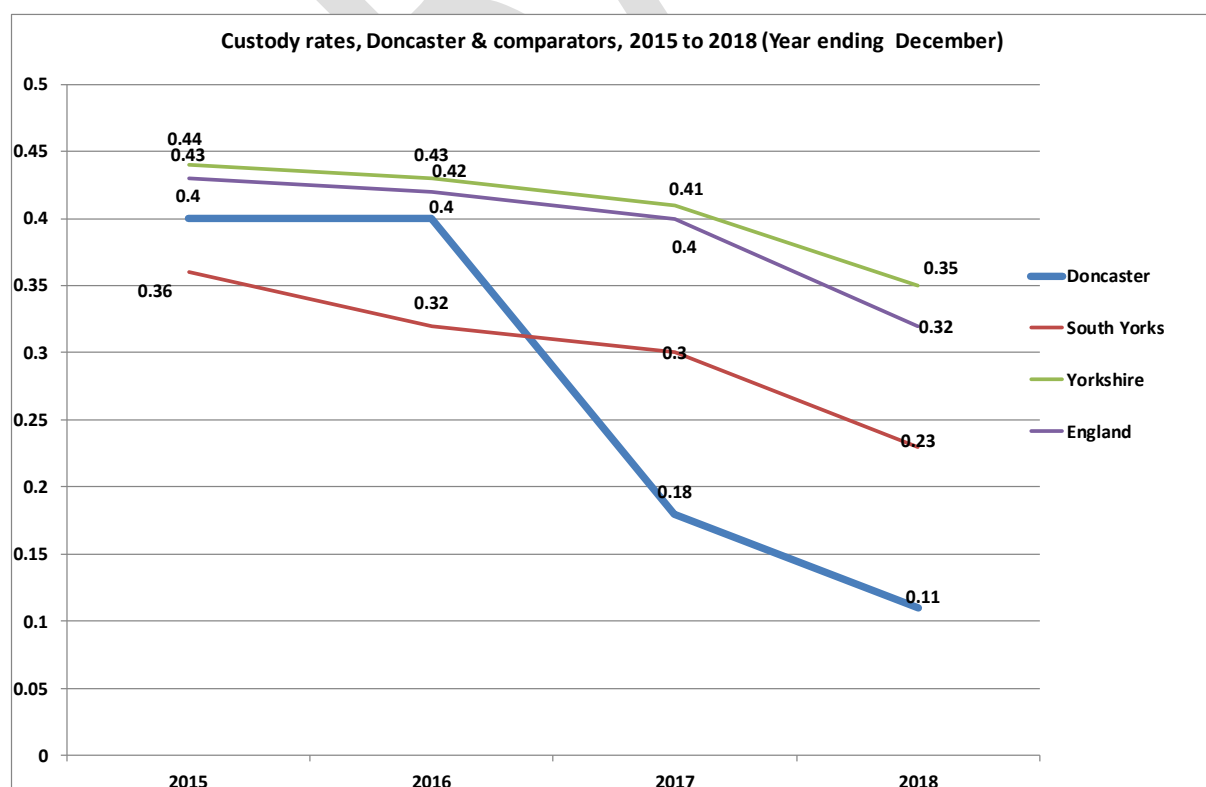
However, the activity to produce these results took place between one and two years ago and the official results of the work the YOS is doing now will not be known for another two years. In order to improve the re-offending rate of those young people in current cohorts we are using the YJB Re-offending 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 re-offending 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 0.3 per 1000 of the 10-17 population in 2017/18 and 2018/19, which is below the national average. This was to be achieved by improving the confidence of the courts in the community-based alternatives to custodial sentences offered by the YOS.

