



Birmingham Youth Justice Strategic Plan 2016 - 2017



**National
Probation
Service**



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Introduction to the Youth Justice Plan

Purpose of the Plan

There is a statutory requirement in the Crime and Disorder Act 1998, Section 40, for every local authority, after consultation with partner agencies, to formulate and implement an annual youth justice plan. The Plan must set out how local youth justice services are to be provided and funded. There is a requirement for the Plan to be submitted to the national Youth Justice Board and published in accordance with the directions of the Secretary of State.

The principal aim of the Youth Justice System, established by Section 37 of the Crime and Disorder Act 1998, is to prevent offending and re-offending by children and young people aged 10-17 years. Local Youth Justice Services are delivered and managed through Youth Offending Services, which are multi-agency partnerships with statutory representation from local authorities (specifically Social Care and Education), the Police, Probation and Health. The model brings together a range of agencies with expertise in welfare and enforcement practices to improve outcomes. The majority of the services are prescribed by statute or policy.

Birmingham Youth Offending Service is the largest metropolitan Youth Offending Service in the country, and is identified as the most complex by the Youth Justice Board given its urban context. The service works in partnership to achieve the national Youth Justice strategic objectives which are to:

- Prevent offending
- Reduce re-offending
- Reduce anti-social behaviour
- Increase victim and public confidence
- Ensure the safe and effective use of custody.

This strategic youth justice plan outlines the governance arrangements, including the role of the Youth Offending Service Management Board, in ensuring the statutory requirements are met. The Board has responsibility for overseeing the performance of the Birmingham Youth Justice Partnership against national and local youth justice outcomes, maximising its collective resources and contributing to wider priorities as set out in Council and partnership plans. Strong partnership working is essential across criminal justice and children's welfare services to ensure continuous improvements in outcomes related to the prevention and reduction of offending by young people, public protection and the safeguarding of children and young people.

Background

Birmingham is a richly diverse city with a population of over a million people. Birmingham has one of the youngest populations of any European city. The latest 2010 census figures identify that over 26% (274,135) of the population is under 18 years and 58% of these are from minority ethnic backgrounds. There are approximately 117,000 10-17 year olds.

Birmingham is a city with areas of significant deprivation. As a result, although many children and young people achieve good outcomes, others face a range of challenges, particularly in terms of their wellbeing and staying safe.

Section 39 (1) of the Crime and Disorder Act 1998 requires the cooperation of the named statutory partners (Local Authority, Police, Probation and Health) to form a youth offending service, which includes staffing contributions from those statutory partners. The Service must provide the main supervisory elements of statutory youth justice services:

- Assessment and management of risk and safeguarding;
- Effective interventions.

Which support:

- Young people remanded in custody and local authority care, and those requiring intensive bail support in the community;
- Appropriate Adult services and Pre-Court interventions, including Cautions and Community Resolutions;
- Young people subject to civil and criminal anti-social behaviour contracts and orders;
- Court orders managed in the community, including the provision of a lay youth panel to discharge the responsibilities of Referral Orders;
- Parenting Contracts and Orders;
- Restorative Justice to support victims;
- Sentence planning for young people in custody and their supervision on release.

The youth justice system works on the basis that addressing risk factors such as family breakdown, educational underachievement, substance misuse, mental illness and building resilience is the best way to reduce a young person's risk of offending and re-offending. The National Audit Office estimated that, in 2009, offending nationally by all young people cost the economy £8.5 - £11 billion.

Overall Birmingham is maintaining good performance against the three national youth justice indicators: reducing first time entrants; reducing re-offending and reducing the use of the Secure Estate. The number of Birmingham young people who entered the youth justice system for the first time and the number of young people sentenced to custody both continue to fall year on year, and Birmingham performs well for both measures when compared with other Core Cities. Birmingham has sustained one of the lowest re-offending rates (1.02) of all core cities for the 12-month cohort and is below the national average (1.194). Within this cohort were 967 young offenders, the largest across the core cities with 34.0% reoffending, which is the lowest percentage of

reoffenders of all core cities and below the national average of 37.8%. However whilst the overall number of young people coming to the attention of the youth justice system has fallen, the proportion of those with complex needs and high risk behaviours has risen.

What Works

Recent HMIP research¹, interviews with young people in the youth justice system and local practitioner intelligence supports the adoption of the principles of desistance training in supporting children and young people to move away from offending.

HMIP considers that desistance practice should take into account the wider social context of children and young people's behaviour and acknowledge the fundamental importance of trusting professional relationships as a medium for change. This includes individual empowerment and offering personalised interventions to each individual to remove structural barriers, including exclusions from education, training and employment. It also promotes engagement with the wider social context especially the family but also peers, schools, colleges and work, creating opportunities for change and constructive use of restorative approaches. The research of best practice and outcomes for young people highlights the importance of also enhancing social inclusion and promoting individual change, including addressing young people's sense of worth and identity whilst ensuring appropriate access to mental health and substance misuse services and developing skills to maximise opportunities.

AssetPlus, an assessment and planning framework currently being implemented nationally by the Youth Justice Board, contains materials premised on desistance theory and the practical application of desistance. Birmingham YOS has received this training and has implemented AssetPlus, which will allow the Service to personalise desistance support for children and young people.

Addressing youth violence is a key target of Birmingham YOS and its partners – understanding Risk and Protective factors is fundamental to our approach. Risk and Protective factors occur at the level of the individual, family and peer relationships, the community and society.

Research has identified the risk and protective factors that make youth violence more or less likely to occur and stressed the importance of including protective factors. A series of studies is cited of high risk groups that identify over half will not grow up to engage in serious youth violence and have attributed this to the increased presence of protective factors within an individual or geographical setting reducing the likelihood of youth violence

At the individual level, risk factors can include a history of involvement in crime, delinquency and aggressive behaviour; psychological conditions such as hyperactivity and conduct disorder; and the harmful use of alcohol and illicit drugs. At close relationships level the risk factors include growing up with poor

¹ <http://www.justiceinspectorates.gov.uk/hmiprobation/inspections/desistance-and-young-people/>

parental supervision, having experienced harsh and inconsistent discipline by parents, parental involvement in crime and associating with delinquent peers. Risk factors at community level include neighbourhood crime, gangs and a local supply of guns and illicit drugs, ease of access to alcohol; unemployment, high levels of economic inequality and concentrated poverty.

Protective factors may be distinct from risk and, as a result, can be considered to interact with risk factors to reduce their influence on the development of violent behaviour – for example a warm and supportive relationship with a parent will not address the family's low socio-economic status or parental substance misuse problem but it does buffer the child from the adverse effects of poverty or inconsistent parenting. Protective factors include low impulsivity, commitment of and to school, a warm and supportive relationship with a parent or carer, positive peer relations with positive peers and positive aspiration.

A comprehensive approach for preventing youth violence includes intervening at all levels to address risk factors and generate protective factors. Programmes on parenting, early childhood development, school based life and social skills training, therapeutic approaches (such as cognitive behaviour therapies) and policies to reduce access to and the harmful use of alcohol have all shown promise in preventing youth violence. At community and societal level, hotspot policing, community and problem-orientated policing, reducing access to and the harmful use of alcohol, substance misuse programmes and reducing access to firearms aim to address wider risk factors.

Evidenced-based practice

Birmingham Youth Offending Service and its broader partners deliver or commission a range of services and interventions informed by research and best practice. A range of these assessments and interventions are summarised below.

Evidence based assessments and interventions include: AssetPlus, AIM2, Triple P Teen, Multi Systemic Therapy, Restorative Justice, Family Group Conferencing; Good Lives; Cognitive Behavioural Therapy; Strengthening Families, Cygnet training, Aggression Replacement Therapy; Dialectical Behaviour Therapy; Motivational Interviewing; Female Gender Specific Interventions.

These are embedded within a model of practice based upon 'Working with Complex Families Training, (Level 4 City and Guilds), which has been delivered to practitioners alongside an equivalent for front line managers. The Birmingham Early Help and Safeguarding Partnership, established in September 2015, has recently adopted the 'signs of safety and wellbeing' framework and this is a key feature of the new Partnership's Early Help family assessment and Family Plan.

The Birmingham YOS has adopted a whole family response under the city's Think Family² approach and are therefore able to engage with young people and their families early, delivering a systematic assessment of the young person within the context of the family, delivering evidence-based interventions within the context of positive service relationships, drawing upon the input of a range of disciplines through seconded staff (mental health, substance misuse, education link mentors, social workers and probation officers and youth crime officers) and creating or supporting access to opportunity (education / employment) for all family members.

We continue to gather evidence of impact through direct feedback from young people and their families, distance travelled tools, including pre and post Strengths and Difficulties Questionnaires (SDQ), alongside the regular case reviews and the intelligence developed within the Service.

Structure and governance

Youth Offending Teams and Services were established under the statutory provisions of the Crime and Disorder Act 1998. The Act sets out the requirement for a local Youth Offending Team comprising the four statutory agencies: the Local Authority (including Children's Services), Police, Probation and Health. The primary duty to ensure a Youth Offending Service, and appropriate youth justice services are in place, rests with the Chief Executive of the local authority.

Accompanying the Crime and Disorder Act 1998 was an inter-departmental circular on "Establishing Youth Offending Teams" that set out the requirements for a governing chief officer steering group. In 2004 the YJB published "Sustaining the Success: Extending the Guidance, Establishing Youth Offending Teams", which set down the requirements for steering groups to transfer into governing YOT Management Boards. The role and responsibilities of Youth Offending Teams and their governing Management Boards are regulated by National Standards.

YOT Management Boards are primarily responsible for:

- Providing strategic direction and delivering the principal aim of reducing offending and re-offending;
- Ensuring there is a collective response to preventing and reducing youth crime;
- Determining how appropriate youth justice services are to be provided and funded;
- Ensuring the effective delivery of justice services for children and young people;
- Ensuring that children and young people involved in the youth justice system have access to universal and specialist services delivered by partners and other key agencies;
- Ensuring the services delivered reference the responsibility towards victims of youth crime.

² 'Think Family' is Birmingham's response to the national Troubled Families agenda

Birmingham Youth Offending Service Management Board meets quarterly and is chaired by the Cabinet Member for Transparency, Openness and Equality with the Head of National Probation Service, Birmingham, as Deputy Chair. Board members comprise representatives of each of the statutory partners, in addition to representation of the Chair of the Youth Bench, the Birmingham Voluntary Sector and other local partners including the Head of the Community Safety Partnership.

The Service sits within the People directorate within the City Council and the Assistant Director responsible for the Youth Offending Service is also the strategic lead for the Early Help Strategy and is joint chair of the Birmingham Early Help and Safeguarding Partnership, co-ordinating early help services across the partnership, Family Support and the 'Think Family' Programme (Birmingham's response to the national 'Troubled Families' programme). Since August 2016, the Assistant Director is also one of 7 senior managers across agencies with specific strategic responsibilities under the Community Safety Partnership.

Birmingham Youth Offending Service has five multi -agency Youth Offending Teams based across the city; a city-wide alternative to custody Intensive Supervision and Surveillance (ISS) Team, a Court, Bail and Remand Team and a Sexually Harmful Behaviour Team which is targeted at children and young people aged 6 – 17 years. In addition to statutory partners based in the service (Probation, Social Care, Health and Police) there are co-located specialist staff supporting outcomes based in the Service including an accommodation officer (St Basils), substance misuse staff (Aquarius), training and employment mentors (SOVA) and a specialist in working with child sexual exploitation (Barnados).

Partnership arrangements

The Youth Offending Service is a member of, or represented in, key partnerships and forums, providing the opportunity to highlight the needs and risks of those young people involved in the youth justice system, or at risk of entering it. These include the following:

- Birmingham Early Help and Safeguarding Partnership
- Safeguarding Children's Board
- Birmingham Community Safety, Police and Crime Board
- NEET Action Group
- Strategic Child Sexual Exploitation Sub Group
- Police and Schools Panels
- Substance Misuse Strategy and Commissioning Group
- Integrated Offender Management Strategic Group
- Prevent Strategy Group

During 2015/16 the Service has continued to build on partnership working by:

- Continuing to second a case manager into the Multi-Agency Gang Unit to maximise opportunities to manage high risk offenders and increase interventions that reduce risk and vulnerability;

- Prioritising strategies to prevent and reduce anti- social behaviour and youth crime. The Service is continuing to attend the city-wide School and Police Panels and working collaboratively with Education Colleagues in Birmingham City Council to improve school attendance and reduce exclusions.
- Fulfilling the requirements under the Service's 'Think Family' Investment Agreement, which includes achieving positive outcomes for families defined under the agreement including Department of Work and Pensions staff, to promote training and employment opportunities for young adults and parents within families;
- Working closely with colleagues in the Economy Directorate of BCC to support the Youth Employment Initiative. In 2016/17 this will enable the co-location of 10 employment mentors to work intensively with young people who are NEET and in the Youth Justice system, developing partnerships with employment and training providers, thereby increasing the opportunities for young people through apprenticeships and other placement provisions, to improve outcomes;
- Delivering a restorative justice project with Centro aimed at young people who commit minor offences whilst on public transport;
- Seconding a worker into the Special School Consortium to continue to develop work under a 'Pathfinder' pilot with external funders and the University of Birmingham, aimed at preventing and reducing offending by this cohort.
- Resourcing a senior worker from the Service into the partnership arrangements at the 'front-door' Children's Advice and Support Service in order to share information relating to risk and vulnerability and to joint plan.

Review of 2015/2016 performance

How we measure performance and quality

The Service monitors the three Youth Justice Board national priorities: preventing young people entering the youth justice system; reducing re-offending; and reducing use of the secure estate.

In addition to the three national youth justice indicators, the Service's Management Board monitors the performance of other local indicators identified as significant contributors to achieving broader outcomes. This includes a young offenders' engagement in suitable full-time Education, Training and Employment (ETE) at the end of their order. The Service also contributes to the Community Safety Partnership Strategic Partnership Assessment

The Service contributes data to the city-wide Children's Services data-sharing hub (Sentinel) which brings together, cleans and matches data from the Raise (Youth Offending), CareFirst (Social Care) and Impulse (Education) case management systems to provide a holistic 'single view' of a client's interaction with the various services. The range of data being collected and combined by Sentinel is currently being expanded to support the 'Think Family' agenda and the Service is engaged in this work.

The Youth Offending Service performance framework has been developed to support individual case workers and managers in delivering quality interventions to young people and their families. A number of individual strands underpin this and many are supported by the Service's case management system:

1. Weekly workload sheets for individual case workers and managers, identifying pending and outstanding assessments, plans and reviews;
2. Bi-monthly case file audits led by Team Managers;
3. Audits of all cases where the young person has been re-arrested.
4. Quarterly performance reviews attended by the lead Assistant Director;
5. Feedback from other service and thematic inspections to the YOS Management Board.

