

TELFORD & WREKIN COUNCIL

CABINET - 26th JANUARY 2009

ANNUAL YOUTH JUSTICE PLAN

REPORT OF THE CORPORATE DIRECTOR CHILDREN & YOUNG PEOPLE

1.0 PURPOSE

- 1.1 The purpose of this report is to present to Cabinet the annual Youth Justice Plan for Shropshire, Telford & Wrekin Youth Offending Service and to highlight the key performance areas that ultimately inform the council's corporate performance assessment.

2.0 RECOMMENDATIONS

A) Cabinet is asked to note the contents of the report and endorse the Plan for 2008.

B) Cabinet is asked to delegate the monitoring of the Plan to the Youth Offending Management Board and the Children's Trust

3.0 SUMMARY

- 3.1 This report sets out the key achievements for 2007/2008 and key priorities for 2008/2009 for the Shropshire Telford and Wrekin Youth Offending Service.

4.0 BACKGROUND

- 4.1 The Youth Offending Service operates on behalf of statutory partners across Shropshire Telford and Wrekin. The YOS Management Board is responsible for the overall management of the Service and is currently chaired by the Directors of Children's Services Shropshire County Council. The Chair arrangements alternate between the 2 authorities
- 4.2 This year the Youth Offending Service has been subject to an inspection by Her Majesty's Inspectorate of Probation (HMIP). The 2008 joint inspection was a welcome independent assessment of the quality of the YOS and its key partners. The positive strengths found by the inspectors far outweighed the area for improvement- as evidenced by only 5 recommendations identified for the YOS to

address. This inspection process fed into the Local Authorities Join Annual Review (JAR) and has been reported separately to Cabinet

- 4.3 The Youth Justice Board have implemented a new planning framework for 2007/2008. It is primarily designed for local management purposes and is focused on outcomes. The new plan includes an annual self assessment and this informs the wider local authority self assessment that is part of the Comprehensive Area Assessment Process (CAA).
- 4.4 The new local performance management framework has created a focus on the efforts of the wide partnership working to reduce offending by children and young people, make communities safer and get young people on the path to success. Six of the indicators set nationally to support local area agreements relate to youth justice.

The framework is designed to enable the YOS to tell their local story about youth justice performance including the narrative behind the data. The plan is based on the YJBs 2008-20011 strategic objectives:

- Preventing offending
- Reduce offending
- Ensure safe and effective use of custody
- Increasing victim and public confidence

- 4.5 The Youth Justice Capacity and Capability Plan (the Youth Justice Plan) contain 6 sections and it is intended that it will enable YOTS to identify success factors and to increase the chances of identifying the true root causes of problems that can be targeted for improvement.

- Section A - The national and local context of youth justice
- Section B - Use of resources and value for money
- Section C - Capacity and capability
- Section D - Business change and innovation
- Section E - Risk to future delivery assessment summary
- Section F- Lessons learnt completing the YJ (Capacity and Capability) Plan

- 4.6 The plan was signed off and validated by the Youth Justice Board in November and graded as 4, "Performs Excellently". A copy of the plan is attached at appendix 1.

5.0 FIRST TIME ENTRANTS

- 5.1 The YOT partnership continues to make significant contributions in the reduction of first time entrants. In 2007/08 Shropshire Telford and Wrekin YOS achieved a 20.7% reduction in first time entrants compared to a national target of 5%.

Thus far performance has continued to improve year on year and the introduction of the 2008-011 Youth Crime Prevention Strategy aims to continue the trend. This will require the on-going development of effective partnership work and closer integration between YOS and the Community Safety Partnership

6.0 RE-OFFENDING

- 6.1 A 12 month follow up of the 2006 recidivism cohort has revealed an overall re-offending rate of 28.1%. This represents a drop in re-offending which is considerably above the 5% target set.

The YOS believes that reductions in re-offending are most effectively achieved by targeting those most at risk and by working to improve outcomes for young people. The 2008/2009 STW Youth Justice Plan includes improvement plans aimed at improving outcomes with a particular focus on improving access to Education Training and Employment, access to health services, access to suitable accommodation and effective parenting services.

The YOS is also committed to develop a comprehensive evaluation framework aimed at evidencing the extent to which the Service is reducing re-offending and improving outcomes for young people. As a critical part of this development the YOS is participating in a Youth Justice Board sponsored outcomes study following on from the Scaled Approach pilot and a d Displaying Effectiveness independent outcomes research project.

7.0 CUSTODY

- 7.1 The YOS has performed well in terms of reducing the use of custody in 2007/2008. It has exceeded the YJB national target through a combination of pro-active and positive partnership work with local criminal justice partners and robust and effective community alternatives to custody at both re pre court and post conviction stage.

Maintaining the low use of custody will remain an important focus in 2008/2009 and this will be achieved by the successful implementation of a robust action plan which includes the ongoing development of the risk led approach to reducing offending and the implementation of the provisions within the 2009 Criminal Justice and Immigration Act including the implementation of the Youth Rehabilitation Order.

8.0 RISK OF SERIOUS HARM AND SAFEGUARDING

- 8.1 Over the last three years the YOS has developed risk led youth offending services locally, and as a result of this success, on a national basis, was chosen to be one of the four pilot areas for the Youth Justice Board. This has required the development of comprehensive

risk assessment processes and as a result the YOS has contributed to the development of local serious harm procedures both internally and externally with its key partners. The YOS is a proactive member of the Safeguarding Board.

9.0 PUBLIC CONFIDENCE

- 9.1 This is a new measure for the YOS and it aims to make a direct contribution to delivering on this commitment in 2008/2009 with a robust action plan. The YOS recognises the need to more effectively promote the successes of the Service and to ensure clear communication with all key stakeholders including local communities within which it operates. On this basis the key action is the development of a comprehensive communication strategy.

10.0 IMPROVING VICTIM SATISFACTION

- 10.1 The YOS has performed well in this area of practice. In 07/08 40% of victims participated in restorative process – exceeding the YJB target of 25%.

11. KEY PRIORITIES FOR 2008/2009

- Prevent offending and reduce first time entrants
- Reduce re-offending and improve outcomes for young people
- Continue to develop risk led youth offending services
- Prepare for the implementation of the Youth Rehabilitation Order
- Improve access to full time education, training and employment
- Develop the STW YOS workforce

A 2008/2009 priority action plan has been prepared for each of the six priority areas defined above, the delivery of which will be overseen by the YOS Management Board.

12. FINANCIAL IMPLICATIONS

The Youth Justice Board require Youth Offending Services to submit an annual plan which includes financial information.

The gross budget for 2008/09 is £1.955m which is funded by contributions from the following:-

Telford & Wrekin	£450k
Shropshire County Council	£373k
Police	£130k
Probation	£152k
PCT – T&W and Shropshire	£86k
Youth Justice Board and other grants	£764k
 Total budget 2008/09	 £1,955k

This service will be delivered within these budgets which are monitored monthly by the YOS Manager and reported to the YOS Management Board on a quarterly basis.

13. ENVIRONMENTAL IMPLICATIONS

There are no implications to the environment.

14. LINKS TO COUNCIL PRIORITIES

Priority 2 – giving children and young people the best start in their lives.

Priority 4 – creating a safe, strong and cohesive community

15. LEGAL IMPLICATION

It is the duty of each Local Authority under Sections 40 and 40A of the Crime & Disorder Act 1998 (as amended ,and with certain exemptions for excellent authorities) to formulate and implement a youth justice plan each year (after consultation with relevant persons and bodies) dealing with the issues prescribed by Sections 40, 40A and any regulations and guidance issued thereunder.

Local Authorities are required to submit their youth justice plans to the Youth Justice Board and to publish them as the Secretary of State may direct.

16. WARD IMPLICATION

Borough wide.

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Youth Offending Service



for Shropshire, Telford & Wrekin

Youth Justice Plan 2008-2009



SECTION A – THE NATIONAL AND LOCAL CONTEXT OF YOUTH JUSTICE

A1 What are the strategic aims and priorities of the youth justice system in England and Wales?

The 2008-11 strategic aims are to:

- prevent offending
- reduce re-offending
- ensure the safe and effective use of custody
- increase victim and public confidence.

A2 What are the strategic aims and priorities of the local youth justice system (the story of place)?

The following locally defined vision guides the development of Shropshire Telford & Wrekin Youth Offending Service:

“Shropshire Telford and Wrekin YOS are committed to working in partnership to prevent and reduce youth crime and achieve safer inclusive communities by helping young people realise their full potential”

Whilst Shropshire Telford & Wrekin (STW) Youth Offending Service share the strategic aims and priorities of the youth justice system in England and Wales, the Management Team have recently undertaken planning for 2008/9 and have identified the following local priorities:

- prevent offending and reduce first time entrants
- reduce re-offending and improve outcomes for young people
- continue to develop risk led youth offending services
- prepare for the implementation of the Youth Rehabilitation Order
- improve access to full time Education Training & Employment
- develop the STW YOS workforce

A 2008/9 priority action plan has been prepared for each of the six priority areas defined above and has been incorporated into this wider 2008/9 Youth Justice Plan. Other priorities from this youth justice planning process have been added to this:

- maintain the low use of custody
- contribute to effective risk of serious harm management
- contribute to effective safeguarding procedures
- deliver effective victim services
- implementation of Criminal Justice Simple Speedy Summary (CJSSS)

This gives a total of eleven priority areas for the YOS in 2008/9 each of which has an associated improvement plan. All the actions associated with these priorities are included in this Youth Justice Plan in addition to all the improvement actions arising from the recent YOS Inspection.

Shropshire Telford & Wrekin YOS is a jointly commissioned service providing youth offending services to both Shropshire County Council and the Telford & Wrekin Borough Council. The YOS makes a direct contribution to the Local Area Agreements (LAA) in both authorities. In Shropshire, the soon to be completed LPSA includes 3 targets which are directly shared by the YOS and local authority – around reducing first time entrants, reducing offending and reducing the proportion of Looked After Children who Offend. Analysis of 2007/8 YOS performance demonstrates that it has achieved both the first time entrant and recidivism target. Further partnership work is required however to achieve the LAC target as offending for Looked After Children has increased in both authorities. The YOS is currently negotiating indicators and targets to be included in the Shropshire LAA which will include the continuation of first time entrant (National Indicator 111) and re-offending (NI19) measures. Whilst the YOS has not previously had any explicit shared targets in Telford & Wrekin, the development of positive partnership working has set the baseline for 2008/9 with the agreement that either one or both of the first time entrants and recidivism measures will be included in the Local Area Agreements for both authorities. In addition the YOS will continue to report to both local authorities on reducing the proportion of Black and Minority Ethnic Young People (NI44), reducing the use of custody (NI43), improving the proportion of young people in full time education (NI45) and in suitable accommodation (NI46) and Children in Care.

The YOS also has shared targets with its criminal justice and community safety partners via shared 'Assessment of Policing and Community Safety' targets. In particular, the YOS has made a direct contribution with its partners to reducing the number of days from arrest to sentence and in the definition and tracking of Prolific and Other Priority Offenders. This will continue in 2008/9 with particular emphasis on implementing the Criminal Justice Simple Speedy Summary (CJSSS) initiative. 2007/8 has also seen improved working with the Safer and Stronger Communities Partnership (Telford & Wrekin) and the Safer Shropshire Partnership with the development of a jointly funded post and the publication of a 2008-11 Youth Crime Prevention Strategy which aims to integrate and rationalise partnership work targeting young people at risk of offending or anti social behaviour. The development of clearly defined shared targets in 2008/9 will assist with the ongoing development of this important aspect of partnership work.

