

READING BOROUGH COUNCIL

REPORT BY DIRECTOR OF CHILDREN, EDUCATION AND EARLY HELP SERVICES

TO:	ADULTS, CHILDREN AND EDUCATION COMMITTEE		
DATE:	29 JUNE 2015	AGENDA ITEM:	12
TITLE:	READING YOUTH JUSTICE PLAN 2015/16		
LEAD COUNCILLOR:	CLLR GAVIN	PORTFOLIO:	CHILDREN'S SERVICES AND FAMILIES
SERVICE:	YOUTH OFFENDING SERVICE	WARDS:	BOROUGHWIDE
LEAD OFFICER:	NIGEL DENNING	TEL:	72592
JOB TITLE:	INTERIM SERVICE MANAGER	E-MAIL:	nigel.denning@reading.gov.uk

1. PURPOSE OF REPORT AND EXECUTIVE SUMMARY

- 1.1 The Crime and Disorder Act 1998 places a duty on the Local Authority to produce an annual Youth Justice Plan. The production of a plan is also a condition of the Youth Justice Board Effective Practice Grant. Once agreed the plan will be published on the Reading Borough Council website. The plan is attached to this report as Appendix 1.
- 1.2 The production of the plan is overseen by the multi-agency Youth Justice Management Board chaired by the Local Policing Area Commander. The structure of the attached plan complies with the expectations of the Youth Justice Board.
- 1.3 The plan reports the performance of the Youth Offending Service for 2014/15 against the national and local performance indicators. Overall the YOS has performed strongly against national and statistical family comparators in this period. Local analysis has identified areas for improvement that will enable this performance to continue.

2. RECOMMENDED ACTION

- 2.1 That the annual Youth Justice Plan be agreed.

3. POLICY CONTEXT

- 3.1 The Annual Youth Justice Plan is a statutory requirement of the Crime and Disorder Act 1998, requiring the local authority to publish a plan on an annual basis.
- 3.2 The plan contributes towards the following Reading Borough Council strategic priorities:

Priority 1 - Safeguarding and protecting those that are most vulnerable
Priority 2 - Providing the best life through education, early help and healthy living

4. THE PROPOSAL

4.1 The 2015/16 plan describes the Youth Offending Service performance against the national indicators:

- Reducing First Time Entrants (FTE's) into the criminal justice system
- Reducing reoffending
- Reducing the numbers of young people going to custody

The plan also provides further analysis with regard to safeguarding, managing the risk of harm to others and other local performance indicators.

4.2 Overall the YOS has performed strongly against the national and local measures. There is more work to be done however to ensure that young people who offend access suitable education training and employment.

4.3 Whilst the number of young **people** receiving youth justice disposals has continued to reduce, there is a higher concentration of young people with multiple and complex needs, many of whom are also vulnerable and in need of safeguarding services.

4.4 The annual report has identified the following areas are priorities for 2015/16

- Reduce offending of prolific and persistent young offenders
- ASSET Plus implementation
- Improving Education Training and Employment performance
- Developing phase 2 the Troubled Families programme
- Reducing the risk of Child Sexual Exploitation
- Improving partnership working regarding sexually harmful behaviour
- Ensuring that Safeguarding practice is effective
- Developing practices relating to reducing the prevalence of Relationship Violence
- Ensuring that transitions from Youth custody and to adult services are robust and effective

5. CONTRIBUTION TO STRATEGIC AIMS

5.1 The plan contributes towards the following Reading Borough Council strategic priorities:

Priority 1 - Safeguarding and protecting those that are most vulnerable

Priority 2 - Providing the best life through education, early help and healthy living

6. COMMUNITY ENGAGEMENT AND INFORMATION

6.1 Feedback from young people, parents, victims and partner agencies have been used to inform the plan and priorities.

6.2 The plan will be published on the Reading Borough Council website subsequent to the plan being signed off at the Adults, Children and Education Committee.

7. EQUALITY IMPACT ASSESSMENT

- 7.1 The annual plan identifies key priorities for Youth Justice for 2015/16. Whilst the priorities cover the whole borough there will be specific individuals for whom the plan will have more relevance. The needs of young people who offend are explicitly addressed by the plan. Many of these young people experience social isolation, poor mental health, deprivation and learning and communication difficulties.
- 7.2 The YOS also has a key public protection role by ensuring that the level of offending is reduced and therefore there are less victims of crime. The engagement of victims in the restorative process not only reduces the likelihood of reoffending but also improves victim satisfaction.
- 7.3 Improving outcomes for young people who offend also requires the YOS to engage the whole family and improve outcomes for other household members. The Troubled Families Programme will require the YOT to identify and monitor outcomes for the whole family.

8. LEGAL IMPLICATIONS

- 8.1 The publication of the plan will fulfil the legal responsibilities of Reading Borough Council in accordance with the Crime and Disorder Act 1998.
- 8.2 The provision of a multi-agency Youth Offending Service by Reading Borough Council in partnership with the National Probation Service, Clinical Commissioning Group and Thames Valley Police ensures we are compliant with the Crime and Disorder ACT 1998.

9. FINANCIAL IMPLICATIONS

- 9.1 The plan sets out the financial contributions from the relevant statutory partners. The level of funding from partners is determined at a local level whilst the Youth Justice Board contribution is based on a national funding formula. The level of funding from partners has largely been maintained for 2015/16 whilst the Youth Justice Board contribution has been reduced by 7.6%. The reduction has been managed by making efficiencies through non staffing related budget lines.

10. BACKGROUND PAPERS

- 10.1 The following sources of information have been used to inform this report:

- Crime and Disorder ACT 1998
- Youth Justice Board Conditions of grant 2015/16
- Youth Justice Management Information System
- Troubled Families Phase 2 financial framework 2015



Reading Youth Justice Plan

2015/16



Contents

	Page
1. Introduction	3
2. National Performance Indicators	5
3. Safeguarding	10
4. Risk of Harm	14
5. Local Performance Indicators	15
6. Feedback	20
7. Resources and value for money	21
8. Structure and governance	22
9. Partnership arrangements	23
10. Opportunities and challenges for 2015/16	24
Appendix 1 YOT structure chart	26
Appendix 2 2015/16 Action Plan	27
Appendix 3 Management Board Approval	30

1. Introduction

The Youth Offending Service (YOS) is a multi-agency partnership set up under the Crime and Disorder Act 1998, with the aim to prevent offending or re-offending by children and young people. Reading Borough Council is responsible for establishing a Youth Offending Service. Police, Probation and Health Services are statutorily required to jointly fund the multi-agency team in partnership with the Local Authority. The Partnership is overseen by a Youth Justice Management Board including statutory partners, Local Authority, Police, Probation and Health, with representation from the Courts.

Reading's YOS is a statutory multi-agency partnership and is part of the Children, Education and Early Help Services directorate. Active links are also maintained at a strategic level to the local criminal justice and community safety arrangements. The YOS is represented at a strategic level in a range of key partnerships, including the Local Safeguarding Children Board and the Community Safety Partnership.

The key priorities and performance indicators for the YOS include:

1. Reducing the number of young people entering the criminal justice system for the first time
2. Reducing reoffending
3. Reducing the use of custody

These priorities directly contribute towards the Reading Borough Council Priorities:

Priority 1 - Safeguarding and protecting those that are most vulnerable

Priority 2 - Providing the best life through education, early help and healthy living

The YOS contributes both to improving community safety and to safeguarding and promoting the welfare of children, and in particular protecting them from significant harm. 'Working Together to Safeguard Children 2015' highlights the need for Youth Offending Services to work jointly with other agencies and professionals to ensure that young people are protected from harm.

Many of the young people involved with the YOS are the most vulnerable children, and are at the greatest risk of social exclusion. The YOS is integral to the RBC Troubled Families programme, and improving outcomes for families across a range of measures. The Service manager for the YOS also leads the Troubled Families Programme in Reading. The YOT's multi agency approach to meeting the needs of young people ensures that it plays a significant role in meeting the safeguarding requirements of these young people.

Approximately 18.8% of the Local Authority's children are living in poverty, which amounts to 5510 (Aug 2012 HMRC).

The proportion of children entitled to free school meals in primary schools is 14.6 % (the national average is 17%), in secondary schools it is 13.8% (the national average is 16.5%)

Children and young people from minority ethnic groups account for 51% of all children in school, compared with 29% in the country as a whole.

The proportion of children and young people with English as an additional language in primary schools is 35% (the national average is 18.7%). In secondary schools is 24% with the national average is 14.3% (School census January 2015).

The population in Reading, estimated at 154,000, is on the whole young, diverse and dynamic; both in terms of mobility and cultural presentation. Our young people represent the largest group within the community with 35,300 people being under 20yrs old. There is also a large section of the population under 5 years old (11,300 children), and as over 2,700 babies are expected to be born each year - a higher than national average figure. Many families move to the area for work and as such the demand for housing options and school places have never been higher. (ONS Mid-Year Population Estimates 2013)

The challenging characteristics of this population were further understood through the development of our JSNA - the pressure points noted below.

We have -

- Overall poorer health than the national average.
- An increase in presenting mental health issues in the adult population.
- Housing demand is projected to increase by 31% over the next 10years.
- 20% of our children living in relative poverty.
- 18% children accessing free school meals which is higher than the national average
- 7% of young people are NEET, which is higher than the national average of 6% and much higher than the regional average of 5.5%
- 17% of Babies have younger mothers

Reading's population is the third most diverse in the South East of England. ONS data shows that Black and Minority Ethnic (BME) communities account for some 25% of the total population. The wide-ranging diversity in the local area is illustrated by the fact that over 60 languages, in addition to English are spoken by pupils in Reading schools. Reading has a high proportion of children and young people for whom English is an additional language, with the highest proportion living in the East area.