Young people and their families

In the period April 2015 to March 2016 the Service worked with 1369 young people on court ordered and preventative programmes, 666 (48.65%) of these were existing clients. This compared with 1515 young people, 677 (44.69%) who were existing clients, in the same period the previous year. This represented a fall of 9.64% from 2014/15.

In addition, the Service worked with approximately 1800 parents and siblings under its 'Think Family' responsibilities.

Age and gender

In terms of the age and gender of the young people worked with during 2015/16, figure 1 shows that the majority of young people worked with were male (1174, 85.76%). Females accounted for 195 clients (14.24%). These proportions were very similar in the previous year.

17 year olds were the most prevalent age in the Service's caseload. This was the same in the previous year.

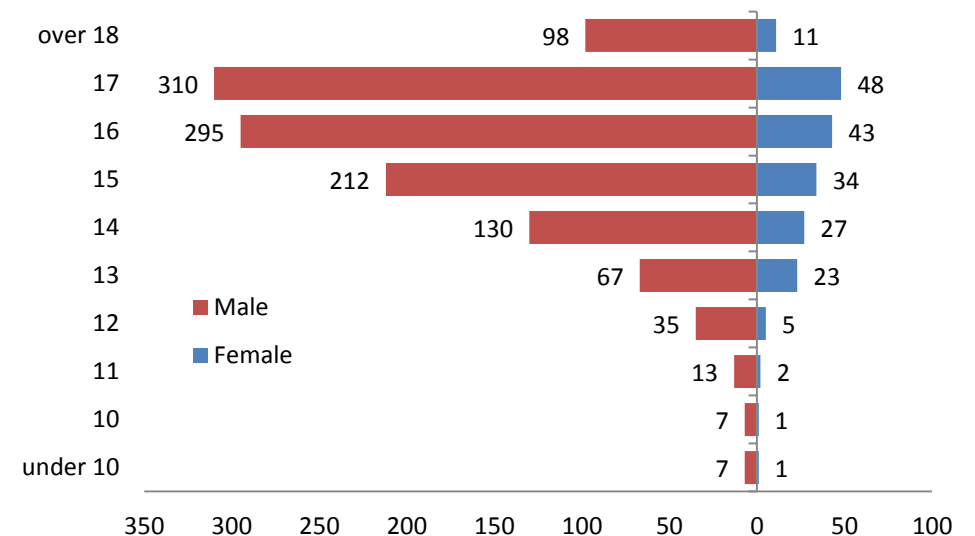


Figure 1: Number of clients worked with by Age and Gender, 01 April 2015 – 31 March 2016

Ethnicity

Those young people from a Black or Black British, or Dual Heritage remain over- represented as a proportion of the clients that the Service works with, whilst the Asian or Asian British population is under-represented.

The Service's intervention programmes take into account the cultural and religious needs of the young person and their family observances as laid down in legislation and National Standards. The programmes promote better behaviour by young people, which is reinforced by the compliance and breach procedures. Group work establishes the opportunity for all young people to interact in a positive manner and Restorative Justice approaches ensure that victims are supported and young offenders can take responsibility for their actions. The Service engages translation services where necessary and has actively recruited staff with appropriate language skills to work with groups of young people who speak very little English.

The Service has taken a number of actions, including contributing to preventative work to reduce school exclusions and commissioning programmes to reduce gang affiliation, which are significant to this agenda, and is also working with faith-based organisations to address issues. The young black men's empowerment programme, 'The Journey', works with young black men by strengthening protective factors to enable desistance.

The Service runs interventions which are specific to British Asian/Muslim boys, which are designed to prevent radicalisation and promote greater life chances. Work is also on-going to reduce extremism by white young people.

	Number of young people	% of 10 - 17 population	Number of offenders	% of 10 - 17 offending population
Asian or Asian British	39,459	33.5%	279	20.3%
Black or Black British	12,633	10.7%	268	19.5%
Chinese or other ethnic group	2,804	2.4%	35	2.6%
Mixed	9,936	8.4%	151	10.8%
White	53,042	45.0%	636	46.2%
Grand Total	117,874		1369	

Figure 2: Ethnicity of clients worked with, 01 April 2015 – 31 March 2016

Performance against the three Youth Justice priorities

Reducing the number of first time entrants

First time entrants (FTEs) are classified as young people, resident in England and Wales, who received their first, caution or court conviction. The figures are presented as a number and as a rate per 100,000 of the 10-17 year local population.

While the total number of first time entrants rose between April 2015 and March 2016 to 557 young people, an increase in the 10 -17 population³ saw a fall in the rate to 475 per 100,000. This compared with 542 young people (497 per 100,000) in 2014/15.

951 Community Resolutions were issued in the 12 month period; these do not count as substantive outcomes and therefore do not feature in the First Time Entrants figures. All Community Resolutions are however, assessed with the Police at a Joint Decision Making panel to identify whether the young person and/or their families need additional support provided through the Service's 'Think Family' responsibilities. This includes young people who have been excluded from school for significant behaviour problems

The majority of first time entrants were aged 15-17, with 44.6% aged 16 or older. 99 (17.7%) of first time entrants were female. The most prevalent offences amongst first time entrants were Violence against the Person, Theft and Handling Stolen Goods, and Robbery offences.

Of the outcomes given to first time entrants, 46.9% received pre-court outcomes, 43.2% first-tier outcomes, 7.8% community penalties, and 2.2% were sentenced to custody.

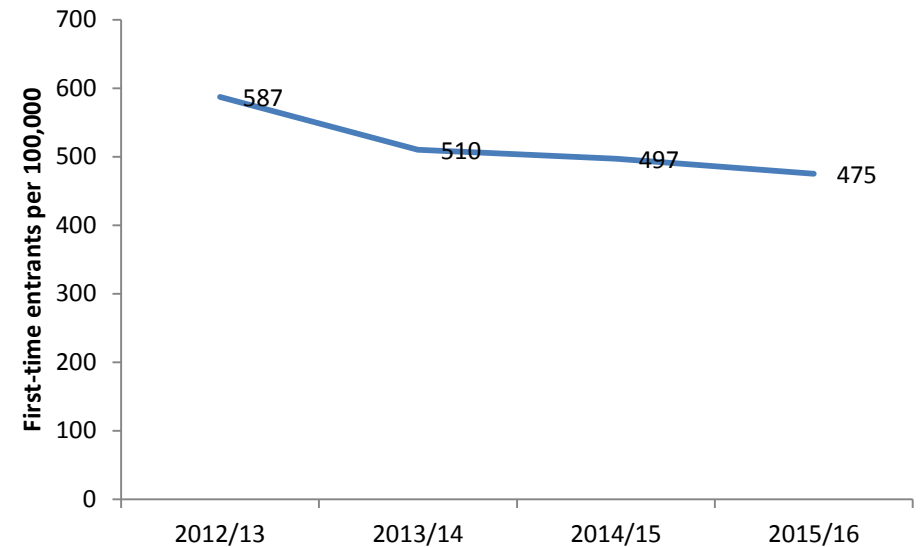


Figure 3: First-time entrants per 100,000 by year, 2012/13 – 2015/16

³ Office of National Statistics: Mid-2015 population estimates

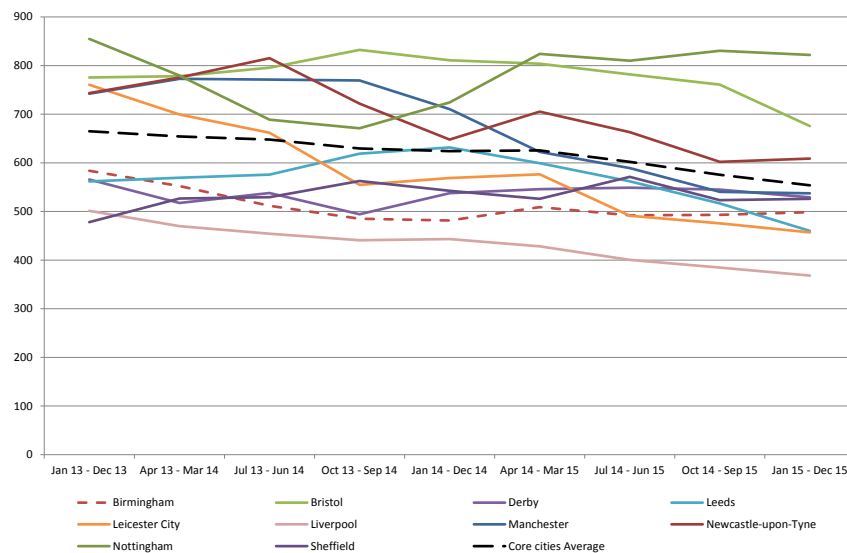


Figure 4: First time entrants 2013 – 2015, Core Cities

Nationally, the number of FTEs in the youth justice system has continued to fall since it peaked at 110,784 in the year ending March 2007. In the year ending March 2015 there were 20,544 FTEs. This represents a fall of 82% since the peak numbers of FTEs.

In comparison with other Core Cities, Birmingham's rate has remained in the lower half of cities and has remained lower than the average for Core Cities over the last 3 years. The Core Cities average between calendar year 2013 and 2015 (the latest for which comparator data is available) fell from 665 per 100,000 to 554 per 100,000 a reduction of 16.6%. Over the same period, Birmingham figures fell from 584 per 100,000 to 499 per 100,000, a reduction of 14.5%.

Reducing re-offending

A proven re-offence is defined as any offence committed in a one year follow-up period and receiving a court conviction, reprimand or warning in the one year follow up or a further six months waiting period.

Nationally there has been a rise in the frequency rate for re-offending and analysis that young people in the Youth Justice System have more complex and challenging needs is mirrored locally. However, Birmingham has sustained one of the lowest re-offending rates (1.02) of all core cities for the 12 month cohort July 2012 – June 2013 (latest Ministry of Justice figures) and is below the national average of 1.19.

Within this cohort were 967 young offenders, the largest across the core cities, with 34.0% re-offending, which was one of the lowest percentages of

Re-offending Rate per 100,000: July 2012 to Jun 2013 cohort (tracked for 12 months)

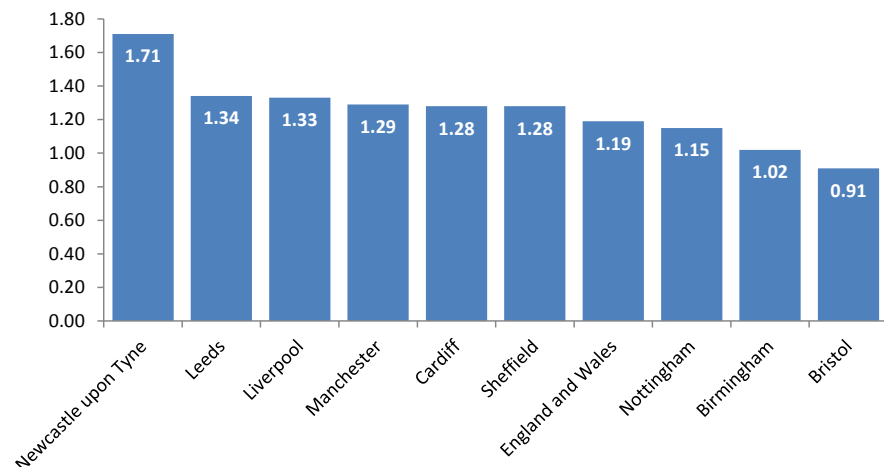


Figure 5: Average number of re-offences per offender, July 2012 – June 2013

re-offenders of all core cities and compared with 37.8% nationally.

An analysis of Birmingham young people shows that those who re-offended were more strongly affected by the following risk factors than those who did not re-offend:

1. Lack of commitment including truancy;
2. Living in families under stress due to criminality, substance misuse, mental health issues;
3. Special Educational Needs;
4. Looked After status;
5. Having a large number of previous outcomes;
6. Young people at risk of gang affiliation

Positive interventions include: offending behaviour programmes with a cognitive behavioural therapy focus; restorative justice; evidence based parenting programmes; young people supported to re-engage in education, training and employment and access to substance misuse and mental health treatment.

The Service delivers these interventions through their multi-agency staff and commission third sector specialist services for reducing gang affiliation including support for Looked After Children, services for young people on the autistic spectrum (specifically for those at risk of child sexual exploitation) and intensive mentoring to support engagement in education, training and employment. Robust transition arrangements with the Probation Trust for all young people approaching 18 are continuing to enable reductions in re-offending to be maintained into the adult system.

Reducing the use of the secure estate

Custodial sentences

This indicator compares the number of custodial sentences against the 10 –17 year old population of a local area.

Birmingham has higher custodial sentences than the national average, although levels are comparable with other core cities. The number of custodial sentences in Birmingham has increased in the 2015/16 period to 110. This compares to 103 custodial sentences in 2014/15.

The majority (94.5%) of young people sentenced to custody were aged 15-17 and young people of either Black or Black British ethnicity or dual heritage backgrounds remain over-represented. 3.09% of those sentenced to custody were young females.

The offence categories most likely to lead to custody were Robbery (34, 31.2%); Violence Against the Person (23, 21.1%); and Breach of Statutory Order (16, 14.7%), which together accounted for 67.0% of custodial sentences during the period.

Of the 110 custodial sentences made, 28 (25.45%) received up to 6 months detention, 40 (36.36%) from 6 months to 12 months and 42 (38.18%) over 12 months. This compares with 16 (15.53%), 46 (46.66%) and 41 (39.81%) respectively in the previous year, showing a distinct change in sentencing patterns favouring shorter sentences over those of medium length.

The Service has an intensive alternative to custody programme, Intensive Supervision and Surveillance programme (ISS), which is available to courts at bail and sentence stage and for young people released from custody and subject to licence. This programme includes 25 hours per week of intensive supervision and curfew enforced by electronic monitoring. During the period, 79 young people started on an ISS programme. Over the whole year, 207 young people were worked with by ISS on community-based programmes.

Remand bed nights

In December 2012 the Legal Aid Sentencing and Punishment of Offenders Act 2012 came into force. This introduced significant changes affecting remands:

- 17 year olds were made subject to the same remand framework as 12-16 year olds, meaning that they could be remanded into Local Authority Secure Children's Homes (LASCHs) or Secure Training Centres (STCs) if deemed vulnerable;

	Custodial sentences 01 April 2015 - 31 March 2016	10-17 population	Rate per 1,000 of the 10-17 population
Birmingham	110	117,343	0.94
Bristol	26	34,983	0.74
Leeds	30	64,225	0.47
Liverpool	33	36,724	0.90
Manchester	51	44,101	1.16
Newcastle	24	22,939	1.05
Nottingham	23	25,766	0.89
Sheffield	11	48,475	0.23
England and Wales	1818	4,885,713	0.37

Figure 6: Comparison of custody rates between Core Cities, April 2015 – March 2016.

- All 12-17 year olds subject to a secure remand now automatically have Looked After Children status;
- From 1st April 2013, funding for all secure and custodial remands was devolved to Local Authorities.