The purpose of the 2008-11 Youth Crime Prevention Strategy is to make a direct contribution to the reduction of first time entrants and the associated risk of offending and engagement in anti social behaviour of young people in STW. This will be one of the key drivers in developing partnership work in the two authorities with particular emphasis on ensuring there is full integration between the YISP / TAC / Cluster models and effective partnership work between the YOS, Police and Community Safety. The reduction in first time entrants and associated reductions in recorded and detected crime are indicators that prevention work thus far is making an important contribution to demonstrating effectiveness.

The YOS Management Board will continue to ensure there is rigorous and effective governance of the Service. The only change to the Board in the coming year is the phased introduction of a new Chair to build on the significant progress the Board has achieved over the past 3 years. The 2008 Joint Inspection of STW YOS found that 'a complex yet coherent strategic framework enabled the delivery of youth justice services across a large and diverse geographical area. The YOS had adapted to the differing needs of the two LAs and had worked with both LAs to ensure YOS services were provided at the local level through the available structures'.

The YOS aims to build on this solid foundation of effective governance and positive partnership work in 2008/9. In particular, by demonstrating the contribution it makes to achieving partnership targets and achieving improved positive outcomes for young people. Progress against this will be measured by the creation of a new 'YOS Effectiveness Framework' which will move beyond the previous Performance Framework. This will include participation in two outcomes research projects, the introduction of local effectiveness indicators and the ongoing development of a comprehensive case management quality assurance framework.

SECTION B - USE OF RESOURCES AND VALUE FOR MONEY

B1 Assess the extent to which the YOT's financial, staff, programme and ICT resources have been used to deliver quality youth justice services.

FINANCIAL

Shropshire County Council and Telford and Wrekin Council use a locally agreed funding formula that determines the percentage contributions from each agency. This year's inflation has been applied across all partners' contributions at 2.4%. The ISSP programme is delivered through West Mercia ISSP Consortium covering both YOTs and the four Local Authorities within a single police/LCJB area. For the purpose of drawing down funding Hereford and Worcester YOT are the lead agency and the accountable body. STW allocation of funding is £135,235.

The following resource issues will have an impact on the YOS in 2008/9:

- The three year allocation of prevention grant has been cash limited to 2007/08 allocation levels.
- The recent YOS inspection identified the need for the health provision to the YOS to be reviewed
- The YOS anticipates investing considerable resources in the development of a comprehensive quality assurance framework in the next 12 months – one key priority will be a complete check of YOS/Police data to ensure performance reporting around re-offending and first time entrants is reliable – this will impact on both management team and information team capacity
- The local implementation of national initiatives (for example Criminal Justice Simple Speedy Summary) will require ICT enhancements which will need to be resourced
- The continued development of the risk approach is likely to lead to an alternative service delivery model for low risk young people which will require some redistribution of YOS resources

All these factors are addressed in the associated improvement plan below.

STAFF

Key workforce development issues relating to this plan are identified in Sections D and E of this plan and are linked directly to the Telford & Wrekin Workforce Development Strategy. One of the key changes over the last 12 months has been the attainment of a full staffing group with early evidence that the retention of staff is becoming less of a problem than in previous years. Differential pay and conditions do remain an issue in this respect. The YOS will continue to invest in proactive recruitment and retention and this remains a key aspect of the 2008/9 YOS Workforce Strategy. A second fundamental change over the last two years has been the increasing ratio of qualified to unqualified staff with the significant majority of the current YOS workforce holding appropriate qualifications. The YOS continues to develop comprehensive career pathways for its staff group as illustrated by the number of staff completing sponsored qualifications and performing acting up roles which have often led to longer term promotion. The numbers of BME staff have dropped in the last 12 months and actions to ensure the staff group are, wherever possible, reflective of the local communities are identified in the Workforce Strategy.

Workforce development is underpinned by a comprehensive and costed training plan. A review of the 2007/8 training plan shows that approximately 80% of the identified training was delivered and, in addition, many other training opportunities not evident when the plan was initially drafted were also taken. Both Shropshire and Telford authorities continue to be proactive in providing access to relevant learning opportunities for YOS staff. The funding of a half time training manager shows the YOS' ongoing commitment to prioritising the development of its workforce. Whilst national training opportunities scheduled for 2008/9 are welcome (e.g. in the YJB Scaled Approach) the YOS will continue to invest in its staff group over and beyond these opportunities particularly given the extensive skills already developed in delivering risk led youth justice services.

As part of this development, the YOS will respond to the small number of workforce issues identified in the recent inspection – in particular the need to

review professional links for its specialist education staff with Shropshire Telford & Wrekin Schools and the School Effectiveness Team. In the drafting of this plan associated workforce development actions have been considered and clearly identified across all areas of practice.

ICT

The creative use and development of information technology underpins the work carried out by the YOS, with a significant amount of time and resources dedicated to providing the best solutions to reduce the burden of workload for staff. In addition to the introduction of several Wiring Up Youth Justice initiatives within the last 12 months, the YOS has continued to invest in the purchase of laptops to facilitate flexible working. The YOS has an ongoing rolling ICT renewal programme which reflects the YOS' recognition of information technology as a core component of service delivery.

Requests for performance, management and practice data from the YJB, both local authorities, key partners, the YOS Management Team and Practitioners are received on a frequent basis and will continue to grow particularly with the development of a local effectiveness framework which aims to build upon the previous performance framework with a substantial move towards more outcome focussed targets and improvements in associated quality assurance processes, the data produced will provide a valuable driver for practice improvement. This complements the existing methodology behind all YOS development, with data analysis central to the evolution of service provision.

Secure email remains a core business tool, with sensitive information shared through this medium whenever possible. The processes associated with the EYE project have been successfully integrated into the working methods of all case managers, significantly improving communication with the secure estate. Feedback from the YJB has indicated that STW YOS is well along the path to effectively implementing the necessary procedures.

Further improvements to the speed with which information can be provided to both the secure estate and the courts were explored throughout the latter months of 2006/07, with time dedicated to assessing the remote working potential at both Shrewsbury and Telford youth courts. Unfortunately following the completion of this research and a successful initial bid funding did not become available from the YJB. Whilst the advice to seek other funding has been duly noted, the likelihood of sourcing this piece of work remains low.

The YOS will continue to seek innovative developments in the use of ICT in 2008/9. Two specific projects will be considered – one focussing on the introduction of a new range of electronic risk screening tools to be used at court, final warning and prevention stages and the other assessing the value of the DVICE software in terms of increasing the use of interactive tools in our direct work with young people. More consistent use of the Viewpoint programme for gathering young people's feedback will also be a priority during 2008/09 with a bespoke questionnaire designed specifically to improve service evaluation.

B2 Identify risks to future use of resources and value for money and plans to overcome the risks				
Risk	Action	Success Criteria	Owner	Deadline
Lack of clear pathways to all aspects of health provision	The joint commissioners from STW to review the health provision to the YOS in the light of the inspection findings	Review completed and any recommendations implemented	YOS Management Board	March 09
YOS information system does not accurately reflect local criminal justice data	Identify resources to ensure the YOS database is updated to accurately reflect local police data	Ongoing audits demonstrate YOS / Police systems hold compatible data	YOS Manager	Dec 2008
Lack of investment in robust QA processes means these are not achieved consistently	Review resources required (info team, management) to deliver a comprehensive and robust QA framework which is linked to T&W Quality Assurance process	Sufficient resources identified to implement QA framework	YOS Manager	Sept 2008
Inadequate ICT infra structure does not support full CJSSS implementation	Explore funding streams for ICT developments to support CJSSS implementation	Additional funding stream identified	YOS Manager	Dec 2008
Low risk young people do not receive an effective service and/or require a high level of YOS resources	If the service delivery review identifies a need, identify dedicated resources for delivering a service to low risk young people	A new model of service delivery will be introduced for this group of young people with its own clearly defined resources	Intervention Team Manager	Review by Sept 2008
B3 YJB risk to future delivery assessment comments				

B4 Youth offending team budget sources for the financial year 2008/09

Agency	Staffing Costs	Payments in Kind	Other Delegated Funds	Total
Police	£82,970	£47,310		£130,280
Probation	£73,610	£78,210		£151,820
Health	£62,695	£23,655		£86,350
Local Authority	£659,340	£100,645	£63,255	£823,240
YJB	£752,480			£752,480
Other	£11,310			£11,310
Total	£1,642,405	£249,820	£63,255	£1,955,480

B5 Services planned for the financial year 2008/09

Core Activity	Total Budget (£)
Preventive services	£304,120
PACE services	£17,770
Pre-Court services	£179,705
Remand services	£69,120
Court services	£205,380
Community based services	£938,460
Through care / after care (including RAP)	£84,915
Other	£156,010

B7 Staff in the youth offending team (by headcount)												
	Strategic Manager		Operations Manager		Practitioner		Administration		Sessional	Student	Volunteer	Total
	PT	FT	PT	FT	PT	FT	PT	FT				
Permanent		2	4	4	1	24	1	5	10	0	68	119
Fixed Term						1						1
Outsourced												
Temporary								2				2
Vacant						4		2.5				6.5
Children												
Police						2						2
Health						2						2
Education						2						2
Connexions												
Other												
TOTAL		2	4	4	1	35	1	9.5	10	0	68	134.5

B8 Staff in the youth offending team by gender and ethnicity based on census 2001 categories

	Strategic Manager		Operations Manager		Practitioner		Administration		Sessional		Student		Volunteer		Total	
	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F
White British		2	1	7	14	18	1	7	7	3			18	47	41	84
White Irish																
Other white																
White and Black Caribbean																
White and Black African																
White and Asian													2		2	
Other Mixed														1		1
Indian								1								1
Pakistani																
Bangladeshi																
Other Asian																
Caribbean																
African																
Other Black																
Chinese																
Other ethnic group																
Not given																
Total	0	2	1	7	14	18	1	8	7	3	0	0	20	48	43	86
Welsh Speakers																

SECTION C1 – FIRST-TIME ENTRANTS

C1.1 Assess the extent to which the YOT partnership has contributed to reducing first-time entrants into the youth justice system and reducing any disproportionality including children and young people from Black Minority Ethnic (BME) backgrounds

The YOT partnership continues to make a significant contribution to the reduction in first time entrants. In 2007/8 Shropshire Telford & Wrekin achieved a 20.7% reduction in first time entrants compared to a national target of 5%. This performance significantly exceeds the national trend (8% reduction), the West Midlands (4.9% reduction) and STWs associated family of YOTs (2.2% reduction). In addition, analysis of the proportion of BME young people in the offending population shows that there is no over-representation of any group as compared to the general BME population of STW. In fact offending data confirms that most of these groups are under-represented in the Youth Justice System.

Local analysis suggests that there is a need to improve the quality and completeness of YOS first time entrants' data and the YOS is proactively working with West Mercia police to achieve this. The cross referencing of the YOS database with the Police National Computer on an ongoing basis will increase the reliability and validity of this data to ensure that effectiveness is being measured accurately. The ongoing reliable sharing of information will be incorporated into a written agreement with the West Mercia Constabulary in 2008/9. On a wider level there are positive local protocols in place through the ISA which allow, for example, for the production of multi agency TAC/MAT plans for those young people being worked with jointly at prevention level.

Thus far performance has continued to improve year on year and the introduction of the 2008-11 Youth Crime Prevention Strategy aims to continue this trend. This will require the ongoing development of effective partnership work and closer integration between the YOS and the Community Safety Partnerships is a priority area. In addition, resolution of other contradictory partnership targets are essential - for example, the police 'Offences Brought to Justice' versus the reduction in first time entrants targets. It is a key priority within the Youth Crime Prevention Strategy to develop in partnership with the police, the Community Resolution Model, which will hopefully be introduced across West Mercia. This is a restorative approach delivered at the pre reprimand stage which could be effective in deflecting the need for a formal criminal justice intervention and thus contribute to the ongoing reductions in first time entrants. The YOS will continue to closely monitor the local BME population to ensure the under-representation trend continues and take appropriate action if necessary.

