

# WEST MERCIA YOUTH JUSTICE PARTNERSHIP



## YOUTH JUSTICE PLAN

**2018/19**



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## 1.0 INTRODUCTION

### **Introduction from Karen Bradshaw, Chair of West Mercia Youth Justice Service Management Board and Director of Children Services, Shropshire Council**



West Mercia Youth Justice Service (WMYJS) is partnership between the Local Authorities, National Probation Service, West Mercia Police, NHS organisations across West Mercia and the Office for the West Mercia Police and Crime Commissioner. The service is accountable to the WMYJS Management Board, comprised of senior officers from each partner agency. The service is hosted, on behalf of the Local Authorities and the partnership by the Office of the West Mercia Police and Crime Commissioner (OPCC).

During 2017/18 the service, whilst still embedding the changes to the information system, assessment framework and service re-structure, also experienced churn within the leadership team, so it was pleasing to see, in the pilot inspection undertaken at the end of the year, that our assessments were rated as good and despite the changes within the management team throughout the year staff reported that they found managers supportive in carrying out their role. More information on the pilot inspection is provided in section 2.4, and there is an agreed inspection improvement plan, the actions from which have been incorporated in the delivery plan in section 3.4 of this plan.

There is a mixed picture in respect to the service's performance against the national outcome indicators. Performance in relation to the rate of young people receiving a custodial sentence has improved between 2016/17 and 2017/18 from 0.27 to 0.11 custodial sentences per 1,000 youth population, and this rate is significantly below the national rate of 0.38. The first time entrant (FTE) rate for 2017 is at 354, which is above the national rate of 295, however the performance is an improvement on the previous year when it was 408. The inspection team judged that the higher than might be expected rate of FTEs in West Mercia is due in large part to the out of disposal system in West Mercia and one of our key actions for 2018/19 is to revise that system, further commentary on this is provided in section 2.6. The proportion of young people re-offending (July 15 to June 16 cohort) is 33.9% which is significantly lower than the national rate at 41.9%, and an improvement on the previous year when it was at 36.9%.

The priorities for 2018/19 and 2019/20 are a result of joint management board and management team workshops, informed by a range of information including a review of the Youth Justice Plan 2017/18 and the unpublished pilot inspection report, and are based on the four themes of;

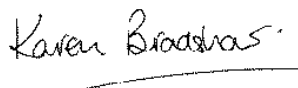
Our People  
Our Partnerships  
Our Performance, Quality and Practice; and  
Our Governance

The service and management board do not work in isolation in reducing offending by children and young people and improving the outcomes for children and young people who have entered or at risk of entering the youth justice system. The board are committed to promoting better joint work between the service and other agencies at a local level. A particular focus for the year is better sharing of information between the children social care services of the Local Authorities and the service and securing better engagement of partner agencies in the planning for high risk offenders.

## **1.1 Approval of the Plan**

This plan was approved at the West Mercia Youth Justice Service Management Board held on 12<sup>th</sup> July 2018

Signed:



Date: 12<sup>th</sup> July 2018

**Karen Bradshaw**  
**Chair – West Mercia Youth Justice Service Management Board**

## **2.0 Review of 17/18**

### **2.1 Changes to Service Delivery Arrangements**

When the service was re-structured in November 2016 the Management Board agreed to keep the structure under review. The experience throughout 2017/18 demonstrated that the service has limited capacity within the management team. The team managers and senior practitioners were primarily engaged, during 2017/18, in building the new teams and embedding and improving the quality of AssetPlus, and capacity in the management team to progress other service development tasks and Youth Justice Plan actions was limited. As a result the Management Board have agreed to the establishment of an additional 2.0 fte management and administrative posts and adopted a two year financial plan until March 2020 in order to support these.

### **2.2 Review of Key Developments**

The Youth Justice Service Management Board agreed seven main priorities for 17/18. The following developments were achieved during the year:-

Priority: Reducing First Time Entrants to the Youth Justice System

- Completed the bureau evaluation
- Developed a screening tool to be used in a revised out of court disposal system
- Scoped a FTE analysis

Priority: Reduce custody and young people entering the adult criminal justice system

- Revised the Management of Risk Policy
- At a local team level work has commenced to map the pathways into other services
- Commenced research on prevalence of adverse childhood experiences in young people in justice system

Priority: WMYJS Interventions are of a consistently good quality

- Revised the assessment and planning quality assurance tool
- Partnered with Worcester University to recruit students as learning mentors for young offenders
- Reviewed reparation activities and implemented a reparation development plan
- Developed a new gate keeping tool for reports

Priority: We have systems in place to understand young people's journey through our services.

- Reviewed youth justice substance misuse provision and implemented recording on the NDTMS
- Undertook a detailed analysis of the mental health needs of young people in the justice system
- The Management Board reviewed actions being taken to secure appropriate education placements for young people
- In partnership with the national Youth Justice SEND project commenced a SEND self assessment

Priority: The voice of service users directly impacts on service delivery

- Commissioning ViewPoint and work to develop service user feedback questionnaires

Priority: Team morale is good, staff feel enabled and have the tools required to do their job effectively

- Development of an in-service progression pathway to enable unqualified staff to progress to management
- Delivery of assessment and planning training
- The arrangements for covering out of hour courts have been reviewed and revised
- Development of a service domestic abuse policy and guidance

Priority: The Management Board and operational staff are working together with clear collective responsibility for improving outcomes for young people

- Key management board member visits to area teams

## **2.3 Thematic Inspections**

The WMYJS Management Board considered the findings of the thematic inspection report “The Work of Youth Offending Teams to Protect the Public” and approved an action plan addressing the main recommendations.

## **2.4 Pilot Joint Inspection**

WMYJS was subject to an unpublished pilot joint inspection in late March/early April 2018. The Inspectorate found:

“There are many strengths of the youth justice practice in West Mercia. Staff carry out assessments of children and young people and implement and review court orders well. Their planning is not as strong, although managers have taken recent action to improve the planning skills of their workforce. Staff have a strong focus on the safety and well-being of young people and place a high priority on continuity of the relationship between professional practitioner and the child or young person. That relationship is the basis for achieving positive change for children and young people who have offended. Work to protect victims and apply restorative justice principles is less well developed.....

There is a well-supported management board; however, there were areas where the board could have done more to drive the service. They had not developed an effective response to the relatively high number of first-time entrants, and information-sharing between the Youth Offending Team and children’s services was short of current best practice. Additionally, West Mercia does not have a clearly stated vision for its service.”

Overall the service was judged to be requiring improvement, however across the 12 main standards; there was one inadequate, four that required improvement and seven good. The seven good ratings were for quality of practice standards in assessment, implementation and delivery of interventions and for joint working on out of court disposals. The inspectorate made five main recommendations:

1. Develop a clear vision for the service, outlining its underpinning values.
2. Reconfigure its decision-making process on out of court disposals to make sure that children and young people are considered for the full range of disposals available.
3. Identify ways that information-sharing between YOT practitioners and local authority children’s services departments can be improved through the use of technology underpinned by an effective information-sharing agreement.

4. Develop the intervention planning skills of the workforce to make sure the plans drawn up between children and young people and their supervisors to implement court orders are comprehensive and based on the assessment.
5. Make sure that practitioners understand child and adolescent mental services thresholds and are able to help those children and young people who do not meet the criteria for mental health services

The findings of the inspection have informed the planning process and priorities for 2018/19 and there is an inspection improvement plan in place. The actions from the inspection improvement plan are included in the delivery plan in section 3.4.

## **2.5 Views of Young People**

Previous plans have included information taken from the annual HMI Probation survey of young people on court orders held by West Mercia Youth Justice Service. The last survey was conducted in the last quarter of 2016/17 and was reported on in the Youth Justice Plan 2017/18. The service has commissioned ViewPoint, an internet based service user feedback tool, in order to collect service user feedback for the future. The service has been working with ViewPoint in the latter part of 2017/18 to develop the specific questionnaires, and implementation will be in 2018/19.

Young people, however, complete a self-assessment as part of the YJS assessment, review and closure process. From an analysis of self assessments completed in 2017 young people identified the following areas that YJS helped most with in relation to stopping offending:

- Understanding the risks of offending and the consequences for themselves and others
- Managing anger and controlling temper
- Finding an appropriate job/ETE placement
- Managing problems and problem solving
- Reducing drug use
- Addressing mental health issues and reducing stress

In relation to what the young person liked about the YJS a number identified the importance of the relationship with their worker who had been a significant source of support.

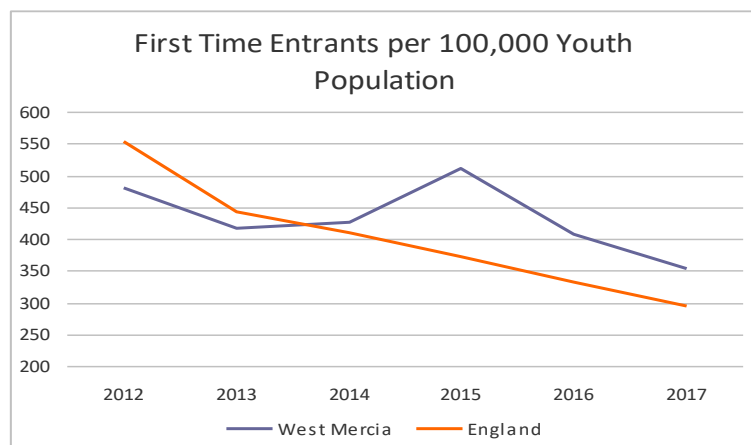


## 2.6 Performance

Youth Justice Partnerships are subject to three national outcome indicators;

- First Time Entrants (FTE) to the Youth Justice System
- Use of Custody
- Re-Offending

### (i) First Time Entrants to the Youth Justice System (FTE)



The first time entrant measure is expressed as the number of first time entrants per 100,000 of 10 to 17 year old population. First time entrants are those young people receiving a first formal youth justice sanction (Youth Caution, Youth Conditional Caution or Conviction). A lower figure denotes good performance.

The rate of FTEs across West Mercia for 2017 was 354, which is an improvement on the performance for the previous year when the FTE rate was 408. The rate in West Mercia is higher than the national rate of 295.