Young people from Birmingham occupied 2965 remand bed nights between 01 April 2015 and 31 March 2016. This was lower than the 3817 used in 2014/15, and a significant drop from the 6399 used in 2012/13. The total cost of the 2015/16 bed nights was just over 70% of the previous year's cost.

A total of 56 young people were remanded to the secure estate between April 2015 and March 2016 which was a fall from 59 in 2014/15.

Establishment type	2014/15: Number of bed nights	2015/16: Number of bed nights	Difference
LASCH	0	78	+78
STC	929	276	-653
YOI	2,888	2,611	-277
Overall	3,817	2,965	-852

Figure 7: Number of bed nights, comparison 2014/15 – 2015/16

An analysis of the remand data for 2015/16 identified that:

- The overall average length of a remand episode was 43.6 days (down from 51.6 days in 2014/15), with the average episode for those remanded to STCs (51 days) longer than for those remanded to YOIs (45.3 days).
- 98.2% (55 young people) of the remanded population were male.
- 25.0% (17 young people) were Black or Black British, compared to 10.72% of the local 10-17 population. These young people accounted for 25.2% of bed nights. This was an increase of 16 young people over the previous year.
- 69.1% of remand episodes during the period were made in response to offences with a gravity score of 6 or above.
- Robbery was the most common offence for which young people were remanded, accounting for 33.8% of remands, with violence and domestic burglary offences leading to a further 23.5% and 11.7% of episodes respectively.
- 50.0% of remands were in relation to those aged 17: a cohort who previously could only be remanded to a YOI
- 1.5% of these were bed nights spent by 17 year old young men in STCs, which identifies issues relating to vulnerability and safeguarding.

During the same period, 19 young people were remanded to Local Authority Accommodation for a total of 752 nights as an alternative to a secure remand. The Service provided Bail Supervision and Support to 27 young people for 1858 nights, and 26 young people were given an Intensive Supervision and Surveillance Bail programme for 1263 nights

Inspection

During 2015/2016 the Service was subject to a Short Quality Screening Inspection of the quality of youth offending work by HM Inspectorate of Probation.

47 cases were inspected and overall, the inspectors found work of good quality with staff well-engaged with the children and young people under their supervision and their parents/carers and that the Service was working effectively with other agencies involved in their cases.

Key strengths identified were:

- PSRs and Referral Order panel reports, and assessments of why children and young people had offended, were of a good standard.
- Case managers demonstrated good knowledge of, and commitment to, the children and young people under their supervision.
- Good attention was paid to the health and well-being outcomes of children and young people.
- Children and young people and their parents/carers were involved in the assessment and planning of work with them.
- The quality of reports provided to youth offender panels in the Referral Order cases inspected was of a high standard.
- However, while some initial panel meetings were held promptly following sentence, others were delayed. A shortage of panel members and availability of venues were contributory factors to delays.

Areas requiring improvement identified were:

- Staff and managers should ensure that in all cases, where required, there is sufficient planning and review of work to manage the risk of harm to others and the safeguarding and vulnerability of the child or young person.
- Managers should ensure that in all cases there is effective oversight of the quality of work to address the risk of harm to others, and the safeguarding and vulnerability of children and young people.
- The YOS should ensure referral order panels are held promptly following sentence.

An action plan is in place to address all areas identified as requiring improvement in the Inspection.

Safeguarding

The Youth Offending Service continues to execute its duties under Section 11 of the Children Act (2004), which places a number of duties on the YOS (and the services contracted out to others) to ensure that the day to day business takes into account the need to safeguard and promote the welfare of children. The YOS submits annual reports to the Birmingham Safeguarding Children's Board which indicates how safeguarding duties are being fulfilled.

Safeguarding training has been offered across the service via the Birmingham Safeguarding Children's Board, as well as internal development and external training providers undertaking training across a range of vulnerabilities including:

- Safeguarding for Senior Managers;
- Child Protection and Early Help;
- Child Sexual Exploitation, Missing and Trafficked Children;
- WRAP3 and Prevent;
- ASSET Plus training
- Speech and Language training;
- Gangs;

Over the previous 12 months, the Multi-Agency Safeguarding Hub (MASH) has re-located its child protection teams to within the three locality Assessment and Short Term Intervention (ASTI) teams. The MASH is focussed around creating the clear distinction between the "Front Door" and MASH. Children's Advice and Support Service (CASS) is a multi-agency front door using the principles of Right Service Right Time and referring into MASH when necessary. The Youth Offending Service provides two part time Senior Social Workers within the MASH environment, which has seen an improvement in:

- Timeliness and quality of YOS safeguarding referrals;
- A greater understanding around Remands to Local Authority Accommodation and Youth Detention Accommodation;
- An Increase in early referrals to the Sexually Harmful Behaviour Teams;
- YOS attendance at peer on peer abuse strategy discussions;

All young people are screened for issues of vulnerability. Between 01 April 2015 and 31 March 2016, 1111 Vulnerability Management Plans were completed on 472 young people known to the Service, compared with 984 plans on 436 young people in the previous year. Responses include referrals to Children's Safeguarding

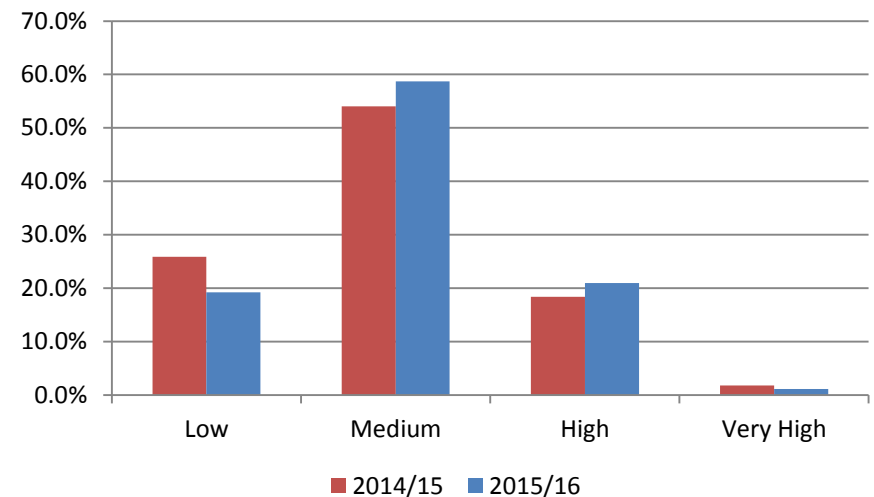


Figure 8: Assessed level of Risk to self, comparison 2014/15 – 2015/16

Services, Child and Adolescent Mental Health and substance misuse and alcohol treatment services.

As the Service implements AssetPlus from September 2016, assessments will focus around the assessment of safety and wellbeing. Given AssetPlus is a more comprehensive assessment tool than ASSET, safeguarding assessments within the YOS will also become more robust.

An Assistant Head of Service has named responsibility for attending and supporting the work of key Birmingham Safeguarding Children's Board subgroups:

- Serious cases;
- Child Death Overview panel and;
- Performance and Quality Assurance
- CSE and Missing Operational Groups

Certain risk factors may lead to a greater propensity to remain engaged in offending behaviour. By mapping data contained within the Asset core assessment, analysis has identified the incidence of the risk factors within the assessments completed.

For the young people worked with during the period April 2015 – March 2016, 5 risk factors were identified as each, in turn, affecting over 50% of the young people. The most common risk factors were broadly similar to those identified as affecting the young people worked with during April 2014 – March 2015.

For the young people sentenced to custody between April 2015 and March 2016, additional risk factors – each in turn affecting over half of the cohort – included: availability of drugs; lack of commitment, including truancy; parental involvement in/attitudes condoning problem behaviour and poor parental supervision and discipline.

The average Asset scores for young people sentenced to custody were higher in every category than those for young people who received non-custodial sentences.

Strengthening protective factors such as reasoning skills and employment prospects help mitigate against a young person remaining engaged in offending and diminish the effect of risk factors which are more difficult to change e.g. disadvantaged neighbourhood or family history of problem behaviour. Of the young people worked with between April 2015 and March 2016, 96.6% of those assessed were judged to have at least one protective factor.

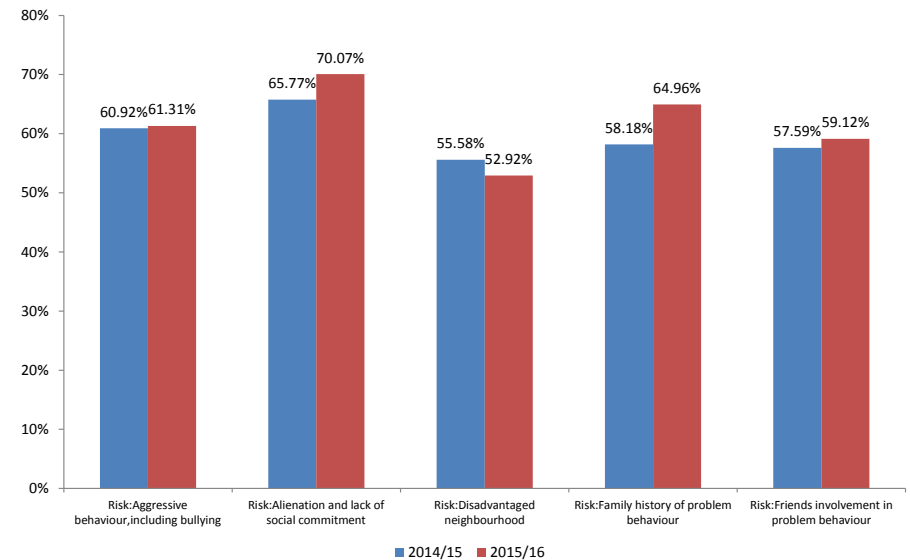


Figure 9: Significant risk factors, comparison 2014/15 – 2015/16

Children in Care (Looked after children)

National figures have evidenced that children in care are disproportionately represented in the criminal justice system and have made recommendations on the use of restorative justice as an alternative form of behaviour management for minor offences. The latest Local Authority returns identified that 40⁴ (4.6%) of the 870 children aged 10 or older who had been looked after for more than 12 months had a conviction or were made subject to a final warning or reprimand during the period 1st April 2015 - 31st March 2016, a reduction from 60 (6.8%) in 2014/15. This compares favourably with the national average of 5.19%, and has been supported by Police and Crown Prosecution Service practices to reduce criminalisation of young people in care for minor offences such as criminal damage.

	Number of young people Service worked with 2015- 2016
Current	164
Previous	79
Never	1126
Overall	1369

Looked after children (LAC) are an especially vulnerable group and their prevalence in the youth justice system is regularly monitored and reported upon. Figure 10 shows that 243 young people were currently or had previously been looked after at the point of receiving a substantive outcome in 2015/16.

Figure 10: Looked After status of offenders worked with, April 2015– March 2016

Young people with a history of being looked after were more likely to be sentenced to custody, with custodial sentences comprising 16.12% (39 young people) of all LAC sentencing, compared to 8.51% of those who had never been looked after. Despite the high proportion being sentenced to custody, young people with a history of being looked after only constituted 8.8% of First Time Entrants during the period. Young people with a history of being looked after were less likely to be in full time ETE at the end of their order (62.3%) than those who had never been looked after (72.0%). Of the young people remanded to the secure estate during the period, 9 (16.0%) were looked after at the time of remand. These young people accounted for 9.0% (269) of the 2,965 remand bed nights during the period.

To ensure that looked after young people are not disadvantaged by being allocated to a new worker when a new placement moves them from one catchment area to another, the Service allocates a worker to them from their 'home' team and this worker is responsible for ensuring they receive the necessary support and intervention irrespective of where they are placed, either within the city or an out-of-city placement.

In addition, work has been ongoing to streamline the case review process across agencies into a single meeting to improve integrated working and avoid unnecessary duplication.

⁴ [https://www.gov.uk/government/statistics/outcomes-for-children-looked-after-by-local-authorities/SFR34_2015_Local_Authority_Tables .xlsx](https://www.gov.uk/government/statistics/outcomes-for-children-looked-after-by-local-authorities/SFR34_2015_Local_Authority_Tables.xlsx)

Public Protection

The management of young offenders subject to court orders is a key responsibility of the Youth Offending Service. Those young people assessed as posing a higher risk to the public from re-offending or causing harm to others are subject to more intensive multi-agency arrangements to address concerns.

The Youth Offending Service continues to lead and chair local Risk and Vulnerability panels in each of the five area teams to discuss those young people assessed at medium to high risk of reoffending, harm and vulnerability. This allows the YOS to coordinate services for the young person to reduce risk and vulnerability.

Compared with 2014/15, 2015/16 saw an increase in the proportion of the Service's caseload presenting a risk to others. As the overall number of young

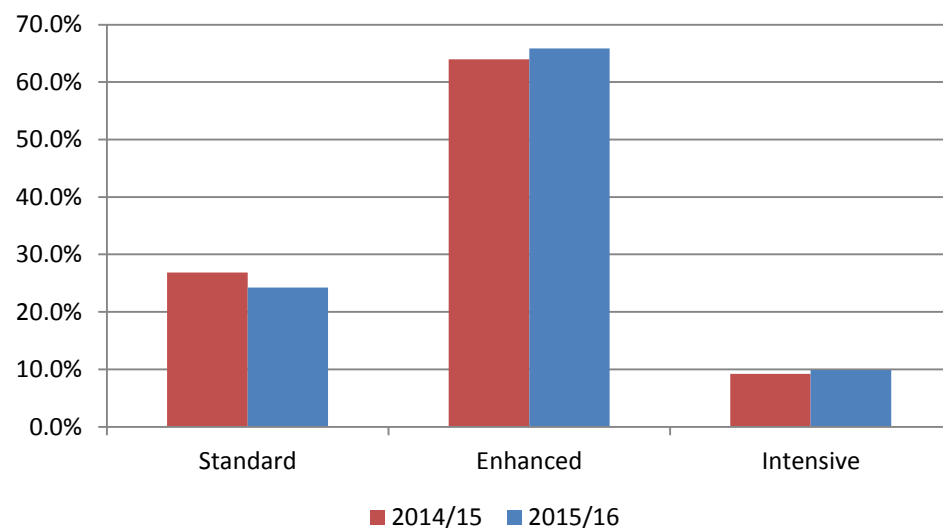


Figure 12: Intervention levels, comparison 2014/15 – 2015/16

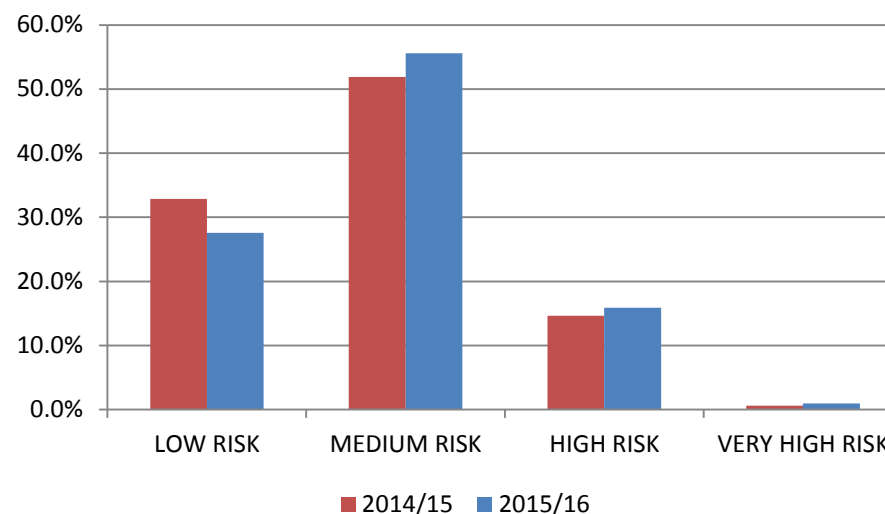


Figure 11: Assessed level of Risk to others, comparison 2014/15 – 2015/16

people coming to the attention of the criminal justice system has fallen, the proportion of those with complex needs and presenting more serious risks has risen. This is further underlined when the assessments of risks that young people pose to themselves is looked at where there are significant increases in the number of young people posing medium and high risk to themselves.