The success in reducing first time entrants is associated with the high priority that the YOS and its partners have given to developing effective preventative services in STW. The 2008 Joint Inspection rated the overall quality of services to those young people at risk of offending as 'good' and identified the following strengths:

- the 'trailblazers' and beacon status of both local authorities in developing integrated children's services
- the effective integration of YISP services with the Common Assessment Framework, the Team Around the Child, the Cluster/MAT and lead professional models. This was assisted by the location of YISPs in local multi agency teams
- the appropriate use of YISP services by key partners with clearly defined referral criteria, an Onset assessment typically completed to a good standard and the delivery of a timely and good quality intervention plan. This typically involved parents/carers, had accurately screened for risk of harm and vulnerability and had assessed and addressed diversity issues
- the development of a prevention strategy which provided a broad based approach to preventing children and young people becoming involved in anti social and offending behaviour – including parenting, YISP and Prevent & Deter strands

The strengths identified not only reflect the positive partnership work at the prevention stage but also the significant investment the YOS has made in developing robust quality assurance processes to ensure the service provided to young people and their families achieves required standards. Inspection areas for improvement to be addressed in 2008/9 included the need to more effectively demonstrate improved outcomes for young people and to ensure evidence of full participation by the young person and their families (e.g. via signed intervention plans). Ensuring referral rates are maintained and refusal rates by young people and their families are kept to a low level will also be priorities, as will the need to ensure there is appropriate access to mainstream services – especially ETE and CAMHS services. The move to bring the YISP provision in-house in 2008/9 is also aimed at continued improvement in the quality of service delivery assisted by the evidenced based targeting of resources into identified hotspots.

2008/9 should also bring greater clarity regarding the YOS involvement in the development of Targeted and Integrated Youth Support Services in both authorities together with the Service's responses to changes on a national level with the introduction of the Youth Taskforce Action Plan and the Youth Crime Action Plan.

C1.2 Identify risks to future delivery and continuous improvement and plans to overcome the identified risks

Risk	Action	Success Criteria	Owner	Deadline
2008-11 Prevention Strategy is not implemented	Complete the key actions identified in year 1 of the 2008-11 Prevention Strategy Delivery Plan and develop and implement localised (i.e. BTW and SCC) action plans that are owned by all partners.	Quarterly reviews of progress against the delivery plan will provide evidence that actions achieved	YOS Prevention Manager	March 2009
Inappropriate targeting of prevention services	Extend the use of the YOS risk led approach into the prevention arena including the introduction of the use of a 'risk of offending' screening tool	All young people referred to YISP have a full risk assessment as part of the Onset process leading to a 'tiered' intervention based on risk	YOS Prevention Manager	December 2008
Prevention Services not coherently linked to services for YP who offend	Integrate and raise the profile of prevention services within the YOS and identify opportunities to ensure closer integration of prevention/YOS services	There are coherent processes linking prevention and YOS statutory work and examples of joint service delivery	YOS Prevention Manager	March 2009
Inaccurate data undermines ability to measure effectiveness	Improve information sharing processes with police to ensure that the YOS is notified of all offences / arrests / charges / outcomes – to include the development of electronic info sharing	Monthly check of offending data indicates YOS and PNC hold the same criminal justice data & evidence of electronic sharing	YOS Performance Manager	August 2008
Current YOS data is inaccurate so can not be used to report current FTE or re-offending performance	Complete Police/YOS cross reference of criminal justice data and update the YOS database to ensure it accurately reports on performance. Repeat this check on a monthly basis to ensure database remains accurate	Quarterly QA checks show that police and YOS data are the same	YOS Performance Manager	Sept 2008
Potential for duplication of	Integrate the YOS delivery of parenting interventions with the Local Authorities Parenting	YOS young people and their families will be accessing a range of parenting	YOS Prevention	December 2008

parenting resources and subsequent inappropriate targeting of resources	Strategies	services from a range of sources across the LA	Manager	
Lack of clarity regarding YOS position in developing Targeted and Integrated Youth Support	Establish the position and role of the YOS within the developing Targeted Youth Support and Integrated Youth Support Developments in both Local Authorities	Targeted and Integrated Youth Support Strategies will make direct reference to the role of the YOS	YOS Manager	March 2009
Lack of evidence that YOS prevention services are effective in improving outcomes for young people in STW	Develop a framework for measuring improved outcomes for young people subject to prevention interventions and ensure the requirement to monitor these is included in the SLA	The YISPs are able to demonstrate in their 2008/9 performance reports that they are achieving improved outcomes	YOS Prevention Manager	March 2009

C1.3 Identify workforce development plans to overcome the risks to continuous improvement

Skills to Develop	Target Group	Action	Owner	Deadline
Effective intervention planning	All new YOT staff and all preventions staff	1 day workshop on effective intervention planning	YOS Training Manager	March 2009
Delivering risk led prevention services	All prevention staff	1 or 2 day training event on implementing risk led prevention services including use of new screening tools etc	YOS Prevention Mgr	March 2009
Working with Parents of YP at risk of offending & anti social behaviour	All prevention staff	Review current skills level and identify appropriate learning opportunities	YOS Training Manager	March 2009

C1.4 YJB risk to future delivery assessment comments

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SECTION C2 – REOFFENDING

C2.1 Assess the extent to which the YOT partnership has contributed to reducing proven reoffending by children and young people and reducing any disproportionality including children and young people from Black Minority Ethnic (BME) backgrounds

Although the YJB do not require information on the 2006 recidivism cohort, Shropshire Telford & Wrekin YOS have undertaken this exercise for the purposes of local evaluation and measuring its contribution to the two authority LAA/LPSAs.

A 12 month follow up of the 2006 recidivism cohort (i.e. young people subject to a pre-court outcome, a court outcome or released from custody between October and December 2006) has revealed an overall re-offending rate of 28.1%. This represents a decrease in re-offending of 4.3% compared with the 2005 cohort. Using the YJB methodology this would represent a drop in re-offending which is considerably above the 5% target set.

In terms of the four cohorts, pre court offending rates have risen slightly from 18.5% (2005) to 20.2% (2006). The biggest rise in re-offending is for young people receiving final warnings with an intervention. An increase in offending for this group would be expected given the requirement from 2006 onwards that only those young people presenting the highest risk would be offered an intervention – hence we have significantly fewer interventions targeted at those young people most likely to offend. However, the increase in offending may also provide evidence that there is a need to review the delivery of final warning interventions and ensure these are fully integrated into the YOS risk based approach.

First tier re-offending rates have fallen significantly from 44.9% (2005) to 32.7% (2006) and community penalty re-offending rates have also fallen from 65.9% (2005) to 50% (2006). These reductions in re-offending correspond to the first year of the risk pilot which would have resulted in medium and high risk young people typically being seen more frequently than pre pilot. Whilst caution must be adopted in drawing any wide ranging conclusions it is positive that the overall re-offending trend is downwards in the first year of implementing risk based national standards.

Whilst re-offending rates for the custody cohort have also dropped, the small numbers involved makes it difficult to draw any clear conclusions.

With regard to BME young people, analysis of their recidivism patterns suggests that as an overall group the re-offending rates associated with the 2006 cohort are significantly lower than the 'White British/European' population – the BME re-offending rate was 17.6% (3/17) compared with the overall cohort total of 28.1%. All re-offending for BME young people was in the pre court cohort. Whilst the small numbers suggest caution in interpreting trends, there is no evidence that any particular BME group is over-represented in the re-offending population.

In terms of further analysis of re-offending patterns in both Shropshire and Telford & Wrekin, the overall trends are apparent in both authorities with some small variations. Most significantly re-offending rates in Telford & Wrekin have dropped more (from 33.5% in 2005 to 27.4% in 2006) than in Shropshire (from 31.3% in 2005 to 29.4% in 2006).

With regard to other indicators of improved outcomes for young people, performance against NI46 – the proportion of young people in suitable accommodation – has been very positive. In 2007/8 the YOS consistently exceeded the national target with 96.4% of young people in suitable accommodation at the end of their YOS intervention. This slightly exceeds both the national performance (94.8%) and the associated family of YOTs (95.7%). Conversely performance against NI 45 – the proportion of young people in full time ETE – needs to improve with only 72.8% of young people achieving this at the end of their intervention in 2007/8. Whilst exceeding the national (71.1%) and family (69.8%) performance, this falls significantly below the YJB target of 90%. This is also an area where there is significant variation across the two authorities with 77.7% of

Shropshire young people in full time ETE at the end of their intervention compared to 67.1% of young people in Telford & Wrekin. Improved performance with regard to young people accessing ETE has been identified by the Management Team as a 2008/9 priority and the YOS has drafted an ETE improvement plan which will be fully revised and updated in 2008/9 and linked to the two authority plans to reduce the proportion of NEET young people. It is also currently negotiating revised improvement targets with each authority given the removal of national targets for the coming year. 2007/8 performance also indicates the YOS continues to access substance misuse and CAMHS service in a timely manner although the performance data does not provide evidence on the quality or effectiveness of these services.

The YOS have previously stated their concerns regarding the accuracy of the methodology used for the collation of this recidivism data, primarily due to the small numbers within the identified cohort and the subsequent unreliability of percentage data. The YJB have acknowledged a need for change in the way this target is monitored with the introduction of revised counting rules for the 2008/09 period.

The 2008 Joint Inspection rated the overall quality of services to those young people at risk of re-offending as 'good' and identified the following strengths:

- ☑ The long term development of a risk led approach to delivering youth justice services which had culminated in the YOS being chosen as one of 4 national pilots for the YJB Scaled Approach
- ☑ the associated focus on high quality risk assessment processes including the use of a Case Planning Forum chaired by the Deputy Manager for co-ordinating the delivery of services to high risk offenders
- ☑ the use of a wide range of intervention methods with young people including intervention centres, a group work intervention programme and the use of a range of cognitive behavioural programmes and resources
- ☑ the accurate assessment of risk and the consideration of diversity in most assessments which was followed by a timely and good quality intervention plan aimed at preventing re-offending and addressing victim awareness issues
- ☑ Comprehensive review processes in most cases and where needed a high priority given by the YOS to compliance and enforcement issues
- ☑ Appropriate consideration of safeguarding issues in two thirds of cases with three quarters of appropriate cases having a vulnerability management plan produced to a good standard
- ☑ Evidence of pro-active and effective work with regard to access to accommodation, joint work between YOS case managers and health workers, attempts to implement the YOS ETE improvement plan and the active engagement of parents in the work undertaken with young people

Inspection strengths associated with work with young people in the community are reinforced by the outcome of the 2008 West Mercia ISSP validation exercise by the YJB regional team. STW ISSP services were awarded the maximum score of 3 based on: a comprehensive risk procedure and associated policies; an excellent level of resourcing within the YOS including a full range of specialist services and a clear procedure for assessment and referral; good partnership working with Social Care and private providers; good partnership working with the Police and Courts at a strategic level; experienced, high quality staff and good structures for staff development and support; a low level of remands and custody cases; and clear lines of communication between the YOS, YSS and ISSP staff.

Areas for improvement identified by the inspection include the need to systematically evidence improved outcomes and use this information for

service development; to ensure the comprehensive health needs of young people are addressed through effective commissioning arrangements; to ensure information on safeguarding interventions is recorded and accessible and to ensure risk of harm assessments adequately address victim issues. There are actions to address all of these areas in the Inspection Improvement Plan which has been fully incorporated into this 2008/9 Youth Justice Plan.

The YOS believes that reductions in offending are most effectively achieved by targeting those most at risk of re-offending and by working to improve outcomes for young people. The strengths identified above highlight how the inspectors believe the Service is achieving this. The 2008/9 STW Youth Justice Plan includes improvement plans aimed at improving outcomes with a particular focus on improving ETE, access to health services, access to suitable accommodation and effective parenting services.