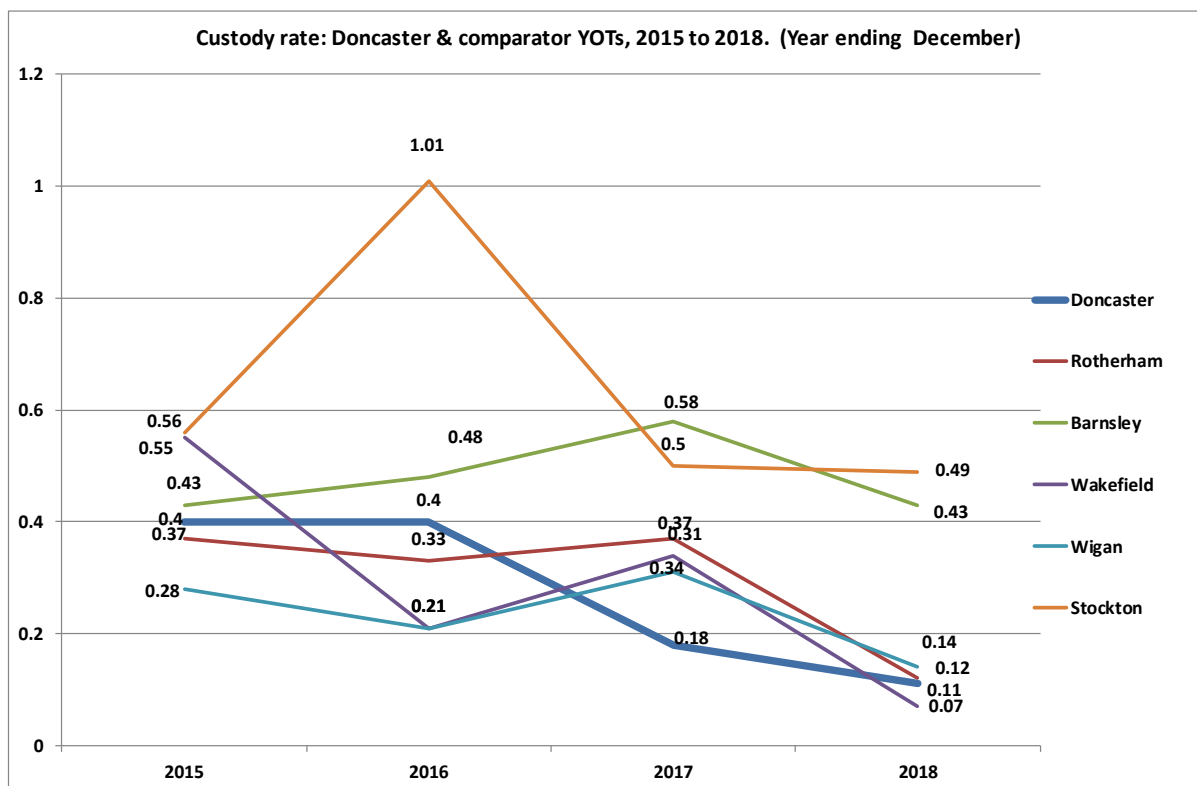
Doncaster actually achieved a custody rate of 0.11 per 1000 of the 10 to 17 population for the latest period reported; well below the target set.

In real terms, this represents a reduction in the number of custodial sentences from eleven in the year ending December 2015 to three in year ending December 2018. Doncaster's custody performance against comparator areas is shown in the charts below:



This shows that Doncaster is performing better than the South Yorkshire PCC area, the Yorkshire region and England as a whole.

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



This shows that our custody rate is 2nd lowest amongst the most similar areas.

The strategy is to maintain this low custody rate by continuing to provide courts with good quality pre-sentence reports outlining robust community-based alternatives 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 re-offending 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 2017/18 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 pro-active 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.

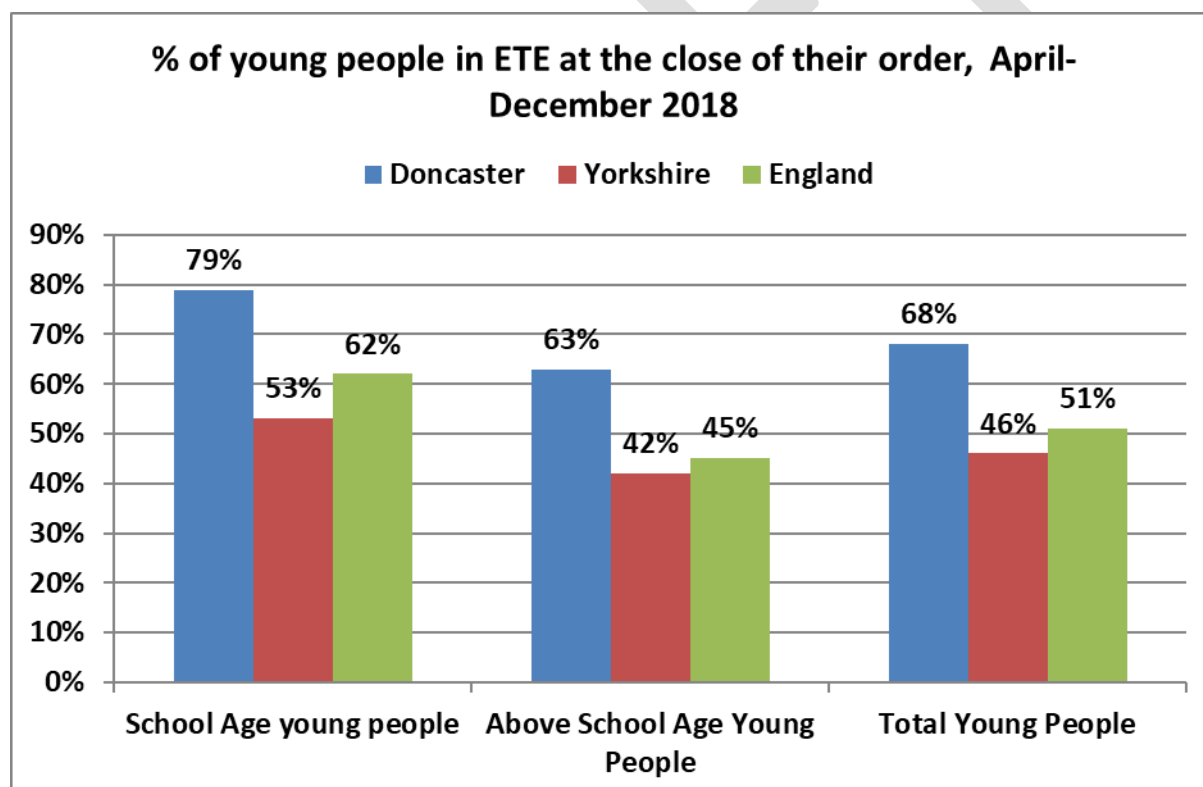
The 100% target was achieved in 2018/19. The Yorkshire region and England as a whole only achieve just over 70% of young people being in suitable accommodation at the end of their Court Orders.