The Scaled Approach lays down, within National Standards, the levels of contact that each young person will be subject to and each young person is set an 'intervention level' which is regularly reviewed.

Compared with 2014/15, 2015/16 saw an increase in the proportion of young people being assessed on the Enhanced and Intensive levels of intervention. These require higher contact levels than the Standard intervention level.

Integrated Offender Management

Integrated Offender Management (IOM) brings a cross-agency response to the crime and reoffending threats faced by local communities. The most persistent and problematic offenders are identified and managed jointly by partner agencies working together.

The Service is represented within the Integrated Offender Management (IOM) Board, Strategic IOM Subgroup and IOM Operational meetings to ensure that the Youth ODOC (One Day One Conversation), a case management meeting, is steered within a Pan-Birmingham Strategy, in line with adult offender management, but recognising the differences in managing the risk of children and young people.

The Youth ODOC is chaired by the Youth Offending Service and vice-chaired by West Midlands Police. The two current cohorts of Youth ODOC are those who are deemed “Persistent and Priority Offenders,” and those young people in the ‘Deter’ cohort to address concerns at an early stage and divert escalation into persistent offending and entrenchment.

The main interventions offered under the IOM Strategy are: drugs and alcohol, mental health services, education training and employment, accommodation and support, Thinking attitudes and behaviour, family support and safeguarding and health.

Over the next 12 months, there are plans to engage families and parents within this cohort, with a structured format around notifying parents and young people if a child has been adopted and de-selected in writing, as well as providing regular updates around positive progress or escalations of concerning behaviour.

Multi-Agency Public Protection Panel

The Multi-Agency Public Protection Arrangements (MAPPA) are a key part of the government’s strategy in protecting the public and are intended to help manage the risks presented by serious violent and sexual offenders. The four key functions of MAPPA are to

- Identify all relevant offenders;
- Complete comprehensive risk assessments that take advantage of coordinated information sharing across agencies;
- Devise implement and review robust MAPPA management plans;
- Focus available resources in a way which best protects the public from serious harm.

A pan-Birmingham level 2 youth MAPPP (Multi agency Public Protection Panel) chaired by a senior probation officer (Violent Offenders) and a senior Police officer (Sexual Offenders).

The Service is responsible for completing 'Risk of Serious Harm to Others' (ROSH) assessments and co-ordinates robust multi-agency plans for these young people. This led to 1466 ROSH assessments being completed on 428 young people and 1111 Risk Management Plans being completed on 497 young people between 01 April 2015 and 31 March 2016 to manage that risk. This compared with 1426 ROSH assessments being completed on 632 young people and 1008 Risk Management Plans being completed on 469 young people in 2014/15.

Summary of 2014/15 priorities

Outcome	Measure	Target for 2015/16	Outcome (2015/16)
Reduce first time entrants (FTE) to the Youth Justice system	First time entrants to youth justice system (per 100,000 children)	5% Improvement	479 per 100,000
Reduce Recidivism	Reduction in re-offending Reduce or maintain national average	Maintain current performance	(Jul 2013 – Jun 2014 cohort) Binary rate:34.0% Frequency rate:1.02
	Reduction in re-offending rates for ODOC/MAPPA clients	New target	47 young people to be tracked
Reduce the use of Custody	Reduction in number of young people per 1,000 of 10 – 17 population sentenced to the secure estate	5% Improvement	0.94
	Reduction in number of young people remanded to the Secure Estate	5% Improvement	56
	Increase percentage of young people successfully completing ISS	10% Improvement	62% completion rate
	Young people looked after for more than 12 months given a substantive outcome	Performance to be equal or better than national average.	National figure = 5.1% Core Cities =5.6% Birmingham=4.6%

Outcome	Measure	Target for 2015/16	Outcome (2015/16)
Reduce the number of LAC in the YJS and re-offending by this group	Percentage of LAC young people in suitable ETE provision	5% Improvement	76.7%
	Reduction in number of LAC who re-offend	LAC re-offending congruent with city population	City = 34.0% LAC = 41.9%
	Improvement in proportion of LAC with arranged accommodation before release	Maintain	0%
	Percentage of young people of school age engaged in full time education at conclusion of order.	Increase performance to 82.4%	SSA=84.0%
Increase the number of young people in the YJS engaged with ETE	Number of young people post-school age engaged in full time ETE at conclusion of order	Increase performance to 75%	>SSA=62.9%
	Distance travelled (improved) measurements pre and post order	10% Improvement	39.1%
Safeguarding & Risk Management	Reduced vulnerability and risk levels pre and post intervention amongst young people within the youth justice system	5% Improvement	Risk to Others Improved=22.7% Same=70.1% Poorer=7.2% Risk to self Improved=21.4% Same=66.5% Poorer=12.1%
Improved Youth Justice Outcomes for BME young people	Proportion of Black and Black British young people with improved youth justice outcomes reduces to average or below average population levels	5% improvement 7.38%	8.2%

Offending Profile

The profile of young offenders in Birmingham is similar to the National Audit Office (2010) research, which identified that the risk factors most associated with those young people at risk of custody and re-offending were:

- Higher proportion had risks related to family relationships;
- Higher levels of truancy and NEET;
- Association with negative peers including gangs;
- Negative mind-set and attitude;
- High levels of substance misuse, including alcohol;
- Aggressive behaviour;
- Special Needs.

Proven Offences

In the period 01 April 2015 to 31 March 2016, 1995 offences were proven against 892 young people. This resulted in 1394 outcomes. In comparison with the same period in 2014/15, the number of offenders represented a fall of 4.7% (from 936), offences a fall of 0.25% (from 2000) and outcomes a fall of 2.385% (from 1430).

Community Resolutions

Over the past few years, as detailed above, changes in the criminal justice system have displaced the disposal of some crimes from formal action through the CPS and courts to more informal processes to deal with low-level crimes and ASB. Community Resolutions are one such avenue which allows police officers to bring offenders and victims together to find an acceptable outcome. It is implemented by the police as 'a common sense alternative' to pursuing formal action saving a huge amount of officer time. This also prevents young people who commit minor offences from getting a formal criminal record which may disadvantage them in the future e.g. employment opportunities. The Service receives and assesses all Community Resolutions which are subsequently sent through to a joint decision making panel comprising YOS case managers and Police who agree intervention to meet any assessed need.

In the period, 951 Community Resolutions were made for Birmingham young people. The top 3 crime categories for the 10 – 17 age range where a Community Resolution was used were Theft, Assault and Criminal Damage. Taking Community Resolutions and substantive outcomes as a whole (2345 disposals), Community Resolutions account for 40.5% of disposals relating to young people in this period. This is a decrease from 42.1% in the same period the previous year.

Offences by type

The offence categories with the highest prevalence of offending were:

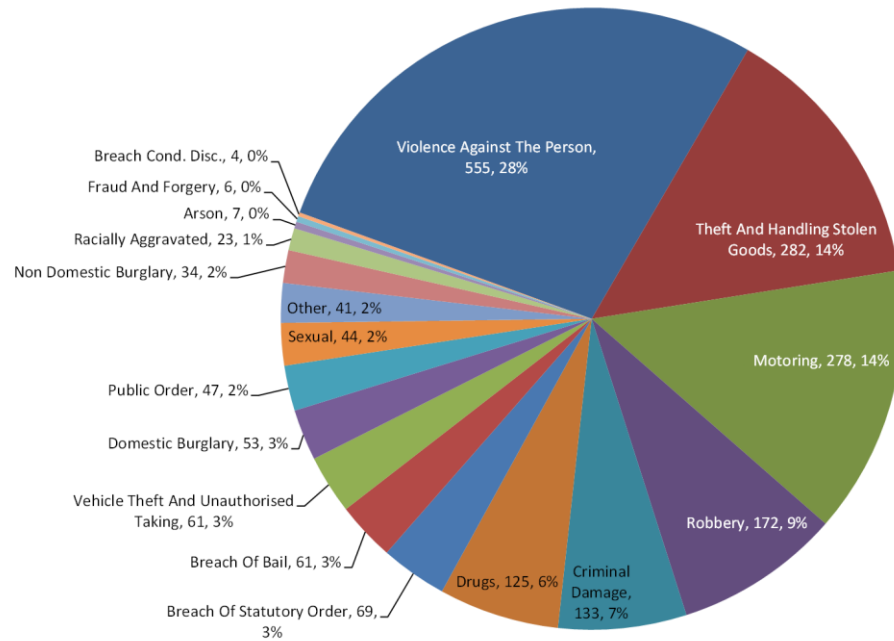


Figure 14: Proven offences by type, 01 April 2015 – 31 March 2016

Offence types	2014/15	2015/16	% change
Violence against the person	508	555	9.25
Theft and handling stolen goods	294	282	-4.08
Motoring	216	278	28.7
Robbery	176	172	-2.27

Figure 13: Offences with the highest prevalence, 2014/15 - 2015/16

- Violence against the person;
- Theft and handling stolen goods;
- Motoring offences

This was the same as in 2014/15. Robbery continues to show a small reduction in prevalence whilst Motoring offences have shown an increase. This has mainly been for No Insurance and No Licence offences and preliminary analysis with Police colleagues is identifying this to be linked with on-going Police action targeting nuisance bikers. Whilst it is the anti-social behaviour aspects that are causing the complaints, West Midlands Police are using criminal legislation to seize the nuisance bikes. Further analysis is on-going to identify the reasons for the increase in offences of violence against the person. Overall, the 1995 proven offences were broken down as shown in figure 14.

Age and Gender

It is well established that young people with a criminal record have a more difficult and less successful transition into adulthood. It has also been researched extensively that the earlier a young person becomes involved in offending, the higher the risk of persistence. Young offenders and those who are violent at a young age also have an increased likelihood of becoming persistent, recidivist offenders, and engaging in violent crime.

Children and young people are subject to criminal prosecution from the age of 10 and national figures show offending peaking at age 17, with a decrease thereafter. However, in 2015/16 local figures (Figure 13) show a peak at 16 years for young men and 15 years for young women.

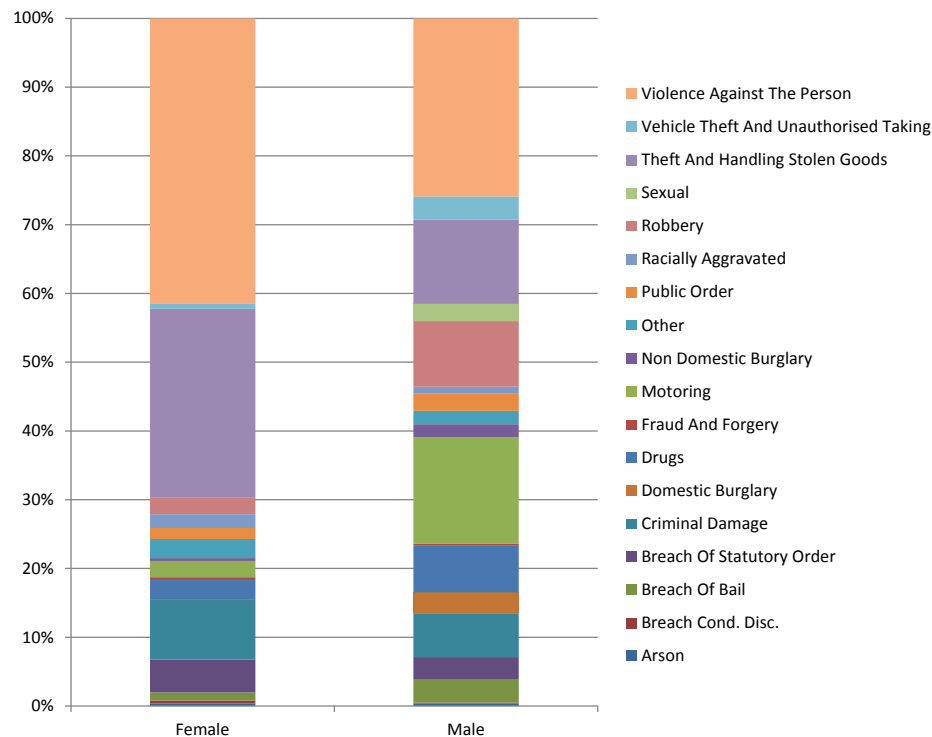


Figure 16: Proven offences by age and gender, 01 April 2015 – 31 March 2016

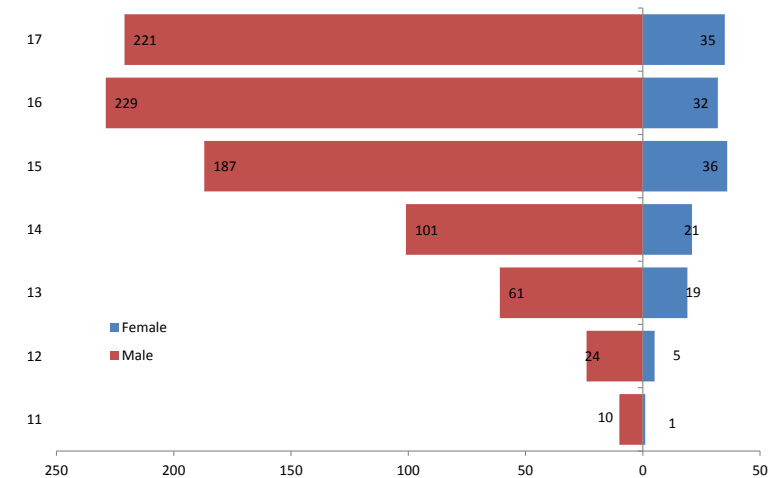


Figure 15: Proven offences by age, 01 April 2015 – 31 March 2016

Offending remains a predominantly male activity. Young men accounted for 748 (83.86%), and young women 143 (16.03%) of the 892 young people who had offences proven against them in 2015/16. In 2015/16, of the 1995 proven offences committed, 1742 (87.32%) offences receiving a substantive outcome were committed by young men, 251 (12.58%) by young women. This gives a rate of 2.33 offences per person for males and 1.76 for females.