The YOS is also committed to develop a comprehensive evaluation framework aimed at evidencing the extent to which the Service is reducing re-offending and improving outcomes for young people. As a critical part of this development the YOS in 2008/9 is participating in both a YJB sponsored outcomes study following on from the Scaled Approach pilot, and a 'Displaying Effectiveness' Independent Outcomes Research Project. As part of the methodology for the second research project there will be a more sophisticated analysis of local re-offending patterns together with the measurement of specific indicators of improved outcomes for young people including changes in start to end Asset scores, measurement of progress against intervention plans and feedback from young people and their families on the impact of the YOS.

C2.2 Identify risks to future delivery and continuous improvement and plans to overcome the identified risks				
Risk	Action	Success Criteria	Owner	Deadline
Lack of evidence that the YOS is reducing offending and improving outcomes for young people	Participate in both the YJB Outcomes study and the independent 'Displaying Effectiveness' Outcomes Research	Clear evidence will be produced of the extent to which the YOS is reducing offending and improving outcomes	Deputy YOS Manager	March 2009
YOS not able to prove that it is improving outcomes for young people	Agree a range of local 'effectiveness' indicators that measure progress against improving outcomes over and above the performance indicators included in the national indicator set	Indicators identified and quarterly reports to Management Board show YOS progress against these	Deputy YOS Manager	Sept 2008
Outcomes data not used to influence service development	Produce quarterly reports to Mgt Board on evidence of effectiveness associated with improving outcomes for young people and how this is impacting on service development	Management Board minutes record examples of how YOS service has developed based on findings from outcomes data	Performance Manager	March 2009
Lack of time/focus on developing specific areas of YOS practice where evidence suggests there is an un-met need	Establish a practice-focussed group to review key areas of service delivery aimed at developing effective and creative practice drawing on national research – Prioritise services for young women as an initial	YOS can evidence change in practice and the development of specific initiatives as a result of this group	Deputy YOS Manager	August 2008

	focus of this group			
Comprehensive health needs of young people are not satisfactorily addressed by the YOS	Via the creation of protocols with the NHS trusts, ensure appropriate targeting of health resources to: improve emotional / mental wellbeing; reduce harm from substance misuse; provide appropriate screening and access to physical health services; and health promotion (actions to include: negotiate improved access to physical health service with commissioners; develop screening tool for physical health needs; establish common referral processes; establish stronger links with custodial institutions; establish clearer referral routes for forensic services; promote healthy lifestyles)	Increased number of young people accessing health services leading to evidence of improved outcomes for young people in this area	Deputy YOS Manager / Partnership Manager	October 2008
YOS young people not accessing full time ETE provision	Refresh and implement the YOS 2008/9 ETE Improvement Plan	Evidence from quarterly review that actions in plan have been achieved	Partnership Manager	Sept 2008 (Refresh) March 2009
YOS has no comprehensive framework for measuring quality of services to young people	Develop and implement a comprehensive YOS Quality Assurance Framework across both preventative and statutory work linked to the two authority quality assurance frameworks	QA sampling is in place across the YOS and shows consistent delivery of high quality services	Performance Manager	December 2008
Management Team and Management Board not aware of (and therefore not able to help remove) barriers to meeting need	Develop and implement a formal process for escalation at all levels associated with cases where 'unmet need' is identified by YOS staff to ensure action is taken to address this	Case studies showing that escalation process has been used and that this has led to resolution	Head of Service / Deputy YOS Manager	August 2008
Young people are not provided with the opportunity to fully participate in either their intervention or the wider development of the YOS	Develop a YOS Participation Strategy which links directly to the two authority strategies and which addresses the development issues highlighted by the 2008 Inspection	YOS shows improved YP's participation in their case (e.g. higher numbers of Over to You, signed Intervention Plans, completed Viewpoints) and can evidence examples of Service Delivery based on feedback	Partnerships Manager	December 2008
YOS not able to demonstrate the way its specialists contribute	Develop simple assessment and action plan templates to record the specialist	YOS can demonstrate how the specialist work is contributing	Partnership Manager /	October 2008

directly to the work with young people	assessments and work plans (ETE, SM, MH etc) and introduce a process whereby this is fully co-ordinated by the case manager and copied into the relevant Asset / Intervention sections	directly to the young person's assessment and intervention	Specialists	
Progress against improving ETE performance hindered by difficulties associated with rural access	Include strategies to address the problems associated with young people living in rural areas into the ETE Improvement Plan	Evidence that distance / transport is not acting as an ongoing barrier to accessing ETE	Partnership Manager	Sept 2008
Assessments of insufficient quality to effectively underpin successful work with young person	Implement the Asset Improvement Plan	Progress against the Asset improvement plan can be evidenced	Intervention Manager	March 2009

C2.3 Identify workforce development plans to overcome the risks to continuous improvement

Skills to Develop	Target Group	Action	Owner	Deadline
ETE workers professional development	ETE Workers	Establish a professional link for the ETE specialists back to the appropriate LA Education Depts / Connexions	Partnership Manager	August 2008
Understanding of YP's learning styles	All Case Managers	Hold a morning workshop on using the Learning Styles Assessment	ETE Specialists	December 2008
Understanding of SQUIFA Screening Tool	All Case Managers	Hold a SQUIFA workshop to improve the quality of completion of the Screening Tool	CAMHS specialist	December 2008
Effective quality assurance particularly in relation to APIS practice	Managers / Senior Practitioners	Hold workshop on effective gatekeeping / QA practice	Prevention Manager	December 2008
Effective Case Management	All Case Managers	All staff to attend effective Case Management workshop	Training Manager	March 2009
Engaging and Enabling compliance	All practitioners	In-house practice development workshops	Interventions Manager	March 2009
Promoting participation	All practitioners	Workshops on the implementation of the participation strategy	Training Manager	March 2009

C2.4 YJB risk to future delivery assessment comments

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SECTION C3 – CUSTODY

C3.1 Assess the extent to which the YOT partnership has contributed to reducing the use of youth custodial remands and sentences and reducing any disproportionality including children and young people from Black Minority Ethnic (BME) backgrounds

involving all key partners. This Shropshire Telford & Wrekin YOS has performed well in terms of reducing the use of custody in 2007/8. On both these measures it has exceeded the YJB national target through a combination of pro-active and positive partnership work with its local criminal justice partners (courts, police, crown prosecution service) and robust and effective community alternatives to custody at both the pre and post conviction stage.

8.8% of young people at risk of custody were subject to custodial remands in 2007/8. This is lower than the YJB target of 9% and is an improvement on the 9.5% of custodial remands in 2006/7. It is also considerably below the custodial remand levels nationally (15.9%), for the West Midlands region (16%) and that of the associated YOT family (11.1%). This performance is supported by positive outcomes from the 2008 inspection which identified the following strengths:

- ✓ bail work was delivered via the dedicated assessment team with staff trained to undertake bail assessments
- ✓ the integration of bail and remand work into the wider YOS risk led approach
- ✓ the positive working relationship between YOS court staff, the police and the courts
- ✓ the use of a Case Planning Forum to review high risk bail and remand cases
- ✓ the proactive communication between the YOS and relevant custodial establishments
- ✓ the presence of a comprehensive remand management strategy which pulled all these strands together.

A lack of suitable accommodation particularly for vulnerable young women was highlighted as an important area for improvement at the bail and remand stage. There will be ongoing discussions with both authorities Children's Services in 2008/9 regarding the feasibility of developing remand and intensive fostering initiatives particularly in the light of potential requirements within the impending new Youth Rehabilitation Order.

3.8% of young people received custodial sentences in 2007/8. Whilst this is a higher proportion than 2006/7 (3.1%) it remains within the YJB target (5%) and lower than the national (5.7%) and West Midlands region (5.6%) performance in this area. The increase from 2006/7 can largely be accounted for by one unrepresentative quarter when 15 young people were sentenced to custody. As with all custodial cases, these were reviewed via the YOS Post Custody Review Panel which highlighted that there was little the YOS could have done to prevent these custodial sentences due to the seriousness of the offence and/or as a result of appropriate YOS enforcement for serious breaches of compliance. The YOS is carefully monitoring the quarterly trends to ensure that this high use of custody remains atypical of the overall trend. The YOS will also undertake a broader analysis if increased custody trends are evident will include the identification of strategies aimed at the ongoing development of targeted work aimed at the deter cohort of young people (i.e. the highest risk young people) in both authorities.

In terms of disproportionality, there were no BME young people either remanded into custody or sentenced to custody in 2007/8.

The historical low use of custody in Shropshire Telford & Wrekin is directly associated with the high quality of services provided to

young people in the community (see section C2) and the subsequent low re-offending rates demonstrated for the 2006 cohort. The introduction of risk led youth offending services and the provision of effective services to the highest risk young people (as evidenced by the very positive ISSP validation) have made a significant contribution. Underpinning this is the positive partnership work the YOS achieves with its criminal justice partners, with the work with the courts being a particular priority throughout the introduction of risk led services. This has been reinforced by findings from the 2008 inspection in terms of work with the courts which identified: experienced and knowledgeable YOS staff undertaking court roles; positive liaison via Youth Court User Groups, Magistrates Training events, Local Criminal Justice Board Meetings and other YOS/Magistrates events; positive liaison with the Crown Court Judge; an up to date Court protocol; and good quality pre sentence reports which addressed diversity, clearly outlined risk and provided realistic proposals to the court commensurate with that risk. In 2008/9 the YOS will respond to the Inspection findings by introducing a robust process for ensuring sentencers receive progress reports and ensuring there is an increase in the proportion of pre sentence reports that include appropriate victim information.

Maintaining low use of custody will remain an important focus in 2008/9 and this will be achieved by both the successful implementation of the Re-Offending improvement plan (see section C2) and the preparation the YOS undertakes with its partners in readiness for:

- ☑ The ongoing development of risk led youth offending services and the introduction of the Scaled Approach
- ☑ The 2009 Criminal Justice and Immigration Act including the implementation of the YRO
- ☑ The implementation of CJSS

This 2008/9 Youth Justice Plan includes action plans to address all of these.

C3.2 Identify risks to future delivery and continuous improvement and plans to overcome the identified risks

Risk	Action	Success Criteria	Owner	Deadline
Agreed protocols do not reflect current practice	Review and update the remand protocol to reflect recent practice changes particularly linked to remand prevention	Remand levels remain low or drop	Assessment & Courts Manager	December 2008
Lack of appropriate remand accommodation options increases the risk of custody	Review all possible options for establishing remand fostering provision	Review completed with clear identification of possible future options	Head of Service	March 2009
Lack of joined up work between specialists within custody and in the community	Ensure there is ongoing liaison between YOS Substance Misuse Staff and Custodial Health / SM Centres if identified as needed in the intervention plan	QA of Case Management records provide evidence of joined up work	Partnership / Intervention Mgrs	December 2008
Lack of joined up work evident between DTO Training Plan and Licence Intervention Plan	CPF to ensure the community intervention plan continues appropriate actions from the	QA of DTO cases shows continuation of planning	Deputy YOS Manager	August 2008

	DTO training plan			
DTO work not giving high enough priority in the YOS	Increase the profile / importance of DTO & Resettlement work in the YOS including the establishment of a Multi Agency Resettlement Panel	Panel in place and effectively contributing to licence planning	Intervention Manager	Oct 2008
The two authority prevent and deter strategies are not fully developed and/or integrated with the YOS risk led approach	Undertake an analysis of options to further develop and implement the prevent and deter strategies and actions to ensure these are fully integrated with the YOS risk led approach	The YOS CPF and authority prevent and deter processes are integrated and proactively targeting the same high risk young people	Deputy YOS Manager	Dec 2008

C3.3 Identify workforce development plans to overcome the risks to continuous improvement

Skills to Develop	Target Group	Action	Owner	Deadline
Advanced knowledge of effective DTO / Resettlement Planning	DTO Senior Practitioner	Develop skills / knowledge base to lead effectively on DTO/Resettlement work	Intervention Manager	Oct 2008
Understanding of throughcare /sentence planning for all staff particularly partnership staff	All staff	DTO Senior Practitioner to deliver learning through series of workshops	Training Manager	March 2009
Remand management for all court staff and managers.	Court staff and all operational managers	Courts Manager / Court Senior Practitioner to deliver remand management workshop	Training Manager	March 2009

C3.4 YJB risk to future delivery assessment comments

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SECTION C4 - RISK OF SERIOUS HARM

C4.1 Assess the extent to which the YOT partnership has contributed to addressing risk of serious harm to the public through local application of YJB risk of serious harm procedures

Of the 835 start assessments associated with YOS interventions in 2007/8, 86% of these young people had a risk of serious harm rating. This is a significant improvement on 2006/7 when only 52% of start assessments had an appropriate risk of harm rating. Of those with a serious harm rating in 2007/8, 74% were low risk (also 74% in 2006/7), 21% were medium risk (9% in 2006/7), 4.5% were high risk (9% in 2006/7) and 0.2% were very high risk (4.5% in 2006/7). Whilst initial analysis suggests that the YOS is working with fewer high risk of serious harm young people, it is likely that the change is equally related to more confidence in the serious harm assessment process and improved quality assurance processes.

