

Report of the Cabinet Member for Services for Children & Young People

Cabinet – 17 February 2015

IMPLEMENTATION OF A SINGLE YOUTH OFFENDING SERVICE ACROSS WESTERN BAY

Purpose:	To provide Cabinet with an update regarding the progress made to create the Western Bay Youth Justice and Early Intervention Service.
Policy Framework:	Sustainable Social Services for Wales: A Framework for Action
Reason for Decision:	To endorse the arrangements for Youth Offending Services as outlined in the report
Consultation:	Legal, Finance and Access to Services.
Recommendation(s):	It is recommended that Cabinet: 1) Approve the arrangements for Youth Offending Services as set out herein, in particular in paragraph 2.7 below. 2) Agree to review the arrangements in October 2015 which is half-way through the next financial year.
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1.0 Introduction

- 1.1 Youth Offending Services/Teams (YOT) are statutory multi-agency partnerships who have a legal duty to co-operate in order to secure youth justice services appropriate to their area funded from a variety of sources including UK Government, Welsh Government and the statutory partners. (I.e. the local authority, police, the probation trust and health).
- 1.2 During 2012 the three YOS Managers of Bridgend, Neath Port Talbot and Swansea collectively agreed with their respective management boards that to make the services more resilient in light of the falling levels of statutory work, the focus more on early intervention, the early indications of change from Welsh Government and the financial challenges that were likely to be ahead that collaboration following the health footprint would be beneficial.
- 1.3 In December 2012 the three Local Authority Cabinets agreed that regional collaboration should be taken forward for mutual benefit and an interim combined Western Bay Regional YOS Management Board was established.
- 1.4 In 2013 each of the three Cabinets agreed to not just collaborate but to amalgamate the three Youth Offending Services in the Western Bay region. Agreement was given to Bridgend County Borough Council (BCBC) to host the Western Bay Service.
- 1.5 Cabinets were advised of a desire to achieve amalgamation by April 2014 and discreet work-streams (HR, Legal, ICT, Finance and Governance) were identified and work-stream leads from BCBC were nominated to ensure these areas of work were sufficiently undertaken to ensure that amalgamation could be achieved within the desired time-frame.
- 1.6 It was agreed that a shared YOT manager post and the three locality manager posts based in each of the local authorities be created and appointed to by 1 May 2014 and that a Western Bay Management Board be created and local boards cease to exist. The post holders would be responsible for ensuring the delivery of high quality integrated youth justice, prevention & early intervention services across Bridgend, Neath Port Talbot & Swansea local authorities. The posts would be ring-fenced to existing appropriately graded staff within the three authorities. It was proposed that the full costs of the shared team, including any redundancy costs associated with its creation should be shared between the three councils on the basis of 10-17 age group population estimates for each council area.

2.0 Current Situation / Proposal

- 2.1 The following has been progressed; on 29th May 2014 the first Western Bay Youth Justice and Early Intervention Service Management Board was held and all local management boards ceased. The Management Board is chaired by the Neath Port Talbot Director of Social Services and has a membership in line with the requirements of the Crime and Disorder Act including Cabinet Members from all three Local Authorities.
- 2.2 The Annual Youth Justice Plan for 2014/15 has been agreed by the board and submitted to the Youth Justice Board as a transition plan for the Western Bay Youth Justice and Early Intervention Service. It provides the medium to long-term business plan for the service setting out the aims of the new service maintaining a focus on quality service delivery and continuous improvement. Whilst there is one youth justice plan the performance and financial reporting requirements remain on a locality basis for this financial year.
- 2.3 The Welsh Government Youth Crime Prevention Fund however already finances a Western Bay delivery plan which is reported and processed through Swansea. This Welsh Government grant brings together the pre-court work across Western Bay aligning practise and further developing restorative approaches which includes a new overarching Restorative Practice post funded through the grant. It is an example of how the Western Bay model works. Welsh Government undertook a monitoring exercise including a visit to the service in November 2014 and were very positive about the progress and outcomes achieved across Western Bay so far through the effective use of the grant which contributes £812,445 to service delivery (£379,500 allocated to Swansea).
- 2.4 The three locality teams currently have their own "ChildView" databases that are provided by CACI. These will be merged into one Western Bay database by the beginning of 2015/16 which will facilitate regional management oversight and joint reporting to the Youth Justice Board. This will bring with it efficiencies cutting down duplication of effort regarding performance monitoring tasks and business support functions.
- 2.5 The progress made towards achieving an amalgamated service has not been without some difficulties. The appointment of the overall regional manager did not take place until October 2014 as opposed to May following some delay in negotiations with the Trade Unions and the need to reach agreement regarding Terms and Conditions.
- 2.6 There are several Western Bay initiatives within social care and the Western Bay Youth Justice and Early Intervention Service has despite the delays outlined progressed considerably. The three local authority bases are accessing each other's programmes, specialist staff members and sharing good practice, developing the ethos of a united service. Joint approaches being developed include a skills development project, parenting interventions, the delivery of unpaid work, restorative