There is a difference in the nature of offences committed by each gender. Though the number of young females involved in offences is much lower than young men, young females have a far higher proportion of offences in the violence against the person category. The difference between the genders in all offence categories is shown in figure 16.

Ethnicity

The most recent data⁵ to breakdown the 10 – 17 population by ethnicity has been used to analyse the number of offenders with proven offences in 2014/15 in relation to the overall 10 – 17 population of the city.

The Service continues to place a high priority on reducing disproportionality, both in terms of young people engaged in the criminal justice system and the use of the secure estate.

Black or Black British young people remain over-represented in the Criminal Justice System in relation to the general 10 - 17 population. However, comparison with 2014/15 show that offenders from Black or Black British background increased from 18.5% in 2014/15 to 21.2% in 2015/16.

A range of actions are being taken by the Partnership to reduce the over representation of Black young males, including contributing to preventative work to reduce school exclusions and gang affiliation which is significant to this agenda

	Number of young people	% of 10 - 17 population	Number of offenders	% of 10 - 17 offending population
Asian or Asian British	39,459	33.5%	188	21.1%
Black or Black British	12,633	10.7%	189	21.2%
Chinese or other ethnic group	2,804	2.4%	28	3.1%
Mixed	9,936	8.4%	97	10.9%
White	53,042	45.0%	382	42.8%
Not Recorded			8	0.9%
Total	117,874		892	

Figure 17: 10 – 17 years of age population: Number of offenders with proven offences by ethnicity, 01 April 2015 – 31 March 2016

⁵ Office of National Statistics Census 2010

Outcomes

In respect of the 1995 offences proven between 01 April 2015 and 31 March 2016, 1394 outcomes were made. Of those outcomes, 1201 (86.15%) were made on young men and 192 (13.77%) on young women.

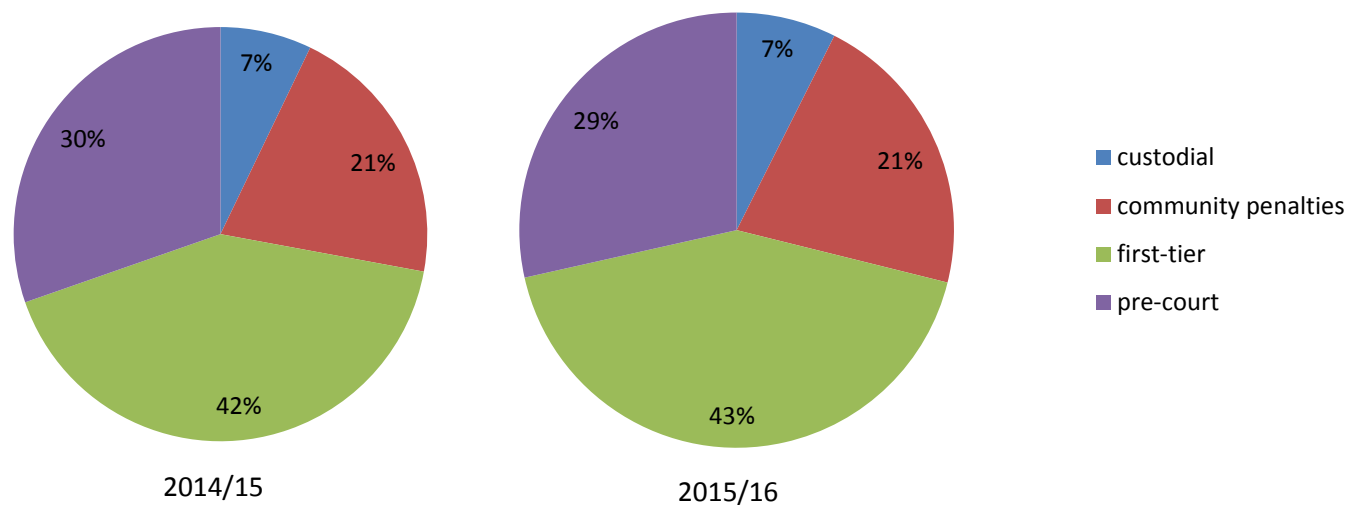


Figure 18: YJB Outcome Tier for proven offences comparison 2014/15, 2015/16

The proportion of outcomes in each of the four tiers remained relatively static in 2015/2016 when compared with 2014/2015.

Priorities for 2016/2017

The Partnership priorities have been informed by feedback from 354 recent self- assessment surveys completed by young people between 01 April 2015 and 31 March 2016:

- 66 (18.7%) reported living with others who got into trouble with the police.
- 187 (53.28%) had lost someone special from their life.
- 69 (19.6%) drank alcohol regularly and 105 (29.83%) used cannabis.
- 26 (7.41%) deliberately hurt themselves and 21 (5.95%) had thoughts about killing themselves.
- 246 (69.49%) often get angry and lose their temper.
- 189 (53.54%) had friends who got into trouble.
- 50 (14.25%) admitted to bullying, threatening or hurting other people.
- 97 (27.4%) felt they needed help with reading and writing.
- 272 (77.27%) wanted more training or qualifications.
- 174 (49.43%) admitted to truanting from school.

Priority	Why is this important	What do we know?	What will we do?	How will we know we are making a difference?
Reduce First Time entrants into the youth justice system	Involvement in offending is hugely detrimental to young people's ability to achieve, make a positive contribution and achieve economic well-being	<p>The number of FTEs rose in 2015/16; however an increase in the 10-17 population saw a fall in the rate.</p> <p>15-17 year olds made up the majority of FTEs</p> <p>The most prevalent offences were: violence, theft & handling and robbery</p> <p>951 community resolutions were issued in 2015/16</p>	<p>Develop partnership understanding of the young people entering the YJS for the first time.</p> <p>Develop custody triaging service for early identification of need and prompt referral into services</p> <p>Think Family interventions to identify siblings at risk and to support diversion</p> <p>Review decision making and guidance for Police and CPS for community resolutions and entry into formal youth justice system.</p>	<p>Reduction in FTE</p> <p>The number of referrals to the YOS joint decision making panels</p> <p>The number of young people referred to court who have received a pre-court intervention</p> <p>Engagement and successful completion of preventative programmes</p> <p>Consistent decisions for community resolutions and First Time Entrants</p>

Priority	Why is this important	What do we know?	What will we do?	How will we know we are making a difference?
Reduce Recidivism	Stopping a young person from offending reduces the harm to them, thereby increasing their life chances and reduces the amount of victims.	<p>Offending is predominantly a male activity 83.86%, with young woman accounting for 16.03% of offenders.</p> <p>Offence categories with the highest prevalence are: violence, theft & handling stolen goods and motoring offences</p>	<p>Utilise the improving quality of information to ensure that our assessments are accurate and that interventions are timely, targeted and focussed on the areas of identified risk.</p> <p>Further develop and implement the YOS 'Think Family' model, ensuring that young offenders are viewed in the context of their families and that the needs of other family members are identified and managed.</p> <p>Ensure that the highest risk young people receive our most intensive interventions and risk management arrangements (Inc. ISS, ODOC/MAPPA)</p> <p>Ensure that the Courts maintain confidence in the YOS's ISS programme.</p> <p>Support the SEMH Pathfinder aimed at meeting the complex needs of this group and preventing offending</p> <p>Partners to undertake review of the broader universal offer for this cohort</p>	<p>Maintain current performance – below national average reoffending rate.</p> <p>Reduction in frequency</p> <p>Number of risk factors at end of intervention</p> <p>All young people most at risk of re-offending have access to partners' universal offer.</p>

Priority	Why is this important	What do we know?	What will we do?	How will we know we are making a difference?
Reduce the use of custody	A decrease in the use of custody should be a direct result of reducing a young person's escalation through the YJS and the increase in the risk they present to the public and to themselves.	<p>Birmingham has a higher rate of custodial sentences than the national average and the number increased in 2015/16 to 110 compared to 103 custodial sentences in 2014/15</p> <p>The offences most likely to lead to custody are robbery, violence against the person and breach of statutory order</p> <p>Once in the criminal justice system, Looked After Children (LAC) are more likely to receive a custodial sentence (16.12%) than those who had never been LAC (8.5%)</p>	<p>Undertake analysis of young people remanded or sentenced to the Secure Estate with YOS Management Board partners for shared ownership</p> <p>Continue to invest in the YOS's Bail and Remand service to ensure that robust bail support packages are offered as an alternative to the use of YDA where appropriate.</p> <p>Ensure those identified as highest risk of re-offending receive intensive support, supervision and surveillance (ISS) and Integrated Offender Management to minimise risk</p> <p>Increase take up of non-secure accommodation, where appropriate, for purpose of PACE</p> <p>Work with partners to address the issue of disproportionality in relation to the use of custody</p>	<p>Numbers of young people remanded and sentenced to custody</p> <p>Successful completions of bail support packages</p> <p>Successful completion of ISS programmes</p>

Priority	Why is this important	What do we know?	What will we do?	How will we know we are making a difference?
Improve YJ outcomes for BME young people	Being treated discriminately can have a significantly adverse impact on a young person's view of themselves and their outlook on life. This is compounded for those within the CJS who are more likely to receive negative outcomes.	Black or Black British and dual heritage young people remain over-represented in the CJS	Review data in relation to the BME cohort in order to improve our understanding of their journey through the YJS Agree partnership actions to reduce disproportionality Re-commission specialist interventions for young people at risk of gang affiliation and/or serious youth violence	Percentage reduction in BME young people entering the YJS and receiving custodial sentences to below average BME population
Increase the number of young people in the youth justice system engaged in ETE	Being in education, training or employment helps to build resilience in young people, thereby reducing the likelihood of them offending/reoffending	Young people with a history of being LAC are less likely to be in full time ETE at the end of their order 62% than those who had never been LAC (72%) 84% of school age young people worked with during 2015/16 were in ETE by the end of their order and 62% for those post-16.	Introduce the Youth Employment Initiative mentors to support engagement with training and employment Continue to invest resources to improve ETE provision to YOS NEET young people. Review all young people without full time access to education or not attending and raise with Education colleagues at BCC	Number of young people post-school age engaged in full time ETE at conclusion of order Distance travelled (improved) measurements pre and post order All young people in the Youth Justice system have appropriate provision and are supported to attend.
Robust Safeguarding and Risk Management Processes	Many of the young people involved in the YJS have also been victims themselves and are vulnerable.	In 2015/16, 1111 vulnerability management plans were completed on 472 young people known to the service, compared with 984 plans on 436 young people in the previous year	Ensure that the improved assessment framework, AssetPlus, is fully implemented and the benefits in relation to improved assessments and intervention planning are realised Continue to invest YOS resources into the CASS (front door) to improve information sharing and joint planning	Reduced vulnerability and risk levels pre and post intervention amongst young people within the youth justice system

Resources and Value for money

Funding

The Youth Offending Service partnership's overall delegated funding for 2016/17 is £7,930,454, which represents a reduction of £543,322 from the funding in 2015/16. The budget reflects reductions in the Youth Justice Grant and partner funding, as well as additional funds to carry out new responsibilities in relation to Junior Attendance Centres.

For 2016/17 the Youth Justice Grant is reduced by 10 percent (£190,841) on to of a recurrent mid-year cut during 2015/16 of 10.6 percent (£234,000).

Local Authority funding for 2016/17 was increased to fund additional costs of employers' National Insurance and Superannuation. In addition a further £100,000 of funding has been agreed to fund social work activity as a result of targets within the Children's Improvement Plan. Incremental pay increases for both time served or as a result of performance reviews, were unfunded and had to be funded within existing budgets resulting in a budget pressure of approximately £115,000.

Partner	Staffing (£)	Payments in Kind (£)	Other Delegated Funds (£)	Total (£)
Police	£382,000	-	-	£382,000
Police and Crime Commissioner	£274,628	-	-	£274,628
Probation	£297,304	£30,000	£4,081	£331,385
Health	£253,327	-	-	£253,327
Local Authority	£3,199,875	£904,900	-	£4,104,775
YJB - Youth Justice Grant	£1,791,368	£300	-	£1,791,668
Other	£706,749	£85,932	-	£792,681
Total YOS Funding 2016/17	£6,905,251	£1,021,132	£4,081	£7,930,464

The review of the National Probation Service contributions to Youth Offending Teams has resulted in significant reductions in resources for the Service, including reduced secondments of skilled probation staff and reduced management and cash contributions that had been agreed when the YOS was established in 2000. For 2016/17, no additional financial contribution will be made with the exception of 5.5 FTE qualified Probation officers and a cash contribution of £5,000 cash per officer. As this new funding formula is nationally based, it is moving away from local negotiation and discretion. This has also had significant implications for the resourcing of the Youth Offending Teams. For Birmingham Youth Offending Service, this represents a loss of 7 front line Probation staff, which will create more demand on the front line workers from BCC and a reduction of £157,000 in cash contributions.

The Health and Police partners continue to second staff into the service and the cash contribution from the Police has been confirmed for 2016/17 at the same level as 2015/16.

The Service continues to receive 'Think Family' funding, as part of an Investment Agreement to take on additional responsibilities related to whole family interventions and continuing engagement with families post the statutory order, where outcomes have yet to be met. This funding has continued at the same level as 2015/16 and provides significant opportunities to increase family resilience and improve outcomes. There is no certainty of this funding beyond 2016/17.

The Police and Crime Commissioner funding of £274,628, which was previously the funding contribution to the Youth Justice Board from the Home Office, has been confirmed for 2016/17. This funding supports restorative justice interventions and work with victims, knife crime programmes, reparation, education and training opportunities for young offenders, the Female Gender Specific Programme, therapeutic interventions for young people engaged in sexually harmful behaviour, and is contributing to supporting vulnerable young people at risk of extremism. There is no certainty of this funding beyond 2016/17.

The budget reductions, along with unfunded budget pressures, resulted in the Service facing a budgetary deficit. The level of reduction required needed a change to the current delivery model, with a reduction in staff numbers, putting at risk the pre-court, interventions to reduce anti-social-behaviour, specialist projects and will also impact on statutory work carried out with offenders in the community.