In 2006/7 only 3 (2%) young people from a BME background were assessed as medium, high or very high risk of serious harm to others. This has risen to 8 young people in 2007/8 – 4.2% of the total number of young people assessed as medium risk or above.

In terms of completing the specialist risk of serious harm assessment (ROSH), only 37% of medium, high or very high risk of serious harm young people had the associated ROSH completed in 2006/7. Practice has improved considerably in 2007/8 with 77% of appropriate cases having a ROSH. The YOS aims to build on this improvement in 2008/9 to ensure that all appropriate young people have a completed ROSH. It also aims to improve on the proportion of ROSHs counter-signed by a line manager as only 55% of assessments had evidence of this important quality assurance process in 2007/8.

Over the last three years Shropshire Telford & Wrekin YOS have developed risk led youth offending services both locally, and as a result of this success, on a national basis, by being chosen as one of the four pilots for the YJB Scaled Approach. This has required the development of comprehensive risk assessment processes which separately address risk of offending, risk of causing serious harm to others and the young person's risk of vulnerability. The result of this has been that the YOS has taken a lead on directly contributing to the development of local serious harm procedures both internally and externally with its key partners. The structure of the YOS has also contributed to the development of robust practice in this area. For example the Assessment Team Manager is responsible for ensuring that all pre sentence reports adequately address serious harm issues and the Intervention Team Manager is responsible for reviewing and counter-signing all risk of serious harm assessments and risk management plans for high risk young people. Intervention Team Manager also acts as the gateway to the Multi Agency Public Protection Arrangements thus ensuring appropriate young people are referred into this process. The YOS is fully represented at all appropriate MAPP meetings and full records are stored on the local server in dedicated MAPP folders. Whilst historically the YOS has only had a small number of Level 3 young people, there is evidence that joint partnership work has contributed to the effective management of these cases. The YOS will need to implement the revised MAPPA guidelines in 2008/9 and also produce a dedicated public protection policy linked to the wider risk guidance.

In relation to the YOS contribution to addressing risk of serious harm to the public through local application of YJB risk of harm procedures, the 2008 joint inspection found the following strengths:

- ☑ The YOS Risk Led Model ensured that resources were targeted at young people with the highest assessed risk of harm
- ☑ Practice guidance outlined what was expected of staff in terms of a comprehensive assessment linked to an assessment of risk of harm
- ☑ The Case Planning Forum chaired by the YOS Deputy Manager oversaw the planning and review of all high risk young people (including those young people solely assessed as high risk of serious harm to others)
- ☑ A full risk of harm assessment was completed as part of the bail assessment

- ☑ High risk of harm bail or remand cases were reviewed at the YOS Case Planning Forum
- ☑ Three quarters of PSRs differentiated between the likelihood of offending and the risk of harm to others
- ☑ Almost all prevention cases had an accurate screening of Risk of Harm and all had the correct classification of risk of serious harm
- ☑ Three quarters of cases associated with young people in the community had evidence of an accurate screening, assessment and classification of risk of serious harm to others
- ☑ A review of risk of serious harm was seen in three quarters of cases at review point
- ☑ Compliance and enforcement issues were a high priority for the YOS
- ☑ DTO Asset and Risk Management Plans were regularly shared with custodial institutions
- ☑ Almost three quarters of Risk Management Plans were completed to a high standard

These findings provide a firm basis from which the YOS seeks to improve practice in this area – in particular to ensure that all cases are subject to a comprehensive risk of serious harm screening and assessment, that Risk Management Plans are always prepared and reviewed where required and that the risk of serious harm assessments more adequately address victim issues (as recommended in the Inspection). An additional key development for 2008/9 is the current change to the organisational structure of the YOS with the combination of the High and Intermediate Risk Teams into one Intervention Team. Whilst care is required to ensure that the close focus given to high risk young people is maintained this provides an important opportunity to deliver more flexible interventions whilst developing the skills and expertise of senior practitioners to effectively case manage and supervise a broader range of staff. It also provides important development opportunities for the wider staff group to work with young people across a range of risk levels.

To ensure the improvements and risks identified are addressed and in preparation for the introduction of the 2009 YJB Scaled Approach, the YOS has made the ongoing development of risk led youth offending services a priority for 2008/9. The YOS also intends to develop and implement a comprehensive quality assurance process to ensure the positive findings from the inspection can be maintained and developed.

C4.2 Identify risks to future delivery and continuous improvement and plans to overcome the identified risks

Risk	Action	Success Criteria	Owner	Deadline
The current YOS risk approach is not fully compatible with the YJB Scaled Approach	Review the current STW YOS risk approach against the final YJB Scaled Approach model and make any necessary modifications to the STW model	The STW YOS and YJB Scaled Approach will be fully compatible	Intervention Team /Deputy YOS Manager	March 09
The YOS Public Protection Policy is not fully articulated in the current Risk Guidance	Develop and implement a STW YOS Public Protection Policy	Policy will exist and evidence of its implementation in practice will be detected via QA processes	Intervention Team Manager	January 2009
Ensure that high quality services are extended to all cases.	Conduct a review of the impact of the organisational change on the efficacy of service in terms of delivering risk led youth offending services	There is no evidence of increased offending or reduced quality of service to high risk young people	Intervention Team Manager	April 2009
The YOS is not accurately identifying the risk levels of young	Develop and implement the use of risk screening at prevention, final warning and	Change in YOS assessment practice at the final warning and	Assessments & Courts	December 2008

people at all stages and therefore not accurately targeting resources	court stages	court stage is evident	Manager	
The YOS does not provide the most effective service to low risk young people whilst minimising use of resources to those needed	Identify dedicated resources and an appropriate model of service delivery for low risk young people which is directly linked to the development of Targeted Youth Support Services	A new model of service delivery will be introduced for this group of young people with its own clearly defined resources	Intervention Team Manager	Review by Sept 2008
Insufficient attention paid to victims in Risk Assessments	Include checks to ensure that victim issues are being addressed in the ROSH within the 2008/9 QA framework and ensure that ROSHs are not countersigned until this has been confirmed	QA forms analysis will confirm that victim issues are being addressed	Performance Manager	March 2009

C4.3 Identify workforce development plans to overcome the risks to continuous improvement

Skills to Develop	Target Group	Action	Owner	Deadline
ROSH assessment for managers and staff.	All managers and staff	Implement any workforce development issues identified from the application of the 2008/9 QA framework	Training & Intervention Managers	March 2009
Supervision skills for Senior Practitioners to ensure effective management oversight of risk practice	Senior Practitioners	Complete the Supervision Skills Course	Training Manager	March 2009

C4.4 YJB risk to future delivery assessment comments

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SECTION C5 – SAFEGUARDING

C5.1 Assess the extent to which the YOT partnership has contributed to keeping children and young people safe from harm

Offending rates for Looked After Children in both authorities as measured by the C18 indicator (the percentage of children who have been looked after continuously for at least 12 months who were given a final warning/reprimand or convicted during the year for an offence whilst they were looked after) have increased in 2007 compared to 2006. In Telford and Wrekin this has increased from 7/96 young people (7.29%) in 2006 to 16/111 young people (14.4%) in 2007. In Shropshire this has increased from 14/109 young people (12.8%) in 2006 to 19/116 young people (16.4%) in 2007.

Both Local Authorities have developed action plans in partnership with the YOS to reduce offending of Looked After Children. Key strands include the development of Restorative Justice in Children's Homes and a focus on YISP interventions for LAC young people. These action plans are well supported at a strategic level, being monitored and supported by a multi-agency panel that is a sub group of the YOS Management Board

Of the 836 start assessments associated with YOS interventions in 2007/8, 86.5% of these young people had a vulnerability rating. This is a significant improvement on 2006/7 when only 49% of start assessments had an appropriate vulnerability rating. Of those with a vulnerability rating in 2007/8, 65% were low risk (70% in 2006/7), 23.5% were medium risk (17% in 2006/7), 10.3% were high risk (8% in 2006/7) and 1.3% were very high risk (4.4% in 2006/7). This initial analysis suggests that the vulnerability levels of YOS young people increased in 2007/8 although the number of very high risk young people has dropped. Further analysis suggests that out of county young people are significantly over represented in the medium, high and very high vulnerability bracket. Whilst out of county young people make up 11.3% of all YOS young people with a vulnerability rating, 24% of assessments leading to a medium, high or very high rating were associated with out of county young people.

In 2006/7 only four young people from a BME background were assessed as medium, high or very high risk of vulnerability. This has risen to 7 young people in 2007/8 – 2.6% of the total number of young people assessed as medium risk or above.

The development of the STW YOS risk led approach (described in C4) has also ensured a focus on Safeguarding issues within the Service. The YOS risk assessment includes a dedicated vulnerability assessment and where required (for those young people assessed as medium risk or above) a Vulnerability Management Plan is produced, implemented and reviewed. Young people assessed as high risk of vulnerability will have their case referred to the YOS Case Planning Forum (CPF). For young people assessed as high risk of vulnerability the CPF is often focussed on trying to ensure there is effective partnership work in place to address the safeguarding issues identified. Whilst young people assessed as highly vulnerable are defined as high risk they are not subject to the same level of compulsory contact as other high risk young people as it is not necessarily through direct YOS intervention that the identified vulnerability issues can be addressed. This focus on Safeguarding is reflected at the prevention stage where integrated services ensure there is effective partnership working between the YISPs and TAC/Clusters. This facilitates joint work to address vulnerability issues and also provides for a continuity of services as young people not eligible for an intervention at final warning stage are referred into the TAC processes instead.

The YOS is represented on both Safeguarding Boards and is a proactive member making a direct contribution to the implementation of the improvement plan arising from the recent Section 11 audit. Proactive involvement is further evidenced by, for example, the Deputy YOS Manager chairing the crime subgroup in Shropshire and attending the equivalent forum in Telford & Wrekin. The YOS makes a financial contribution to both boards and a member of the YOS staff group is also part of the pooled resource for training on child protection. The YOS has trained its staff in each of the two authority safeguarding policies and YOS internal safeguarding procedures mirror these. In the last twelve months the YOS has directly sought to alter the balance of its staff group and now has a higher proportion of social work qualified staff than at any other time in its

existence. Where required the YOS will refer case studies of young people with clearly defined vulnerabilities to the YOS Management Board for discussion and if necessary resolution.