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 Senior Head of Service sits on the Strategic Education Board.

Doncaster YOS achieved an overall rate of 68% of young people being in full- or part-time ETE in the period April – December 2018 as against an average of 51% nationally and 46% regionally as shown in the chart below:



The local 90% target has so far not been achieved. However, Doncaster still has far better rates than the region and England for both school-age and post-16 young people.

However, it should be noted that a further quarter of data is yet to be published. Locally held data indicates that the final performance is likely to be a rate in 80% range.

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4. **Strategic Objectives for 2019/20 and Risks to future delivery**

Key priorities of the Youth Offending Service in 2019/20 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
- Keeping young people and communities safe
- Further improving the quality of casework undertaken with children and young people who offend
- Contributing effectively to the partnership's work in relation to tackling Child Criminal Exploitation (CCE) in the borough
- Preventing ethnic disproportionality within the local Youth Justice System
- Reducing the offending of Looked After Children

The following sections highlight the key work which the Youth Offending Service will undertake to achieve these aims and the risks to future delivery for each objective.

(i) Reducing the number of young people entering the Youth Justice System for the first time

According to the latest data, the number of First Time Entrants (FTE's) in Doncaster has reduced by two thirds compared to the same period two years ago.

Preventing offending and avoiding young people being unnecessarily criminalised 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 criminalises them unnecessarily, giving them a criminal record which can blight future prospects. However, this 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 the 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. The EPIC youth crime prevention team 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 total cost at £6.5 billion per year followed by the 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

EPIC is central to the strategy for reducing First Time Entrants by offering a robust range of interventions 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.

Performance indicator	Outturn year ending Sept 2018	Target year ending Sept 2019	Target year ending Sept 2020
First Time Entrants (FTE) PNC rate per 100,000 of 10-17 population YJB data. This comprises young people who receive a Police Caution or a Sentence.	171	154	139

As can be seen from the data in the previous section, excellent progress has been made in reducing the FTE rate in Doncaster over the last two years, with only a third of the number of FTE's in 2017/18 compared to 2015/16. Given that the key actions to achieving this success are now well embedded (establishing the EPIC youth crime prevention team and the Triage Panel) there is a **risk to future delivery** insofar as there is limited scope for large scale further improvement. However, we still wish to set a challenging target of a 10% reduction year-on-year. This entails a target rate of 154 FTE's per 100,000 youth population for year ending September 2019 and 139 per 100,000 for year ending September 2020. A rate of 139 would currently place us well inside the top 10% of all YOTs in England and Wales.

(ii) Reducing Re-offending

Reducing re-offending remains a key priority for the YOS. The number of young people involved in the Youth Justice System has reduced substantially both nationally and locally over the last decade. Those young people remaining in the Youth Justice System on average have more previous offences and are more entrenched in offending than earlier cohorts, and this increases the average likelihood of re-offending, making performance improvement very challenging.

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

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.

For the latest cohort reported on (January-March 2017) Doncaster achieved a binary re-offending rate of 38.5%, which puts Doncaster well into the top half of all YOT's for this performance indicator. This is very good given the association between social and economic deprivation and offending rates.

In the 2018/19 Youth Justice Plan the re-offending target was to maintain a binary rate at 42%. With the latest official data showing a rate of 38.5% the YOS has surpassed the target by some margin. However, the quarterly cohorts are small (around 50 young people) and therefore the results can fluctuate as just a very small number of more persistent offenders in the cohort can increase the rate significantly.

Therefore, we should also look at the most recent annual rate. The annual rate based on a cohort of over 200 young people) was 36.4% for the April 2016 - March 2017 cohort and this is also well inside the target we set ourselves.

There is a **risk to future delivery** in terms of the re-offending rate. We have reduced the FTE rate by two thirds over the last two years and, as discussed earlier, this puts pressure on the re-offending rate. This is because 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 re-offending cohort. Therefore, future cohorts for Doncaster are likely to be smaller but made up of young people who are on average more likely to re-offend than those who were in previous cohorts. Therefore, to a certain extent, any success we have in reducing FTE's is likely to put pressure on our re-offending rate. The performance data for re-offending is only available two years after the relevant cohort started. We are now only just beginning to see the results for the smaller cohorts brought about by the reductions in the FTE rate since 2016, and the cohorts yet to be reported on will be progressively smaller and therefore higher in the proportions of more persistent offenders.

It is for this reason that we propose to maintain the current target (42%) for the next 2 years.

Performance Indicator	Outturn Jan-Mar 2016 cohort	Target Jan-Mar 2017 cohort	Target Jan-Mar 2018 cohort
Proven binary re-offending rate for cohort members. This is the percentage of young people who re-offended in the identified cohort	38.5%	42%	42%

It should also be borne in mind that the January - March 2017 cohort has already completed, (although the result will not be known until March 2020) – and therefore there is no action that can be taken now to improve the result.