The Service has been working to deliver a revised operating model within a reduced cash envelope. Faced with the inevitable reductions in staffing, the Service adopted key principles in the development of the new operating model in order to ensure that the statutory responsibilities of the Service would not be significantly compromised. The principles of the new operating model are as follows: Front-line primary workers, including specialist court staff and operational managers, will be prioritised for retention, although they will be subject to some cuts; The Service will not reduce its number of multi-agency teams due to their size and current broad area reach, however flexible working across teams and specialist posts covering more than one team, where required, will be encouraged; All Grade 4 workers will be allocated case holders/primary workers with exceptions to this in relation to specialist workers; average caseloads will be set at 12 to 15 cases (in line with Children's Services) and the management to staff ratio will be 1 to 8. The revised operating model has been through staff consultation and is now in the process of being implemented.

Maintaining funding levels is becoming an increasingly difficult challenge for the Service in the current economic climate. All statutory partners are facing funding cuts within their own organisations. The Local Authority is facing further significant financial challenge for 2017/18 and beyond and the requirement for further savings is likely. At this point it is not clear what, if any, savings the Service may be required to deliver in the future, however it is working towards achieving further efficiencies, specifically in relation to its buildings, by exploring the potential relocation to the Kingsmere site (YOS Headquarters) of the West and Central Youth Offending Teams (currently based at the West Midlands Fire Service Headquarters) in early 2017/18.

Value for money

The YOS Management Board is overseeing the allocations for 2016/17 on behalf of the Chief Executive in order to continue to deliver effective services to meet statutory responsibilities, which is becoming an increasingly difficult challenge as the budget is reduced. Staffing costs make up a significant part of the YOS budget from statutory partner funding:

- The Local Authority and Probation contributions fund the statutory duties of the Service including: court officers, social workers, YOT officers and Probation Officers who risk assess, write court and Referral Order reports and carry out statutory interventions and enforcement activity with young people subject to court orders. Both agencies also fund specialist project staff required to provide statutory interventions and meet national standards.
- The YOS business support is provided through the Directorate Professional Support Service (PSS) from funding originally transferred from the YOS budget in 2014/15. PSS funding of £485,475 for 2016/17 will provide a significantly reduced business support service that has been tailored to best meet the needs of the Service.
- The Local Authority funds a Sexually Harmful Behaviour team, which works with young people from 8 years to 17 years, their parents and guardians, to reduce their risk to others and to themselves. This service has recently received additional funding of £60,000 from the Clinical Commissioning Group (CCG) via Forward Thinking Birmingham, which will go towards ensuring that the team can continue to meet the needs of this particularly vulnerable cohort of children. This additional funding will be used to develop services in relation to work with young people with learning difficulties and those on the autistic spectrum. The local authority also funds a statutory Appropriate Adult service.
- Police funding contributions enable the secondment of Youth Crime Officers who contribute significantly to offender management and support intelligence to reduce re-offending and identify and respond to vulnerability i.e. child sexual exploitation or trafficking issues. Contributions also support the pooled management arrangements.
- Health contributions fund the secondment of clinical nurse specialists and access to psychiatry and educational psychology consultations. This ensures enhanced pathways to mental health screening and interventions for young people to reduce their risk of harm to others and to themselves i.e. self-harm.

New responsibilities for Junior Attendance Centres

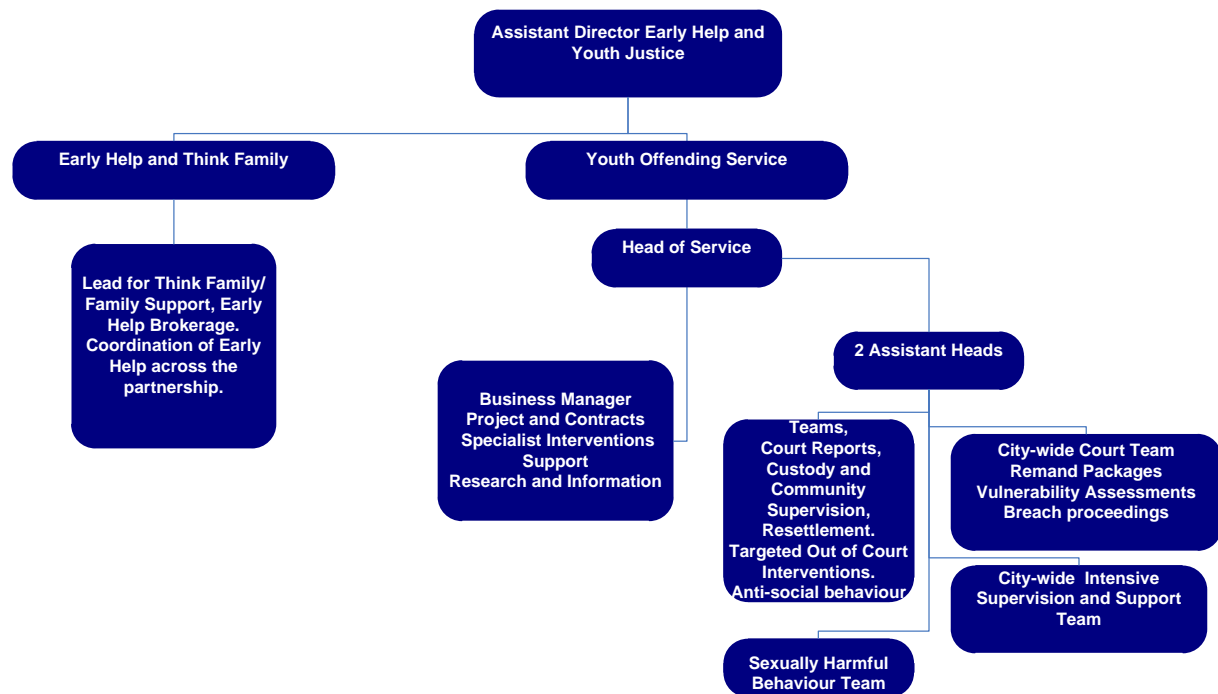
During 2015 the responsibility for the operation of Junior Attendance Centres (JACs) was transferred from the National Offender Management Service (NOMS) to local authorities through schemes made under the Offender Management Act 2007. There are two centres located within Birmingham, both of which are run from Youth Offending Team buildings. The complete budget for JACs was also transferred to Local Authorities and this is achieved through grant payments via the Youth Justice Board. For 2016/17 Birmingham Youth Offending Service has been allocated £116,432, which will fund the operation of the JACs in accordance with the requirements set out in the JAC Operating Model produced by the YJB, and in support of the statutory aim of the youth

justice system to prevent offending by children and young people. Over the coming year the Service will work towards embedding the centres into the broader operations of the Service and seek to develop the provision to support the broader outcomes for the young people accessing them.

Staffing

Birmingham Youth Offending Service has five multi -agency Youth Offending Teams based across the city; a city-wide alternative to custody Intensive Supervision and Surveillance (ISS) Team), a Court, Bail and Remand Team and a Sexually Harmful Behaviour Team.

The Service sits within the People Directorate within the City Council and the Assistant Director responsible for the Youth Offending Service is also the strategic lead for the Early Help Strategy and co-ordinating early help services across the partnership, Family Support and the 'Think Family' Programme (Birmingham's response to the national 'Troubled Families' programme).



Risks to future delivery

Funding for the Youth Justice Service has reduced significantly in 2016/17, which has necessitated a review of the operating model, leading to reductions in staffing and a decrease in services. The YOS will seek to mitigate reductions in funding through further exploring more efficient ways of delivering services, including increased partnership working, with both public and 3rd sector/community organisations and identifying opportunities to pursue funding bids to enhance interventions. Reviews of service delivery will continue in an effort to ensure best practice is being implemented that will maximise positive outcomes for young people and their families.

As the number of young people entering the criminal justice system reduces, the Service is increasingly responding to young people with entrenched complex and multi-faceted needs, requiring a holistic multi-dynamic approach to intervening in order to achieve positive outcomes. The Service will need to ensure that in the context of reducing numbers, it retains its funding in order that its workforce is appropriately developed and supported to address the presenting needs for the current cohort.

Service Objective	Risk Description	Controls to Manage Risk
Prevent children and young people from entering the criminal justice system.	Further reduction in targeted prevention funding will have an impact on outcomes; in particular this will lead to an increase in First Time Entrants (FTE).	<p>The YOS Board monitors trends in FTEs on a quarterly basis to establish any themes for increased partnership working.</p> <p>Good partnership working increases the Early Help offer to effectively target evidence based interventions for those children in need and most at risk of offending.</p> <p>YOS will continue to support the 'Think Family' Programme, encouraging Schools, Partners and Districts to identify families who meet the criteria and would benefit from early support.</p>
Ensure children and young people are protected from harm and are helped to achieve.	The poor economic outlook impacts on education and employment opportunities for young people.	<p>Improved partnership working with Children's Social Care and Family Support Services will reduce the negative impact on young people's lives and ensure that support is given to families to be successful and achieve.</p> <p>Vulnerability management plans are reviewed regularly and YOS Board take action to collectively support young people.</p>

Service Objective	Risk Description	Controls to Manage Risk
Reduce Re-offending by children and young people under the age of 18.	<p>Reductions in funding will have a negative impact on outcomes.</p> <p>Reduction/instability in ETE team resources is likely to have an effect on the educational attainment of young people at risk of re-offending, thereby increasing the risk of re-offending.</p>	<p>YOS Board will continue to monitor outcomes data and ensure targeting and quality of work to reduce re-offending is robust by YOS and broader Partnership.</p> <p>The introduction of YEI mentors to support post 16 into training and employment will increase the number of successful destinations, build resilience, thereby reducing the risk of re-offending</p> <p>YOS Board to review the reduced education hours for any young person within the Youth Justice System</p> <p>YOS to maintain its focus on identifying funding to support the engagement of young offenders in education, training and employment.</p>
Minimise the use of Remand and Custody for children and young people.	<p>Low level use of remand and custody is not maintained.</p>	<p>Service will maintain close liaison with sentencers in relation to sentencing options and the availability of YOS programmes and services.</p> <p>YOS Management Team reviews use of custody cases to identify partnership learning.</p> <p>Joint work with Children's Services will minimise the impact, including enhancing the provision of alternatives to remand and custody.</p> <p>'Think Family' interventions will provide enhanced support to complex family issues.</p>
To improve victim satisfaction and public confidence.	<p>Service and partners fail to learn from a serious incident.</p> <p>Reduced Public Protection.</p>	<p>Ensure lessons from serious incidents are shared with partners to increase preventative work and continue to be integrated into practice improvements in conjunction with relevant partners.</p> <p>YOS and partners' actions to learn lessons from serious incidents are monitored for completion at the YOS Management Board.</p>

Service Objective	Risk Description	Controls to Manage Risk
Reduced YOS funding across a range of statutory and non-statutory partners	Funding streams from statutory partners are reduced in line with partner savings. The Service fails to meet its investment agreement for 'Think Family' and the funding is reduced. There is a cumulative effect from reductions.	<p>Ensure that contributions are targeted effectively to key priority areas and continue to demonstrate good outcomes and best value to all partners and funders.</p> <p>The Youth Offending Service Management Board monitors the impact of any reductions in savings.</p>
Increase in complexity of case loads	Overall risk and complexity of cases managed by the Service is heightened leading to increase in offending and risks to the public, increase in vulnerability issues including self-harm and poorer outcomes.	<p>Additional training and development is carried out across the service.</p> <p>YOS will continue to review its evidence-based programmes for the 'Early Help' offer to ensure young people and families' access available interventions delivered or commissioned by the Service and through partners.</p>

Approval and sign off

Senior partner name	Role	Signature	Date
Councillor Waseem Zaffar	Chair YOS Management Board Cabinet Member for Transparency, Openness and Equality		30/09/2016
Neil Appleby	Head of Probation, Birmingham, National Probation Service		28/09/2016
Councillor Brigid Jones	Cabinet Member for Children's , Families and Schools		30/09/2016
Peter Hay	Strategic Director for People, Birmingham City Council		28/09/2016
Dawn Roberts	Assistant Director, Early Help and Youth Justice		28/09/2016
John Lees	Associate Director of Commissioning Maternity, Children & Young People, NHS		28/09/2016
Peter Henrick	Superintendent, West Midlands Police		28/09/2016

Appendix 1: Working with children, young people and their families

Restorative Practice

The Role of the Restorative Practice workers is to make contact with victims in order that their views and wishes can be taken into consideration. This takes place, where possible, prior to the offender being sentenced.

Since 2014, new legislation empowered courts to consider Restorative Justice activity and, where appropriate, defer passing sentence on a young offender to allow that to take place. As a consequence, the Service's processes and procedures were adapted to accommodate these changes. This resulted in staff from the Service making contact with victims shortly after the offender has been arrested to provide support.

90 staff were trained as Restorative Practice Facilitators at the beginning of 2015/16 to support these change. In addition, the Service's six Restorative Practice workers underwent additional training to gain a BTEC qualification and become recognised trainers under the auspices of the Restorative Justice Council.

In the period 01 April 2015 – 31 March 2016, out of 757 relevant programmes closing, 425 victims of young offenders were identified and 216 (28.5%) took up the offer of an intervention. 64 (33.68% of those who disclosed their age) victims were 17 or under. There were high levels of feedback from victims and 99.0% identified that they were satisfied with the service that they received.

H committed arson and criminal damage to a number of vehicles and a nursery school, after drinking excessively at a party.

H received a Referral Order and, as a part of his intervention, agreed to participate in a restorative intervention. H and his father engaged in face-to-face mediation with the nursery school manager. A programme of work was agreed and was completed. H also received and responded to a letter from another victim.

H has since completed his exams and is currently working in an apprenticeship. Later this year he will be participating in the National Citizenship Scheme.

Reparation

The Service offers a variety of reparation schemes which are designed to allow offenders to 'payback' to the victims and the community.

- Graffiti removal: The Service works in tandem with City Council provision and young people remove graffiti from public areas, parks and buildings
- Ring and Ride: Young people attend at the local garage and clean some of the contracted vehicles that provide transport for older people and those with mobility issues.
- Allotments: Young people are instructed in the growing of vegetables and the produce is donated to local food banks.
- Safer Travel: The Service works closely with Centro and National Express to make young people who commit crimes on the buses and trains more aware of the effect of their actions. Young people undertake victim awareness sessions and attend the National Express garage where they clean buses and remove graffiti from bus stands.

- **Unpaid Work:** The Service continues to commission the local Community Rehabilitation Company who provide the placement for 16 and 17 year olds who are made subject to an unpaid work requirement as a part of their court order. Individual placements are identified in shops, factories and other work places and are supported by an educational provision which is designed to allow young people to acquire basic qualifications.

Parenting

Parenting interventions are used to reduce risk factors such as harsh or erratic discipline, poor supervision and conflict at home, and to strengthen protective factors such as constructive supervision and supportive relationships. Parenting workers with the Service utilise the *'Triple-P'* Positive Parenting programme as the main evidence-based programme. The Parenting workers also work closely with the Restorative Practice workers to provide young people, their parents and victims with Family Group Conferencing in the context of supporting:

- Bail Support packages
- Alternative to custody programmes
- Resettlement of young people leaving custody
- Parents to develop parenting and supervision skills.

