



**Child and Family Services Scrutiny Performance Panel
29 October 2018**

**WESTERN BAY YOUTH JUSTICE AND EARLY INTERVENTION
SERVICE PROGRESS AND PERFORMANCE UPDATE**

Purpose	To update the Panel on progress and performance.
Content	The report contains annual performance data from 2017/18 and the available quarterly performance data from 2018/19.
Councillors are being asked to	Note the content of this report as reassurance that the service continues to perform well against the South Wales and Wales comparison figures. Note the challenges faced by the service in the future within the current climate of uncertainty
Lead Councillor(s)	Councillor William Evans, Cabinet Member for Children's Services (Young People)
Lead Officer(s)	Julie Thomas, Head of Child and Family Services
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Background

- 1.1 *Youth Justice Services are statutory multi-agency partnerships who have a legal duty to co-operate in order to secure youth justice services appropriate to their area funded from a variety of sources including UK Government, Welsh Government (WG) and the statutory partners. (i.e. the Local Authority, Police, the National Probation Service and Health).*

- 1.2 *Bridgend, Neath Port Talbot and Swansea youth offending teams have been merged service since 29 May 2014 when the first Western Bay Youth Justice and Early Intervention Service Management Board was held and all local management boards ceased to exist. The Management Board is chaired by Neath Port Talbot County Borough Council's Director of Social Services, Health and Housing and has a membership in line with the requirements of the Crime and Disorder Act including cabinet members from all three local authorities.*

- 1.3 *The Annual Youth Justice Plan for 2018/19 was agreed by the Western Bay Management Board and submitted to the Youth Justice Board for England and Wales which oversees the youth justice system. The production of a Youth Justice Plan is a statutory duty of the Local Authority under Part 3, Section 40 of the Crime and Disorder Act 1998. The plan sets out how youth justice services are to be provided and funded, and how the youth justice service established by the local authority is to be composed and funded, how it will operate and what function it is to carry out. The plan comprised the medium to long-term business plan for the Western Bay service and set out its aims of quality service delivery and continuous improvement. A highlight summary of the progress across service delivery areas relating to the YJB Key Performance Indicators is provided below for information.*

Summary of the annual performance 2018/19

Reduction in First Time Entrants into the youth justice system.

- 1.4 *During 2016-2017, the service saw 72 children and young people enter the youth justice system for the first time (recorded as first-time entrants by the YJB). In the Western Bay region there are 45,817 children aged 10-17 years. Of those, only 67 children and young people entered the youth justice system during the financial year 2017-2018 (this number does not include those already within the system from previous years). In addition to this, over 400 children and young people were diverted away from having any criminal record through early intervention by the service and diversion through the bureau.*
- 1.5 *There is an expectation that youth justice services reduce the number of children and young people entering the youth justice system year after year. The Western Bay Service achieved this – reducing the number across the region by 23.8%. The figures compare April 2016 to March 2017 with April 2017 to March 2018. Swansea locality team maintained the figure locally with 32% for 2017/18 compared to 31% in 2016/17. The Western Bay figure compares well against an average reduction of 23.2% in South Wales and a Welsh average reduction of 14.4%.*

Reducing Reoffending

- 1.6 *Of those young people who do enter the youth justice system, there is an expectation that youth offending services will stop them committing any additional offences through effective intervention. As court numbers decline because of effective early intervention, youth justice services find they are left with a small number of more complex children and young people who are more likely to reoffend.*
- 1.7 *The data relating to re-offending is always two years old due to the time taken to track young people. The methodology for this measure has been changed and whereas before it was an annual cohort that would be tracked for further offences it is now a quarterly cohort and then the four quarters are added together to get the annual figure. This has resulted in higher percentages of*

re-offending being reported for all Youth Justice Services as a young person can now appear in the cohort more than once which did not happen with the annual cohort.

- 1.8 *The Western Bay region is an average of 49.3% for October 2015 to September 2016 which is down from 52.4% for October 2014 to September 2015. This rate compares favorably against the South Wales average rate of 47.7% and the Welsh average of 47.6%. Good performance being indicated by a lower percentage figure.*

Reducing the use of custody

- 1.9 *Western Bay Youth Justice and Early Intervention Service have seen a year on year reduction in the use of custody. The use of custody has reduced from 15 young people receiving custodial sentences in 2014-2015 to 13 custodial sentences in 2015-2016 and 12 custodial sentences being given in 2016-2017 to 9 in 2017-2018.*
- 1.10 *Of the 9 custodial sentences imposed in 2017-2018, 5 were young people from Swansea.*