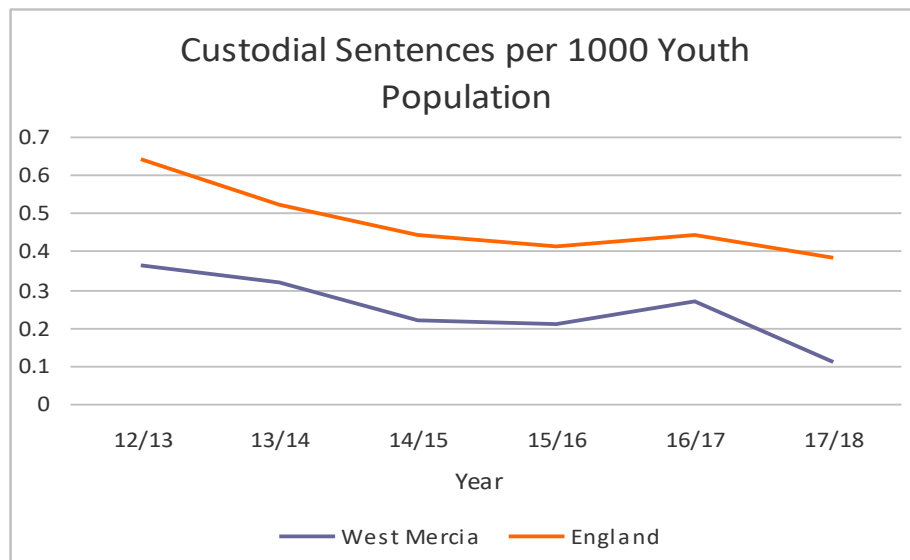
The percentage reduction in the rate of FTEs in West Mercia over the period 2012 to 2017 has been 26%.

Within West Mercia there are differing FTE rates between the four Local Authority areas, with the highest being 447 and the lowest 308. WMYJS was subject to a pilot joint inspection at the end of 17/18, and the inspection team judged that the higher than might be expected rate of first time entrants in West Mercia is in large part due to the out of court decision joint decision making processes within West Mercia. Although the process meets statutory requirements, there is a cohort of young people currently receiving cautions, who could be appropriately diverted from the formal justice system through the use of an informal response to their behaviour, such as a community resolution.

Informal disposals, used at the right stage in the system, are an effective and efficient method of dealing with the onset of criminal behaviour. In 2016 there were 723 community resolutions associated with 657 young people. Typically a young person will only receive a single community resolution but, as the figures highlight, a small number of young people will be subject to two or more resolutions. All young people subject to Community Resolutions in 2016 were followed up to ascertain the proportion who re-offended within a year of the outcome.

It was found that only 15.7% of young people subject to a Community Resolution committed a further offence in the 12 month follow up period. This is a lower rate of re-offending than that found for first time entrants and also typically found for young people subject to youth cautions. There was, for example, a re-offending rate of 29% for youth cautions (n=610) included in the 2014/15 cohort.

#### (ii) Use of Custody

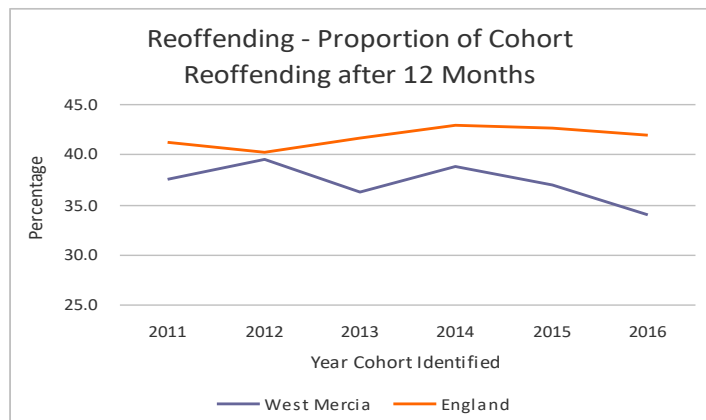
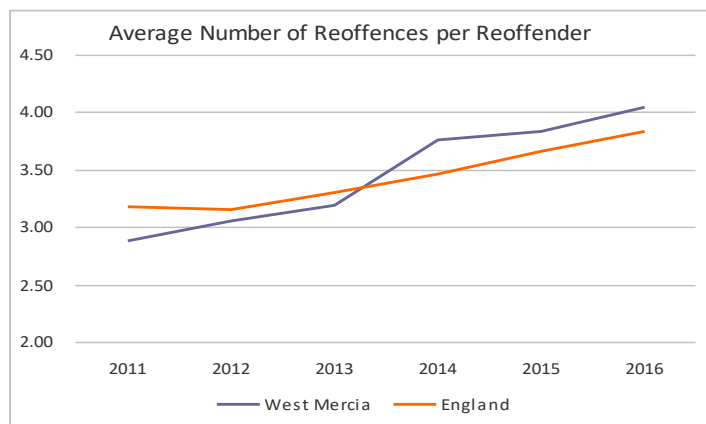


The use of custody measure is expressed as the number of custodial sentences per 1,000 of the 10 to 17 year old population. West Mercia has, historically, had a low rate of custodial sentences. A lower figure denotes good performance.

For 2017/18 the use of custody rate for West Mercia was 0.11 against the rate for England of 0.38, West Mercia performance is, therefore, significantly better than the national performance. The West Mercia rate for 2017/18 has improved from 2016/17 when it was 0.27.

Over the six year period to 2012/13 to 2017/18 the rate has reduced from 0.26 to 0.11, a reduction of 58% which is better than the reduction nationally which was 41% over the same period. The actual decrease in the number of sentences between these two periods is from 41 in 12/13 to 12 in 17/18.

### (iii) Re-Offending



There are two re-offending measures, both measuring re-offending in the same cohort of offenders over a 12 month period following the youth justice sanction that placed the young person in the cohort. The first, the frequency measure, is the average number of re-offences per re-offender in the cohort. The second measure, the binary measure, is the percentage of the offenders in the cohort re-offending. The most recent data for the re-offending measure is for the year July 2015 to June 2016. This is the year where the cohort is identified, they are then followed for re-offending for a 12 month period, hence to June 2017.

For the year July 15 to June 16 the frequency measure performance for West Mercia was 4.04, compared to national performance 3.83. The binary measure performance for the same period for West Mercia was 33.9% compared with national performance of 41.9%.

A comparison over a five year period shows that this measure is volatile varying year on year in a range between 34% and 39%. The national rate also shows a year on year variation within the range of 40% and 43%.

The cohort size is falling, from 1750 young people in the year ending June 2011 cohort compared to 930 young people in the year ending June 2016. The number of re-offences has also decreased over the same period from 1886 to 1273 a decrease of 33%.

In 2017/18 and continuing into 18/19 the service is participating in research to identify the prevalence of adverse childhood experiences (ACEs) in young people in the youth justice system. There is a growing evidence base suggesting that young people who have experienced ACEs need to have those issues addressed before any work to prevent re-offending is likely to be effective. The research outcomes will be used to inform changes in practice in the future.

### **3. YOUTH JUSTICE PLAN 2018/19 SERVICE PRIORITIES AND RISKS TO FUTURE DELIVERY AGAINST THE NATIONAL OUTCOME MEASURES – 2018/20**

#### **3.1 Priorities for 2018/19 to 2019/20**

Two joint Management Board and Leadership Team workshops have been held to identify the service priorities for 2018 to 2020. The priorities have been informed by the annual service performance assessment, a review of the youth justice plan for 2017/18 and the findings and recommendations of the pilot inspection of the service. There is a delivery plan supporting the priorities and addressing the findings of the pilot inspection at section 3.4 of the plan.

##### **Priority 1: Our People**

- 1.1 Promote in-service progression and ensure that appraisals are used effectively
- 1.2 Strengthen staff development programmes
- 1.3 Improve staff morale, motivation and encourage engagement

##### **Priority 2: Our Partnerships**

- 2.1 Improve multi-agency engagement at high risk and decision making meetings
- 2.2 Ensuring young people's mental health needs are met
- 2.3 Review and improve policy and practice in relation to out of court disposal decision making thereby contributing to a reduction in the number of first time entrants

##### **Priority 3: Our Performance, Quality and Practice**

- 3.1 Develop our quality assurance and performance framework in collaboration with our partners
- 3.2 Ensure adequate interface with Children Services information systems
- 3.3 Develop our practice and encourage innovation

Priority 4: Our Governance

- 4.1 Communicate our vision and priorities to our staff, partners and stakeholders
- 4.2 Develop Board Member links to WMYJS to support service development and improve engagement with staff and service users
- 4.3 Anticipate and mitigate future risks to the long term delivery of our vision

### **3.2 Safeguarding**

Safeguarding remains a key area of focus for the service. WMYJS has a key role in safeguarding young people, in terms of assessing and reducing the risk of harm to young people either from their own behaviour or the actions of others and reducing the risk of harm they may pose to others.

During 2017/18 the service undertook critical learning reviews (CLRs) as part of the YJB safeguarding and public protection reviewing process (CSPPI). Learning from these reviews has informed service planning. WMYJS will continue to undertake CLRs, even though the CSPPI process was ended by the YJB in the latter part of 17/18. During 2017/18 the service revised its management of risk policy and procedures, however the pilot inspection identified that the involvement of other agencies in the process could be improved and work will be undertaken in 2018/19 to better secure the engagement of other agencies in high risk panel meetings. The service is taking part in research to identify the prevalence of adverse childhood experiences (ACEs) in young people who are in the justice system, the work will inform the implementation of trauma informed practice within the service. The service has completed S11 compliance audits for each of the LSCBs and there are S11 action plans in place.

### **3.3 Risks to the Future Delivery against the National Outcome Measures**

The current performance against the national outcome measures are contained in section 2.6 of this plan. As the section notes although the FTE rate is higher than the national rate, the most recent performance is an improvement on the previous year. The rate of custodial sentences remains very low, at 0.11 per 1,000 population. Re-offending performance is volatile and rises and falls within a range of 34% to 39%. It is intended to implement trauma informed interventions to assist in reducing re-offending of young people who have experienced adverse childhood experiences.