Where more intensive work with families is required, the Service can draw upon the Multi Systemic Therapy team. Multi Systemic Therapy (MST) is a goal-oriented, comprehensive treatment programme designed to serve multi-problem youth in their community. It is a family-focused and community-based treatment programme that has been the focus of several major research studies and demonstrated clinical and cost-effectiveness for youth with complex emotional, social, and educational needs. All interventions are designed in full collaboration with family members and key figures in the child's life.

MST work with young people at risk of custody or care on a range of issues including:

- Anti-social presentation or offending behaviour.
- Aggression/difficulties in relationships with various systems (e.g. family, school, police)
- Lack of clear family rules or expectations
- Lack of clear incentives or consequences for behaviour
- Low supervision and monitoring by family
- Risk of school exclusion due to behavioural difficulties

During an initial assessment S disclosed that she and her three children had been moved from London to Birmingham due to concerns by the Police and Children's Services regarding threats, made by others, to her and her children. All three children were on court orders and the family had multiple and complex needs including housing and debt issues, children's education and S's parenting capacity.

The Service completed a Family CAF assessment and an Integrated Support Plan was drawn up, which documented the needs for each individual. Consequently, a college placement has been found for S's oldest child and school placements secured for the younger two, starting in September. Additionally, benefit checks and a personal independence payment application have been completed.

Parenting support sessions are taking place weekly where S feels comfortable in discussing her parenting struggles and receives support, advice and strategies.

- Going missing or staying out late.

Appropriate Adults

The Service is responsible for ensuring that support is offered to all young people, aged from 10 to 17, who are arrested and detained at a Police Station where a responsible adult cannot attend.

The Appropriate Adult attends to safeguard the welfare of the young person and to ensure that processes in keeping with the PACE Codes of Practice are adhered to. The service is staffed by volunteers supported by a full-time co-ordinator and is available to all Police Stations across the city. Out-of-hours co-ordination is covered on a paid contract basis and the Service works closely with colleagues from Social Care and Health in respect of the corporate parenting of Children in Care. The Local Authority has a duty under Section 38 of the Police and Criminal Evidence Act 1984 to accept the transfer of children who have been charged and denied bail from police custody to local authority accommodation. This has recently been re-enforced by the issuing of a concordant by central government. Work is on-going with Police and Children's Services to ensure that appropriate accommodation is available.

In October 2013, following a High Court ruling, changes to the Codes of Practice were made that extended the provision to include those young people aged 17 years. During 2015/16, 301 Appropriate Adults were provided by the Service, including 112 for those aged 17.

Reduction in the number of operational custody suites will result in a development of the Service's provision with a greater presence within Police Stations.

Anti-Social behaviour

The Youth Offending Service's Anti-Social Behaviour (ASB) Support Team is a city-wide service with a small staff team providing support across the five area teams. The team works with young people aged between 10-17 years subject to an ASB sanction, including an early warning letter, and Acceptable Behaviour Contract (ABC). In addition, the team works with those made subject to an Anti-Social Behaviour Order (ASBO) or a Criminal Anti-Social Behaviour Order (CRASBO) and, since new legislation came into force, Civil Injunctions (replacing ASBOs) and Criminal Behaviour Orders (replacing CRASBOs). This has also brought about additional statutory responsibilities for the team as positive requirements are attached to both the Civil Injunction and Criminal Behaviour Order and further civil sanctions are a consequence of breach of these orders.

The Team delivers a service which complements and builds upon the already existing local processes developed to tackle anti-social behaviour. Where the Police, Housing Departments and Registered Social Landlords make the decision to use an enforcement measure on a young person who is committing anti-social behaviour, a referral is made to the team to undertake a comprehensive assessment of need followed by an appropriate support package for the young person and family. Where 'Think Family' referrals are made the ASB worker has been identified as Lead Professional to co-ordinates the fCAF

process, in cases where our Housing partners are experiencing capacity issues. The ASB staff have effectively engaged in partnership working with the Safer Estates Forums; sharing information and carrying out direct work with young people engaging in anti-social behaviour that are not within the formal Youth Justice system.

The Team supports work on Gang Injunctions and is responsible for carrying out assessments of those young people in relation to risk and vulnerability. Parenting assessments and interventions are also routinely part of the response with referrals into the Service's parenting programmes.

85.5% of young people receiving ASB intensive work desisted from further anti-social behaviour and were resettled back into education and training. Those who continued were dealt with through statutory processes in the courts.

Child and Adolescent Mental Health

Forward Thinking Birmingham [FTB] in partnership with the Voluntary Sector, Beacon, The Childrens Society, Priory and Worcester Adult Mental Health Services has a range of Child and Adolescent Mental Health Services ranging from the age 0-25, that aim to support children and young people who are experiencing emotional and mental health problems. Children and young people's mental health disorders affect 10-20% of children and young people. Common mental health disorders and difficulties encountered during childhood and the teenage years include:

- ADHD (Attention Deficit Hyperactivity Disorder);
- Autism and Asperger Syndrome (the Autism Spectrum Disorders, or ASD);
- Emotional and behavioural problems;
- Conduct Disorder;
- PTSD (Post-Traumatic Stress Disorder);
- OCD (Obsessive Compulsive Disorder);
- Depression; Eating Disorders; Bullying; Anxiety.

FTB have a dedicated team of clinical staff working within the Youth Offending Service who work alongside the staff to offer screening and identification and treatment of mental health difficulties of young offenders to reduce the range of risk factors that can cause young offenders to be more at risk of emotional and developmental problems. By building an individual's resilience, improvements are seen in their ability to cope with situations that may lead to offending.

FTB aims to improve the mental health and emotional well-being of children, young people and their families and to improve the level of knowledge and awareness of mental health issues among the wider staff group.

The Clinical Nurse Specialist posts reflect the specialised clinical qualification in the domain of Child and Adolescent Mental Health. Whilst not essential, post holders have specialist training in dedicated therapeutic approaches to intervention, assessment of complex mental health need and advanced skills in multi-disciplinary working. This role includes the assessment, clinical formulation and delivery of interventions to meet complex mental health needs.

The YOS team have been trained alongside the clinical dedicated staff in the use of SAVRY (Structured Assessment of Violence Risk in Youth) and in DBT (Dialectic Behavioural Therapy) which can assist those with suicidal tendencies and those who have experienced deep trauma in their past

The clinical team staff provide a core set of skills which means that they can accommodate all emergencies regardless of who is available for the assessment and are able to work flexibly to meet the needs of the young person.

Between 01 April 2015 and 31 March 2016, 549 young people were allocated to YOS CAMHS staff.

Substance Misuse

Cannabis and alcohol are the main substances used by young people in Birmingham. Despite national trends, Class A users presenting for treatment are low and a relatively small number are identified as new psychoactive substance ('legal highs') users. Since May 2016, when the Psychoactive Substances Act came into force, none of these drugs are legal to produce or supply.

'Aquarius' provides the substance misuse provision for the Service and a named substance misuse worker is provided for each of the five area teams. These workers also attend risk and vulnerability panels and contribute towards the Service-led intervention plans. In addition to individual sessions, 'Aquarius' also provides interactive group-work sessions, designed to help engage young people in structured treatment and ensure harm reduction and safe practices information.

The number of referrals to 'Aquarius' in 2015/16 were 895, a rise of 15% from 2014/15, with 1675 young people receiving brief interventions (some on more than one occasion) and 727 more structured treatments. This has been mainly due to a new working model which has included a higher level of community outreach provision. Referrals from the Youth Offending Service have remained stable at 307 (296 in 2014/15).

When J first came to the notice of the Service, he reported that he was using cocaine, binge drinking alcohol and using cannabis daily. The cannabis alone was costing him £20 a day. He was not in education, training or employment at the time of his referral to 'Aquarius'. The Aquarius Care Plan helped J reduce his drinking and his substance misuse and with the support of an Education Link Mentor J was able to get enrolled on work experience and a further education course.

J has since completed training in construction, passing all the practical tests and has undertaken exams in English and mathematics. J has not reoffended and has significantly reduced his substance use.

At the time of his exit from treatment, he had stopped Class A drug use, was using alcohol very minimally and was due to start a full-time job on a building site.

Education

The engagement of young offenders into positive education, training and employment is an integral protective factor to reduce re-offending and is a priority objective for the Service. We continue to use the support of dedicated ETE engagement mentors who are focused on raising young people's aspirations, building confidence and supporting them to engage in ETE.

Work with Schools and Education Providers continues to reap rewards with 84.0% of school age young people worked with during 2015/16, being in a suitable education by the end of their court order.

To respond to some of the needs of the more complex young people, the Service has seconded their Senior Education Social Worker to lead on the SEMH Pathfinder initiative. This project is being delivered with a collaboration of Special Schools and the City of Birmingham School (PRU) to provide a more enhanced wrap around support for particularly vulnerable pupils.

It continues to remain a challenge to support our post-16 NEET cohort to secure education, training or employment with only 62.9% of young people about school age being engaged in ETE by the end of their court order. Despite the raising of the participation age, the process of 'selection' for ETE opportunities in the post-16 area, it is clear our cohort is missing out. This is due not only to their offending history, but also because they often achieve poorer academic outcomes at school and have suffered disadvantage. The situation is not helped by the limited funding levels for post-16 education and training provision. This funding does not correlate with the intensive support needed for this cohort for them to successfully engage in education.

To overcome this barrier to engagement, the Service has looked to identify innovative provision that will successfully re-engage young people back into positive activities to begin the process of getting them ready for re-engagement with learning and work. During 2015/16 the Service secured small amounts of funding to enable some short engagement provisions to be established. An example of this was the 'Black Box' programme – a mentoring provision using non-contact boxing to improve young people's decision making, lifestyle choices and raise their motivation to achieve in life. This intervention was a pinnacle turning point for one young person who had just been released from custody.

CP had to be transferred between YOI's to Wetherby YOI due to poor behaviour, possible gang association and involvement in fighting

He was eventually released on 3rd March 2016 and was referred on to the Black Box programme which started two weeks later. As a result of attending this provision his ISS Case manager commented that CP's attendance at the Black Box Boxing programme had been a turning point.

His case manager stated "It has increased his confidence, personal resilience, got him used to a routine and taught him discipline. This [course] has also involved him with positive male role-models and has made links in the community which he still maintains.

CP has a fantastic relationship with his SOVA YOT mentor [who supported the delivery of the Black Box programme] who has supported CP with finding employment and purchased him a suit which gave CP a sense of self-worth when attending the job interviews. CP eventually obtained full time employment and due to his work ethic he has obtained extra hours, he earns a good salary and has been there for 5 months now. CP continues to attend the gym on a weekly basis and has also volunteered at it as a result of the Black Box programme.

Due to this employment and the voluntary work with the gym he continues to grow in confidence and has moved away from his pro-criminal associates and his previous offending lifestyle

When RV received a Community Resolution and was allocated to a Case worker, one of the Romany mentors was also assigned to work with him. The Romany mentor not only supported the delivery of the Offender behaviour sessions and the victim / consequences work, but also supported the establishment of closer links with the family, and mediated with the school where his attendance and attitude had been poor.

Due to this level of support there have been no issues of re-offending. His school Head of Year stated that they have seen a transformation in his attitude, attendance and application at school. His attendance before was very low and now it had reached nearly 70% and he was consistently attending well by the end of his academic year. The School informed his attendance was improving 3-4% each week. The mentor continued with weekly mentoring sessions over the summer holidays and supported RV to engage in positive diversionary activities during the holidays. The mentor will continue to support RV until he achieves the targets set by the school under the FCAF process.

In addition the school noted how RV was having a positive effect on other Romanian students at the school. RV is becoming a good role model and a success story.

It is recognised that for some young people a more targeted approach is required to support their successful engagement. An example of this is for Romany young people who often experience additional levels of isolation and barriers to integrating effectively. In response the Service continues to commission the Romany mentors who provide essential support in bridging relationships both with the young people and their families. RV is an example of how effective this mentoring can be.

In 2016/17 the Service is looking forward to the support that will be provided through the Youth Employment Initiative. This funding will enable more intensive support for our cohort and an enhanced capacity to develop greater links with employers and enhance employment opportunities.

Parents and Children Together (PACT)

Incidences of aggression from children towards their parents can be viewed as part of normal child development and dealing with such issues present opportunities to learn and develop for both parent and child. Child to parent abuse goes beyond the everyday experiences of children “hitting out” at parents, which can happen for all sorts of medical, developmental and situational reasons and is therefore outside the parameters of abusive behaviour. It also goes beyond “one off” incidents.

Child to parent abuse is rarely recognized as domestic violence, but uses many of the same patterns and tactics of power and control as in adolescent and adult intimate relationships. Put-downs, threats, intimidation, property destruction, degrading language and physical violence are used to gain power and control over the other person.

The Service has begun to rolling out the ‘PACT’ programme which aims to:

- reduce incidents of child to parent abuse
- increase safety within families
- promote positive relationships within families
- improve outcomes for families e.g. improved school attendance, entry into employment

PACT consists of a twelve session programme for parents and teenagers, delivered in parallel. The last session is delivered jointly with both parents and their teenagers. The programme is multi layered and weaves together cognitive behavioural therapy and skills development, in a restorative practice

framework, with family safety and respectful family relationships at the centre. It is designed to create a safe and respectful environment to enable learning on the programme to be integrated into family life. The programme addresses the young person's abusive and violent behaviour and reduces the instances of abuse and violence by developing a more effective relationship between parent/carer and young person.

Gender Specific Programme

The Female Gender Specific (FGS) unit within the Youth Offending Service has been developing since 2013. Whilst this programme is managed by the Service, the intensive activity provided is additional to core work and has been delivered in an integrated way through Youth Offending Service preventative staff and two co-located part time Barnado's workers.

The Community Safety Partnership funding supports the FTE of one member of staff to ensure out of hours support is available.

The Service has developed a robust model of identifying and screening young women at risk or involved in CSE and has trained staff as lead champions in each team. This has ensured there are specialist skills available to support non-specialist staff in assessment and intervention planning for all young women.

An examination of the data relating to young women within the service highlighted the following areas:

- The Unit works with the most complex or hard to engage cases, initially identified through a YOS assessment and the Child Sexual Exploitation Assessment (SARAF tool used nationally). The seriousness and frequency of offending, vulnerability of young women, mental health concerns and substance misuse have thus formed part of the criteria for acceptance onto the programme. The programme supported 49 females in 15/16 and there is a current waiting list which is regularly risk-assessed with clear pathways into the Multi Agency Safeguarding Hub.
- 75% had been sexually exploited or were at risk of sexual exploitation.

This has resulted in:

- Specialist provision which cannot be obtained elsewhere

KAJ, aged 17, was previously living with her nan in South Birmingham but she is now living in minimal supported housing in South Birmingham.

