



**SYOS**

**Southampton Youth  
Offending Service**

## **Youth Justice Strategic Plan 2013 – 14**

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## **Forward**

This year's Youth Justice Strategic Plan is significant for Southampton Youth Offending Service, marking the end of the first year as a standalone entity within the City, after disaggregation from Wessex Youth Offending Team.

The past year has been one of challenges, some unexpected, but also of opportunities and service progression. In June 2012 Sue Morse, the YOS manager became seriously unwell. Instrumental to the disaggregation of the service, Sue has now retired and our thoughts and best wishes are with her.

Despite this sad and unexpected development, the team has worked hard to successfully integrate with colleagues across the city. Co-location with the city's leaving care services has supported meaningful joint work in preparation for Legal Aid, Sentencing and Punishment of Offenders Act. Further work is planned in 2013 – 14 to better improve the offending outcomes for children in care.

Service performance in respect of reducing custodial sentences has been strong in the past year and local achievements are notable. The service enters its second year acknowledging the requirement to reducing re-offending and first time entrant rates in Southampton. Strong partnership arrangements are being developed to meet these needs.

Elsewhere, there is clear evidence of innovation and developing practice. The YOS offending behaviour programme has been identified as an area of 'emerging practice' by the Youth Justice Board. A strong partnership is also developing with Southampton Solent University. This involves social work student volunteers supporting restorative justice work in the city and the university acting as a 'critical friend' as part of the development of the YOS Service User Involvement strategy.

The local Troubled Families initiative, 'Families Matter' is a further example of developing practice and three lead practitioners have been based at YOS. These placements afford significant opportunities in respect of effective intervention with families where youth offending is persistent and the YOS is well placed to develop strong partnership responses over the coming year.

Southampton Youth Offending Service was subject to a Short Quality Screening inspection by HMI Probation in February 2013 and it was noted that the level of service maintained over this formative period was 'commendable'. The inspection feedback, whilst noting areas for improvement, also highlights firm foundations for the aspirations of the service within the city.

On behalf of the Management Board we are pleased to endorse the Southampton Youth Justice Strategic Plan for 2013 – 14 and look forward to another exciting and successful year.

**Graham Talbot**  
**Head of Education**

**Councillor Kaur**  
**Cabinet Member for Communities**

## **Section 1: Our Vision, Purpose and Principles:**

### **Vision:**

Southampton Youth Offending Service is committed to contributing to a fair and effective Criminal Justice System which will provide justice for victims and local communities, rehabilitation, punishment and positive opportunities for young people and value for money.

### **Purpose**

Our purpose is to prevent young people offending and once in the Criminal Justice System to accurately assess and offer high quality interventions to young people to reduce crime and to protect victims, in order to increase public safety in Southampton.

We will do this by:

- preventing offending
- reducing re-offending
- improving outcomes for young people
- protecting the public from the harm that young people can cause to individuals, communities and the public and
- working to ensure custody is limited only for those young people whose risk cannot be managed in the community

### **Principles:**

The principles underpinning our service are:

- Regard for the safety of the public as a priority
- Provision of a fair and equitable service to young people, staff, victims and the wider public
- Respect for young offenders as young people
- Respect for diversity in terms of race, gender, disability, age and sexual orientation
- Promotion of the rights of victims and the rights and responsibilities of children, young people and their families
- Valuing staff as our most important resource
- Actively promoting appropriate interventions and sentencing
- Provision of a quality service which is effective, efficient and gives value for money

## **Section 2: Service Priorities 2013 – 14**

### **1. Improvement in key performance areas**

Southampton Youth Offending Service will strive to reduce custody, re-offending and first time entrants' rates and improve Education, Training and Employment outcomes by:

- Developing a robust partnership approach with police and other agencies to effectively intervene with the small group of young people that commit the highest number of offences in Southampton.
- Working with the police to review and revitalise the effective use of Community Resolutions with young people in the city.
- Using the YOS education planning forum to effectively respond to the needs of NEET children in partnership with colleagues from inclusion services.