(iii) Reducing the use of custody

Nationally, between 2014/15 and 2017/18 there was a 53% reduction in the use of custody for young people. In 2015/16, Doncaster had a custody rate significantly higher than the national, regional and sub-regional averages. However, by 2017/18 Doncaster had reduced its rate to below all of them.

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 Youth Justice Plan 2018/19 set a target of 0.25 custody cases per 1,000 local youth population. The latest data, for the year ending December 2018 gives a rate of 0.11 and therefore the 2018/19 target is well on course to be achieved.

Having already made considerable reductions in the local custody rate, there is a **risk to future delivery** in terms of sustaining the currently very low custody rate and further reductions may be challenging to achieve. The rate of 0.11 for the calendar year 2018 represent just three young people going into custody during the year. It would therefore only require three more young people going into custody in 2019 compared to 2018 for the rate to be doubled. Doncaster YOS aims to maintain a custody rate lower than the national average. In 2017/18 the average custody rate in England was 0.31 per 1,000 of 10 -17 population. We are setting ourselves a challenging target of 0.2 for Doncaster in 2019/20.

Performance Indicator	Outturn 2017/18	Target 2018/19	Target 2019/20
Use of custody rate per 1,000 of 10 -17 population	0.25	0.25	0.2

(iv) Keeping young people and communities safe

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

However, the YOS has a significant part to play in ensuring this. In pursuance of this role, the YOS has revised its quality assurance process to ensure casework meets stringent criteria for desistance, safety and wellbeing of the young person and safety of others across all stages of casework from assessment through to planning, delivery and review.

Quality Assurance of Casework

Each Manager within the YOS and EPIC is required to audit one case per month using the new QA tool. The results are collated into a master tool which shows overall results, enabling the Management Team to see where improvements in practice are required. The results are also fed back to Case Managers in YOS and EPIC so that they can see where and how their individual practice needs to improve. The QA process will prepare the service for inspection under the revised HMIP inspection criteria.

Education, Training & Employment

It is recognised that young people engaged in appropriate Education, Training or Employment (ETE) are at a significantly lower risk of re-offending and being at risk of harm. We can report that in the period April 2018 – March 2019 the proportion of young people engaged in appropriate ETE at the end of their YOS intervention was 83% based on locally held data. In the Youth Justice Plan 2018/19, the target set for ETE was 90%, and therefore this target is not yet being met. However, we remain aspirational and therefore the 90% target will be extended to 2019/20. It should be noted that the national average is just 51%.

Accommodation

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 Court Order. We can report that for the third consecutive year this figure is 100% and we will once again aim for 100% in 2019/20. Our work with partners (most notably St Leger Homes and the Resettlement Consortium), have been pivotal in this performance.

Performance Indicator	Outturn, April 2018 – March 2019	Target 2019/20
Percentage of children and young people known to the YOS receiving their statutory entitlement to education or training	83%	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.

Tackling Child Criminal Exploitation

Doncaster, along with many other areas of England, has a number of young people who have been drawn into Child Criminal Exploitation (CCE), whereby they are enticed or coerced into performing criminal acts for others (usually supplying drugs on behalf of organised criminal gangs and/or older offenders). It is very difficult to quantify the numbers of young people who are already involved, or are at risk of becoming involved in CCE, because by its very nature the problem is hidden.

In order to tackle the problem, Doncaster has developed a strategy and action plan, and both the YOS and EPIC are central to these.

A CCE Strategy Board was established in September 2018 with all key partnership agencies included. This meets 6-weekly and drives forward the CCE Strategy and the associated action plan.

In addition, a CCE Operational Board has been established, meeting monthly to receive referrals on young people considered by partnership staff to be subject to CCE. Again, all key partnership agencies are included. Partnership staff concerned that a child or young person may be subject to CCE complete a short referral form to inform the panel of the current situation. The worker making the referral attends the Board meeting to present the case. After 5 months of operation there have been 18 referrals to the Board and all but one of these has been accepted as a case of CCE. The Boards discussion centres on what actions can be taken by the partnership agencies to address the issues and tackle the exploitation.

In some cases, the worker making the referral will be advised what actions they can take to deal with the issues, in other cases other teams such as the EPIC youth crime prevention team or the Child Exploitation Team will be asked to provide additional direct intervention. Some cases will be brought back for review to ascertain what progress has been made since the original referral was made and what further actions may be required.