approaches, court work, the development of social enterprise, information and data management systems and processes.

- 2.7 To realise the potential efficiencies this approach can achieve without any detriment to service delivery, it has been agreed that each local authority will employ locality managers from within their own YOT based staff. Such an approach means that the agreement previously given by each Cabinet for the locality managers to be employed by Bridgend is no longer required. The restructure of the Western Bay Youth Justice and Early Intervention Service is still scheduled to be completed by March 2015 to move into the new financial year with a single service model of delivery but with no requirement to second or TUPE staff. The model remains one of "Central Business Unit" responsible for: strategy, planning and commissioning, data collection, processing and reporting requirements, finance and any overarching development posts eg Restorative Practice. Day to day operational service delivery remains within three existing teams, one in each local authority. The service is managed ultimately by the regional manager reporting to the management board, where all key stakeholders are represented. The regional manager will be the only post to be employed by Bridgend who will provide services for all three authorities.

3.0 Equality and Engagement Implications

- 3.1 There are no equalities issues arising from this report that would not be covered through the consultation and HR processes and the previous EIA completed by NPT in 2014. (The original Project Manager was based in NPT, therefore their EIA process has been followed.)

4.0 Financial Implications

- 4.1 In the report to Cabinet dated 1 April 2014 it was indicated that a pooled YOT budget for the Western Bay region would be established, with the regional manager and locality managers employed by Bridgend, and all other staff eventually seconded to Bridgend. Initially the costs of the regional management team would be shared by the three councils using the 10-17 population estimates, in advance of the establishment of a full pooled budget, which would require all staff and other service costs to be charged to the fund, with the total net cost apportioned to the three authorities using an appropriate charging mechanism.
- 4.2 However, given the recent changes outlined above, it is now proposed that all locality managers and other staff continue to be employed by their respective authorities, with no secondment arrangements. The costs of the regional manager and any costs of the 'central hub' will be apportioned to the three authorities using the 10-17 population estimates. All other costs will be met from the respective authority budgets.

- 4.3 The table below shows the current Swansea Locality (YOT) budget, along with the associated funding streams. It is anticipated that the new arrangements will be met from within current resources and that there will be opportunities for further efficiencies as the service develops.

	Swansea (£)
Staffing	1,214,800
Travel	40,300
Premises	50,300
Other Costs	503,900
Gross Expenditure	1,809,300
Youth Justice Grant	(510,000)
Youth Crime Prevention Fund	(379,500)
Other Income	(161,500)
Total Income	(1,051,000)
Net Budget	758,300

- 4.4 All reports to the Management Board will be on a Western Bay basis, reflecting all expenditure and income for the three authorities, both separately and as a whole. This will enable regional grants to be managed across the whole region.

5.0 Legal Implications

- 5.1 As a result in the change of approach in delivering the collaborative YOS, in particular surrounding the staffing, a revised IAA will need to be drafted and agreed between all Authorities to capture this new approach. In addition the governance and overall management of the new YOS will need to be considered and captured.

Background Papers:

- Cabinet Report, 8th April 2014, Managing Youth Offending Services across Western Bay;
- Cabinet Report, 28th March 2013, Western Bay Youth Offending Services.

Appendices: None.