Outcome Measure	Performance Indicator	Risk	Key Mitigating Actions	Other Relevant Delivery Plan Actions
First Time Entrants	The number of first time entrants to the youth justice system per 100,000 youth population	The current out of court disposal joint decision making process is the cause for the higher than might be expected rate of FTEs in West Mercia	Develop and implement a new system of joint decision making	2.3.2 2.3.3 2.3.4
Custody	The number of custodial sentences per 1,000 youth population	Absence of a remand management strategy may lead to an increase in young people being remanded	Development of a remand management strategy	3.3.4
Re-Offending	(i) The average number of re-offences per re-offender  (ii) The proportion of offenders (%) re-offending within 12 months	Inconsistent and poor quality planning leading to factors for desistance not be adequately addressed	Commissioning staff training in planning	2.1.1 2.1.2 3.1.2
		Poor quality assessments, plans and delivery against local/national standards	Continued work on embedding AssetPlus.	3.1.2
		Interventions are not focussed on the most significant factors or are not delivered with integrity	Implementation of trauma informed interventions	3.3.4
			Review Aim2 programme work	3.3.6

### 3.4 Delivery Plan for 2018 to 2020

Ref	Action	Owner	Timescale
<b>1.0 Our People</b>			
<b>1.1 Promote in-service progression and ensure that appraisals are used effectively</b>			
1.1.1	Appraisals to be completed in Q2 18/19 and then annually	Supervisors	Q2 18/19
1.1.2	Annual report on outcome of appraisals	HoS	Q4 19/20
1.1.3	Investigate use of apprenticeship levy to support in house progression	DCSs	Q3 18/19
<b>1.2 Strengthen staff development programmes</b>			
1.2.1	Development of a revised Learning and Development Framework	Train'g Lead	Q4 18/19
1.2.2	Training plan to address training needs identified in the inspection (including intervention planning and A+ refresher)	Train'g Lead/ A+ Lead	Q2 18/19
1.2.3	Access to LA training: LA training link for WMYJS to be identified in each LA	DCSs	Q2 18/19
1.2.4	Access to LA training: LA link and WMYJS Team Manager to agree training plan (LA training that includes YJS staff)	TM/LA Link	Q3 18/19
1.2.5	Annual reporting on access to training for each LA area	TM/LA Link	Q2 19/20
<b>1.3 Improve staff morale, motivation and encourage engagement</b>			
1.3.1	Conduct staff survey	HoS	Q3 18/19
1.3.2	Use survey responses to develop action plan	HoS	Q4 18/19
1.3.3	Develop staff recognition scheme	HoS	Q3/4 18/19
<b>2.0 Our Partnerships</b>			
<b>2.1 Improve multi-agency engagement at high risk and decision making meetings</b>			
2.1.1	Secure the attendance of key agencies at high risk panels through: DCSs ensuring there is a named officer responsible in within ChSC	DCSs	Q2 18/19
2.1.2	Secure the attendance of key agencies at high risk panels through: Regular reporting of agency attendance/non attendance to management board	DCS/HoS	Q4 18/19
<b>2.2 Ensuring young people's mental health needs are met</b>			
2.2.1	Arrange events in each area to raise awareness of E&MH services available, referral criteria and processes	Train'g Lead	Q3 18/19
2.2.2	Agree a minimum common core role for mental health workers within WMYJS	Health Lead	Q3 18/19
2.2.3	Refresh or replace WMYJS/CAMHS protocols in each area	Health Lead	Q4 18/19
2.2.4	Commission training for practitioners on supporting young people with emotional and mental health issues	Train'g Lead	Q3 18/19

Ref	Action	Owner	Timescale
<b>2.3 Review and improve policy and practice in relation to out of court disposal decision making thereby contributing to a reduction in the number of first time entrants</b>			
2.3.1	Business case to be prepared for new out of court decision making system which brings more decisions into the scope of the process	HoS	Q2 18/19
2.3.2	Agree new OoCD process jointly with West Mercia Police	Head of CJ	Q3 18/19
2.3.3	Develop and agree a new screening tool/assessment for decision making panel process	HoS	Q2 18/19
2.3.4	Review the recording of Community Resolutions on ChildView	B.S. Admin	Q2 18/19
<b>3.0 Our Performance, Quality and Practice</b>			
<b>3.1 Develop our quality assurance and performance framework in collaboration with our partners</b>			
3.1.1	Development of a new performance and quality assurance framework to include: role of SPs in cross service QA and learning reviews, role of management board members in practice oversight and ETE monitoring and reporting.	PQA Lead	Q4 18/19
3.1.2	Review of A+ QA tool to ensure it addresses assessment/planning deficits identified in the pilot inspection	A+ & PQA Leads	Q3 18/19
3.1.3	West Mercia Police to develop a mechanism and a process to ensure WMYJS Police Officers are notified when new information emerges on young people on YJS caseloads	Head of CJ	Q3 18/19
<b>3.1 Ensure adequate interface with Children Services information systems</b>			
3.2.1	LAs to nominate a lead officer	DCSs	Q2 18/19
3.2.2	LAs to explore the solutions to and implement WMYJS practitioners access to the Social Care information systems.	DCSs	Q2/4 18/19
3.2.3	Agreements to be put in place in each area in relation to WMYJS staff accessing children social care systems	DCSs	Q4 18/19
<b>3.2 Develop our practice and encourage innovation</b>			
3.3.1	Implementation of trauma informed interventions	Prog Lead	Q4 18/19
3.3.2	Review remand management strategy	Court Lead	Q1 19/20
3.3.3	Develop a resettlement framework	Court Lead	Q1 19/20
3.3.4	Further develop the work of the attendance centres	TM – S Wide	Q4 18/19
3.3.5	Review AIM2 arrangements		Q3 18/19
3.3.6	Commission VSS RJ Co-ordinator to assist in developing the service strategy for victim work and RJ	RJ Lead	Q1 18/19
<b>4.0 Our Governance</b>			
<b>4.1 Communicate our vision and priorities to our staff, partners and stakeholders</b>			
4.1.1	Alternative draft vision statements and underpinning values to be developed	MB Chair	Q1 18/19
4.1.2	Staff consultation on draft vision statements	HoS	Q2 18/19
4.1.3	Management Board agreement of vision and underpinning values for 2018/20	MB Chair	Q2 18/19
4.1.4	Development of a service communication plan	HoS	Q4 18/19
4.1.5	Develop a WMYJS website	HoS	Q2 19/20



Ref	Action	Owner	Timescale
<b>4.2 Develop Board Member links to WMYJS to support service development and improve engagement with staff and service users</b>			
4.2.1	Agree role of management board members as leads for priorities or key areas of work	Chair MB	Q3 18/19
4.2.2	Agree role of management board members in oversight of practice within QA framework	PQA Lead	Q4 18/19
<b>4.3 Anticipate and mitigate future risks to the long term delivery of our vision</b>			
4.3.1	Risks to be a standing MB agenda item	Chair MB	Q1 onwards
4.3.2	Management Board to maintain risk register	Chair MB	Q1 onwards

## Appendix 1

### West Mercia Youth Justice Service Resources 2018/19

#### Income

The Youth Offending Service has a complex budget structure comprising of partner agency cash, seconded staff and in kind contributions and the Youth Justice (YOT) Grant from the Youth Justice Board for England and Wales. The table below outlines the agreed contributions for 2017/18.

Agency	Staffing costs Seconded (£)	Payments in kind – revenue (£)	Other delegated funds (£)	Total (£)
Local Authorities <sup>1</sup>			1,228,499	1,228,499
Police Service	237,892		63,000	300,892
National Probation Service	63,033		15,000	78,033
Health Service	129,860		36,894	166,754
Police and Crime Commissioner			180,293	180,293
YJB Youth Justice (YOT) Grant			1,195,802	1,195,802
Total	430,785		2,719,488	3,150,273

The grant to run the Attendance Centres, £50,519, is included in the total for the YJB Youth Justice Grant in the table above

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<sup>1</sup> Where YOTs cover more than one local authority area YJB Youth Justice Plan guidance requires the totality of local authority contributions to be described as a single figure.

## The YJB Youth Justice (YOT) Grant

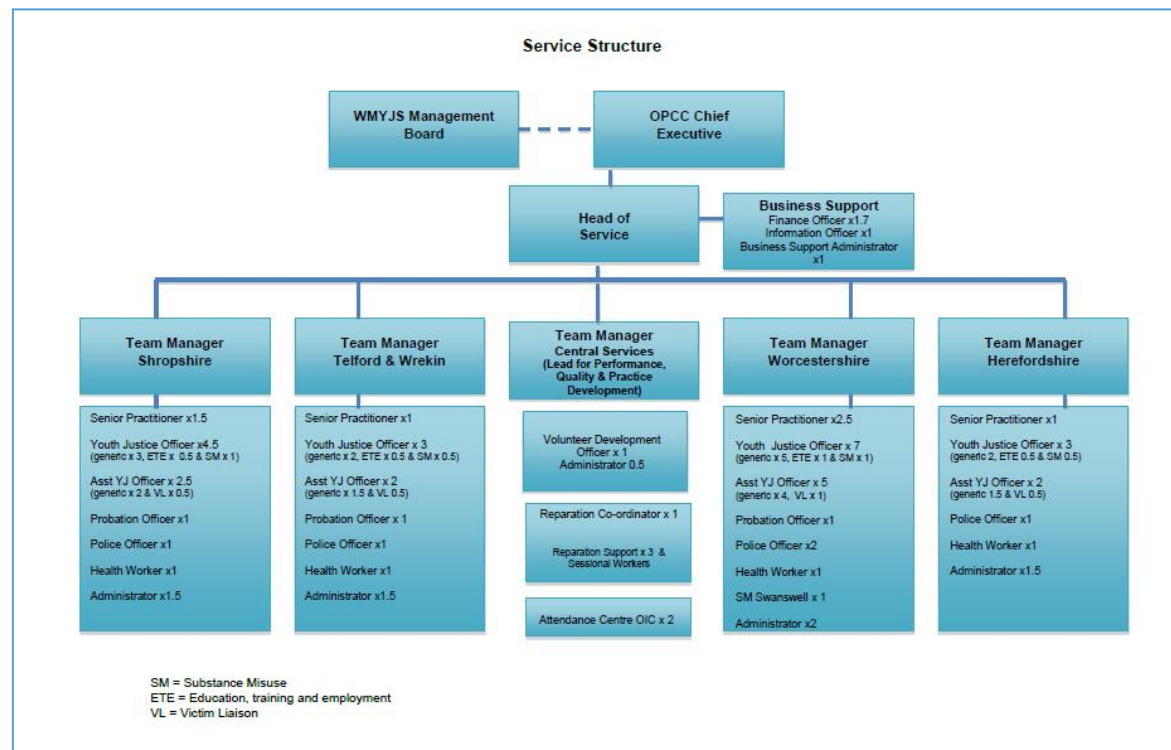
The YJB Youth Justice (YOT) Grant is provided for the provision of youth justice services with an aim of achieving the following outcomes; reducing re-offending, reducing first time entrants, reducing the use of custody, effective public protection and effective safeguarding. The grant will form part of the overall pooled partnership budget for WMYJS, which is used to deliver and support youth justice services across West Mercia. The outline draft budget for 2018/19 is provided below; the expenditure against the Youth Justice Grant is included in this budget.

Category	Budget (£)
Employee Costs	2,012,840
Other Employee Costs	30,000
Premises	175,299
Supplies and Services	67,279
ICT	106,974
Third Party Payments	220,109
Transport	106,987
<b>TOTAL</b>	<b>2,719,488</b>

## Appendix 2

### West Mercia Youth Justice Service Structure and Staffing Information

The West Mercia Youth Justice Service comprises four multi-agency service delivery teams, aligned to the Local Authority areas to deliver the majority of services. The reparation service and volunteer services are co-ordinated centrally across the whole service, as are the finance and data and information functions.



WMYJS is compliant with the minimum staffing requirements outlined in the Crime and Disorder Act 1998, as can be seen from the structural diagram above. There are four HCPC registered Social Workers within the staffing group.