In relation to the YOS contribution to keeping children and young people safe from harm, the 2008 joint inspection found the following strengths:

- ☑ There are a low number of custodial remands and sentences in STW
- ☑ Joint working protocols were in place between the YOS with both Children's Services Departments regarding the remand of young people to the care of the Local Authority and for young people in the Looked After System
- ☑ All YOS staff in post in October 2007 had had Safeguarding training and newly appointed staff would receive this as part of their induction
- ☑ Vulnerability issues that applied to the young person were addressed in almost all pre sentence reports and over three quarters of reports outlined the potentially adverse impact of custody
- ☑ Both authorities held Beacon status in developing integrated children's services and had worked to achieve a single model of early assessment that linked the YISP to the Common Assessment Framework, the TAC/MAT and lead professional model
- ☑ Almost all prevention cases and all statutory cases had evidence to show the YOS had checked the status of the case with the Children's Services Department
- ☑ There was positive, proactive and timely joint working between the YOS and local children's services at the prevention stage and over three quarters of cases had evidence that action taken in respect of vulnerability issues was appropriate
- ☑ Vulnerability Management Plans had been produced in over three quarters of cases for statutory and custodial young people and almost all of these were of a good standard
- ☑ Two thirds of community cases and three quarters of custodial cases showed that work in respect of safeguarding issues was appropriate to the needs of the case

In addition to building on the strengths above to ensure all appropriate young people have a comprehensive plan to address vulnerability, the inspection identified the following two areas of improvement: the need to improve accommodation provision for vulnerable young females and the need to more adequately outline safeguarding work in some cases. Linked to this the YOS has identified the need to ensure all attendance at LAC reviews and professionals meetings are well evidenced to reflect the positive work that occurs in practice. To ensure these improvements are achieved and in preparation for the introduction of the 2009 YJB Scaled Approach, the YOS has made the ongoing development of risk led youth offending services a priority for 2008/9. The YOS also intends to develop and implement a comprehensive quality assurance process to ensure the positive findings from the inspection can be maintained and developed.

C5.3 Identify risks to future delivery and continuous improvement and plans to overcome the identified risks

Risk	Action	Success Criteria	Owner	Deadline
Offending levels of Looked After Children continue to increase	Undertake further analysis of causal issues and identify strategies to reduce the offending levels of Looked After Children	Offending levels for looked after children reduce	Performance Manager	Sept 2008 (for initial strategy)
Identified vulnerability issues are not being appropriately addressed	Monitor the completion of Vulnerability Management Plans to ensure 100% completion	QA shows all Vulnerability Plans are being completed and counter-signed	Performance Manager	July 2008 onwards
Lack of knowledge about the key vulnerability issues prevents	Review all medium, high and very high risk vulnerability young people in the last 12	Key vulnerability issues affecting YOS young people clearly	Performance Manager	Sept 2008

service development to address these	months to establish: what common vulnerability issues are being identified; what interventions were offered to address these; what involvement children's services have with these cases; and whether the intervention led to a reduction in vulnerability	identified		
Recording of communication regarding safeguarding issues is not clear and consistent	Incoming letters relating to young people and safeguarding will be scanned into electronic case files.	Quarterly QA provides evidence that this is occurring	Support services manager	Aug 2008
Recording of communication regarding safeguarding issues is not clear and consistent	Practitioners will copy emails in relation to safeguarding into YOIS/UMIS 'Case Diary' as well as recording all telephone conversations in 'contacts'	Quarterly QA provides evidence that this is occurring	Ops Managers/Snr Pracs	Nov 2008
Recording of communication regarding safeguarding issues is not clear and consistent	Introduction of 2008/9 YOS comprehensive QA framework covering prevention and statutory work will include checks to ensure Safeguarding is being addressed and evidenced appropriately	Quarterly QA provides evidence that this is occurring	Performance Manager	Sept 08

C5.3 Identify workforce development plans to overcome the risks to continuous improvement

Skills to Develop	Target Group	Action	Owner	Deadline
Effective safeguarding practice	All Assessors / Case Managers	Hold a YOS Safeguarding workshop to continue the development of effective safeguarding practice	Prevention Manager / Safeguarding Rep	December 2008

C5.4 YJB risk to future delivery assessment comments

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SECTION C6 – PUBLIC CONFIDENCE

C6.1 Assess the extent to which the YOT partnership has contributed to improving public confidence in the fairness and effectiveness of dealing with youth crime in the Criminal Justice System

The 2008/9 West Mercia LCJB Strategic Delivery Plan includes a section on Improving Public Confidence with the following core commitment: **“A commitment to strengthening community engagement with the CJS, ensuring that people in local communities are informed about the performance of the system and consulted and engaged about their priorities, so that they can be confident that it is fair, effective and meets their needs, and also to improve staff engagement and confidence in the services they provide to their communities. This commitment will be further supported by the collection and publication of quarterly data in order to understand and address any race disproportionality at key stages in the CJS that can not be objectively explained or justified”**. The YOS aims to make a direct contribution to delivering on this commitment in 2008/9 and the improvement plan below draws directly from actions identified in the LCJB Strategic Delivery Plan.

Section A2 provides a summary of YOS performance in 2007/8. The strong performance of the Service should make a significant contribution to improving public confidence in the fairness and effectiveness of the local youth justice system. Of particular importance in increasing confidence are:

- ☑ There is no evidence of any over-representation of Black and Minority Ethnic young people in the first time entrants, offending or custody populations
- ☑ The YOS is an overall Level 4 (top level = 5) performing YOS with an overall performance rating of 73.5% - this exceeds the national (68.2%), West Midlands (69.9%) and associated YOT family (71.1%) performance
- ☑ The YOS has made a direct contribution to the achievement of Local Authority LPSA targets around reduced offending and reduced first time entrants
- ☑ The YOS has a Level 4 rating for national standards compliance suggesting that it effectively supervises most young people and where necessary will enact breach procedures to protect the public – this is reinforced by the 2008 Joint Inspection finding that ‘compliance and enforcement issues are a high priority to the YOS’
- ☑ The number of first time entrants into the youth justice system has fallen by 20.7% in 2007/8 – significantly exceeding the 5% national reduction target
- ☑ Overall re-offending levels of the latest (2006) cohort of young people have fallen by 4.3% and have significantly exceeded YJB targets for reductions
- ☑ STW has a relatively low use of custody and the courts accept a high proportion of YOS recommendations suggesting that the local courts have a high degree of confidence in the services provided by the Service and that these have proved effective in reduced offending
- ☑ The YOS has been subject to a comprehensive joint inspection in 2008 with all areas of YOS practice rated as good – the inspection highlighted 224 YOS Strengths compared with 32 Areas for Improvement. Only 5 recommendations were made
- ☑ The YOS has also been subject to a very positive ISSP validation in 2007/8 – being allocated top ratings by the YJB regional team with many strengths identified. Given that this programme works with those at greatest risk of offending this provides further public confidence regarding the effectiveness of the YOS
- ☑ The YOS actively seek participation of and feedback from young people and their families at key stages of the youth justice process
- ☑ The YOS is introducing a comprehensive outcomes framework in 2008/9 to demonstrate its effectiveness in reducing offending and

improving outcomes for young people

- ☑ The YOS is also building on existing good practice to develop a comprehensive Quality Assurance framework in 2008/9 to ensure services are delivered consistently and fairly to all young people, their families and victims of youth crime

All these measures should provide confidence to the public that the YOS is committed to working effectively with its partners to reduce youth crime in Shropshire Telford & Wrekin, and in so doing reduce the associated fear of crime and anti social behaviour. The YOS recognises the need to more effectively promote the successes of the Service and to ensure clear communication with all key stakeholders including the local communities within which it operates. On this basis the key action for 2008/9 is the development of a comprehensive communication strategy to ensure this clarity of communication is achieved. The Head of Service will lead on this.

C6.2 Identify risks to future delivery and continuous improvement and plans to overcome the identified risks

Risk	Action	Success Criteria	Owner	Deadline
The public is not aware of the effective work undertaken by the YOS and therefore can not invest confidence in the Service	Develop a comprehensive YOS Communication and engagement Strategy derived from the West Mercia LCJB 3 Year Strategy	Introduce Stakeholder (including public) survey to gauge views of YOS	Head of Service	March 2009
The YOS does not contribute to existing public confidence events	Make a direct contribution to the 'Inside Justice Week' via a series of YOS events demonstrating the use of Restorative Justice approaches in STW	YOS actively involved in delivery of the 'Inside Justice Week'	Head of Service	Sept 2008
The YOS does not link into existing engagement activities	Liaise with the West Mercia Police regarding opportunities for increased YOS engagement in local communities through local Policing Matters Groups	Evidence of YOS involvement in local engagement activities	Deputy YOS Manager/Youth Crime Prevention Manager	December 2008
Current under-representation of BME young people does not continue	Ensure there is ongoing monitoring of potential disproportionality and implement an improvement plan if evidence of need emerges	Quarterly monitoring continues to demonstrate under-representation or strategies to address any increase	Performance Mgr	Ongoing to March 2009
Courts do not receive an effective 'Out of Hours' Service	Improve the knowledge / skills of EDT to provide a more effective 'Out of Hours' service	Event held and courts report confidence in 'Out of Hours' service	Assessment & Courts Mgr	December 2008
YOS does not maximise opportunities to discharge orders early for good progress	Increase the number of early revocations to demonstrate the effectiveness of the YOS	QA processes demonstrate increased number of early revocations	Performance Mgr / Intervention Mgr	March 2009

C6.3 Identify workforce development plans to overcome the risks to continuous improvement

Skills to Develop	Target Group	Action	Owner	Deadline
Effective Media Management	YOT Manager	Identify appropriate Media Management Course	Training Manager	December 2008

C6.4 YJB risk to future delivery assessment comments

SECTION C7 – IMPROVING VICTIM SATISFACTION

C7.1 Assess the extent to which the YOT partnership has contributed to improving satisfaction in the Criminal Justice System for those who have been victims of youth crime

The YOS has performed consistently well in this area of practice. In 2007/8 40% of victims participated in a restorative process – exceeding the YJB target of 25% of victims and the national (24.9%), West Midlands (24.4%) and family of YOT (25.2%) performance. All victims who participated and responded to the YOS invitation for feedback said they were satisfied with their involvement in the process. However, the YOS welcomes the discontinuation of the victim satisfaction indicator in 2008/9 as it provides little indication of the overall quality or effectiveness of YOS victim services. The YOS is currently negotiating new ‘effectiveness’ indicators with its local partners and will introduce a victim indicator which aims to seek the victim’s view of what they hope to achieve by participating in a restorative process and the extent to which this has been achieved at the end of the process.

The 2008 joint inspections findings reinforce the positive performance of the YOS with an overall rating of good and the following strengths identified:

- ✓ The development of a Restorative Justice Unit within the YOS
- ✓ A comprehensive Restorative Justice Strategy with an associated action plan
- ✓ The development of restorative justice processes in schools and with three LA residential homes
- ✓ A joint YOS/Probation protocol addressing victim issues and a Victim Policy and protocol developed with local victim support services
- ✓ A clear and robust framework for victim work including clear communication processes, the use of a dedicated RJ assessment tool, the consideration of victim safety issues and the needs and wishes of victims, clear processes for participation and mechanisms for collecting victim feedback
- ✓ The increasing expansion of reparation placements

The only area for improvement identified via the inspection was the need to clearly evidence that all young people participated in a restorative justice intervention. The inspection findings are particularly positive given that some of the inspection cases were more than 12 months old and reflected a period when RJ services were less well developed in the YOS. Over the last six months there has been a continual improvement in services to the point where, for example, the Unit have a high degree of confidence that there is a restorative element to all Referral Orders. The Unit now plan to undertake further training with assessors and report writers to ensure their views regarding the most appropriate form of RJ are clearly articulated so that the panel can act on these. As part of this approach there is a goal of increasing the number of face to face restorative processes undertaken. Active monitoring on a fortnightly basis of the implementation of the RJ Strategy ensures that this remains a high priority for the team.