Access to services

- 1.11 *The Youth Justice Board performance indicators relating to accessing services are Wales only indicators and relate to access to substance misuse services, access to emotional and mental health services via Child and Adolescent Mental Health Services (CAMHS), education training and employment and accommodation. The Western Bay region normally performs relatively well across existing indicators; however, there are two areas that need to be improved. These areas are accessing education, training and employment, and the new emotional and mental health measure.*
- 1.12 *The performance measure for accessing education, training and employment (ETE) for those in the youth justice system is the increase in hours accessed from the start of the young person's statutory involvement with the service compared to the hours accessed at the end. Western Bay young people had an average increase from 12.9 hours per week to 15.2 hours per week at the end of their involvement for those statutory school age children. There was an increase from 10.5 hours to 12.2 hours for those aged post-16 years. The South Wales figure relating to ETE access was an average increase in hours from 11.3 to 13.3 hours for those who should be receiving statutory education of a minimum of 25 hours per week and the Wales figure was 11.6 to 13.6. For the post-16 age range, the South Wales figure was an average increase from 6.8 hours to 9.3 and the Wales figure was 9.5 to 14 hours per week.*
- 1.13 *Improving the key performance indicator (KPI) regarding increasing access to education, training and employment for children and young people known to the service continues to be a challenge. The service has an intervention centre where the staff are able to deliver, e.g. trade tasters and additional tutoring for those young people who have missed significant periods of*

school. The future development of the intervention centre is central to improving this KPI. The hours offered by education providers increased last year but attendance did not improve at the same rate, this will be a focus for staff along with evidencing outcomes more effectively.

- 1.14 Access to CAMHS relates to the emotional and mental health measure. The measure requires a CAHMS assessment to take place within 28 days of identification of need. Evidencing performance against this measure remains a challenge for the service as the CAMHS nurse posts remain vacant and whilst you would expect the absence of these posts to highlight gaps in service provision, difficulties in recording have masked unmet need or evidenced where alternative routes have been sourced to access CAMHS i.e. referral via the general practitioner.*
- 1.15 Moving forward, a health needs checklist will be completed on all open and new cases over the next three months to help to identify the level of service provision necessary to meet the needs of children and young people within the youth justice system. This extends beyond emotional and mental health needs focusing additionally on general and sexual health needs of young people within the system.*

Current situation

- 2.1 The Youth Justice Plan for 2018/19 was agreed by the Western Bay Board and submitted to the Youth Justice Board at the end of September 2018. It outlined how services will be delivered to meet key performance indicators as well as work with victims, workforce development, safeguarding, risk management and participation. The plan forms part of the overall information held in relation to youth justice services nationally. The plan has been accepted by the Youth Justice Board and Ministry of Justice and the service continue to report as one single Western Bay service as opposed to having three separate sets of data published.*
- 2.2 The 2018/19 quarter one performance data (April to June 2018) has been published by the Youth Justice Board. Western Bay's second quarter data will be submitted to the Youth Justice Board at the end of October and so currently is not available.*
- 2.3 The number of first time offenders recorded in 2017/18 in Western Bay was reduced by 23.8%. This is in comparison with a 23.2% decrease in South Wales and 14.4% across Wales.*
- 2.4 Reducing re-offending is based on data two years old but Western Bay showed 49.3% of young people reoffended and they committed an average of 3.2 additional offences (re-offences per reoffender). The data is taken from the Police National Computer so locally we are unable to ascertain the Swansea specific figure. Whilst the figures may seem high, the Western Bay performance is not out of line with the performance across Wales. An average of 47.7% of young people being tracked re-offended across South Wales and they committed an average of 4.01 further offences each. Wales has a 47.6%*

re-offending rate amongst young people with an average of 4.17 further offences. The breakdown of offence type across the Western Bay region highlights that violent offences are the highest re-offence whatever local authority they may reside in.

- 2.6 *Work continues to develop across the Western Bay service to address re-offending, using the live tracker to target those most at risk of re-offending, which is now supported by access to additional support and intervention through the development of the high risk team. Transition arrangements and follow-on support for young people moving from youth services to adult services continues to be a focus of the service, to avoid them falling back into offending behaviour. The sharing of expertise and resources is a key feature across all areas of service delivery.*
- 2.7 *Reducing the use of custody is the last of the three England and Wales measures (the other two being the reduction in first-time entrants and reducing reoffending commented on above) and only one locality team had one youth sentenced to custody in the first quarter which was not in Swansea and there are no custodial sentences for the second quarter in Swansea. Reducing the use of custody can rely on the packages of intervention offered to the Court providing a robust level of supervision to address the risk posed in the community and the ability to achieve change. Working together has given more scope in relation to programme delivery and supervision, providing more sentence choice and improved quality of reports to the Magistrates.*
- 2.8 *Wales only Key Performance Indicators only relate to statutory orders so the numbers reported are low as a result of the amount and success of the early intervention and diversion work delivered by the service. As the statutory caseload reduces the work of the service has focused increasingly on stopping children and young people from entering the youth justice system at all and the delivery of services to this group of children is only reflected in the measure to reduce the number of first time entrants.*
- 2.9 *The Youth Justice Board performance indicators relating to access to substance misuse services evidences that children and young people resident in Swansea are accessing substance misuse services in a timely fashion with a substance misuse worker based within each locality team.*
- 2.9 *Across Western Bay, 13 statutory order cases were closed during the first quarter. 12 of these young people had suitable accommodation before the start of their order. This reduced to 10 young people being recorded as in appropriate accommodation at the end of their orders. Two of these young people resided in Swansea, one was remanded as an adult as the Order with us ended post 18 and the young person re-offended after their 18th birthday and the second was of no fixed abode and 'sofa surfing'; this young person was also post 18 at the end of their Order.*
- 2.10 *Access to Education Training and Employment (ETE) as already stated is of key interest to the Management Board. The average hours of ETE engagement for statutory school age young people whose statutory orders*