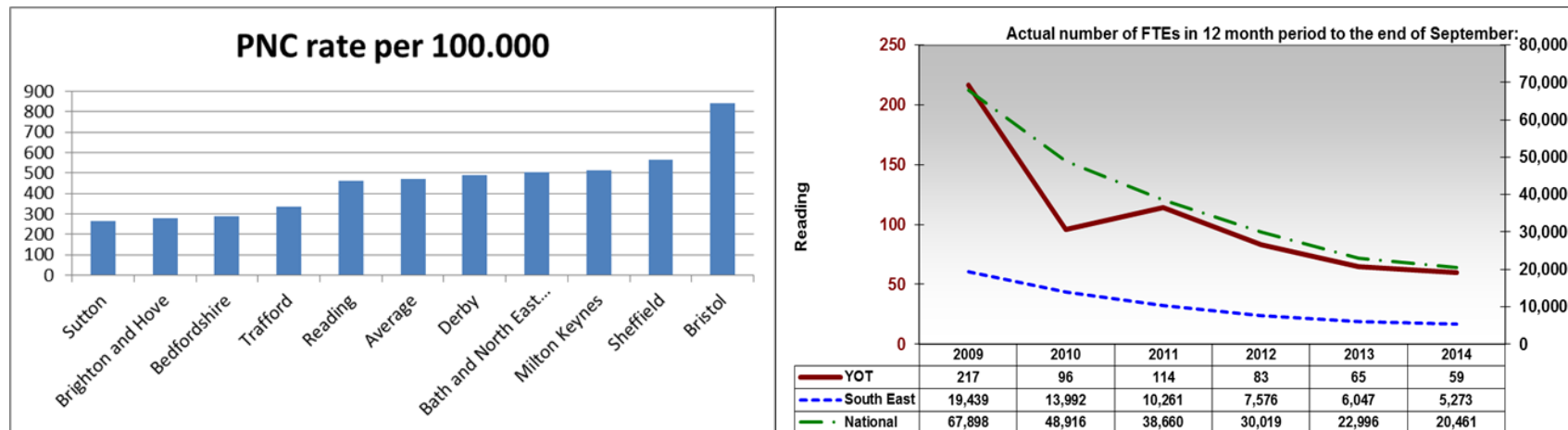
2. National Performance Indicators

Reading YOS has experienced a small reduction in the number of youth disposals in 2014/15, dropping to 125 from 135 in 2013/14. The drop however has not reduced the work that has been undertaken by the YOS, as the biggest drop has been in pre-court disposals, from 63 in 2013/14 to 34 in 2014/15, whilst the higher intensity and longer interventions have increased. The number of first tier disposals increased from 38 to 53, and community disposals from 27 to 33.

The YOS is measured and compared nationally against Youth Offending Teams using the following performance indicators:

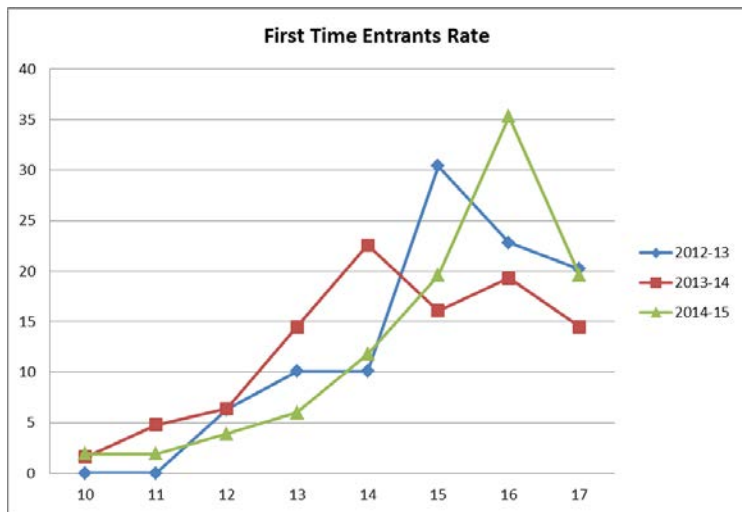
2.1 First Time Entrants to the Criminal Justice System

The First Time Entrant (FTE) data is calculated using Police National Computer (PNC) data. Strong partnership working with other services involved with young people and effective targeting will help to achieve a low rate of FTEs. The YOS are part of the wider Reading Borough Council Early Help strategy and partnership arrangements with Social Care, Education, Early Help and other services. Children and young people are identified through Triage, looking at behaviour and risks factors associated with the risk of offending such as poor school attendance and offending of parents and siblings. The YOS will maintain regular Triage meetings looking at cases of young people involved in offending behaviour. The involvement of the Prevention and Support Service, MST and parenting programmes also enables appropriate referrals to their services.



The actual number of First Time Entrants (FTE) into the criminal justice system has continued to reduce since 2009, though the pace of decline has reduced and evened out over time. The rate of reduction reflects both the regional and national picture. Whilst the actual rate of FTEs per 100,000 of the population (411) is higher than the South East (367) and National (409) figures, it compares

favourably against the Social Care statistical neighbours, where the average is 450. Local First Time Entrants data indicates that the peak age for being a FTE has increased from 14 in 2012/13 to 16 in 2014/15. This trend suggests that the local partnership working is proving effective at preventing and holding young people outside of the criminal justice system for longer.



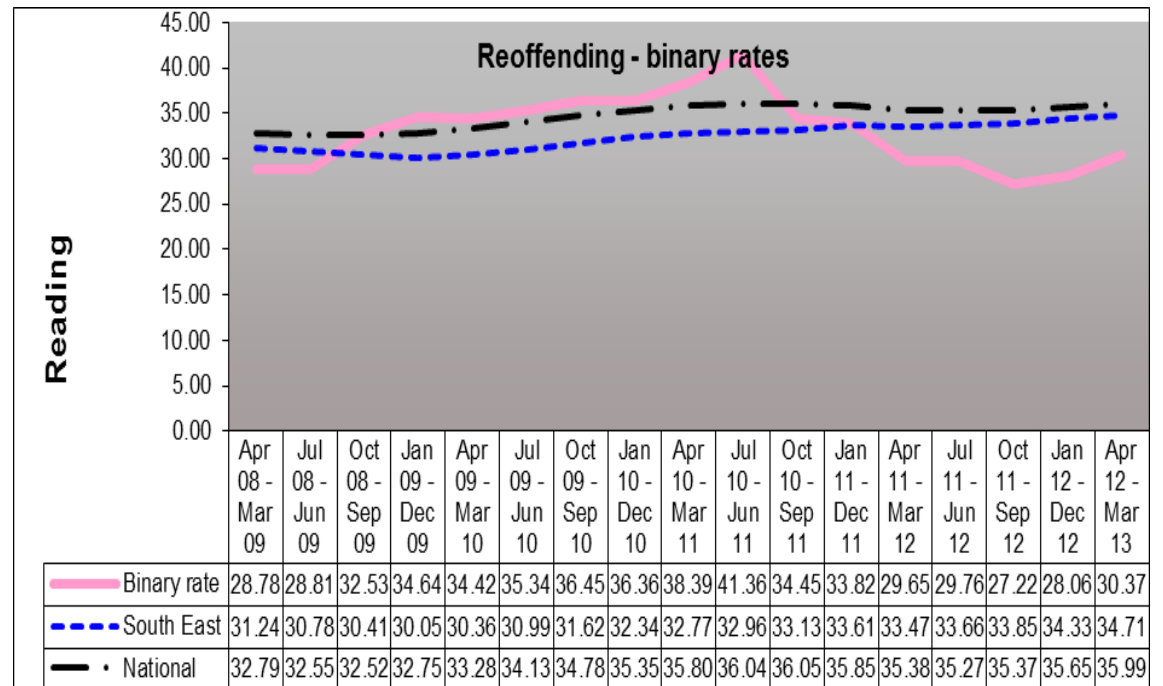
The YOS delivers Triple P Parenting Programmes for parents of teenagers for RBC, running approximately 6 programmes a year with 20% of the participants being fathers. The fact that the majority of participants are not parents of young people known to the YOS and is an important part of the youth crime prevention strategy.

2.2 Reoffending

Reoffending is calculated centrally using PNC data. The latest performance is based on the April 2012 to March 2013 cohort tracked for 12 months. Reoffending is measured by two methods, the numbers of young people reoffending (binary rate) and the average number of reoffences (frequency rate). Reoffending is one of the key measures for evaluating the effectiveness of the youth justice partnership arrangements at a local level.