Despite the positive findings from the inspection, the YOS Restorative Justice Unit are already planning to significantly enhance the provision of high quality services to victims in STW. The Unit have put forward a costed proposal to recruit dedicated victim volunteers with the aim of ensuring more victims are contacted directly and therefore initially engaged in restorative justice services and that those who are engaged receive a high quality service including regular ongoing liaison and feedback from the YOS on progress of the young person's intervention. Victims can also be better supported to decide whether they wish to attend panels and, if the RJ assessment indicates suitability, have direct contact with the young person involved. The YOS Manager is currently considering possible funding streams to facilitate this new development. Associated with this development the Unit want to improve the quality and availability of information for victims and are committed to using multi media technology to produce appropriate materials in 2008/9.

One further priority for 2008/9 is improved information sharing with the police. Whilst the YOS has developed its victim strategy to ensure that it is fully compliant with the national 'Code of Practice for Victims of Crime' further work is necessary to ensure the police are able to provide the details of all victims to the YOS when an offence is committed in accordance with their duties within the codes of practice.

C7.2 Identify risks to future delivery and continuous improvement and plans to overcome the identified risks

Risk	Action	Success Criteria	Owner	Deadline
RJ Unit does not have sufficient capacity to deliver high quality services to all victims	Development of a 'Victim Volunteer Project' whereby the YOS recruits, trains and supports volunteers to undertake direct work with victims	Increased number of victim overall contacts and 'face to face' meetings involving volunteers	Assessment & Courts Team Manager	March 2009
Lack of 'effectiveness' indicators for RJ Unit	Identification of appropriate local 'effectiveness' indicators for the RJ Unit and the development of a framework to measure progress	Revised assessment and feedback processes for victims with evidence that feedback has led to service improvement	Assessment & Courts Team Manager	Sept 08
Lack of appropriate information for victims	Production of multi media victim information materials	Materials are available and shown to victim	Assessment & Courts Team Manager	December 2008
Insufficient reparation completed by YOS young people	Ensure that all Young People have successfully completed a reparative element by the end of their YOS intervention	QA demonstrates that reparation completed in all cases	Interventions / Assessment Mgr	March 2009
Lack of victim information to inform assessment	Improve Police/YOS information sharing processes to ensure that the YOS receives victim impact statements where appropriate	Quarterly QA demonstrates that these are available	Police/Dep YOS Manager	Oct 08
Insufficient attention paid to victim issues at assessment stage by case managers	An Asset improvement plan has been implemented (which will be audited in November) to ensure that 100% of Assets (including ROSH) are at least considered to	Quarterly QA by Management Team confirms rating of Assets as satisfactory or above	Interventions Ops Manager	Nov 08

	be satisfactory.			
Insufficient attention paid to victim issues at assessment stage by case managers	Training for gatekeepers to be provided regionally as part of the regional improvement plan.	Review of training plan shows this has been delivered	Ops Mgrs and Senior Pracs to attend training	Nov 08

C7.3 Identify workforce development plans to overcome the risks to continuous improvement

Skills to Develop	Target Group	Action	Owner	Deadline
Appropriate identification of RJ work in reports	Report Authors	Report writing workshop focussing on ensuring RJ options are clearly articulated	Prevention Manager	December 2008
Effective victim work	Volunteers	Provide training events so that volunteers can undertake effective direct victim work	Assessment / Courts Mgr	October 2008

C7.4 YJB risk to future delivery assessment comments

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SECTION D – BUSINESS CHANGE AND INNOVATION

D1 Describe the proposed business change or innovation – Criminal Justice: Simple, Speedy, Summary

NATIONAL CONTEXT:

From April 2008, youth courts across England and Wales will be adopting, through a phased implementation, a revised model of the established court process within the adult magistrates court. Simple Speedy Summary Justice (CJSSS) is based upon three principles:

- better proportionate preparation for first hearing in court
- ensuring that pleas are heard at first hearing and guilty pleas are dealt with on the day
- contested trials should proceed straight to trial within a reasonable timeframe.

The Referral Order process remains unchanged as most young people are dealt with on their first appearance however the level of change in practice and procedures for each YOT will vary according to their individual agreements and relationship with their local youth court.

LOCAL STW CONTEXT:

The YOS has begun work with its key partners in preparation for the implementation CJSSS. The YOS Assessment & Courts Manager has met with the Chair of the Youth Bench and the Senior Clerk in Telford & Wrekin and agreed that an implementation group consisting of YOS, Court and Police representatives will be established meeting on a bi-monthly basis to cover both the implementation of CJSSS and the introduction of the Youth Rehabilitation Order. The first task of the group will be to develop an implementation plan covering all key actions required to achieve full introduction of CJSSS. The YOS Assessment & Courts Manager is currently seeking a similar meeting within Shropshire with the aim of introducing a similar process there.

As identified in the Joint Inspection, the YOS currently makes an important contribution to CJSSS by producing required assessments and reports within national standards timescales. The provision of reliable and accurate information at all initial court hearings will require further improvements in information sharing as comprehensive notification of arrests by the police has proved problematic. The YOS will also need early notification from the courts of a young person's appearance and the proposal that the YOS should have access to the Courts LIBRA information system will need to be implemented. Improvements in the reception of CPS Disclosure papers will also be necessary.

As part of its contribution to CJSSS the YOS plans to review its current assessment and stand down processes. Whilst the YOS has already implemented 'Fast Delivery' Reports, the quality and format of these require further work and the Service will use the CJSSS implementation as an opportunity to discuss with the Courts the introduction of revised court risk screening processes. The introduction of these screening processes, to be available at the earliest indication of guilt, can be used to rationalise and streamline stand down and fast delivery reports and ensure these are delivered in line with the YOS policy on risk led youth offending services. As part of this implementation the YOS intends to increase the resources it makes available to the courts to ensure that there are staff available to undertake swift screenings and assessments. This should also increase the YOS capacity to provide progress reports to the courts.

The development of the 'Volunteer Victim Project' could make an important contribution to ensuring the views of victims are available wherever possible as this project will facilitate the early contact of victims. This will require improvements to the quality of victim information passed to the YOS by the Police.

Shropshire Telford & Wrekin YOS is confident that it can build on current positive partner relationships and make a meaningful and effective contribution to the local implementation of CJSSS.

NB – SEE NEXT SECTION FOR JOINT CJSSS/ YOUTH REHABILITATION ORDER / SCALED APPROACH IMPROVEMENT PLAN

D1 Describe the proposed business change or innovation – Youth Rehabilitation Order and Youth Justice: The Scaled Approach

NATIONAL CONTEXT:

Youth Justice: the Scaled Approach is designed to assist youth justice services to direct time and resources to young people appropriately, in accordance with their risk assessment, YOTs will be expected to implement the scaled approach model from April 2009, which will coincide with the introduction of the provisions arising from the Criminal Justice and Immigration Act. The most significant youth justice provision in the Act relates to the Youth Rehabilitation Order (YRO).

LOCAL STW CONTEXT:

Shropshire Telford & Wrekin YOS has led the way in the development of risk-led youth offending services across England and Wales. This culminating in the selection of STW YOS as one of the four national pilots for the YJB Scaled Approach. The process evaluation of the pilots identified that they were more likely to produce higher quality assessments, reports, interventions and more effective planning to address risk. The STW Case Planning Forum was singled out as an example of effective practice across the pilots. As a direct outcome of the pilot the proposed YJB Scaled Approach has drawn directly from the risk model operated in STW over the last four years. This means that the YOS is already considerably advanced in being able to fully implement the final Scaled Approach model when it is published by the YJB in the summer of 2008.

As part of the development of the Scaled Approach the YOS has invested in developing the quality of its assessment and associated risk assessment processes. Findings from the 2008 Joint Inspection highlight:

- ☒ Almost all cases had a fully completed assessment based upon at least one interview with the young person. Three quarters of young people completed an associated 'What Do You Think?' form
- ☒ Diversity issues had been appropriately assessed in three quarters of cases and parents needs were taken into account in almost all cases
- ☒ Three quarters of cases had evidence of an accurate screening and assessment of risk of harm to others

As part of the ongoing development of the quality of assessments, the YOS has produced an Asset improvement plan that will be implemented in 2008/9.

As part of its risk led approach, STW YOS has been working to nationally agreed risk based standards since July 2006. Monitoring of performance against these standards during the pilot showed the YOS achieved a high degree of compliance. Since the end of the pilot, the YOS has not been required to monitor its performance but has recently taken the decision to re-introduce local monitoring to ensure that it is effectively targeting resources to the highest risk young people. The inspection found that the 'compliance and enforcement were a high priority for the YOS' and that 'evidence that interventions addressed the likelihood of reoffending was seen in over three quarters of cases'. The development of a wide range of YOS interventions supports this targeting with the provision of high quality ISSP services (as measured by the YJB validation) of particular significance for a core group of high risk young people.

The re-organisation of the YOS into risk based teams in 2005 reinforced the focus on risk with differential service delivery to high, medium and low risk young people. This ensured there was considerable focus on high risk young people whilst maintaining an important level of service delivery to lower risk offenders. A recent organisational review has concluded that the gains made can be maintained within a wider intervention

team although this will be carefully monitored in 2008/9 to ensure the focus on differential risk groups is maintained. Implementing revised MAPP processes will assist with the continuing focus on high risk young people whilst the implementation of a more robust quality assurance process will make an important contribution to the overall monitoring of the quality of service provision regardless of risk level. The YOS Training Manager is currently aggregating training needs across the Service arising from individual Personal Development Plans and will ensure that preparation for the Scaled Approach and YRO are given priority in the 2008/9 Training Plan.

The introduction of the Scaled Approach and the associated 2009 Criminal Justice and Immigration Act Order has resulted in the YOS identifying the ongoing development of risk led youth offending services and preparation for the YRO as two of its key priorities for 2008/9. Improvement plans linked to both of these areas have been developed by the YOS Management Team. The full Risk Led Services Improvement Plan can be found in Section C4 of this plan with the actions specifically relating to the Scaled Approach replicated below together with the Improvement Plan for the Youth Rehabilitation Order. Whilst the preparation for both these national initiatives may require further change, the YOS has amply demonstrated its ability to manage change over recent years and has demonstrated that it can work effectively with its key partners (for example the courts with the implementation of the risk led approach) to introduce innovative and creative practice. The Service does not anticipate any immovable barriers to the effective implementation of either the Scaled Approach or the Youth Rehabilitation Order.