After 6 months of operation a number of issues have come to the fore and some of the key ones are detailed below:

- Much of the learning and many of the issues around Child Sexual Exploitation (CSE) apply equally to CCE. In recognition of this the Child Sexual Exploitation Team has widened its remit and become the Child Exploitation Team
- In several cases, the child or young person does not recognise that they are being exploited. This may be because they are getting money, consumer goods or kudos from being involved in the gang activities
- Some young people, whilst recognising that they are being exploited, are too afraid to cease their involvement for fear of reprisals from other gang members
- It is sometimes difficult to ascertain to what extent a particular young person is being enticed or coerced into criminal activity and to what extent they are wilfully involved in offending and anti-social behaviour
- Often the inducements and threats made by the gangs for young people to become involved or remain involved in committing crime for others outweigh what the Partnership has to offer to induce the young person away
- Some young people are already deeply entrenched in CCE and it is difficult to provide support that they will accept to help them escape. However, they still need to be engaged and their situation monitored to ascertain if and when they are ready to accept support to cease involvement
- Some young people can only be safely supported out of involvement in CCE if they and their families are helped to move away from where they currently live
- CCE is particularly prominent in certain parts of the Borough
- Awareness of CCE amongst Doncaster Children's Services Trust staff and other partner agency staff has been raised considerably over the last eight months following presentations made to a range of staff in a number of different teams
- There has been some success in police activity to disrupt organised criminal gangs

A key part of the strategy is to identify young people at risk of involvement in CCE and to engage them effectively before they become too entrenched. This requires Teachers, Police Officers, Social Workers and other professionals to be aware of the signs and to know how to gain support in dealing with the issues.

A successful bid has been made on behalf of the Police and Crime Commissioner for South Yorkshire to the Home Office for funding under its Serious Violence Strategy. The funding is for Doncaster, Barnsley and Rotherham to run a prevention scheme drawing on the experience of Doncaster's EPIC crime prevention team. The funding will enable a number of workers to be employed across the three areas working on a peripatetic basis, responding to peaks of CCE activity as and where they arise. There will also be a Police Officer seconded into the team. The team should be operational from May 2019 and able to take referrals from Teachers, Safer

Neighbourhoods Teams and other partnership staff concerned about individual young people or groups of young people considered at risk of CCE. This will be a preventative service helping to steer those at risk towards more acceptable outlets and activities.

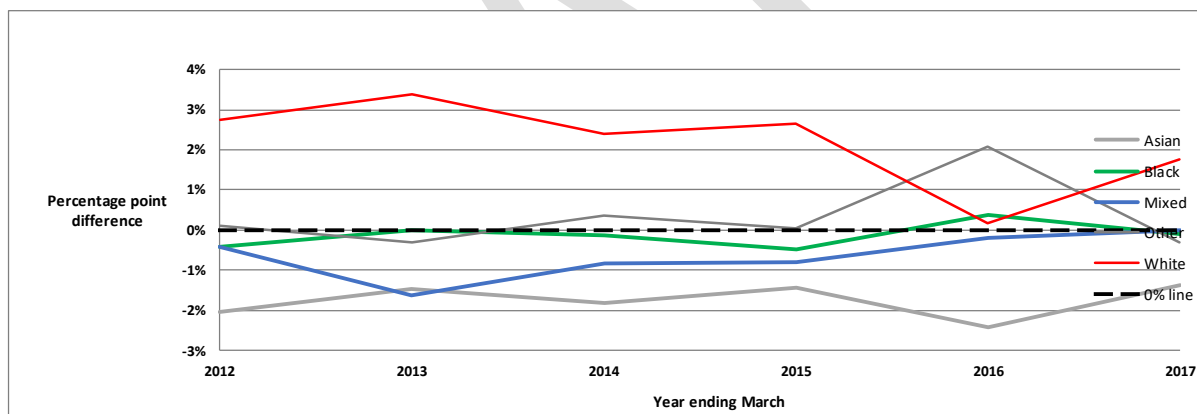
If this new service is successful, then over time it will reduce the numbers of children and young people who become entrenched in CCE. The service is not designed to work with those young people who are already entrenched in CCE.

(v) Reducing disproportionality

Over-representation of particular ethnic groups in the Youth Justice System is a national problem. Each Youth Offending Team should undertake an annual analysis of disproportionality within the local Youth Justice System at a summary level. If the summary analysis indicates a significant over-representation of a particular ethnic group then a case-level analysis should be carried out to gain an understanding of how, when, where and why this arises in order to tackle the problem.

The summary analysis for Doncaster is shown below.

The latest figures available are for the year ending March 2017. The chart below is taken from the Youth Justice Board’s Summary Disproportionality Toolkit and shows the extent to which each ethnic group has been over- or under-represented in Doncaster’s Youth Justice System over the last 6 years.



The different coloured lines in the chart above show the percentage point difference between each ethnic group’s representation in the general population and its representation in the youth offending population. The white population has ranged between three percentage points and zero percentage points over-represented. The Asian population has hovered around two percentage points under-represented.

Asians being under-represented in the Youth Justice System is a national phenomenon. The toolkit also shows whether the level of disproportionality in the area is significant or not, and for Doncaster it indicates the level is not significant. Therefore, no further analysis is required. However, we will continue to carry out the summary analysis each year to ascertain whether there is any emergence of significant over-representation of any particular ethnic groups.

The **risk to future delivery** is that with the numbers of black and minority ethnic (BAME) young people in the local youth population being low, just a very small increase in numbers of BAME young people in the Youth Justice System would entail their being over-represented.