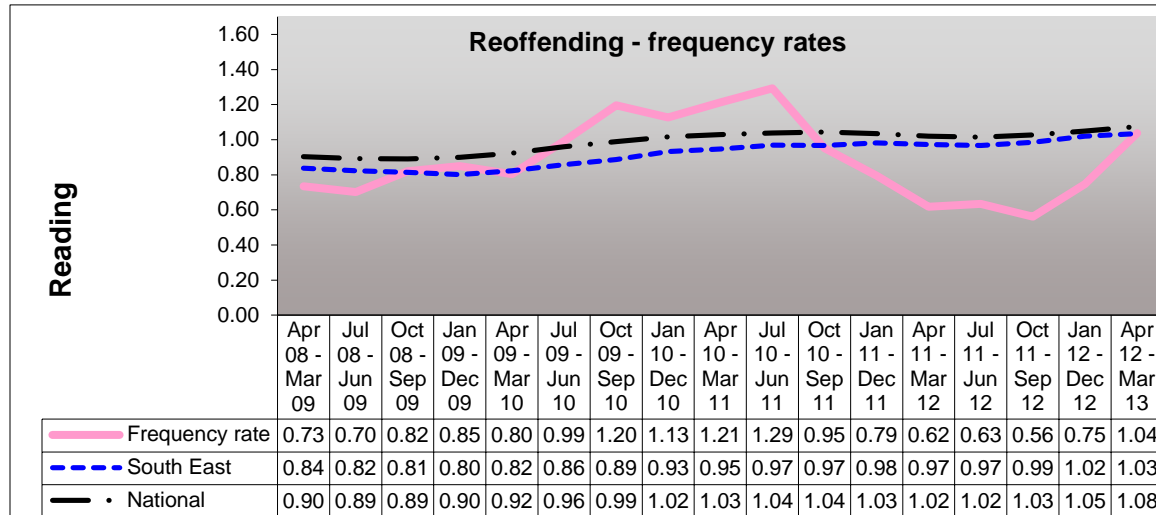
Binary rate

The binary rate measures the numbers of those who have offended and then reoffended. Performance is affected by a reducing cohort size and higher concentration of young people with community and second tier disposals. Whilst the actual number of reoffenders has reduced to 40, the percentage has increased to 34.8% compared to 29.65% at the same period last year which was based on 59 reoffenders. The most recent performance shows that whilst Reading's percentage performance has been increasing over the last year, it is still outperforming the national (36.5%), South East (35.4%) and statistical neighbours (36.5%). A focus around quality assessments (ASSET), intervention planning, and caseworker consistency will have contributed to the performance comparing strongly. The rollout of the new youth justice assessment tool (ASSET Plus) during 2015/16 and using the YJB reoffending toolkit will also ensure that there is a continued focus on reducing the level of reoffending.



Frequency rate

The frequency rate of reoffending measures the average number of reoffences and indicates that Reading's rate at the end 2014/15 was 1.03, and has remained below the South East (1.08) national (1.10) and statistical neighbours (1.17). The Reading rate is volatile and follows a similar pattern to that of other local Berkshire YOTs. Given the low numbers of service users, trend fluctuations are pronounced. However, the variable trend is more volatile than other local YOTs.



The continued reduction of First Time Entrants is expected to increase in both frequency and binary rates of reoffending across the country, and may explain the narrowing of the gap between national and local binary rate.

The advantage of small cohorts of young people is that they can be identified and their progress tracked using a live tracker. High risk of reoffending cases can be subject to more frequent intervention reviews and management oversight, and this is hoped to have an effect on flattening reoffending frequency.

This area of work is critical in going forward as we focus attentions on those at a greater risk of offending and reoffending. This requires focus in a number of areas affecting the likelihood of offending, such as Education Training and Employment.

2.3 Reducing the use of Custody

Custodial Sentences:

The YOS is compared against the use of custody as a rate per 1,000 of the 10-17 year old population; Reading's performance at the end 2014/15 was 0.39, which is just above the national of 0.37, but lower than the statistical neighbours of 0.40.

The custody rate in Reading is variable, and subject to fluctuations due to the very low numbers of custodial sentences that are imposed on Reading's young people. Reading's trend over time has not demonstrated the same rate of overall decline as has been evident nationally and regionally. However, in 2013-4 the rate was comprised of 6 custodial sentences imposed on 6 young people, and in 2014-5 it was comprised of 5 sentences involving only three young people. In all cases where the young person was active with the YOS, custodial sentences were for young people previously assessed as high risk of harm. Two offences occurred by young people not active with the YOS. In two cases a community sentence was proposed, and in two other cases, custodial sentences followed a number of breaches of community orders and there was no other viable option. Pre-Sentence Reports are gate kept and trends in sentencing patterns are tracked to address any emerging issues.

Use of Remand:

The remand budget was devolved to Local Authorities from the 2014-5 financial year and was based on data on the number of bed nights from the previous three years. Again as a smaller YOS, the allocation will fluctuate from year to year. In this last year we had 10 remand episodes. This was used in funding 5 placements in Secure Training Centres and 6 at Feltham YOI. As shown, the allocated budget was used on these placements (there was an additional cost amounting to 3 bed nights). The longest remand period was 43 days and the average 19 days. It is positive that over recent years the average remand period has decreased.

Of the 10 remand episodes, all were appropriately made due to offence seriousness. We were able to safely and swiftly end two of these, as appropriate community placements were found, and an eventual community sentence imposed. In three other cases, remands were ended after prosecution reduced charges, again resulting in community penalties. Four ended in an appropriate custodial sentence, and one remains on remand. We are confident that locally remands are maintained where necessary in terms of public protection and resulted in a custodial sentence.

3. Safeguarding

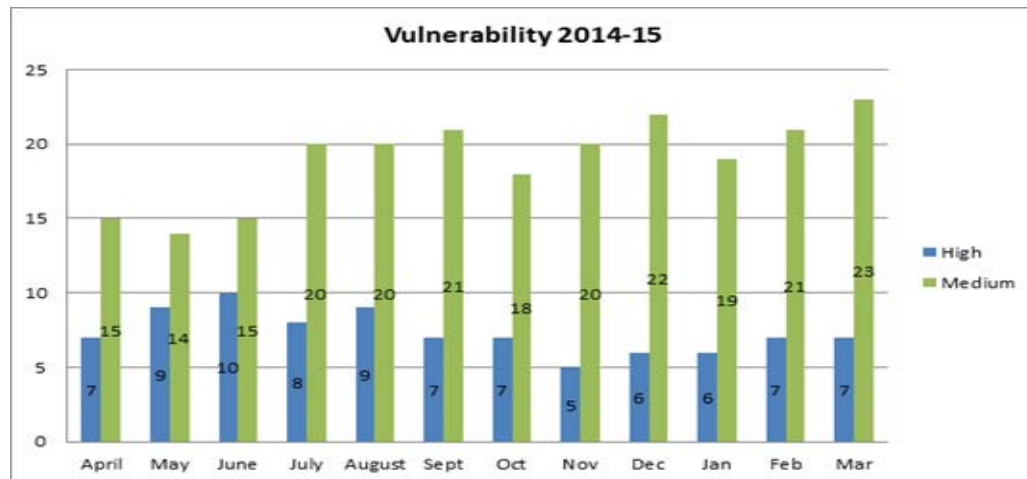
Across Youth Offending Services the welfare of young people remains a high priority, and while nationally we have seen a reduction in numbers of young offenders, there has been recognition of the complexity of the children and their families we are working with.

During Lord McNally's speech at the future of offender management conference in Salford, he stated "We can all take pride in the fact that the YJB, working together with its youth offending services, local agencies, police and probation, have achieved the success of seeing the lowest ever level of young people in custody - less than 1000 at the start of this year. But this brings its own challenges. These include a more complex, often more violent, cohort of offenders."

Within this section, safeguarding has been broken down into areas that are often jointly managed with Children's Social Care and other key agencies within the borough. The data has been collated by considering the Vulnerability Management Plans that the YOS create when emerging or current safeguarding concerns are identified.

3.1 Vulnerability Management Plans

Over the past year Reading has seen an increase in the number of Vulnerability Management Plans (VMPs) that have been completed and rated as 'medium'. The number of VMP's completed rated 'high' averages at 7 young people per month over the last year, revealing that overall the level of vulnerability faced by our young people is increasing.



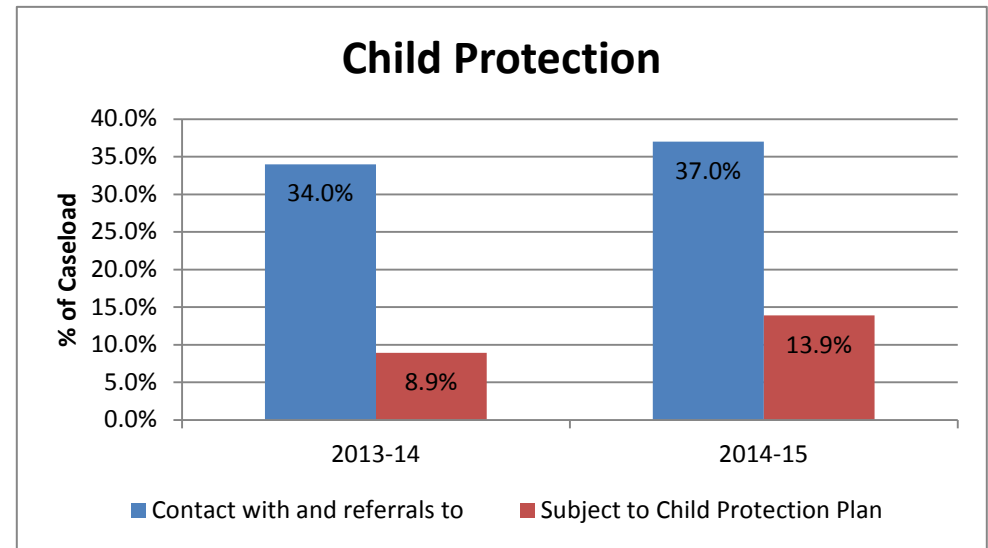
Reading YOS are aware of the vulnerability and complexity of the young people we are working with, and work closely with partner agencies to ensure that the safety of these young people is managed jointly and collaboratively. The YOS share completed VMPs with

Children's Social Care and attends safeguarding meetings to discuss and manage the risk. In cases when Children's Social Care is not involved, referrals are made to the Local Multi Agency Safeguarding Hub (MASH), and data regarding referrals and contact with these services is available below. When multi agency teams are not operating collaboratively already, a Case Planning Forum (CPF) would be organized to create a plan to manage the young person's vulnerability along with their family and any agencies that are currently involved.