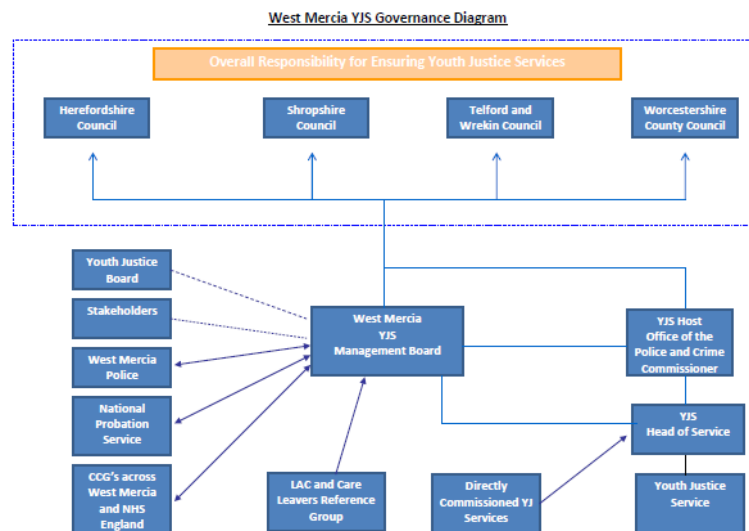
## Appendix 3

### West Mercia Youth Justice Service Governance and Partnership Information

#### Governance

WMYJS is managed on behalf of the Local Authorities and the WMYJS partnership by the Office of the West Mercia Police and Crime Commissioner (OPCC). Day to day management of the Head of Service is provided by jointly the Chief Executive of the OPCC and the Chair of the Management Board (DCS Shropshire). The Youth Justice Service is accountable to the WMYJS Management Board and the Management Board is accountable to each of the Local Authorities for the commissioning and delivery of youth justice services.

The partnership Youth Justice Plan is approved by the Management Board and by each of the four top tier Councils. The diagram below outlines the governance arrangements of West Mercia Youth Justice Service.



The Youth Justice Service Management Board is currently chaired by the Director of Children Services for Shropshire Council. The Membership of the Board at 1<sup>st</sup> April 2018 is outlined in the table below:

Agency	Representative	Role
Worcestershire County Council	Catherine Driscoll	Director of Children, Families and Communities
Shropshire Council	Karen Bradshaw	Director of Children Services
Telford and Wrekin Council	Clive Jones	Director of Children, Family and Adult Services
Herefordshire Council	Chris Baird	Director of Children's Wellbeing
National Probation Service	Jackie Stevenson	Head of West Mercia
West Mercia Police	Dawn Hartland	Head of Criminal Justice
West Mercia Clinical Commissioning Groups	Dawn Clarke	Director of Nursing, Quality and Patient Experience, Shropshire CCG
Office for the West Mercia Police and Crime Commissioner	Andy Champness	Chief Executive

The Management Board meets every two months and monitors the performance and quality of the service through regular reporting. Where necessary the Management Board will monitor compliance with the YJB Grant conditions through exception reports. There is an agreed process of reporting community safeguarding and public protection incident reviews into the Management Board and the Board monitors the progress of critical learning review action plans as a standard agenda item. The Management Board is supporting a process of continuing to commissioning learning reviews for incidents which previously qualified for CSPPI notification now that notifications to the YJB have been ended.

The Management Board has a schedule of thematic deep dives and practice presentations, the purpose of which is to identify any issues, in particular with regards to provision of services and multi-agency working, and agree actions for the Management Board or individual board members in order to improve services for young people in the youth justice system.

Management Board members ensure that, where relevant, commissioning across partner agencies takes account of the needs of young people in or at risk of entering the youth justice system, and where appropriate explore joint commissioning arrangements.

## **Partnerships**

The Youth Justice Service only has one outsourced service, the provision of Appropriate Adults for young people in Police custody. The service is provided by a local voluntary sector organisation YSS.

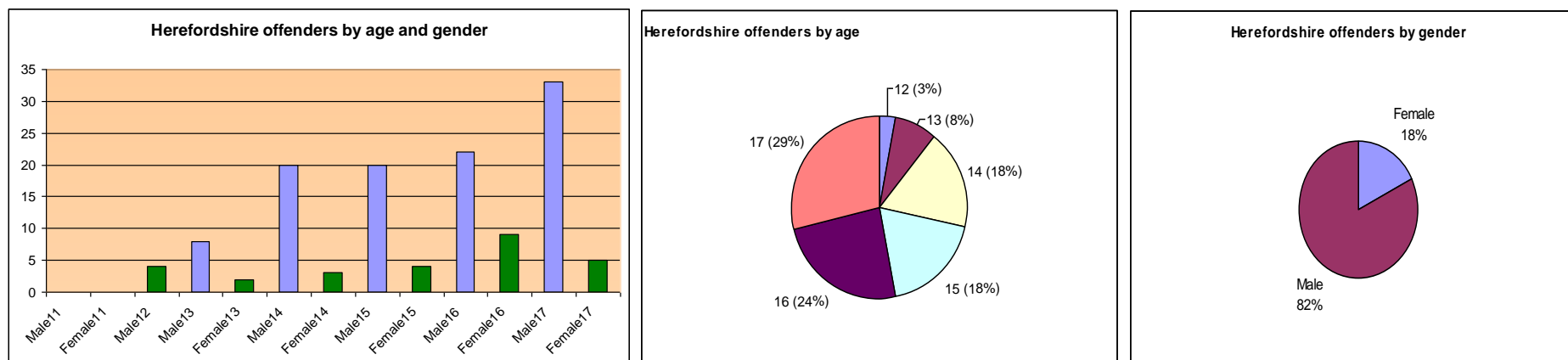
WMYJS is a member of the four Safeguarding Children Boards and several of the board's sub groups and the Children's Trusts or equivalent partnerships. WMYJS is represented on the Crime and Disorder reduction partnerships at the unitary or top tier authority level. WMYJS is an active member of the West Mercia Criminal Justice Board, the West Mercia Crime Reduction Board, the West Mercia Victim and Witness Board and the MAPPA Strategic Management Board.

WMYJS is represented on the Channel Panels across West Mercia established as part of the Prevent strategy. WMYJS staff have undertaken WRAP training in most areas. The service are participant members of the area reducing re-offending groups and the Serious and Organised Crime Joint Agency Groups.

## APPENDIX 4 - AREA PROFILE – HEREFORDSHIRE

### Youth Offending Population – all Young People

There are 16,101 young people aged 10 to 17 in Herefordshire. In 2017/18, according to the Youth Justice Service records, there were 156 youth justice sanctions (youth cautions, youth conditional cautions or convictions) made on Herefordshire young people. A total of 130 individual young people accounted for these 156 outcomes, 0.81% of the youth population.

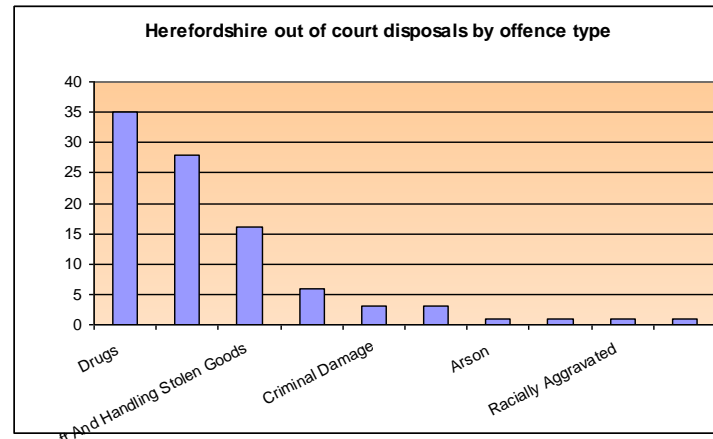


Of the 130 young people entering or in the youth justice system in 2017/18, 82% were male. The majority, 72%, were aged 15 to 17 years. The peak age of offending for young males was 17 years and young females 16 years.

### Youth Offending Population – Young People Subject to Out of Court Disposals

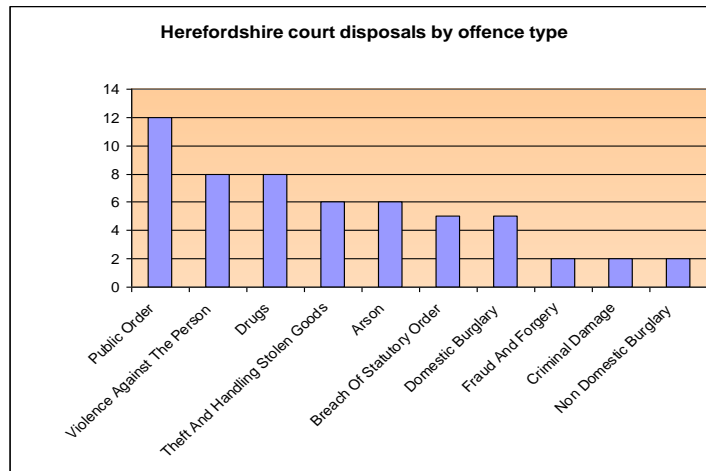
During 2017/18 there were a total of 95 pre-court disposals made on 40 Herefordshire young people, 88 of these were Youth Cautions and 7 Youth Conditional Cautions. WMYJS is required to assess all young people made subject to second or subsequent Youth Cautions and all Youth Conditional Cautions and if assessed appropriate provide a programme of intervention, in 2017/18 intervention programmes were provided for 15 pre-court disposals.





The most frequently occurring primary offences for out of court disposals were drug offences, 37%, violence against person, 29%, and theft and handling, 17%. In the previous year the most frequently occurring offence was violence against the person accounting for 28% of primary offences, followed by drug offences 24%.

### Youth Offending Population – Young People Subject to Court Outcomes



In 2017/18 a total of 90 Herefordshire young people accounted for 61 court outcomes. Orders requiring WMYJS interventions (Referral Orders, YROs and Custodial sentences) accounted for 40 of the 61 court outcomes.

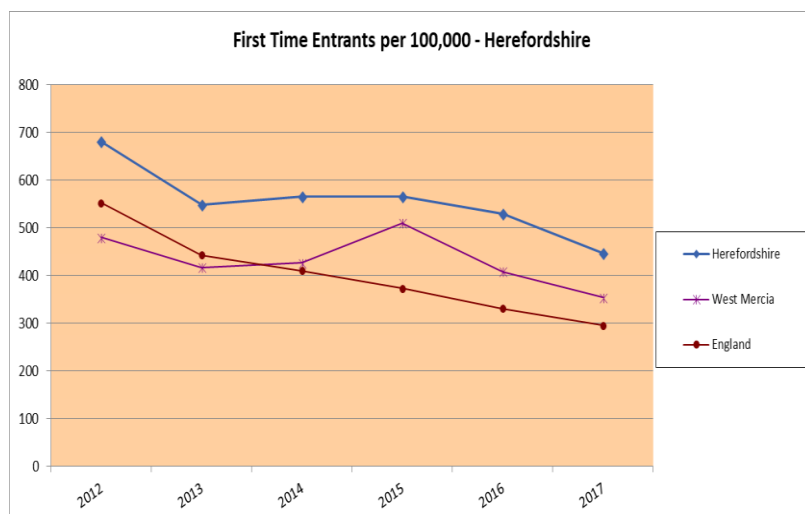
The majority, 84% of young people receiving court sentences were aged 15 to 17, with 16 year olds accounting for 46% of young people receiving a court sentence.