### **2. Delivery of high quality work**

Southampton Youth Offending Service will ensure that all its work is of a high quality by:

- Ensuring a continued commitment to the Youth Justice Board Effective Practice Forum and local best practice meetings
- Enabling staff and managers through training, appraisal and professional development as per the service training needs analysis and plan
- Ensuring that interventions with young people who commit sexual offences involve robust risk management and safeguarding work, delivered through effective partnership arrangements and that offending behaviour work with individuals is undertaken using an evidence-based practice model
- Embedding rigorous quality assurance processes into the service, linked to team and individual performance and development
- Embedding reflective supervision practices into individual and group supervision
- Work with the Youth Justice Board in respect of the service, adopting the revised assessment framework, Asset Plus

### **3. Restorative Justice**

Southampton Youth Offending Service will further embed restorative justice into the heart of its work by:

- Developing a formal restorative justice strategy that will confirm best practice and process for all staff and volunteers working for the service
- Building upon existing arrangements with Southampton Solent University to increase the capacity and quality of the YOS with regard to restorative justice work across the service
- Ensuring that every young person who receives a custodial sentence is offered the opportunity to engage in a restorative justice intervention
- Working with statutory partners within the People Directorate of Southampton City Council to develop restorative justice and mediation opportunities. These will support young people's understanding of the impact of their behaviour and promote positive change, thereby benefitting the local community

### **4. Service User Involvement**

Southampton Youth Offending Service will ensure that young people, families and victims are at the centre of its work by:

- Implementing its Service User Involvement Strategy with support and critical input from partners at Southampton Solent University
- Developing the understanding that the 'voice of the child' is a critical component of effective work with children. In our assessments and interventions we will robustly identify children's own views and perspectives so that we can more effectively reduce offending, safeguard children and protect the public.
- Creating a young persons' forum which will contribute to future service development

### **5. Resourcing**

Southampton Youth Offending Service will protect future service delivery by working with partners in respect of youth justice funding provision; ensuring that the service is effective in delivering its core objectives and represents 'value for money' by:

- Engaging with the office of the Hampshire Police and Crime Commissioner to discuss local youth justice provision and needs.
- Ensuring that the partnership arrangements that support the service are enshrined within a formal service level agreement.
- Undertaking to complete and review the post inspection improvement plan

## 6. Priority Groups

Whilst all young people in Southampton should expect high quality interventions, Southampton Youth Offending Service has identified three groups that we feel should receive priority support. These are young people leaving custody, children looked after and families within the Families Matter<sup>1</sup> cohort. Southampton Youth Offending Service will improve outcomes for these children and families by:

- Developing a forum in Southampton that will support a coordinated approach to the resettlement of young people leaving custody. This will align with the city's supported accommodation strategy and involve statutory partners, alongside voluntary accommodation, training and resettlement providers
- Providing a robust service in and out of Court so that magistrates have full confidence in local alternatives to remand into Youth detention Accommodation
- Working in partnership with the leaving care service to explore responses to offending by young people in care and participating in the SE7 regional forum
- Ensuring that Families Matter Lead Practitioners are fully integrated into the team and that YOS officers and staff have a good understanding of the aims and objectives of Families Matter
- Fully utilise the opportunity to refer relevant young people from the YOS re-offending and education forums into Families Matter for additional support

(1) In Southampton, the local Troubled Families initiative is called 'Families Matter'.