3.2 Child Protection

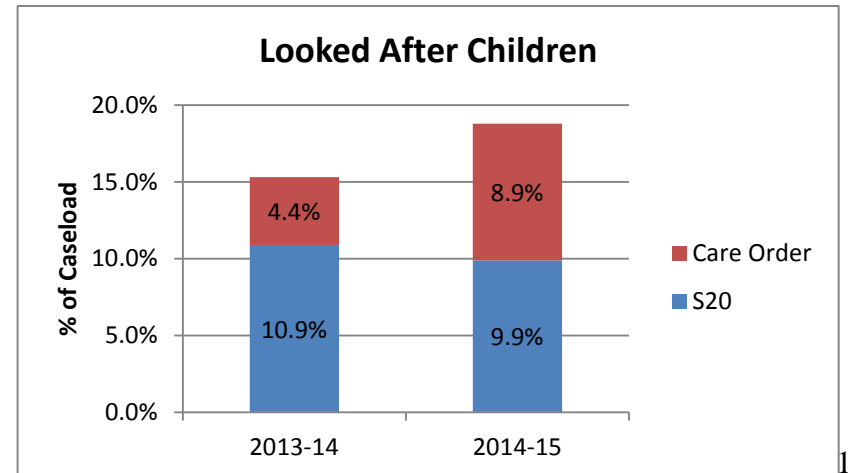
An important measure when considering safeguarding is the contact with and referrals to Social Care regarding young people at risk of harm. In 2013-14 there were 31 young people out of a caseload of 91, which is 34% that were referred to, or contact was made with Children's Social Care. There has been a slight increase over the past year to 38 out of a caseload of 101, which is 37% however this is a minimal increase and the number of young people has remained fairly consistent.

A further indicator of the level of safeguarding work completed within the Youth Offending Team is the number of young people subject to a Child Protection Plan. In 2013-14 8 young people out of a case load of 91 (8.9%) were assessed as at risk of significant harm and therefore made subject to a Child Protection Plan, and in 2014-15 this increased to 14 young people out of 101 (13.9%).



3.3 Looked After Children (LAC)

Work is currently being completed within the YOS to concentrate on the young people who are looked after by the Local Authority to gain a more comprehensive understanding around the link between being 'looked after' and offending. The number of young people with a LAC status in 2013-14 was 14 out of the caseload of 91 (15.3%), this was made up of 10.9% of the caseload (10 young people) being accommodated under Section 20 of the Children Act 1989, and 4.4% of the case load (4 young people) being subject to a Care Order.



Over the past year, we have seen an increase in the number of Looked After Children within our caseload of 101, with 19 of our young people (18.8%) provided with accommodation by the Local Authority. The proportion of children accommodated under Section 20 of the Children Act has reduced by 1%, however the number of young people remains the same at 10. This means that the increase is due to a higher number of our young people being subject to a care order, and this has more than doubled to 9 young people (8.9%).

The numbers of Looked After Children that offend are monitored as a percentage of those children who have been in care for 12 months and offended during the period. Reading has historically had poor performance in this indicator, with the 2014 figure being 12.2% compared to a national figure of 5.6%, and statistical comparators of 6.04%. The performance for 2015 in Reading has been improved and the percentage has now decreased to 6.7% which is close the statistical comparators.

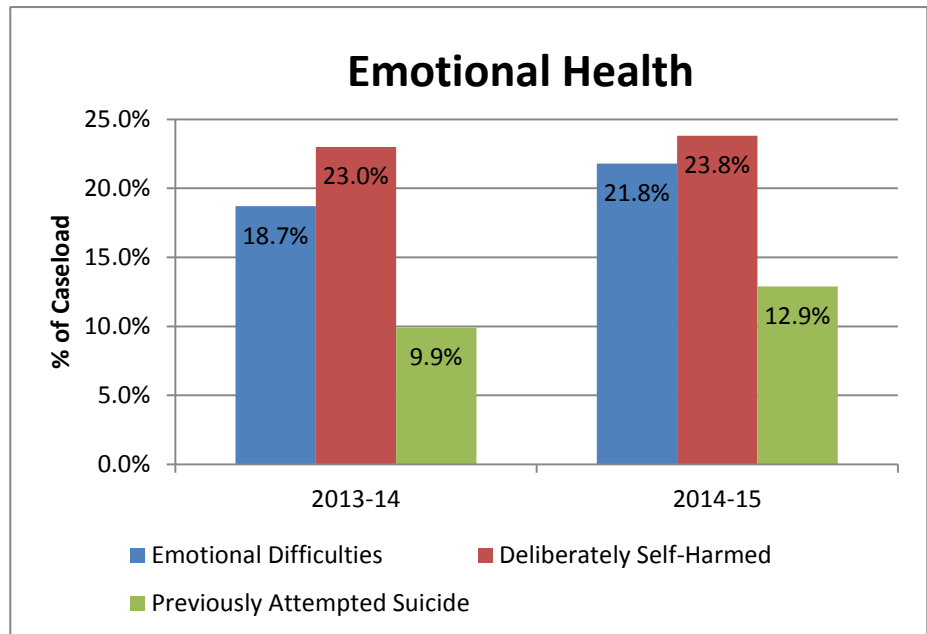
Children's Social Care is currently reviewing its sufficiency strategy for LAC placements; this will increase the number of placements for children closer to Reading and will improve the likelihood of the YOS being able to undertake preventative work with placement providers and more effective supervision of LAC children who offend.

3.4 Emotional Health

Over the past year we have seen an increase in the number of young people assessed with emotional difficulties, those that have self-harmed and young people who have previously attempted suicide. The data used to measure this has been taken from the 'Emotional Health' section of the Asset assessment.

When referring to a young person who is affected by emotional or psychological difficulties we consider: phobias, eating/sleep disorders, suicidal feelings not yet acted out, obsessive compulsive disorder and hypochondria.

Whilst the increase in this area is slight, all areas have seen a rise. The YOS has a Children and Adolescents Mental Health Service Link Worker based with the team two days per week. This data reinforces the need for and importance of this role.



3.5 Domestic Abuse

In terms of managing and identifying Domestic Abuse, we would refer to 'Witnessing Other Violence In Family Context' within the 'Family and Personal Relationships' section of the Asset assessment. In 2014-15, 34 (33.7%) had witnessed violence at home. Preventing domestic abuse continues to be a priority for the service and the YOS will continue to develop interventions for young people who exhibit signs of relationship violence.

3.6 Child Sexual Exploitation (CSE)

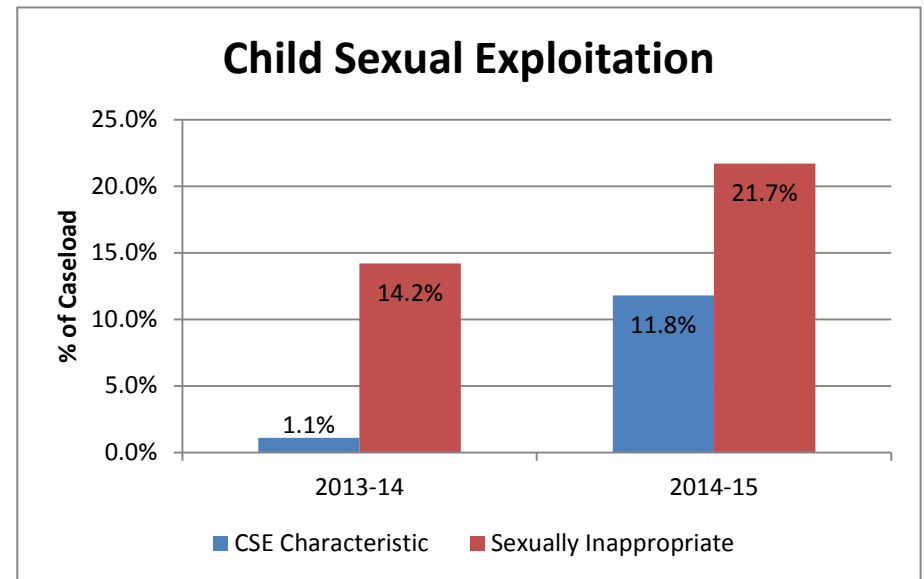
Recording of CSE as a 'characteristic' is a new function within Child View, therefore there is only recent data and it is likely that 2013/14 was under reported. Recent data shows that approximately 12% of the young people working with the YOS are also vulnerable to CSE.

Our statistics regarding sexually inappropriate behaviour are more reliable, and this shows that there has been an increase of 9 young people which is 7.5% of our caseload over the past year that have been assessed as displaying sexually inappropriate behaviour.