The most frequently occurring primary offences for court sentences were public order offences, accounting for 20% of all offences. Violence against the person and drug offences were the next frequently occurring offence type at 13% for each, followed by theft and handling and arson at 11%.

## Performance against the National Indicators

### (i) First Time Entrants

The first time entrant measure is expressed as the number of first time entrants per 100,000 of 10 to 17 year old population. First time entrants are those young people receiving a first formal youth justice sanction (Youth Caution, Conditional Caution or Conviction). Good performance is indicated by a lower rate.



In 2017 there were 447 first time entrants per 100,000 youth population in Herefordshire, representing a reduction of 34% since 2012. This compares with a reduction for England of 46% and for West Mercia of 26% over the same period. The actual number of first time entrants in 2017 was 72, compared to 86 in 2016. The rate of 447 is an improvement in performance on the previous year when the rate was 529.

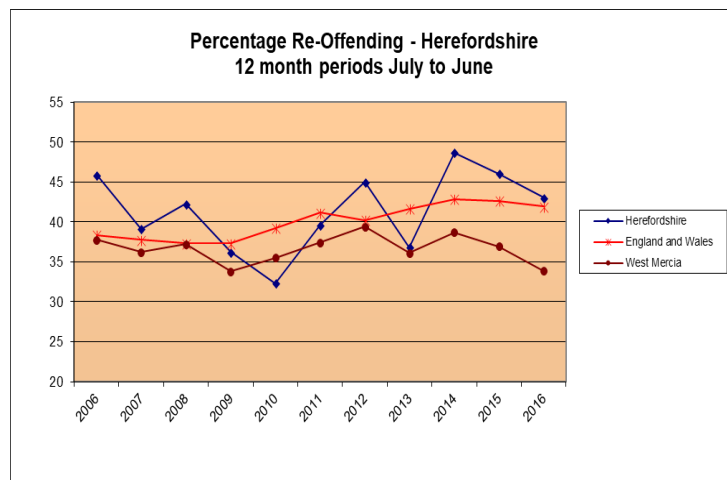
At 447 Herefordshire has the highest rate of FTEs across West Mercia, the range in rates across the West Mercia authorities is 304 to 447. The reduction of youth offending has been adopted as a priority by Herefordshire Community Safety Partnership, and some analysis of the FTE cohort is planned. During the recent pilot inspection of the youth justice service the inspection team formed the opinion that one reason

for the higher than might be expected rate of FTE in West Mercia is the out of court decision making process. A business case is being developed to adapt the process to bring more young people into the scope of joint agency decision making.

### (ii) Use of Custody

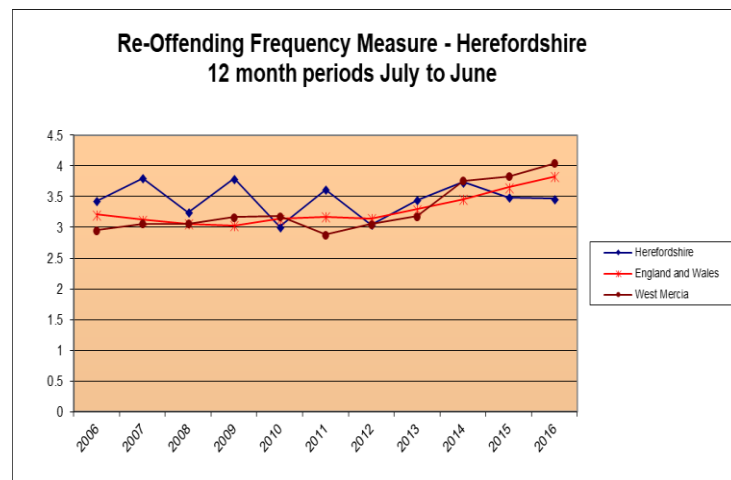
The use of custody measure is expressed as the number of custodial sentences per 1,000 of 10 to 17 year population, a lower rate indicates better performance. Herefordshire has, historically, had a low rate of custodial sentences. There was 1 custodial sentence during 2017, equating to a rate of 0.06 custodial sentences per 1000 youth population this represents a reduction in custodial sentences from 2016 where there were 3 custodial sentences equating to a rate of 0.19. The 2017 rate of 0.06% compares to a West Mercia rate of 0.16 and a national rate of 0.39.

### (iii) Re-Offending



There are two re-offending measures, both measuring re-offending in the same cohort of offenders over a 12 month period following the youth justice sanction that placed the young person in the cohort. The first, the frequency measure, is the average number of re-offences per re-offender in the cohort. The second measure, the binary measure, is the percentage of the offenders in the cohort re-offending. In both cases a lower rate denotes better performance. The most recent data for the re-offending measure is for the year July 2015 to June 2016. This is the year where the cohort is identified, they are then followed for re-offending for a 12 month period, hence to June 2017.

The frequency measure performance for Herefordshire for the period is 3.47, compared to the West Mercia performance of 4.04 and national performance of 3.83. Herefordshire is, therefore, performing better than England and West Mercia as a whole. The performance has slightly improved from the previous year when it was 3.49.



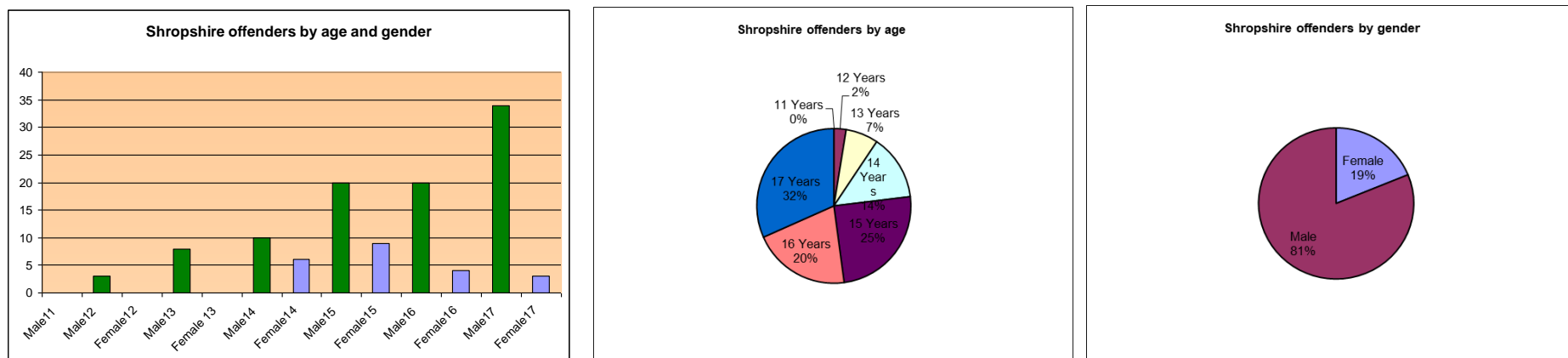
For the year July 2015 to June 2016 the binary measure for Herefordshire is 43.0% compared with a West Mercia performance of 33.9% and a national performance of 41.9%. For the period, therefore, there were a greater proportion of the cohort re-offending than for West Mercia, but they were, on average, re-offending with less frequency. The performance of 43.0% represents an improvement on the performance for the previous period when it was 46.1%. It should also be noted, that the overall cohort sizes are decreasing year on year. In 2011/12 there were 255 offenders in the cohort and 344 re-offences and compared to a cohort size of 179 and 267 re-offences in the 12 month period ending June 2016.

Reducing youth offending has been adopted a priority for the Herefordshire Community Safety Partnership and a delivery plan is currently being developed.

## APPENDIX 5 - AREA PROFILE – SHROPSHIRE

### Youth Offending Population – all Young People

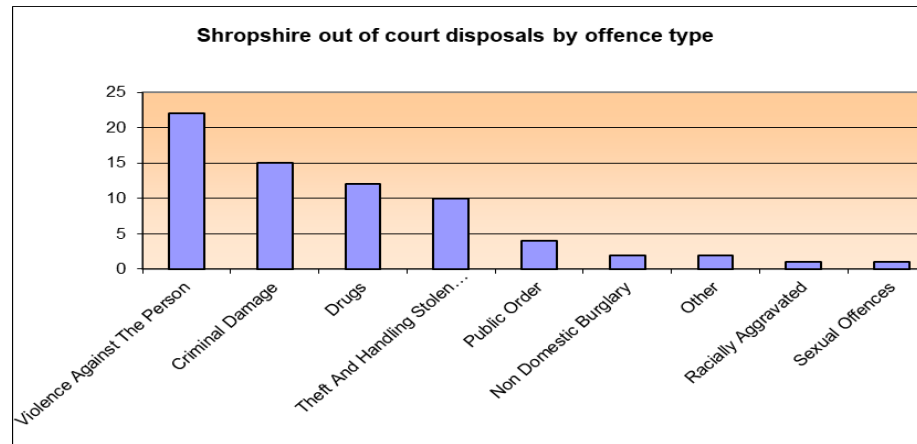
There are 27,663 young people aged 10 to 17 in Shropshire. In 2017/18, according to WMYJS records, there were 123 youth justice sanctions (youth cautions, youth conditional cautions or convictions) made on Shropshire young people. A total of 117 individual young people accounted for these 123 outcomes, 0.42% of the youth population.



Of the 117 young people entering or in the youth justice system in 2017/18, 81% were male. The majority, 77%, were aged 15 to 17 years. The peak age of offending for young males was 17 years and young females 15 years.

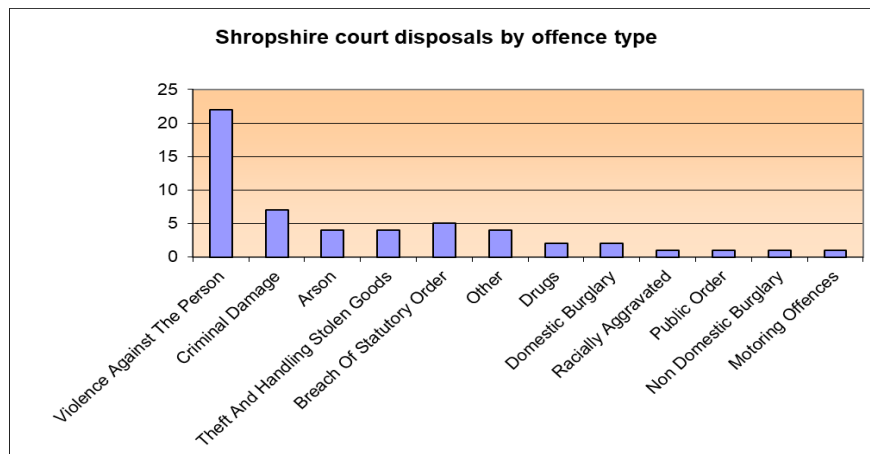
### Youth Offending Population – Young People Subject to Out of Court Disposals

During 2017/18 there were a total of 69 pre-court disposals made on Shropshire young people, 58 Youth Cautions and 11 Youth Conditional Cautions. The youth justice service is required to assess all young people made subject to second or subsequent Youth Caution and all Youth Conditional Cautions and if assessed appropriate provide a programme of intervention, in 2017/18 intervention programmes were provided for 30 pre-court disposals.