(vi) Reducing the offending of Looked After Children

In Doncaster we are particularly concerned to reduce the offending of children who are Looked After. We undertake an annual audit of the number and proportion of children Looked After aged 10-17 who commit an offence during the financial year. There were 12 Looked After Children offending in both 2017/18 and in 2018/19, which gives a rate of 4.3% and 4.2% respectively (the rate went down slightly in 2018/19 simply because the number of Looked After Children increased slightly).

Whilst these figures are considerably better than the national average for Looked After Children (7.9%) we wish to do better. The overall proportion of children offending in Doncaster each year is just 0.48% of the total youth population, and we need to bring the rate for Looked After Children much closer to that figure.

In 2017/18 we adopted a strategy for reducing the offending of Looked After Children and in 2019/20 we will refresh the strategy in order to drive forward the work to reduce the Looked After offending rate.

The **risk to future delivery** of this objective is that the very steep reduction in First Time Entrants means that even if the actual number of Looked After Children within the system remains the same, the proportion who are Looked After will increase. We therefore need to ensure that work to reduce FTE's in general includes specific work to prevent Looked After Children from entering the Youth Justice System.

5. Resources and Value-for-Money

The YOS is constantly looking for ways of improving its value-for-money and ensuring that staff are deployed where the need is. With a continuing reduction in the numbers of young people in the formal Youth Justice System the YOS has taken the opportunity to move some of its staffing resources further “upstream” to work preventatively in EPIC. This will enable a virtuous cycle to be established whereby reduced statutory caseloads enable more staff to be deployed preventatively, leading to reduced numbers of FTE’s leading to further reduced statutory caseloads.

Further efficiencies and cost-effectiveness have been achieved by merging the Business Support teams for the YOS, EPIC, Children with Disabilities Team and Inspiring Futures into one team servicing the whole of Young People’s Services.

We have also undertaken a risk and needs analysis amongst young people worked with by the YOS in order to ensure that current resource provision matches those risks and needs. The analysis is at ANNEX A of this plan.

Doncaster YOS complies with the minimum staffing requirements set out in The Crime and Disorder Act 1998 (which requires that the YOT has a nominated person from each of the following statutory partners: Police Service, Children’s Social Services, National Probation Service, Education and Health).

The table below shows how the Doncaster YOS budget is composed:

Partner contributions to the youth offending partnership pooled budget 2019/20 and variance from 2018/19:

The figures below are indicative until final confirmation of funding is received:

Agency	Cash (£)	Payments in kind – (Including staffing) (£)	TOTAL (£)	Variance from 2018/19 (£)
Youth Justice Board for England & Wales (YJB)	£582,954	£0	£582,954	
Doncaster Metropolitan Borough Council	£833,541	£0	£833,541	
National Probation Service	£0	£54,609	£54,609	
South Yorkshire Police & Crime Commissioner	£152,000	£0	£152,000	
Health	£57,348	£67,832	£125,180	
South Yorkshire Police	£0	£88,524	£88,524	
Junior Attendance Centre funding (YJB)	£21,452	£0	£21,452	
Total	£1,647,295	£210,965	£1,858,260	

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 Barnardo’s Junction Project, 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 grant from the YJB is used exclusively for delivery of Youth Justice services, the largest proportion being 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 Grant is used to fund restorative justice provision and the Appropriate Adult scheme. The restorative justice provision has now come “in house” with the staff previously assigned to Doncaster YOS by the providers, REMEDI, now being transferred to the Trust. SOVA continue to provide Appropriate Adult services.

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.

The Staff

The most important resource is of course the staff who make up the Youth Offending Service. Without their on-going commitment, dedication, child-centred approach, willingness to embrace change and to innovate then very few of the achievements described in the above plan would have been possible and very few of our aspirations for the future would be realised.

At ANNEX B are quotes from YOS staff about their work with young people.

Youth Offending Service Needs Analysis:

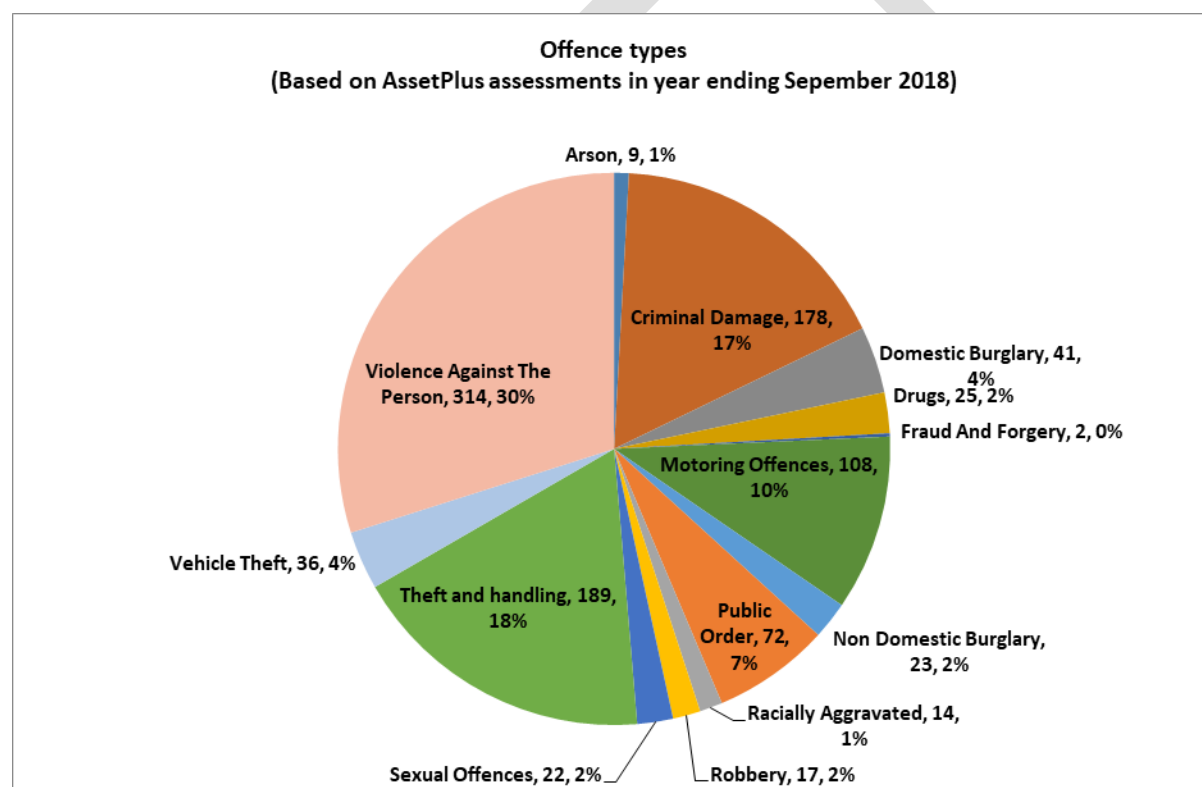
Introduction

The following data is taken from a year's worth of AssetPlus assessments as recorded on the Youth Offending Service case management system (CareWorks) for the year ending September 2018.

The data will not be a surprise to Managers and Practitioners in the Youth Offending Service, but having the data readily available enables services and resources to be more closely aligned to young people's assessed needs.

Offence types

The pie chart below shows the breakdown of offences by type (numbers of offences and proportions of the total):

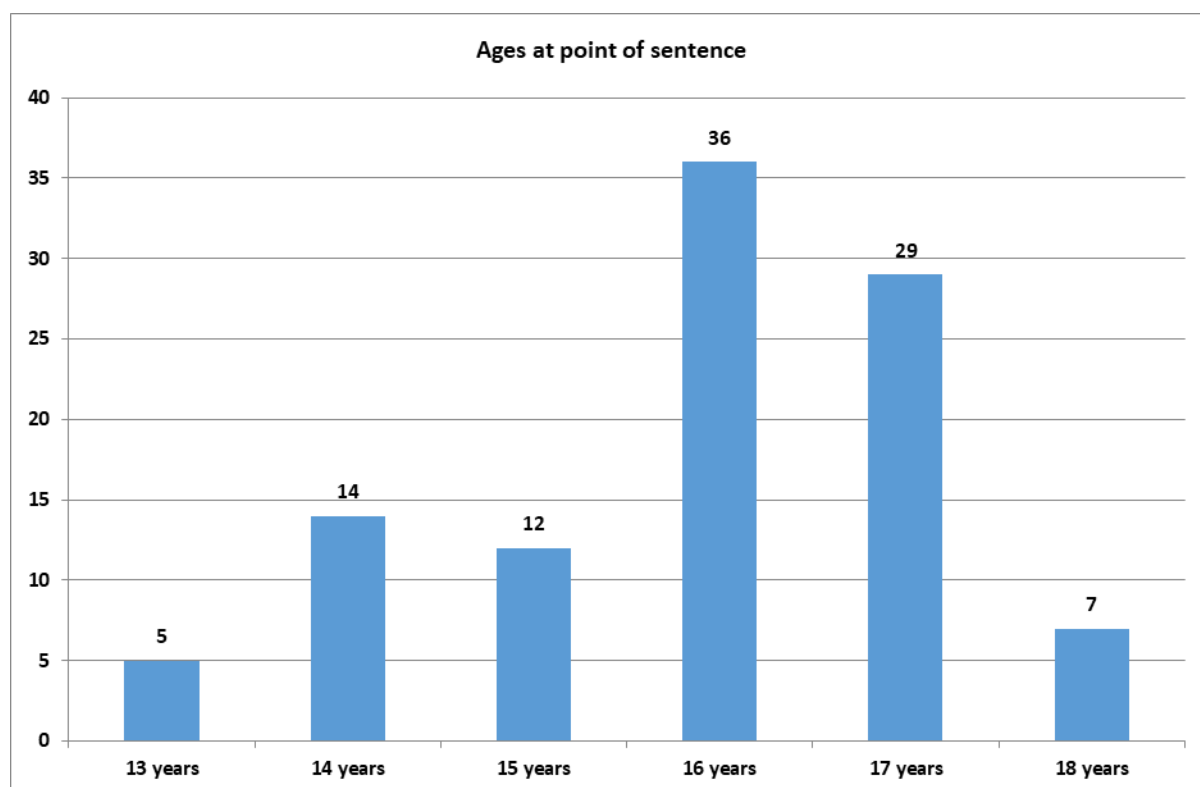


Demographic data

There were 149 young people in the sample:

- 29 of the young people (20%) were females
- All but 6 of the young people were British
- All 6 non-British were from Eastern Europe: 2 Poles, 2 Slovaks, 1 Lithuanian and 1 Russian
- No young people were identified as having immigration/asylum issues

The age breakdown is shown in the chart below:



Other issues and vulnerabilities for young people assessed by YOS:

- 9 young people (6%) were assessed as having **gang associations** and in a further 27 cases (18%) gang association was yet to be clarified;
- 91 young people (61%) had **mental health concerns** with a further 12 (8%) where this was yet to be clarified;
- 86 young people (58%) had **substance misuse issues**;
- 98 of the young people (66%) had **speech and language issues**;
- 26 young people (17%) had **special educational needs**;
- 25 of the young people (17%) were not in education training or employment (**NEET**). A further 4 were excluded at the point of the assessment and a further 6 were only in casual employment;
- 21 young people (14%) were currently **accommodated under Sect 20 Children Act** and a further 30 (20%) had previously been accommodated;
- 17 young people (11%) were currently subject to **care orders (Sect 31 Children Act)** and a further 9 (6%) had previously been subject to care orders;
- 11 young people (7%) were currently subject to **child protection plans** and a further 41 (28%) had previously been subject to CP plans;
- 19 young people (13%) were currently **Children in Need (CIN)** and a further 73 (49%) had previously been CIN;
- 31 young people (21%) were known to have witnessed **domestic abuse**;
- 48 young people (32%) had **accommodation issues**;
- In 52 cases (35%) there were concerns about the **ability of parents to supervise the young people** adequately;
- In 29 cases (19%) the young person had **lost contact with significant people** in their lives;
- 18 young people (12%) had experienced **bereavement or loss**

- 28 young people (19%) had previously behaved **violently or aggressively towards other family members;**
- 21 young people (14%) had been **victims of parental or carer abuse;**
- 18 young people (12%) had been **victims of violence or abuse from others;**
- 23 young people (15%) were assessed as **susceptible to exploitation/manipulation by others;**
- 14 young people (9%) had been **victims of bullying;**
- 24 young people (16%) were assessed as **at risk of sexual exploitation;**
- 56 young people (38%) had contact with **mental health services** and 10 young people (7%) had **formally diagnosed mental health conditions;**
- 18 young people (12%) had diagnosed **physical health conditions**
- 10 young people (7%) had diagnosed **social communication disorders** such as autism.

DRAFT

ANNEXE B

"We provide a consistent approach to young people who are involved in the Criminal Justice system. This can take place prior to sentencing through bail support packages, through the duration of the order as well as post order support. This provides young people the opportunity to access a 6-month period of additional support after their order has expired, and can assist in reducing the risk of further re offending".

"We aim to build a positive relationship that enables young people to feel safe and supported, and in doing this recognise and understand the impact that historical trauma has on their development, and neural pathways, and by recognising this we work innovatively and in a way to fit around the young person's needs, and work with a DBT awareness in our approach".

"Support is provided to young people who are at risk of and made homeless, we liaise with agencies, and provide practical support to young people through this process in order to ensure that they have a stable address."

"Our assessments identify more robust and meaningful interventions and creative ways of working. Interventions are also completed in sequence and when the young person is ready for them in order to have the most effect".

"We are more often to be lead practitioners in cases when dealing with other agencies".

"A new team name was identified and put forward by our young people; it was felt that this would remove some of the stigma attached to the name "youth offending service" and see clients as "young people" and not "young offenders".

Participation – *"We feel that encouraging and increasing the involvement of our young people within the service is required. This could take place through participation to ensure that the "the voice of the child", is heard and included in how we interact and work with young people. We acknowledge that this is not an easy task and would benefit from a dedicated person to be able to link with our young people and help them take part in activities but also have a say in how our we work with young people in order to get the best possible outcomes".*

"A whole family approach is taken and support is therefore also provided to additional family members where

Attendance centre –“providing alternative therapies to young people, i.e. Yoga, hypnotherapy, as well as teaching life skills, and budgeting, as well as provisions such as “street doctors”. These can help with building relationships, confidence, and self-esteem, which therefore can reduce negative behaviours that lead to further offending”.

“Support is provided to young people who are at risk of and made homeless, we liaise with agencies, and provide practical support to young people through this process in order to ensure that they have a stable address.”

“Young people who access our service can be some of the most disadvantaged within the community and therefore have not experienced positive activities that many young people take for granted. We have seen through the summer activities how young people can develop self-esteem, confidence and lifestyle skills through accessing provisions that they may not necessarily have considered utilising previously such as the theatre, go-karting, and outdoor activities”.

“Support is provided to young people who are at risk of and made homeless, we liaise with agencies, and provide practical support to young people through this process in order to ensure that they have a stable address.”

“A parent’s support group may provide families with an access point, and additional support when they require advice or help, and may want to connect and share experiences with other parents. The YOS could provide a meeting place for this to take place”.