The YOS have practitioners specifically trained in using the AIM assessment model. Further development work regarding assessing and managing sexually harmful behaviour would be of benefit to Reading, expanding the level of expertise and technical knowledge into Children's Social Care and other partner agencies including schools.

YOS practitioners are also trained in the use of the CSE screening tool, have a dedicated CSE champion and are actively involved in the Sexual Exploitation Missing Risk Assessment Conference process.

The LSCB have published a CSE strategy in December 2014, an associated action plan which has been led by the Service Manager for the YOS. The strategy sets out the priorities for the next three years, covering Prevention, Protecting, Pursue/Disrupt and Recovery. The YOS will have a key role in ensuring the delivery of the strategy.



4. Risk of Harm

The YOT has a key public protection role by managing and reducing the risks that young people pose as a consequence of further offending and causing harm. All young people are assessed for the likelihood of causing serious harm using the risk of serious harm (ROSH) assessment tool.

There are a number of young people assessed at a level of risk that require a number of assessment processes and risk management meetings, as well as the increase in workload in managing the number of high risk young people. The average proportion of the caseload that present a high risk of reoffending or harm or of being harmed is 10% of the YOS cohort.

The majority of the 'high risk of serious harm' cases are also a high risk of offending. This points to the majority of our most potentially dangerous young people having a high likelihood of reoffending, and highlights the need for detailed and multi-agency risk management plans and processes. There is a need to work swiftly with those young people who may be either new to the youth justice system or who present an increase of offending seriousness risk.

A number of young people feature in all areas of risk, in terms of reoffending and serious harm but also in terms of their own safeguarding concerns. Of the group that are high risk of offending and serious harm, the majority have had significant contact with Social Care, and a disproportionate number have been accommodated out of their family home. As well as the risk of committing offences and of causing harm, there are concurrent concerns regarding the safeguarding of these young people. This reinforces the need for the sharing of full assessments of risk and vulnerability with partners and effective joint working. The YOS will combine their risk management meetings with the statutory meetings and processes in particular that Children Social Care adopts with young people open to them. This ensures there are discussions about the YOS involvement in the context of the overall work with the young person and a common plan developed. All YOS risk assessments and management plans are routinely shared with Children's Social Care.

The types of offences committed in the area have changed little over the last two years. Aggressive behaviour is a feature of a number of offences and also correlates with a large number of the young people's own experiences. The number of specific sexual offences is noticeable; the work involved is normally disproportionate to other interventions. We have also picked up some work with young people who have demonstrated sexual harmful behaviour concerns but have not been criminalised. This presents wider issues for Services for young people without the experience as the expertise in this area is located at the YOS.

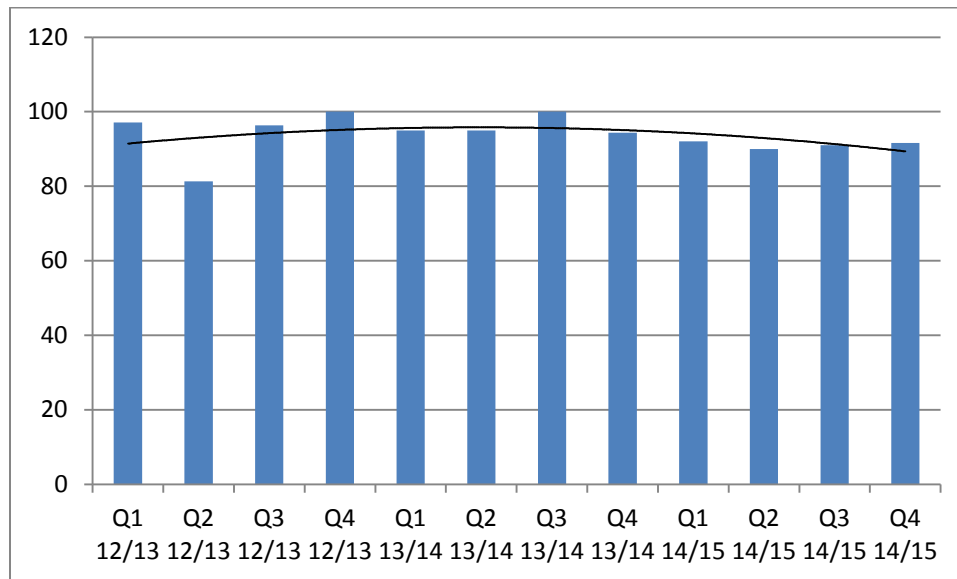
5. Local Performance Indicators

In addition to the national performance indicators the YOS also monitors a suite of indicators that have a direct influence over the likelihood of reoffending.

5.1 Accommodation:

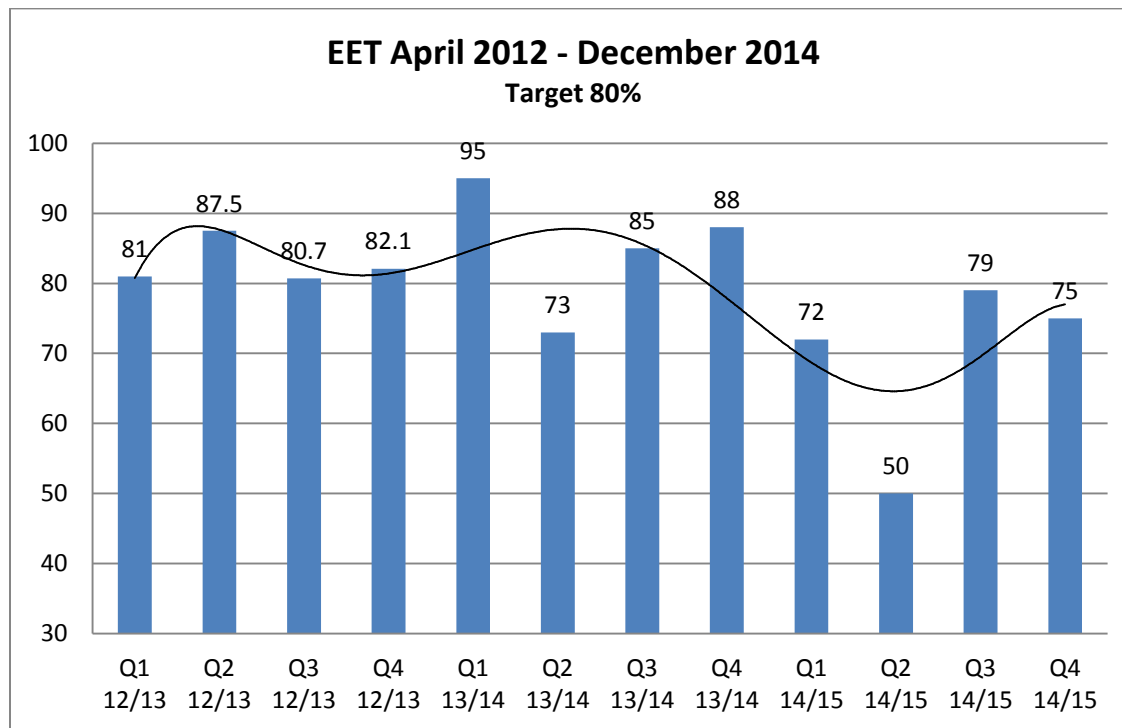
There is a strong evidential link between the likelihood of offending and being in unsuitable accommodation. The accommodation pattern over this period indicates that whilst the YOS are working with small numbers, some young people experience accommodation that is unsuitable. There are wider issues regarding the overall housing strategy and the provision of appropriate supported accommodation for young people in Reading, and the YOS will feed into this work as it has a direct impact on the level of risk to and from young people. Reading Borough Council is developing a strategy to improve the availability of suitable accommodation for young people, and now ensures that emergency B&B is only used in exceptional circumstances and for no more than two nights. This approach is anticipated to show an improved performance in this area, and contribute towards improved outcomes for young people.

Percentage of young people in suitable accommodation:



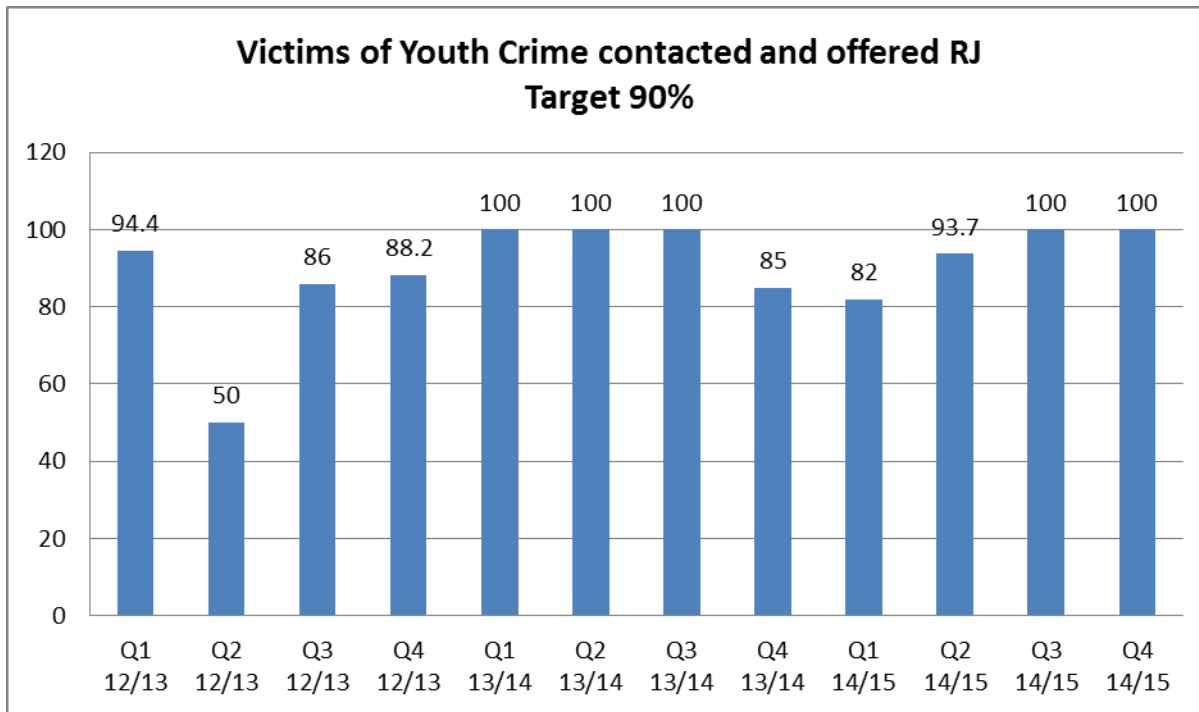
5.2 Education Training and Employment (ETE)