The most frequently occurring primary offences for out of court disposals were violence against the person, 32%, followed by criminal damage, 22%, drug offences, 17%, and theft and handling 14%.

### Youth Offending Population – Young People Subject to Court Outcomes



In 2017/18 a total of 45 Shropshire young people accounted for 69 court outcomes. Orders requiring WMYJS interventions (Referral Orders, YROs and Custodial sentences) accounted for 51 of the 69 court outcomes.

The majority, 85% of young people receiving court sentences were aged 15 to 17, with 17 year olds accounting for 43% of young people receiving a court sentence.

The most frequently occurring offence for court sentences was violence against the person, accounting for 41% of all outcomes. Criminal damage was the next frequently occurring offence, 13%, followed by breach of a statutory order 9%.

## Performance against National Indicators

### (i) First Time Entrants

The first time entrant measure is expressed as the number of first time entrants per 100,000 of 10 to 17 year old population. First time entrants are those young people receiving a first formal youth justice sanction (a Youth Caution, Conditional Caution or Conviction). Good performance is indicated by a lower rate



In 2017 there were 329 first time entrants per 100,000 youth population in Shropshire, representing a reduction of 23% since 2012. This compares with a reduction for England of 46% and for West Mercia of 34% over the same period. It should be noted that the rates in 2012 for England and West Mercia were significantly higher than for Shropshire (552, 680 and 426 respectively). The actual number of first time entrants in 2017 is 91, compared to 128 in 2012.

At 329 Shropshire has the second lowest rate of FTEs across West Mercia, in the range of 304 to 447. The Shropshire rate is higher than the national rate, 295 but lower than the West Mercia rate of 354. The 2017 rate of 329 represents deterioration of performance from the previous year when the rate was at 282.

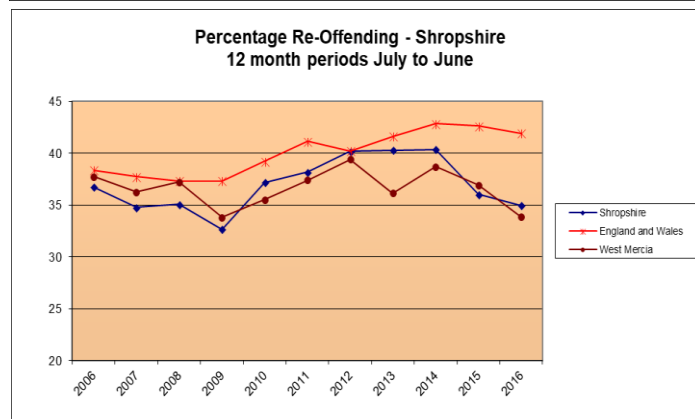
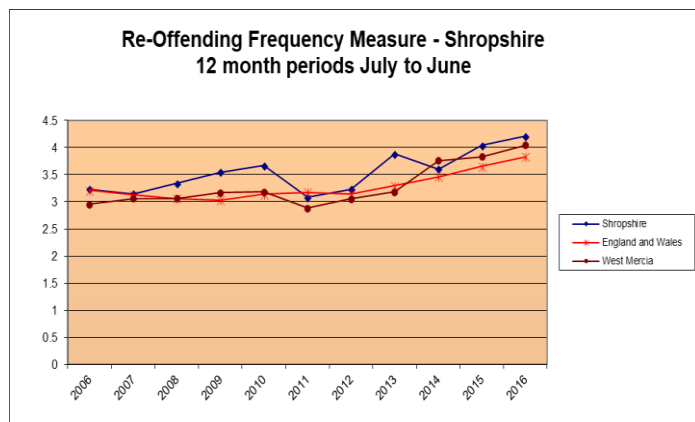
During the recent pilot inspection of the youth justice service the inspection team formed the opinion that one reason for the higher than might be expected rate of FTE in West Mercia is the out of court decision making process. A business case is being developed to adapt the process to bring more young people into the scope of joint agency decision making.

### (ii) Use of Custody

The use of custody measure is expressed as the number of custodial sentences per 1,000 of 10 to 17 year population, a lower rate indicates better performance. Shropshire has, historically, had a low rate of custodial sentences.

There were 7 custodial sentences during 2017, equating to a rate of 0.25 custodial sentences per 1000 youth population this represents a decrease in custodial sentences from 2016 where there were 8 custodial sentences. The 2017 rate of 0.25 compares to a West Mercia rate of 0.16 and a national rate of 0.39.

### (iii) Re-Offending



There are two re-offending measures, both measuring re-offending in the same cohort of offenders over a 12 month period following the youth justice sanction that placed the young person in the cohort. The first, the frequency measure, is the average number of re-offences per offender who re-offends in the cohort. The second measure, the binary measure, is the percentage of the offenders in the cohort re-offending. In both cases a lower rate denotes better performance. The most recent data for the re-offending measure is for the year July 2015 to June 2016. This is the year where the cohort is identified, they are then followed for re-offending for a 12 month period, hence to June 2017.

The frequency measure performance for Shropshire for July 2015 to June 2016 is 4.21, compared to the West Mercia performance of 4.04 and national performance of 3.82. Shropshire is, therefore, performing slightly worse than for West Mercia and for England and the performance represents a slight but not significant deterioration on the previous year when it was at 4.04. The general pattern of a rise follows both that of the West Mercia and national rates. The rises since 2014 are partly a result in changes in the methodology used by the Ministry of Justice to calculate this measure.

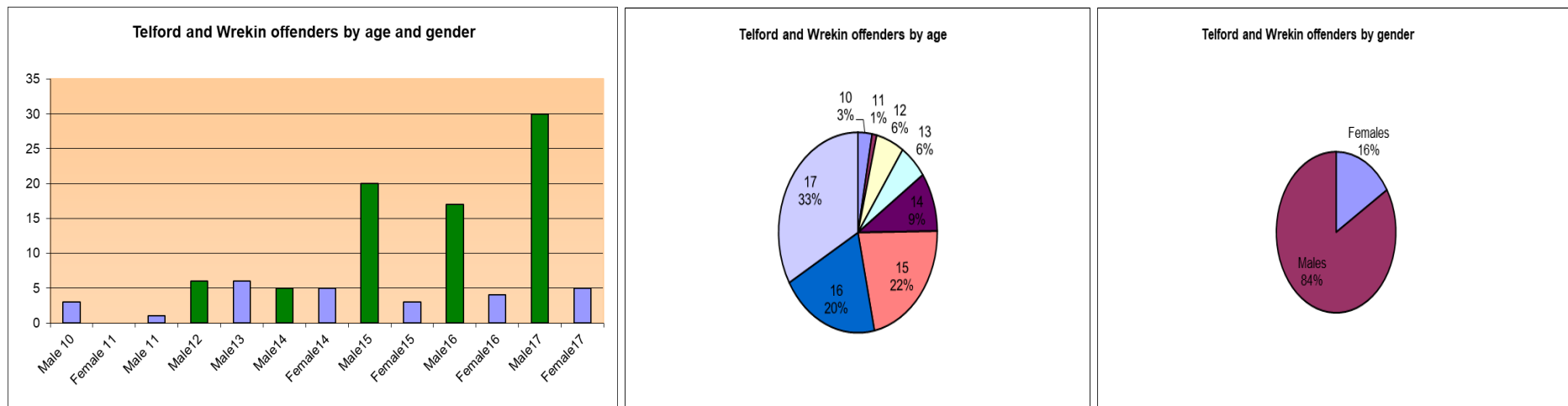
For the period the binary measure for Shropshire is 35.0% which is in line with the West Mercia performance of 33.9% and significantly better than the national performance of 41.9%. It should also be noted that the overall cohort sizes are decreasing year on year, in the current period there were 168 offenders in the

cohort and 240 re-offences compared to a cohort size of 341 with 443 re-offences in period ending June 2012. The number of actual re-offences has therefore decreased by 46% between the two periods.

## APPENDIX 6 - AREA PROFILE – TELFORD AND WREKIN

### Youth Offending Population – all Young People

There are 16,444 young people aged 10 to 17 in Telford and Wrekin. In 2017/18, according to WMYJS records, there were 135 youth justice sanctions (youth cautions, youth conditional cautions or convictions) made on Telford and Wrekin young people. A total of 105 individual young people accounted for these 135 outcomes, 0.64% of the youth population.

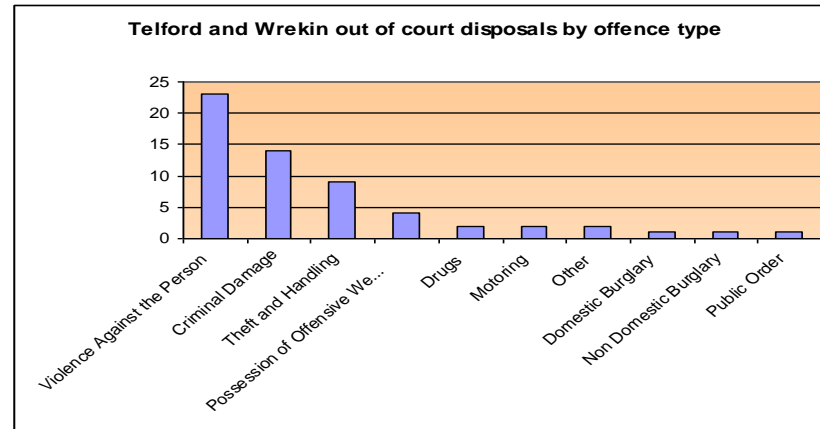


Of the 105 young people entering or in the youth justice system in 2017/18, 84% were male. The majority, 75%, were aged 15 to 17 years. The peak age of offending for both young males and young females was 17 years.