D2 Identify risks to implementing the business change or innovation and plans to overcome the identified risks				
Risk	Action	Success Criteria	Owner	Deadline
The current YOS risk approach is not fully compatible with the YJB Scaled Approach	Review the current STW YOS risk approach against the final YJB Scaled Approach model and make any necessary modifications to the STW model	The STW YOS and YJB Scaled Approach will be fully compatible	Intervention Team Manager	March 09
Lack of effective partnership preparation for CJSSS	Develop and deliver CJSSS Implementation Plans for both Shropshire and Telford & Wrekin	CJSSS is effectively implemented in both authorities with evidence that actions in plans have been achieved	Assessment & Courts Mgr	December 2008
The YOS is not prepared to implement CJSSS/YRO	Convene a working party within the YOS to address internal actions to implement the YRO/CJSSS	Working party minutes identifying actions and progress against these	Assessment & Courts Team Manager	July 2008
YOS resources and changes in practice to implement YRO / CJSSS not fully identified	Review YRO legislation and proposed CJSSS project and identify changes in practice and resources needed to implement effectively	Practice changes evident in preparation and team ready. Practice/procedure documents updated. Paper presented to HOS if additional resources are required	Assessment & Court Team Manager	August 2008
Unplanned development in use of 'unpaid work'	Within a revision of the wider protocol a-agree protocol with the Probation Service to undertaken unpaid work with YP aged	Protocol written and signed off	Deputy YOS / Intervention Team	October 2008

	16/17		Manager	
Court Officer role not clearly defined	Identify clear changes in the Court Officer role and the way the YOS will adapt practice to incorporate these	Written practice guidance updated	Assessment & Courts Team Manager	November 2008
Key partners do not clearly identify changes of YOS provision	Develop a Communications Strategy to include notification of key changes to YOS provision as a result of CJSSS and YRO	Strategy written and stakeholder feedback indicates awareness of change	Head of Service	December 2008
Changes to the YOS organisational structure will result in reduced focus on high risk young people	Conduct a review of the impact of the organisational change on the efficacy of service in terms of delivering risk led youth offending services	There is no evidence of increased offending or reduced quality of service to high risk young people	Intervention Mgr / Performance Mgr	March 2009
The YOS is not accurately identifying the risk levels of young people at all stages and therefore not accurately targeting resources	Develop and implement the use of risk screening at the final warning and court stages	Change in YOS assessment practice at the final warning and court stage is evident	Assessments & Courts Manager	December 2008
The YOS does not provide the most effective service to low risk young people whilst minimising use of resources to those needed	Review and adapt if necessary service delivery for low risk young people	If appropriate a new model of service delivery will have been introduced for low risk young people	Intervention Team Mgr	Review complete by Sept 2008

D3 Identify workforce development plans to overcome the risks to continuous improvement				
Skills to Develop	Target Group	Action	Owner	Deadline
Knowledge / awareness of YRO & CJSSS	Courts Team and wider staff group	Participate in YJB / LCJB sponsored or internal CJSSS & YRO Training	Prevention Mgr / Assessment Mgr	March 2009
Full partners awareness of local implementation of YRO / CJSSS	All key partners (YOS, Courts, CPS, Probation etc)	Partnership seminars in preparation for local implementation of YRO / CJSSS	Prevention Manager / Assessment Mgr	December 2008
Awareness of YJB Scaled Approach	All YOS staff	Hold 'Scaled Approach' awareness workshops if the need is identified once the review of STW Risk Model compared to the YJB Scaled Approach has been completed	Intervention Mgr	December 2008

D4 YJB risk to future delivery assessment comments

D1 Describe the proposed business change or innovation – Workforce Development

NATIONAL CONTEXT:

Due to the new local focus and improved workforce development infrastructure in youth justice services, YOTs will be expected to commission directly from the Open University (OU) using local budgets in 2009–11, maintaining an equivalent level of workforce development opportunities as provided by the YJB during 2008/09.

LOCAL STW CONTEXT:

The YOS has been kept fully informed regarding the range of learning opportunities accessible through the Open University and the Training Manager attends all regional YJB training manager meetings. The experience of the YOS is that a range of learning opportunities are required to ensure a comprehensive and flexible approach is taken to workforce development of a diverse YOS staff group. Whilst the commissioning of Services from the Open University will be part of the STW Workforce Development Strategy, the YOS will complement this via the commissioning of a range of other learning opportunities on a national, regional, across authority and within organisation basis. Whilst the YOS will not commit to ensuring that the commissioning budget for the OU will be the equivalent of that provided by the YJB, it will ensure that the total commissioning budget associated with its overall workforce development strategy is equal too (and will probably exceed) that of the YJB this year. All staff who have commenced with the YOS since November 2007 are signed up to complete the OU 'Introduction to YOT' Course.

The YOS is fully committed to year on year improvements of all members of the workforce regardless of whether they have previously participated in YJB funded training. The annual costed YOS training plan is one important vehicle for achieving this and the recent review of the 2007/8 plan identified that over 80% of the training opportunities scheduled had been achieved. The YOS has pursued a proactive policy of recruiting qualified staff over the last twelve months reducing the need for staff to engage in the PCEP or Foundation Degree.

The YOS is committed to continuing its current strategy of financing its workforce development strategy. This has included valuable contributions from its key partners who have provided specific learning opportunities or facilitated YOS staff involvement in appropriate partner training opportunities. This has been particularly evident across the two local authorities where the YOS are directly linked into the Children's Services workforce development plans and has enjoyed full access to, for example, all Safeguarding training. The gradual withdrawal of YJB sponsored learning opportunities may provide a significant challenge to the YOS from 2009/10 onwards.

D2 Identify risks to implementing the business change or innovation and plans to overcome the identified risks

Risk	Action	Success Criteria	Owner	Deadline
Lack of a clear strategy for future workforce development	Produce a 2008/9 STW YOS Workforce Development Strategy with an associated fully costed training plan	Strategy in place and quarterly reviews by the Management Team provide evidence that it is being implemented	Training Manager	July 2009

SECTION E1 – WORKFORCE DEVELOPMENT

E1.1 Assess the extent to which the YOT Workforce Development Strategy has helped the YOT partnership to effectively manage risks to future delivery

Workforce development issues have already been identified in sections B and D of this plan. The recent inspection of the YOS identified the following strengths in relation to the YOS workforce:

- ☑ The YOS costed training plan was comprehensive and embraced all staff including partnership workers and volunteers. In house training was offered within the YOS and local authority. The YOS also commissioned external training where required for all staff including volunteers
- ☑ The YOS training plan was linked to the Children's Workforce Development strategy
- ☑ Staff received regular supervision and personal performance development plans which linked directly to the YOS plan. All managers had undertaken an effective supervision course and all essential corporate management training
- ☑ A range of guidance on procedures and protocols was in place and accessible to staff
- ☑ There was a comprehensive induction pack for new workers
- ☑ Mental health workers received good clinical supervision as well as supervision from operational managers
- ☑ Seconded police officers had good links to their host organisation

The two areas identified for improvement – namely the need to improve recruitment and retention and the need to ensure the professional development of educational staff are addressed – have associated actions in this Youth Justice Plan.

The 2008/9 Workforce Development Strategy is currently being drafted and will address key issues identified via a number of sources:

- ☑ The YOS inspection report
- ☑ An analysis of individual development issues identified via the PPD process
- ☑ An analysis of Training Impact Forms associated with the implementation of the 2007/8 training plan
- ☑ The identification of key workforce issues identified via supervision
- ☑ Other audits and self assessments of practice completed in the last 12 months – for example the YJB Asset Audit and the final EPQA reviews

A key priority for 2008/9 will be to ensure all PPDs are completed within the identified timescales and that Training Impact Forms are completed routinely

The delivery of the 2008/9 Training Plan will also be monitored on a quarterly basis by the YOS Management Team – as with previous year's local authority training opportunities will make an important contribution to workforce development and the YOS will use the skills of its partners and, in particular, the seconded workers to continue the development of the whole service skills base. Closely associated to this will be the full implementation of the recently designed comprehensive induction process for all new staff which covers all aspects of YOS/Local Authority ethos, policy and practice.

The YOS has a 2008/9 Restorative Justice Action Plan which includes recruitment, training and retention of volunteers. This will be supplemented by a

new recruitment campaign targeted specifically at volunteers to support the delivery of effective victim services. The YOS are currently working to develop an induction programme for volunteers which will include national and local learning priorities. The recent identification by the YJB of the six year limit for referral order panel members will create a significant challenge to the YOS as some panel members will inevitably reach the end of their term. A new development in 2008/9 will be the possible use of approved young people as mentors although the YOS plans to proceed cautiously in this area and will ensure there is process to assess suitability which considers all health and safety issues. If achieved it is the intention of the YOS to ensure this is linked to some kind of recognised achievement/qualification.

E1.2 Identify risks to workforce development and plans to overcome the identified risks

Risk	Action	Success Criteria	Owner	Deadline
Ongoing difficulties with YOS recruitment and retention	The 2008/9 YOS Workforce Development Strategy to include key actions aimed at achieving effective recruitment and retention processes	Low number of vacancies and low staff turn over	YOS Management Team	March 2009
Ongoing difficulties with YOS recruitment and retention	The 2008/9 YOS Workforce Development Strategy to include key actions aimed at achieving effective recruitment and retention processes	Low number of vacancies and low staff turn over	YOS Management Team	March 2009
Ongoing difficulties with YOS recruitment and retention	The 2008/9 YOS Workforce Development Strategy to include key actions aimed at achieving effective recruitment and retention processes	Low number of vacancies and low staff turn over	YOS Management Team	March 2009

E1.3 YJB risk to future delivery assessment comments

SECTION E2 – RISK TO FUTURE DELIVERY ASSESSMENT SUMMARY

E2.1 Comments from risk to future delivery assessment from YOT management board chair

The review of the Youth Offending Service undertaken in preparation for this Youth Justice Plan demonstrates that Shropshire Telford & Wrekin YOS continues to be a high performing service providing good quality services to young people at risk of offending, young people who offend, victims and other key partners (for example the local courts). The 2008 joint inspection was a welcome independent assessment of the quality of these services and the YOS and its key partners are to be commended for the very positive inspection report which has just been published. The positive strengths found by the inspectors far outweighed the areas for improvement – as evidenced by only 5 recommendations identified for the YOS to address. The Management Team have responded positively by addressing all areas for improvement in this Youth Justice Plan.

The YOS Management Board is committed to ensuring both prevention and statutory services continue to develop in 2008/9. As part of this process the following key risks to future delivery have been identified with associated improvement strategies/actions to address these:

RISK: Improvements identified within the Inspection Report are not addressed. ACTION: All actions from the YOS Inspection Improvement Plan are incorporated into this plan and will be subject to quarterly monitoring by the YOS Management Team.

The YOT Manager will provide progress reports to each Management Board Meeting

RISK: Changes to the performance framework will lead to less robust monitoring of YOS effectiveness. ACTION: The YOS has begun work on the development of a '2008/9 Effectiveness Framework' which will take monitoring of YOS success significantly beyond the old performance framework. The Management Board will monitor the development of this via quarterly progress reports. The introduction of improved information sharing arrangements and the development of a robust quality assurance framework will also result in greater confidence on the accuracy and reliability of YOS data

RISK: Historical problems with YOS recruitment and retention continue. ACTION: The YOS has produced a 2008/9 Workforce Development Strategy which builds on the proactive work undertaken in the last 12 months to recruit and retain staff and increase the proportion of qualified staff. Early indicators are positive that this has led to greater stability of the workforce.

RISK: Budgetary pressures lead to threats to the maintenance of the current YOS budget. ACTION: Management Board to ensure current partner funding levels are maintained

RISK: YOS Prevention Services are not fully integrated with Targeted Youth Support Services; ACTION: The YOS Manager to progress plans for YOS involvement/integration with each of the Lead Managers for Targeted Youth Support in the two authorities

RISK: The 2008-11 Youth Crime Prevention Strategy is not effectively implemented. ACTION: The two Prevention Sub Committees will be pro-active in monitoring the implementation of the strategy in both authorities



RISK: The YOS does not adequately promote or communicate its effectiveness to the STW public. ACTION: The YOS will develop a comprehensive Communication and Engagement Strategy led by the YOS Manager

RISK: Early indications of increases in the use of custody are confirmed. ACTION: The YOS will implement a full review of reasons for this with its key criminal justice partners and introduce a strategy to address this. This will include plans to already strengthen the Prevent & Deter Strategy and integrate this with the ongoing development of the YOS risk led approach

RISK: Anticipated national implementations (Scaled Approach, Youth Rehabilitation Order and CJSSS) are not resource neutral. ACTION: As part of the preparation for implementation of each of these national initiatives an assessment of potential resource implications will be undertaken and the results presented to the YOS Management Board

E2.2 YJB risk to future delivery summary comments

E2.3 Review and sign-off

Name:		Job Title	Director of Children Services Shropshire County Council	Date	1/09/08
Name:		Job Title	Director of Children Services Telford & Wrekin Council	Date	16/09/09
Name:		Job Title		Date	
Name:		Job Title		Date	
Name:		Job Title		Date	
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