The YOS measures the percentage of young people in suitable ETE at the end of their involvement with the young person. The average over 2014/15 was 69% which is significantly lower than the target of 80%. Q2 2014/15 performance was poor at 50%, and this quarter is a key transition point for young people seeking employment and training after leaving school. ETE will be a priority area for improvement in 2015/16 and will require a renewed focus with partners to ensure that young people are accessing appropriate ETE. This work will also review the current performance measures to ensure that it reflects a consistent method of measurement compared to other YOTs, is and adopting an additional distance travelled measure. The YOS continues to benefit from a dedicated practitioner from Adviza and a specialist education worker in the YOT to target young people who are NEET and are at risk of becoming NEET. The YOS also effectively links in the with the 'Children Missing out on Education' panel locally. The YOS also runs a very successful Rapid English programme which was recognised by the Youth Justice Board in 2014 as evidence of effective practice. Reading Borough Council is also developing a Reading Employability Pathway Strategy which will improve the availability of apprenticeships, work experience and training for young people who offend.



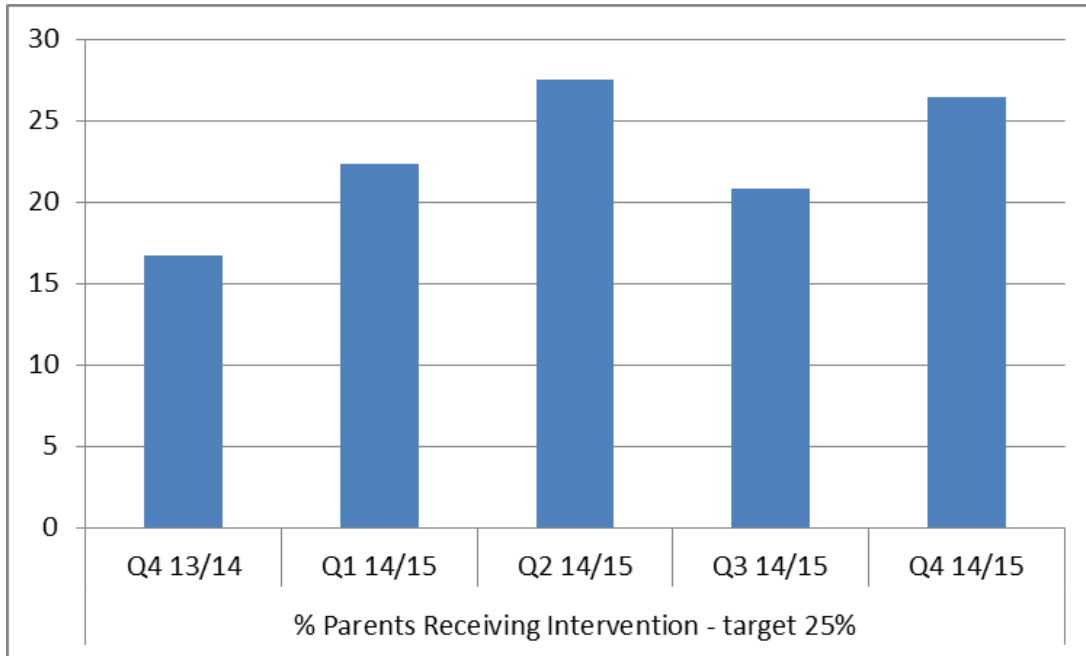
5.3 Restorative Justice

In the period of 2014/15, 94% of victims were contacted and offered an opportunity to be involved in restorative processes. 63% of those contacted subsequently took part in a restorative process. Over this time, we have included the contact with cases that are receiving out of court disposals as well as Statutory Orders. There has been an increase in staff training around Restorative Justice around this time and the staff that undertakes face-to-face contact has developed in expertise. As a result we have facilitated a number of victim-offender contacts successfully. Work has started on assessing in more detail the quality of this work and the reasons for the success. Victim satisfaction remains high, albeit with the low numbers of returns.



5.4 Parenting

During the period of 2014/15 the YOS was without a parenting worker for a significant period, however the post has now been successfully filled and the numbers of families receiving a parenting intervention is increasing. The target has been increased to 25%. As well as the involvement of the parenting worker, processes that involve parents in meetings and assessments are monitored at the YOS. We have introduced the parenting self-assessment forms as an early move toward Asset Plus materials, and are trialling a new pathway for ensuring that all parents that need support are offered appropriate intervention.



5.5 Troubled Families

The YOS directly contributes towards achieving improved outcomes for Troubled Families. Phase One of the Troubled Families Programme in Reading identified 151 families with 167 individuals where youth offending was an identifiable characteristic. Phase one the programme is coming to an end, and 106 families with 113 individuals has successfully reduced their offending enabling the results payments to be claimed by RBC.

The YOS is actively involved in further developing Phase 2 of the programme, and reviewing the identification and referral routes for troubled families, ensuring they receive the right support at the right time. Reading has a target of 1220 families over the next 5 years, and youth offending will remain as one of the identifiers and outcome measures.

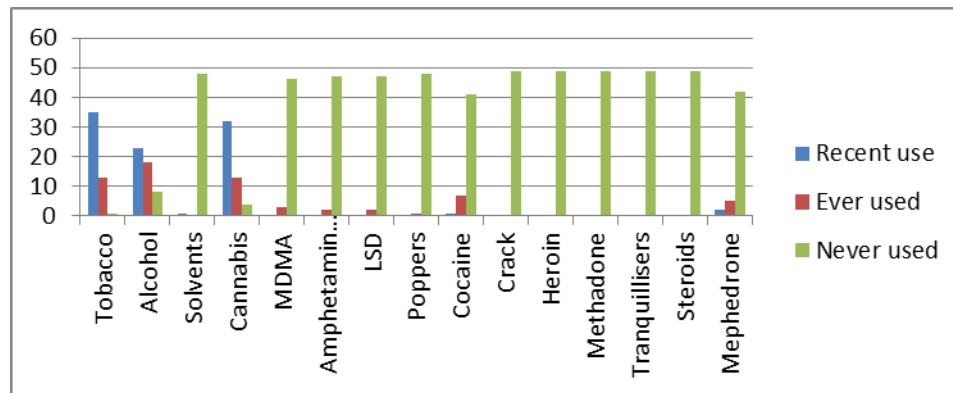
5.6 Substance Misuse

All young people known to the YOS will be screened for substance misuse by the use of Asset. Where a young person scores 2 or more for Substance Misuse in Asset s/he should be referred to Source.

To ensure that local performance measures related to Substance Misuse are met, Source will endeavour to assess all YOS referrals for specialist assessment within 5 working days, and provide relevant intervention and treatment services within 10 working days.

149 young people scored 2 or more on their Asset for substance misuse in from April 14/March 15.

The graph below shows the substances that the young people disclosed during their Asset assessment.



10 more young people scored 2 or more on their asset assessment in 2014/15 compared to 2013/14. As you can see from the tables above, Cannabis, Tobacco and Alcohol are the main drugs of choice for the young people that were assessed. This is consistent with other young people that are not known to YOS that access Source support, as well as nationally. Those disclosing MDMA use has dropped 50% from 6 in 2013/14 to 3 in 2014/15. This could be because of the emergence of M-CAT which has increased from 3 young people disclosing use in 2013/14 to 7 young people disclosing use in 2014/15. This correlation can also be seen in non YOS clients that access Source. Increases in M-CAT use have also been seen locally if not nationally. Bracknell and West Berks have noted increase use amongst young people. Cocaine use has stayed relatively similar in both time periods. Heroin and Crack use remain extremely low this is a trend that is replicated nationally.

In 2014/15 14 young people offended to obtain money for drugs and 8 young people were found guilty of drug offences.

Alcohol has increased slightly from 70 in 2013/14 to 75 in 2014/15. Analysis of Source/ YOS cases showed that binge drinking was extremely common. Binge drinking is consuming more than 8 units of alcohol in one sitting for a male. For a female, 6 units in one sitting would constitute binge drinking. Below is a breakdown of average units consumed/ drinking sessions from 13/14 YOS/ Source cases.