### Youth Offending Population – Young People Subject to Out of Court Disposals

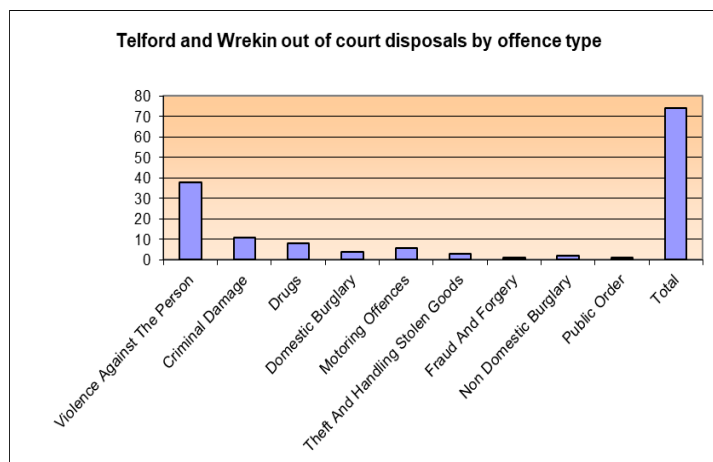
During 2017/18 there were a total of 74 pre-court disposals made on 64 Telford and Wrekin young people, all of these were Youth Cautions. WMYJS is required to assess all young people made subject to second or subsequent Youth Cautions and all Youth Conditional Cautions and if assessed appropriate provide a programme of intervention, in 2017/18 intervention programmes were provided for 28 pre-court disposals.





The most frequently occurring primary offence for out of court disposals was violence against the person, 51%, followed by criminal damage, 15% and drug offences, 11%.

### Youth Offending Population – Young People Subject to Court Outcomes



In 2017/18 a total of 41 Telford and Wrekin young people accounted for 61 court outcomes. Orders requiring WMYJS interventions (Referral Orders, YROs and Custodial sentences) accounted for 51 of the 61 court outcomes.

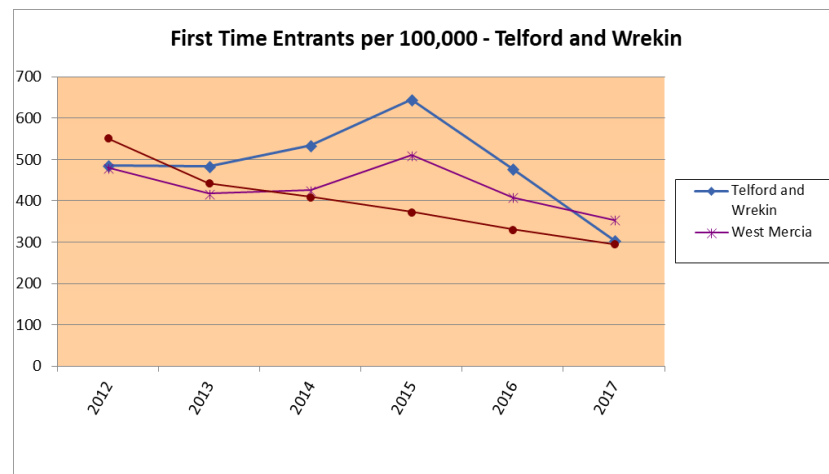
The majority, 82% of young people receiving court sentences were aged 15 to 17, with 17 year olds accounting for 41% of court outcomes.

The most frequently occurring offence for court sentences was violence against the person, accounting for 31% of all outcomes. Arson was the next most frequently occurring offences, 10%, followed by criminal damage, 8% and theft and handling 8%. These four categories of offences accounted for 57% of all sentencing outcomes.

## Performance against National Indicators

### (i) First Time Entrants

The first time entrant measure is expressed as the number of first time entrants per 100,000 of 10 to 17 year old population. First time entrants are those young people receiving a first formal youth justice sanction (a Youth Caution, Conditional Caution or Conviction). Good performance is indicated by a lower rate.



In 2017 there were 304 first time entrants per 100,000 youth population in Telford and Wrekin representing a reduction of 37% since 2012. This compares with a reduction for England of 46% and for West Mercia of 26% over the same period. The actual number of first time entrants in 2017 was 50, compared to 86 in 2012.

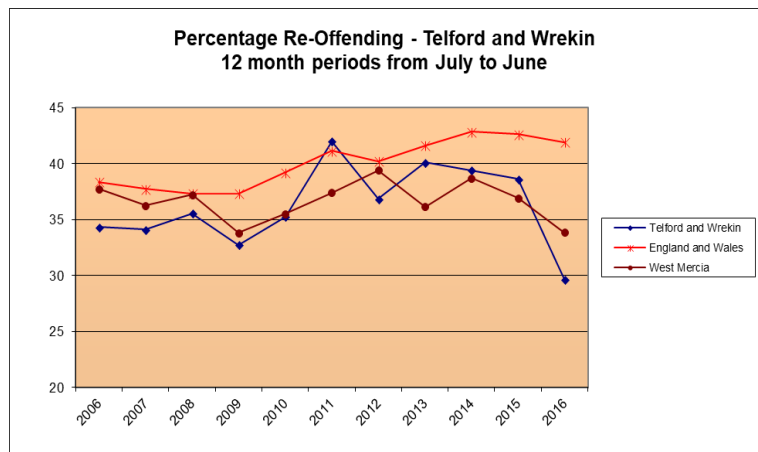
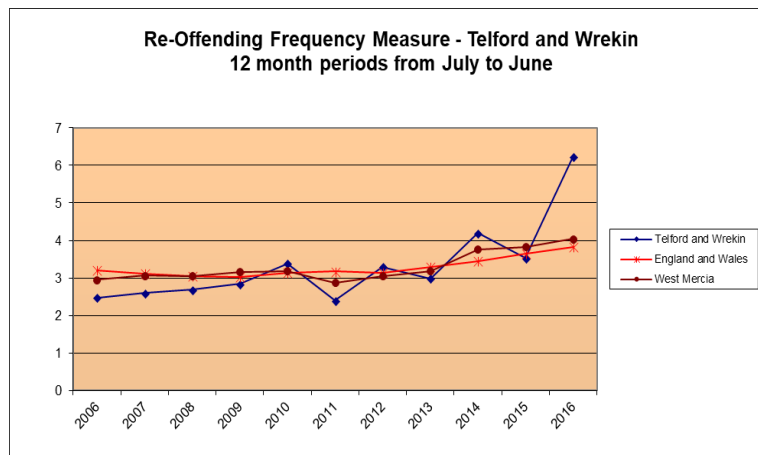
At 304 Telford and Wrekin has the lowest rate of FTEs across West Mercia, the range of rates across West Mercia being 304 to 447, but slightly higher than the rate for England which was 295. The rate in Telford and Wrekin has decreased from the previous year when it was significantly higher at 478. The number of FTEs has reduced from 79 to 50 between the two years, a decrease of 37%.

During the recent pilot inspection of the youth justice service the inspection team formed the opinion that one reason for the higher than might be expected rate of FTE in West Mercia is the out of court decision making process. A business case is being developed to adapt the process to bring more young people into the scope of joint agency decision making.

### (ii) Use of Custody

The use of custody measure is expressed as the number of custodial sentences per 1,000 of 10 to 17 year population, a lower rate indicates better performance. Telford and Wrekin has, historically, had a low rate of custodial sentences. There were 5 custodial sentences during 2017, equating to a rate of 0.30 custodial sentences per 1000 youth population this represents an increase in custodial sentences from 2016 where there were 2 custodial sentences equating to a rate of 0.12. The 2017 rate of 0.30 compares to a West Mercia rate of 0.16 and a national rate of 0.39.

### (iii) Re-Offending



There are two re-offending measures, both measuring re-offending in the same cohort of offenders over a 12 month period following the youth justice sanction that placed the young person in the cohort. The first, the frequency measure, is the average number of re-offences per offender who re-offends in the cohort. The second measure, the binary measure, is the percentage of the offenders in the cohort re-offending. In both cases a lower rate denotes better performance. The most recent data for the re-offending measure is for cohort identified in the year July 2015 to June 2016. This is the year where the cohort is identified, they are then followed for re-offending for a 12 month period, hence to June 2017.

The frequency measure performance for Telford and Wrekin for period is 6.22, compared to the West Mercia performance of 4.04 and national performance of 3.83. The frequency measure of 6.22 represents a significant rise from the year ending June 2015 when it was 3.53.

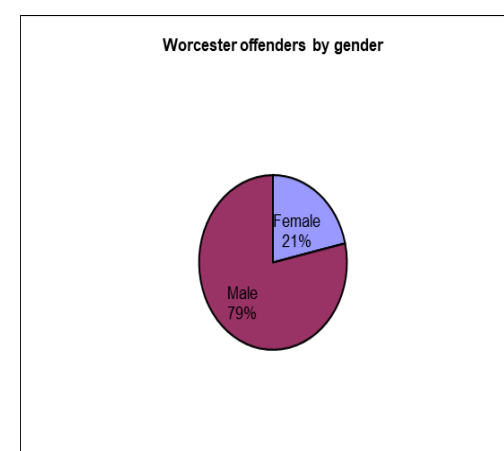
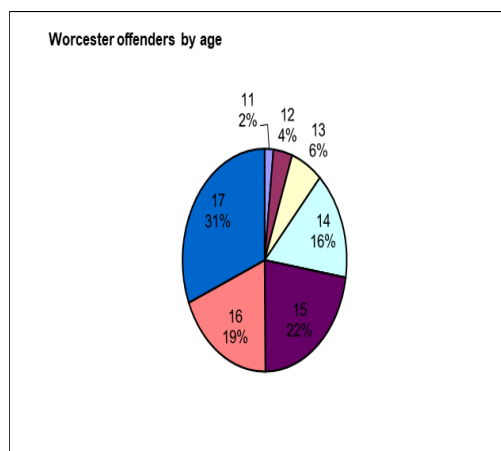
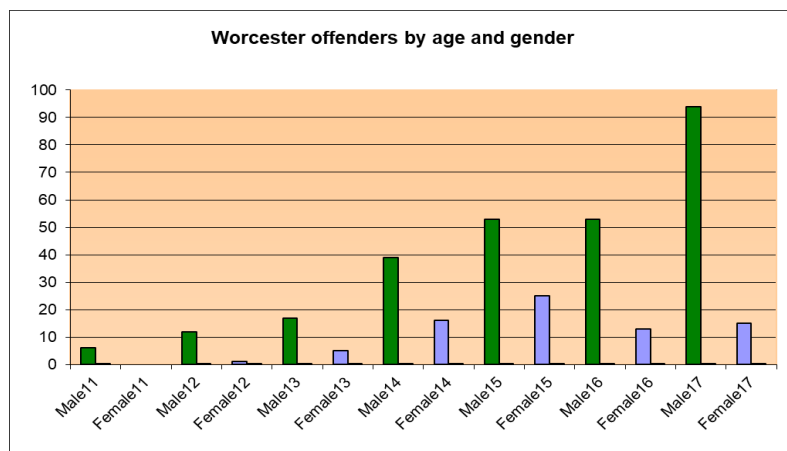
For the year ending June 2016 the binary measure for Telford and Wrekin is 29.7% compared with a West Mercia performance of 33.9% and a national performance of 41.9%, Telford and Wrekin is therefore performing better than West Mercia and England. The current performance has significantly improved from the previous year where the performance was 38.6%. When the two measures are considered together, there are, proportionally, less young people re-offending in Telford than in West Mercia as a whole, however those who are re-offending are committing more offences. It

should, however, be noted the overall cohort sizes are decreasing year on year. In the year ending June 2010 there were 451 offenders in the cohort and 531 re-offences compared to a cohort size of 182 with 336 re-offences in the current period. The number of actual re-offences have therefore decreased by 36% over the seven year period.