closed in the first quarter was 8 hours per week prior to the start of their involvement with the service and 10 hours per week by the time the order they were subject to ended. The South Wales average figures for the same period were 14.8 hours at the start of the statutory order with youth justice services across South Wales and 12.4 hours of ETE at the end of their Order. Figures for Wales for the same period were 11.8 hours at the start of involvement with the youth offending services and 13.8 hours at the end of the involvement. The recommended number of hours of ETE for this age group is 25 hours per week as a minimum entitlement. On closer analysis, there were only 3 young people in this cohort and one was only being offered and attending 5 hours per week therefore significantly impacting on the average number of hours.

- 2.11 Of 10 young people ending their involvement with the service across Western Bay who were above school age, an increase in the hours of ETE that were offered went from 13.5 hours per week at the beginning of the involvement with the service (i.e. the start of the statutory order) to 12.1 hours at the end of the involvement. However, of the 12.1 hours of provision that were available, the average uptake was also 12.1 hours per week. South Wales figures for the same period were 7.6 hours of ETE at the start of the involvement and 10.2 hours at the end. For Wales the figures were 12.2 hours at the start and 14.9 hours at the end of the youth offending services involvement.
- 2.12 Improving the key performance indicator (KPI) regarding increasing access to education, training and employment for children and young people known to the service continues to be a challenge. Efforts to improve educational attainment include the early work of restorative Justice in Schools project, the delivery of a rapid English literacy programme and of roll out of the Building Skills project. The service has an intervention centre where the staff are able to deliver, e.g. trade tasters and additional tutoring for those young people who have missed significant periods of school. The future development of the intervention centre is central to improving this KPI. The hours offered by education providers increased last year but attendance did not improve at the same rate, this will be a focus for staff along with evidencing outcomes more effectively.
- 2.13 The approach is informed by the WBYJ and EIS service young people's group who felt strongly that more vocational training should be available through schools. There was a range of experiences within the group but one-to-one learning support in particular was viewed positively. This can be provided through the intervention centre working in partnership with schools and training providers.

Financial Implications/ Value for money

- 3.1 The development of regional working came at a time of significant financial challenge for all partners. As the service joined in 2014-2015, each local authority realised a 20% saving against core funding as a result of the amalgamated approach to the delivery of services. The Western Bay service

is continuously undergoing re-design across the three local authority areas responding to opportunities and changes in demand. The following years have shown year on year reduction in staffing levels from 107 full-time equivalent in 2015-2016 to 84.5 in 2017-2018. The service income has reduced from £4,230,124.00 in 2015-2016 to £3,686,411.00 in 2017-2018. There has been no negative impact upon performance and no compulsory redundancies to date. Increasing the number of staff working across the region has allowed for effective vacancy management as well as the sharing of skills. There are 19 shared posts in 2018-2019 compared to 11 in 2017-2018.

- 3.2 There is no financial impact on the local authority resulting from this year's Youth Justice Plan.
- 3.3 The levels of grant funding available to youth justice services, like many other grant funded services are uncertain for the coming years.

Conclusion

- 4.1 *Efforts have been concentrated on bringing consistent good practice across the region from early intervention, prevention work and diversion through bureau to resettlement and reintegration. This has not been without difficulty; it has taken staff time to move from one established way of working to another especially during a time of local and national uncertainty. However, Youth Justice Board (YJB) key performance indicators continue to show a reduction in first time entrants and a reduction in the use of custody. Re-offending rates remain high but the actual number of young people re-offending continues to fall. In addition to this, it is important to note that over 400 children and young people were diverted away from having any criminal record through early intervention by the service and diversion through the bureau (avoiding their entry into the Youth Justice System).*
- 4.2 *Moving forward, the service has set itself realistic and achievable targets for service delivery and development over the next twelve months; however, the risks that come with grant-funded posts are always present.*
- 4.3 *The decision for Bridgend to leave the Abertawe Bro Morgannwg (ABMU) health region to join the Cwm Taf health region brings with it challenges for Western Bay Youth Justice and Early Intervention Service as there are joint funded posts and one Western Bay database. Any disaggregation of the service brings risks to delivery as there will be gaps in service as a result of the efficiencies made over the last 4 years from the sharing of posts when managing vacancies and the single database.*