- Under 18 males: average use 10-15 units, 5-7 days per month
- Under 18 females: average use 12-17 units, 8 days per month

6. Feedback

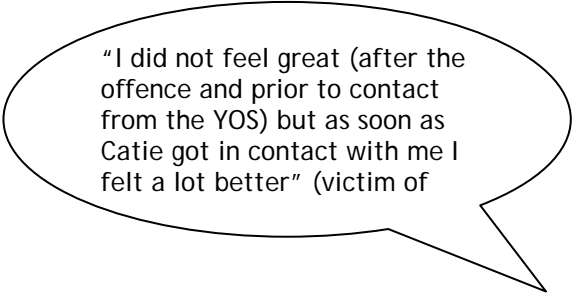
Feedback is gained from both Service Users and other agencies that we are involved in. We attempt to gain feedback from courts following our reports and this is consistently positive.

Our engagement with victims has been consistently commented on in their feedback to us when we have completed work with them

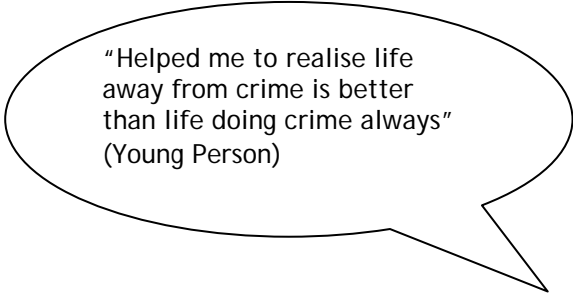
We complete feedback with young people and their parents following our intervention. The results indicate in all areas questioned young people and parents feel that that the YOS 'mostly' or 'always' assists in terms of ease of communication, planning and delivery of services.



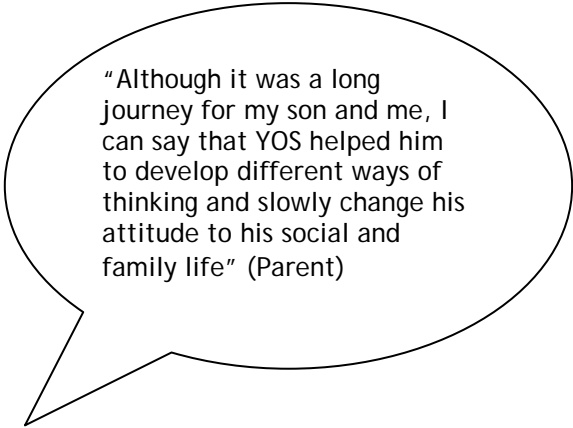
"Everyone I have met and worked with have been supportive and caring and actually listened" (young person)



"I did not feel great (after the offence and prior to contact from the YOS) but as soon as Catie got in contact with me I felt a lot better" (victim of



"Helped me to realise life away from crime is better than life doing crime always" (Young Person)



"Although it was a long journey for my son and me, I can say that YOS helped him to develop different ways of thinking and slowly change his attitude to his social and family life" (Parent)

7. Resources and Value for Money

The YOS budget is made up of cash contributions and payments in kind which refers to a seconded Police Officer. The statutory partner contributions for 2015/16 have largely remained the same however the Youth Justice Board contribution has reduced by 7.6% (£24,977) to £303,665.

2015/16 budget

	Cash contribution	Payments in kind	Total	% contribution
PCC	100,146	46,000	146,146	15.6%
Probation	22,317	0	22,317	2.4%
Health	33,500	0	33,500	3.5%
Local Authority	429,500	0	429,500	46%
YJB	303,665	0	303,665	32.5%
Total	866,749	46,000	912,749	100.0%

The YJB 7.6% reduction has been managed through efficiencies and reducing non staff related budget lines.

Discussion will take place during 2015/16 regarding the Health contribution and reviewing the current commissioning arrangements. The Youth Justice Board are also supporting the Thames Valley YOTs in negotiating with the National probation service about the future solution for fulfilling their statutory responsibilities, by providing a member of Probation staff into YOTs in the Thames Valley Region. Currently, arrangements are not consistent with the statutory duty or arrangements elsewhere in the country. The importance of effective transition between Probation and the YOS is important with the increasing ages and complexity of young people open to the YOS and likely to be transferred to adult probation services. Whilst arrangements for 2015/16 are likely to remain the same as they are now an alternative solution will be identified during 2015/16 and implemented in 2016/17.

8. Structure and Governance

The YOS is overseen by a Youth Justice Partnership Management Board (YJPMB) chaired the Local Police Area Commander and Head of Children's Services as vice chair. Membership of the YJPMB includes:

- Head of Children's Services
- Local Police Area Commander
- CAMHS Manager, Berkshire
- Deputy Chair of the Youth Bench
- Senior Legal Adviser to the Justices, West Berkshire
- Probation Area Director
- Strategic Lead for Troubled Families/Youth Services
- Education Representative
- Senior Adviza Manager
- Victim Support representative
- Housing Needs Manager

The YJPMB has been revitalised during 2014/15 following concerns about inconsistent attendance. The YOS held an open day inviting parent agencies and board members, acting as an induction for all board members. The level of attendance has subsequently improved and will continue to be monitored during 2015/6.

See Appendix 1 for YOS structure chart.

Quality Assurance and Audit.

Quality assurance is an integral part of everyday practice within Youth Offending Service. Measuring the impact of service delivery is central to achieving improved outcomes for children and young people. This requires a strong quality assurance system to be in place that evidences that services are being delivered effectively and to standards that enable children's welfare to be safeguarded and promoted. The YOS quality assurance framework includes

- Maintaining a risk register of young people who are vulnerable and/or present a risk of harm to others
- National Standard monitoring
- Quality assurance audits
- Service User feedback
- Auditing of closed cases
- Gatekeeping of Referral Order and Court reports

- Critical Incident reviews

In addition to the everyday quality assurance and audit activity, the YOS will also undertake additional audit activity in 2015/16 that focusses on the effectiveness of transition planning and outcomes for young people coming out of custody and for those young people who make the transition from the YOS to adult Probation Services.

9. Partnership Arrangements

YOS has on site facilities for drug/alcohol treatment (Source), including substitute prescribing, and has health provision where young people can access sexual health, contraception and relationships education. YOS is able to provide on-site testing for blood borne viruses and alternative therapies for sleep, anxiety, substance misuse withdrawal and smoking cessation.

A 0.4 FTE CAMHS link worker post ensures access to mental health services as appropriate, and the Source specialist nurse is able to undertake health assessments on all YOS service users. The YOS Teacher is an accredited AD/HD coach and links closely with the Social Communication Team within CAMHS.

YOS targets prevention resources for young people receiving a Youth Restorative Disposal or first Youth Caution through regular triage meetings, including YOS Police Officer, YOS Teacher/ AD/HD coach, Multi-Systemic Therapy Team and the Prevention and Support Service. YOS screens all young people receiving a Youth Restorative Disposal or first caution and prevention interventions are offered to those where issues are highlighted; 10-12 year olds, Looked After Children and young people being violent towards their parents/carers.

A protocol is in place between YOS and children's social care teams ensuring appropriate joint working, particularly in respect of potential Remands to Youth Detention and Looked After Children.

YOS works in partnership with Probation regarding those young people who will reach 18 and transfer before the end of their order. An enhanced transitions protocol for those critical few young people who are likely to be lost in transition was developed in Reading and has now been incorporated into the wider protocol between Thames Valley YOTs and Probation. Reading's work in this area featured as an example of good practice in the Youth Justice Board Transitions Framework.

YOS works provides regular, enhanced Triple P level 4 parenting programmes. These are well attended and have a low attrition rate. To date the programme has 160 graduates who are further supported through a graduate programme looking at specific issues for parents. Work is underway to establish common measures to evaluate the effectiveness of parenting programmes across Reading.

The YOS works in partnership with Adviza to support young people to access training and employment, Adviza provides a dedicated YOS resource to work with young people who offend.

YOS is working in partnership with the Reading Football Club Football Foundation Project to provide a health programme for young offenders covering all aspects of health, including healthy relationships.

10. Opportunities and Challenges for 2015/16

10.1 Reduce reoffending of prolific and persistent young offenders

Whilst reading YOS continues to perform well compared to the national and its statistical comparators, the direction of travel indicates that a small number of young people disproportionately commit a high number of offences. Further work in 2015/16 to understand the issues and review the approaches used will be required to ensure continued good performance. The use of a 'live tracking' tool will provide better performance data and act as an early warning regarding contemporaneous issues.

10.2 ASSET Plus implementation

The introduction of ASSET Plus in late 2015 will be the single biggest change to the YOT assessment processes since YOTS were created by creating an end to end (community and custody) dynamic framework. The change will see a greater emphasis on strengths and factors which support or hinder desistance from offending. The role out of ASSET plus will require effective project management, workforce development and changes to IT systems.

10.3 Education Training and Employment

Reading has thriving employment market for its population but young people who offend are being left behind. A task and finish group will be brought together in 2015/16 with partners to explore the issues and identify remedial action. The action will include revising the current performance measures and introducing a distance travelled measure.

10.4 Troubled Families

Phase 2 of the Troubled Families programme in Reading will improve outcomes for 1220 families over the next 5 years. Reducing offending will be a key priority in the programme and the YOS will develop its working practices and partnership arrangements to close the gap for the most vulnerable families in Reading. Reviewing the referral pathways for families will be a critical element of the new programme which the YOS will be contributing towards.