## APPENDIX 7 - AREA PROFILE – WORCESTERSHIRE

### Youth Offending Population – all Young People

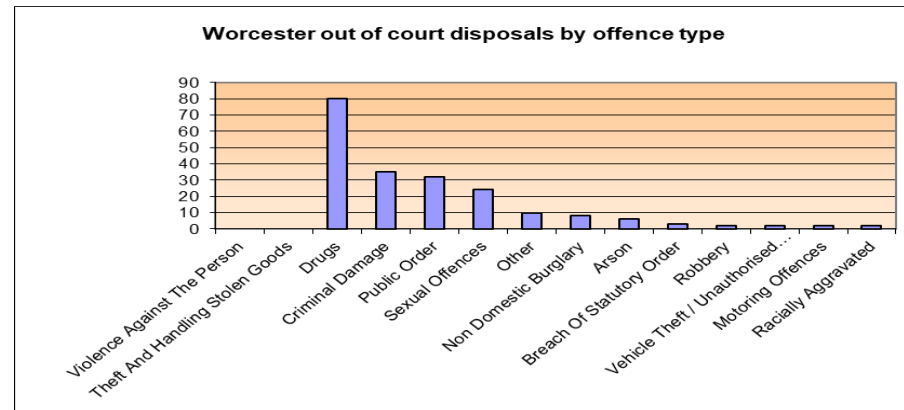
There are 50,812 young people aged 10 to 17 in Worcestershire. In 2017/18, according to WMYJS records, there were 404 youth justice sanctions (youth cautions, youth conditional cautions or convictions) made on Worcestershire young people. A total of 349 individual young people accounted for these 376 outcomes, 0.69% of the youth population.



Of the 349 young people entering or in the youth justice system in 2017/18, 79% were male. The majority, 73%, were aged 15 to 17 years. The peak age of offending for young males was 17 years and young females 15 years.

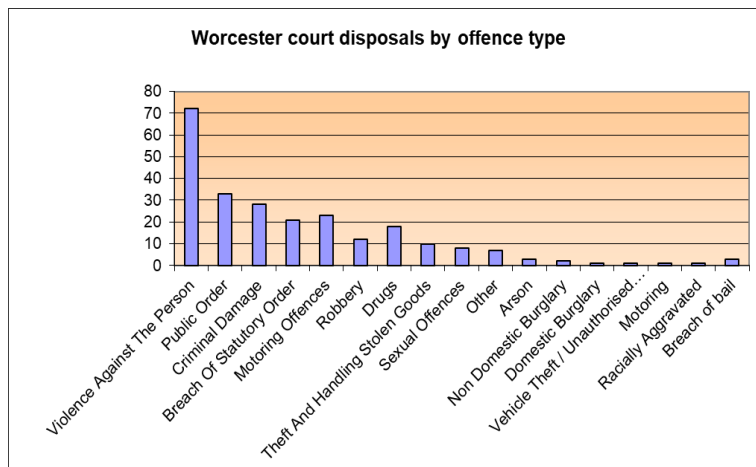
### Youth Offending Population – Young People Subject to Out of Court Disposals

During 2017/18 there were a total of 208 pre-court disposals made on 194 Worcestershire young people, 189 of these were Youth Cautions and 19 Youth Conditional Cautions. WMYJS is required to assess all young people made subject to second or subsequent Youth Cautions and all Youth Conditional Cautions and if assessed appropriate provide a programme of intervention, in 2017/18 intervention programmes were provided for 74 pre-court disposals.



The most frequently occurring primary offences for out of court disposals were violence against the person, 38%, followed by theft and handling, 17%, drug offences, 15% and criminal damage 12%.

### Youth Offending Population – Young People Subject to Court Outcomes



In 2017/18 a total of 155 Worcestershire young people accounted for 244 court outcomes. Orders requiring WMYJS interventions (Referral Orders, YROs and Custodial sentences) accounted for 208 of the 244 court outcomes.

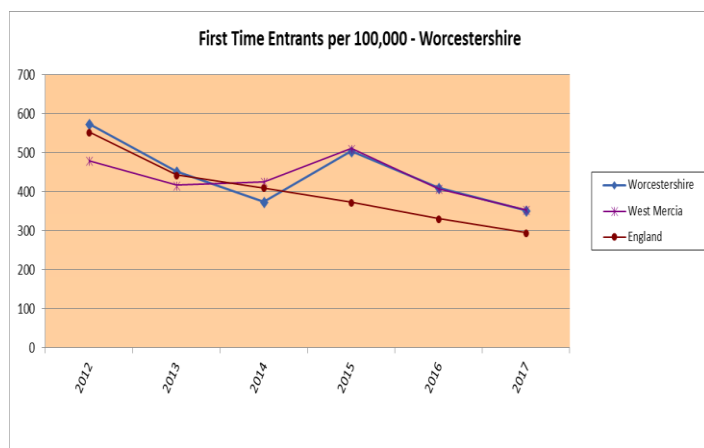
The majority, 82% of young people receiving court sentences were aged 15 to 17, with 17 year olds accounting for 43% of young people receiving a court sentence.

The most frequently occurring primary offence for court sentences was violence against the person, accounting for 30% of all outcomes. Public order offences were the next frequently occurring offences, 14%, followed by criminal damage, 11%.

## Performance against National Indicators

### (i) First Time Entrants

The first time entrant measure is expressed as the number of first time entrants per 100,000 of 10 to 17 year old population. First time entrants are those young people receiving a first formal youth justice sanction (a Youth Caution, Conditional Caution or Conviction). Good performance is indicated by a lower rate.



In 2017 there were 352 first time entrants per 100,000 youth population in Worcestershire, representing a reduction of 39% since 2012. This compares with a reduction for England of 46% and for West Mercia of 34% over the same period. The actual number of first time entrants in 2017 was 179, compared to 313 in 2012.

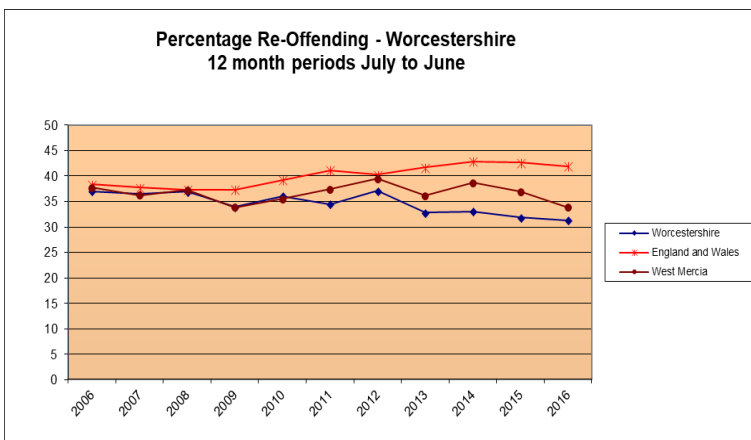
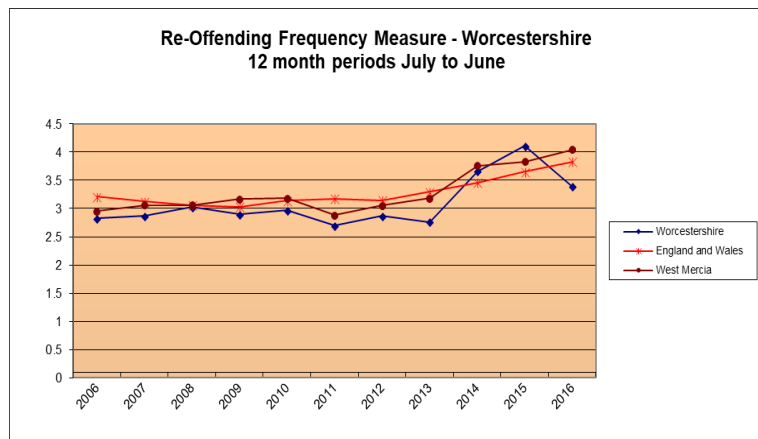
At 352 Worcestershire has the second highest rate of FTEs across West Mercia, with the highest rate at 447 and lowest at 304. The rate is higher than the national rate which is 295. The rate in Worcestershire has decreased from the previous year when it was 410. The number of FTEs has reduced from 209 to 179 between the two years, a decrease of 14%.

During the recent pilot inspection of the youth justice service the inspection team formed the opinion that one reason for the higher than might be expected rate of FTE in West Mercia is the out of court decision making process. A business case is being developed to adapt the process to bring more young people into the scope of joint agency decision making.

### (ii) Use of Custody

The use of custody measure is expressed as the number of custodial sentences per 1,000 of 10 to 17 year population, a lower rate indicates better performance. There were 9 custodial sentences during 2017, equating to a rate of 0.17 custodial sentences per 1000 youth population this represents a decrease in custodial sentences from 2016 where there were 16 custodial sentences equating to a rate of 0.31. The 2017 rate of 0.17% compares to the West Mercia rate of 0.16 and a national rate of 0.39.

### (iii) Re-Offending



There are two re-offending measures, both measuring re-offending in the same cohort of offenders over a 12 month period following the youth justice sanction that placed the young person in the cohort. The first, the frequency measure, is the average number of re-offences per offender who re-offends in the cohort. The second measure, the binary measure, is the percentage of the offenders in the cohort re-offending. In both cases a lower rate denotes better performance. The most recent data for the re-offending measure is for cohort identified in the year July 2015 to June 2016. This is the year where the cohort is identified, they are then followed for re-offending for a 12 month period, hence to June 2017.

The frequency measure performance for Worcestershire for year ending June 2016 is 3.39, compared to the West Mercia performance of 4.04 and national performance of 3.83. Worcestershire has, therefore, a better performance than West Mercia and England for this measure. The current performance is an improvement on the performance for the previous year where it was at 4.11.

For year ending June 2016 the binary measure for Worcestershire is 31.3% compared with a West Mercia performance of 33.9% and a national performance of 41.9%. Worcestershire is therefore performing better than West Mercia and England for this indicator. It should also be noted that the overall cohort sizes are decreasing year on year. In the year ending June 2012 there were 645 offenders in the cohort and 686 re-offences compared

to a cohort size of 406 with 430 re-offences in the current period. The number of actual re-offences has therefore decreased by 37% between 2012 and 2016.