She was made subject to a 6 month YRO on the 30th January 2015 (aged 17) KAJ's offence was fraud by false representation. KAJ was referred to the Female Gender Specific Programme three months before her order was due to expire.

On her entry into the Gender Specific Programme KAJ appeared to be struggling with expressing her feelings and emotions. KAJ discussed her mental health issues and was encouraged to get support around this through her GP and Healthy Minds.

In addition to her statutory order, interventions included areas of loss, keeping safe, healthy relationships, feeling angry, feelings and emotions, her future and how she felt about herself and sexual exploitation

A disclosure of sexual assault around CSE was made following on from these sessions using a Barnardo's 'Real Love Rocks' animation. A referral was made to the MASH, where liaison took place with the police, Social Care and Health and the 16+ Worker.

The young woman is now back living with her extended family and has been supported emotionally to speak about her exploitation and future safety.

- Flexibility to offer important on going contact point to young women and girls who often drop back to see staff in the Unit for help / reassurance to keep on track. Service offered post-order would be severely limited
- The number of females that can be supported – the Unit would only have worked with 22 rather than 49 cases in this current year to date.
- Beneficial effects of partnership between the voluntary and public sector (Barnados and YOS).

The Unit utilises a programme based on well researched and validated model 'Oregon's (USA) Guidelines for Effective Gender Specific Programming for Girls (2000)' which advocates a holistic approach to working with young women.

The GSP team work with the city's most vulnerable, at risk and disengaged and hard to reach young people and so has to manage both high risk behaviours that place the public and victims at risk, alongside safeguarding and welfare needs. The Unit's Therapeutic Programme is delivered by trained practitioners applying the Barnardos Four A's Framework.

Robbery and Knife Crime Intervention

Weapons offences include possession of offensive weapon, possession of a bladed article, possession of a firearm imitation or real, knife-enabled robberies or theft from person or aggravated burglary. Self-defence and fear are the most frequently cited reasons for carrying a weapon.

The Service delivers a Knife Education Programme to every young person that comes to the attention of the Youth Justice System and to those identified as vulnerable or at risk by partners and a more specific intervention programme for young people who have committed any weapons offence knife crime or those identified by other agencies as at risk, for example, pupils excluded or at risk of exclusion as a result of bringing a knife or bladed instrument to school who do not receive a community resolution, caution or court disposal

All young people are engaged in consideration of the consequences of carrying weapons and young people are encouraged to repeat these messages to their peers to amplify the effect of the education programme. The positive interaction with young people builds resilience and protective factors to improve problem solving and life skills. Young people carrying knives but not in the formal court system are both challenged and supported to reduce their risk and vulnerability, supporting children and young people to move away from negative peer groups and maintain or improve their education, training and employment opportunities and become a more positive member of the community. The impact of this approach is evident in the post intervention assessment which shows a stable or improved ETE position for all young people that pass through the intervention.

The YOS delivers interventions that tackle knife carrying among young people who offend as part of a court order who are convicted of any offence where a knife, or the threat of a knife, is a feature. In 2015/16, 152 young people went through this Knife Possession Programme (up from 96 young people in 2014/15) show improved identifying of young people not charged with knife offences who nevertheless were in possession at the time ('knife enabled' offences).. Of those 96 going through the programme in 2014/15, only 2 young people were subsequently re-convicted of offences involving knives within

the following 12 months. In addition, the Service also runs a specialist programme “Knife Means Life”, which is part of our statutory work and integrated within a 25 hour per week supervision and surveillance programme funded by our statutory grant.

In addition, the Service works in partnership with Street Doctors (a national charity working through medical students) who also teach young people to deliver basic first aid skills and give young people the opportunity to talk to ex-offenders and victims of knife crime. West Midlands Police support the programme with officers and speakers.

The programme continues to be successful, with very few young people coming back to the attention of the Youth Justice System with similar offences and young people’s feedback is collated and identifies that they have learned valuable skills in addition to the life-threatening consequences of knife crime.

Preventing Violent Extremism

The Service continues to work in partnership at both a strategic and operational level as a member of the Birmingham PVE Strategy Board, communicating closely with both the Birmingham City Council PVE Coordinator and ‘Channel’ Coordinator, as well as working directly with the Security and Partnership Teams, being a member of the ‘Channel’ panel and with local community-based and voluntary groups.

This close working relationship has allowed the Service to align itself with national strategy and interpret this to a local level, in addition to being aware of emerging trends locally. The Service’s strategic lead for PVE is an Assistant Head, who is supported operationally by a PVE Coordinator.

The Preventing Violent Extremism (PVE) program assesses young people who may be vulnerable to violent extremism and responds by implementing safeguarding measures in order to support the young person. The program offers individuals an opportunity to air their views, thoughts, frustrations and concerns in a safe environment allowing the young person to both develop and gain resources through active engagement and discussions.

The Service to respond to developments within the ‘Prevent’ threat, allowing staff to gain an understanding of the Prevent strategy and their role within it; to use existing expertise and professional judgement to recognise vulnerable individuals who may need support; and to ensure that local safeguarding and referral mechanisms are known to professionals. The use of the R.A.S.H (Racist, Anti-Semitic, Sexist, Homophobic) acronym serves as a prompt for further screening.

Whilst at the Attendance Centre, M was making extremist comments that concerned staff.

He was assessed by YOS staff who discussed his understanding of Theology and the Quran who began to build a picture of a young man who was very confused and who was verbalising bits of information he had viewed online and not fully understood.

The core assessment indicated the need for additional support and a mentor was allocated to M. Working closely with the mentor, staff with specialist PVE training are seeing M on a weekly basis to monitor and address his thinking around emerging topics.

M’s mother is supportive of the work being undertaken and continues to make special arrangements to ensure the M does not miss any appointments.

For those that require relevant additional multi-agency oversight, the Service continues to ensure good quality referrals into the 'Channel' Panel to ensure there are appropriate mechanisms and interventions in place to support vulnerable individuals, including those which require additional multi-agency oversight.

Sexually Harmful Behaviour Team

The Sexually harmful Behaviour Team is a small but key safeguarding team hosted and funded through the Youth Offending Service that undertakes risk assessment and therapeutic intervention to prevent and reduce sexually harmful behaviour in partnership with key agencies including Children's Services, Youth Offending Services, Police, CPS and schools. The service works with young people from 7-17 years either on a voluntary or statutory basis. Between 1st April 2015 – 31st March 2016 203 young people were referred to the team and of these referrals the team provided a service to 157 young people and provided advice and support to professionals.

Children and young people who sexually abuse usually exhibit common life experiences and individual traits that contribute to development and future behaviour. Early intervention and therapeutic work can target these areas and promote change in family systems and the behaviour of children. Families and carers are essential to this work and are actively engaged throughout SHB interventions. Protection of victims is comprehensively assessed at all stages. The team also provides

training and consultancy to other professional agencies and carries out preventative work in schools in order to promote appropriate behaviour.

HK was found guilty of sexual assault against his younger sister and was given a 12 month YRO.

SHB worked closely with the YOT officer and worked directly with HK for six months. This work included the development of a Good Lives Plan and supported HK to identify what needs his offending behaviour was trying to meet and to consider more appropriate ways to meet his needs in the future.

HK engaged well throughout the programme and reported that he found the support extremely useful. HK was able to find ways to move on and by the end of the programme of work he had sought out full-time employment and there were no further offences reported.

- 90% of young people referred to SHB were engaging in some form of harmful behaviour (sexual and/or non-sexual) at the point of referral.
- At the point of case closure, following a programme of work from the team, 99% of young people were no longer engaging in the referral behaviour.
- 92% of young people reported that work with SHB had helped them understand more about healthy sexual relationships and how to stop SHB.
- 89% of parents reported that SHB work had helped them understand and manage their young person's behaviour "much better".

What is very apparent from the numbers and sources of referrals, that the team is placed within the correct space to work with those young people to avoid unnecessary criminalisation of children and young people when an educative programme can be put in place prior to the young person reaching court and statutory interventions.

Referral Source	Number (%)
Children's Services	112 (55%)
Education	63 (31%)
Police	12 (6%)
Primary Health	10 (5%)
Housing	3 (1%)
YOS	2 (<1%)

Over the past 12 months the team has continued to develop partnership working with other key agencies and has provided training to the Police and Educational Psychology Service. The SHB team has continued to formalise partnership working with Barnardos projects around those at risk of sexual exploitation victims of sexual abuse. This has also been presented to the National Working Group (NWG).

There are an unprecedented number of referrals in to the team and consequently the threshold for accepting referrals has continued to increase. The team is now working towards developing a charging model whereby other agencies would buy in services from the team. These services would include assessment of young people, therapeutic intervention and training on understanding and responding to SHB.

The name of the team will also be changed to the Harmful Sexual Behaviour team to reflect current research and practice and to encompass both sexually abusive behaviour and sexually problematic or concerning behaviour. In January 2017 the team will have additional capacity funded from NHS commissioners to increase specialist staff within the team for children and young people on the autistic spectrum and those with learning difficulties

Accommodation

Most young people who approach the Service requiring support with accommodation do so because of the breakdown in their relationship with their parent/guardian. In the majority of cases, this is due to their offending behaviour and the impact it is having on other siblings/family members within the household.

Additionally, some cases require accommodation where a young person may need to move because of 'gang affiliation' or they have committed an offence within the local area and require an alternative bail address.

The Service has access to specialist accommodation for young offenders through 'Supporting People' funded provision provided by Trident Reach Housing Association. This provisions comprises 10 fully supported bed spaces, 9 semi supported and 4 training flats. These placements come with wrap around support for young people in relation to Education, Training and Employment, physical and emotional health, life skills and independent living. The Service also has access to an emergency bed space, provided by St Basils, at an alternative venue.

In addition, the Service benefits from its partnership with St Basils Youth Hub, a multi-agency response to youth homelessness in Birmingham, which provides quality prevention advice and easy access to important statutory services. St Basils has a full range of prevention, accommodation, support and engagement services as well as services which aim to ensure young people develop the skills and have the support needed to move on successfully.

St Basils also has 24 supported accommodation projects in Birmingham providing over 350 bed spaces for homeless young people, and these are accessed where appropriate by the co-located accommodation officer.

The YOS continues to work with its partners to ensure suitable accommodation is secured for all young people on release from custody.

Appendix 2: Glossary

Absolute discharge: Discharges are given for minor offences at Court. An 'absolute discharge' means that no more action will be taken.

Bail Supervision and Support: Bail Supervision and Support (BSS) is an intervention provided by the YOT to help ensure a young person meets the requirements of bail. The young person may additionally be electronically tagged.

Bed night: measure of occupancy one young person for one night in the secure estate.

Breach of statutory order: Is an offence of failing without reasonable excuse to comply with the requirements of an existing statutory order.

Community Sentence: When a court imposes a community sentence, the young person carries out this sentence in the community. Community Sentences in the Youth Justice System include Youth Rehabilitation Orders.

Criminal Behaviour Orders: Civil orders(which replaced ASBOs), designed to prevent someone causing “harassment, alarm or distress”. Breach of an order is a criminal offence, punishable by up to 5 years in prison (2 years for juveniles).

Detention and Training Order (DTOs): Detention and Training Orders (DTOs) are determinate custodial sentences which can last from four months to 24 months in length. A young person spends the first half of the order in custody and the second half released on licence. If they offend while on licence, they may be recalled back to custody.

Disposals may be divided into four separate categories of increasing seriousness starting with out-of-court disposals then moving into first-tier and community-based penalties through to custodial sentences.

First-tier penalty: This is an umbrella term used for the following orders made at court: Referral Orders, Reparation Orders, bind over, discharges, fines and deferred sentences.

First Time Entrants: First time entrants to the criminal justice are classified as offenders who received their first caution or conviction, based on data recorded by the police on the Police National Computer.

Intensive Supervision and Surveillance: Intensive Supervision and Surveillance (ISS) is attached to a Youth Rehabilitation Order and has been set as a high intensity alternative to custody. ISS combines a set period of electronic tagging, with up to 25 hours per week intensive supervision. ISS is aimed at young offenders on the custody threshold and has to be considered as an option before a custodial sentence is given. ISS may also be attached to conditional bail.

Parenting Orders: Parenting Orders aim to prevent offending and anti-social behaviour by reinforcing parental responsibility.

Pre-sentence report: This is a report to the sentencing magistrates or judges containing background information about the crime and the defendant and a recommendation on the sentence to assist them in making their sentencing decision.

Proven offence: A proven offence is defined as an offence which results in the offender receiving a caution or conviction.

Remands: Once the court has denied bail, there are three remand options:

1. **Remand to local authority accommodation:** A young person may be remanded to local authority accommodation. This remand may be accompanied by electronic tagging.
2. **Court-ordered secure remand:** A court-ordered secure remand allows courts to remand young people into Secure Children's Homes or Secure Training Centres. This provision applies to any 12-14 year old and to 15-16 year old girls. This also applies to 15 -16 year old boys who are deemed vulnerable by the court and for whom a place is available.
3. **Custodial remand:** If the court is not satisfied that imposing community-based bail will ensure compliance, or if the offence is serious, or if the young person frequently offends, then it may order a remand in custody. This applies to 15-16 year old boys not deemed vulnerable by the court and 17 year old boys and girls.

Restorative Justice: Restorative justice is an approach to justice that focuses on the needs of the victims. Victims can take an active role in the process, whilst offenders are encouraged to take responsibility for their actions.

Section 90/91 of the Criminal Court Sentencing Act (2000): Any young person convicted of murder is sentenced under section 90. A section 91 sentence is for young people convicted of an offence other than murder for which a life sentence may be passed on an adult. The court shall, if appropriate, sentence a young person to detention for life.

Secure estate: There are three types of placement in the secure estate. These are Secure Children's Homes (SCH), Secure Training Centres (STC) and Young Offender Institutions (YOI):

1. **Local Authority Secure Children's Home (LASCH):** Secure Children's Homes in England are run by Local Authorities and are overseen by the Department for Education in England. They generally accommodate remanded or sentenced young people aged 12-14 and girls and 'at risk' boys up to the age of 16. They can also accommodate young people placed by Local Authorities on welfare matters.
2. **Secure Training Centre (STC):** There are four purpose-built Secure Training Centres in England offering secure provision to sentenced or remanded young people aged 12-17. They provide a secure environment where vulnerable young people can be educated and rehabilitated. They are run by private operators under contracts which set out detailed operational requirements.
3. **Young Offender Institution (YOI):** Young Offender Institutions can accommodate young people and young adults who offend from between the ages of 15-21 years old.

Substantive Outcome: Is an umbrella term referring both to sentences given by the court and pre-court decisions made by the police

Self-harm: Self harm is defined as any act by which a young person deliberately harms themselves irrespective of the method, intent, or severity of the injury.

Youth Offending Service (YOS): The Youth Offending Service comprises of seconded representatives from police, probation, education, health and social services, and specialist workers, such as restorative justice workers, parenting workers and substance misuse workers.