10.5 Child Sexual Exploitation

The YOS will continue to contribute towards the delivery of the Reading CSE strategy and ensure that young people are effectively identified, assessed and supported to reduce the risk of being exploited. Developing the performance framework and monitoring of outcomes will take place during 2015/16.

10.6 Sexually Harmful Behaviour

The YOS has an expertise in assessing and managing young people who exhibit sexually harmful behaviour and can lead the development of a partnership approach for children before they enter the criminal justice system. The expansion of the Aim assessment model in Reading will be explored during 2015/16.

10.7 Safeguarding

The number of vulnerable young people that the YOS work with is increasing, and with it the need to ensure that partnership arrangements are effective and that the workforce has the necessary skills, knowledge and working relationships to manage risk and improve outcomes. Children in Care are particularly vulnerable and a continued focus on prevention offending by looked after children will continue to be important in 2015/16.

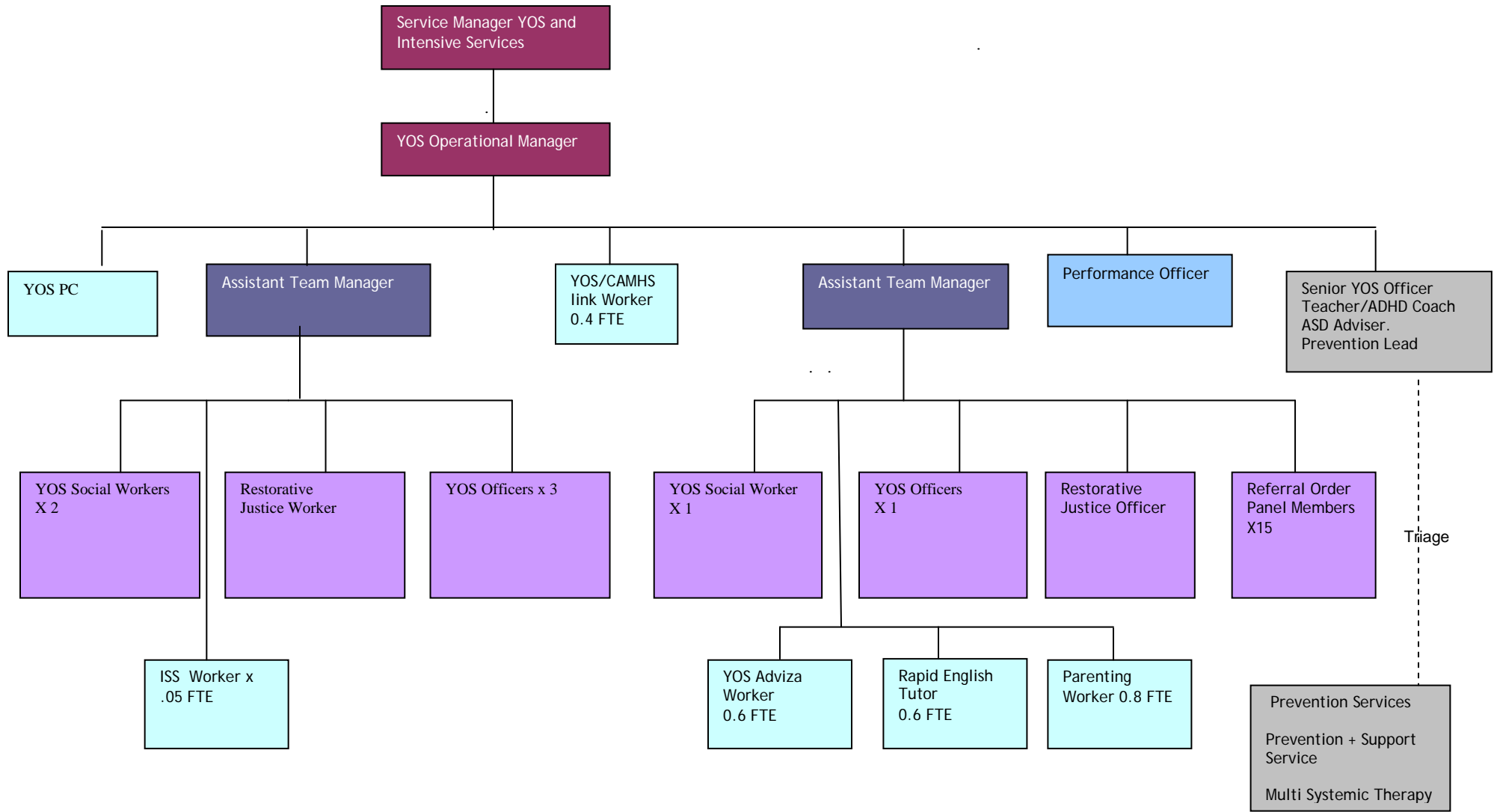
10.8 Relationship Violence

There is strong evidence that there are links between the experience of children and young people and the potential for them to go on and exhibit abusive behaviour on their own relationships. The YOS will continue to develop programmes and approaches for these young people in 2015/16.

10.9 Transitions

The transition from custody to the community and from young peoples to adult services is a vulnerable time for young people. The YOS will review existing practices and undertake an audit of transitions jointly with Probation during 2015/16.

Appendix 1 Youth Offending Service Structure Chart



Appendix 2 2015/16 Action Plan

Priority	Action	Success Criteria	Owner	Deadline
1. Reduce reoffending of prolific and persistent young offenders	<p>1.1 Further analysis of the reoffending cohort using the YJB reoffending toolkit</p> <p>1.2 Use the live reoffending tracker to monitor and report to the YJB</p>	<p>1. Reoffending performance continues to be in line with national and statistical comparators</p> <p>2. Quarterly reports produced for the management board using the live tracker tool</p>	YOS Information Officer	Quarterly
2. ASSET Plus (new assessment model) implemented	2.1 Implementation of the ASSET Plus project plan	1. ASSET plus in use by all YOT practitioners	YOS Operations Manager	November 2015
3. Improve Education Training and Employment (ETE) performance.	<p>3.1 Establish a ETE task and finish group</p> <p>3.2 Review the ETE performance framework and introduce a distance travelled measure</p> <p>3.3 Analysis of the quarterly cohorts to be provided to the Youth Justice Management Board</p>	<p>1. ETE performance improves and is comparable to national and statistical comparators as determined by the revised performance framework</p> <p>2. New performance framework in place</p>	<p>YOS Service Manager</p> <p>YOS Information Officer</p>	<p>October 2015</p> <p>June 2015</p>

			3. Quarterly performance monitored by the management board		July 2015
4. Ensure the YOS is delivering against Phase 2 of the Troubled Families Programme	4.1	Review referral pathways for Troubled Families in need of YOS intervention	1. Outcomes for Troubled Families engaged by the YOT improve	YOS Service Manager	Sept 2015
	4.2	Introduce the use of Troubled Families Outcome plans for identified families	2. Outcome plans in use for families and demonstrate sustained progress.	YOS Operations Manager	July 2015
5. Reduce the risk of Child Sexual Exploitation for young people engaged with the YOS	5.1	Monitor and report on the numbers of young people at risk of CSE to the Youth Justice Management Board	1. The level of risk for young people at risk or experiencing CSE is reduced	YOS Operations Manager	Quarterly
	5.2	Implement the use of the Reading CSE toolkit	2. The CSE toolkit is used and all young people are screened for the risk CSE	YOS CSE Champion	June 2015
			3. Performance monitored by the management board	YOS information officer	Quarterly
6. Develop a partnership response to Sexually Harmful Behaviour	6.1	In partnership with the CCG, CAMHS, Police and Children's Social Care review existing procedures and introduce a sexually harmful behaviour protocol.	1. Sexually Harmful Behaviour protocol established	YOS Service Manager	October 2015

7. Develop working practices with Children's Social Care to ensure that young people are safeguarded	<p>7.1 YOS Operational Manager and Team Managers to attend Children's Social Care Team Managers meetings on a quarterly basis</p> <p>7.2 YOS Team Managers and senior practitioner to undertake a minimum of 3 days each over the year experiencing different aspects of Children's Social Care.</p>	<p>1. YOS and Social Care Managers meet every quarter</p> <p>2. Young people open to the YOS and Social Care have good quality plans that reduce risk evidenced through the use of audit</p>	YOS Operational Manager and Team Managers	<p>July 2015</p> <p>March 2016</p>
8 Develop interventions for young people to reduce Relationship Violence	8.1 Review existing resources for working with young people who have experienced domestic abuse and/or exhibiting abuse within their own relationships	1. Appropriate materials and interventions are available for young people	YOS Operations Manager/Senior Practitioner	October 2015
9 There are effective transitions in place between custody and the community and between the YOS and Probation	<p>9.1 Review the YOS/Probation transition protocol</p> <p>9.2 Undertake a quality assurance audit of all cases released from custody in the 2014/15 and 2015/16</p>	<p>1. Effective transition arrangements are in place between the YOS and Probation</p> <p>2. Young people leaving custody have effective transition plans in place that reduce the likelihood of reoffending. Measured through audit</p>	YOS Operations Manager	<p>June 2015</p> <p>July 2015 & March 2016</p>

Appendix 3 Management Board Sign Off

Statutory Partners, Signatories to 2015/16 Youth Justice Plan		
Name & Title	Signature	Date
Chair of Youth Justice Partnership Management Board. Thames Valley Police		
Reading Borough Council		
National Probation Service		
Clinical Commissioning Group		
Service Manager Intensive Support and YOS		