### Section 3: Performance and Practice

#### Our Successes:

During 2012 – 13, Southampton YOS has:

- Worked successfully to reduce the number of custodial sentences imposed from 49 in 2011 – 12 to 28 in 2012 – 13 (figures taken from YOIS data).
- Worked to improve the quality of accommodation recording so that data can be more effectively analysed in respect of those cases where accommodation isn't suitable. In 2012 – 13, 94.15% of young people were assessed as residing in suitable accommodation; this was a 3.78% increase from the 2011 / 12 baseline of 90.37%. The YOS manager reviewed each case where accommodation was assessed as unsuitable and reported to the YOS management board.
- Achieved steady progress against the completion of risk and vulnerability management plans; ensuring that 100% of plans were completed on time by quarter three.
- Exceeded the local target of 25% of Final Warnings finishing with an intervention.
- Exceeded our Safer City Partnership target of 50% of Youth Restorative Disposals receiving RJ disposals.
- Achieved our Safer City Partnership target of ensuring that 100% of young people who score 2 or more for substance and alcohol use; in offending behaviour assessments undertaken using the Asset tool; are referred to the Youth Offending Service Substance misuse worker for further assessment and intervention.
- Offered 65 tier three substance misuse interventions.
- Participated in the Hampshire Constabulary Scrutiny Panel; as noted in the *Swift and Sure Justice* white paper published in July 2012.
- Supervised 19 Parenting Orders and 51 voluntary parenting disposals. The YOS parenting officer now attends Court to advise magistrates on a weekly basis and we have prosecuted two parents for breaching their Parenting Orders; ensuring that our enforcement measures are sufficiently robust and improving confidence in our service. Our Parenting Officer delivered 40 group work sessions over the year.
- Developed our offending behaviour programme so that 90 young people attended a total of 742 sessions over 2012 – 13.
- Increased our Referral Order Panel Member base to 21 and recruited a further 10 volunteers to support the delivery of restorative justice interventions.



## **Performance Summary:**

Whilst the custody rate in Southampton remains above the national average; performance in the past year has been positive, with the number of custodial sentences reducing significantly against that of the previous year. Local indicators around accommodation and risk and vulnerability management are also encouraging.

Conversely, the re-offending rate in Southampton has stayed stubbornly around 10% higher than the national average and first time entrants levels have increased in comparison to the previous year (although the most recent FTE level still remains lower than for the equivalent period in 2009 / 10). There are clear plans in place to address these issues; alongside the local education, training and employment engagement; in the coming year.

'Examples of Good Practice' are included throughout the section to give an overview of service development and practice throughout the year.

### **Example of Good Practice: Offending Behaviour Programme**

**The Southampton Youth Offending Service Offending Behaviour Programme is designed to maximise the impact of Youth Offending Service supervision of young people, with five key themes:**

- **Reducing re-offending**
- **Responding to risk of harm / safeguarding**
- **Developing victim awareness and empathy**
- **Diverting young people from crime**
- **Facilitating community integration**

**Young people are referred onto different components of the programme, depending upon their needs / areas of risk. Each component of the programme is linked to ASSET risk areas and the five Every Child Matters Outcomes.**

**Young people subject to an Intensive Supervision and Surveillance (ISS) requirement of either a Youth Rehabilitation Order or a Bail Supervision Programme can be referred onto the programme by their supervising officers. However, a group management plan has been put in place, which ensures that young people can access all elements of the programme.**

**The programme also offers a clear opportunity for partnership working. Some examples of this are:**

- **Hampshire Fire and Rescue Service delivering their Teenage Road Accident Prevention Training (TRAPT) course**
- **Barnadoes and Star Sexual Health Project staff delivering safeguarding sessions**
- **A community reparation project, co-facilitated with Catch 22**
- **Football and gym sessions coached by Hampshire Football Association and Golden Ring Boxing Club, Southampton**

**The Offending Behaviour Programme was identified by the Youth Justice Board as an area of emerging practice in January 2013.**

## Performance against National Indicators:

### Reducing Custody

#### Example of Good Practice: Pre-sentence report forum.

On a fortnightly basis Youth Offending Service staff meet to discuss current pre-sentence reports as a group. Cases are reviewed and sentencing proposals is considered. This arrangement offers different perspectives on cases and encourages the sharing of best practice. The service assesses that the forum has contributed to the reduction of custodial sentences during the last year.

When the service was subject to SQS inspection in February 2013, the inspectors noted the pre-sentence report forum as an area of good practice.

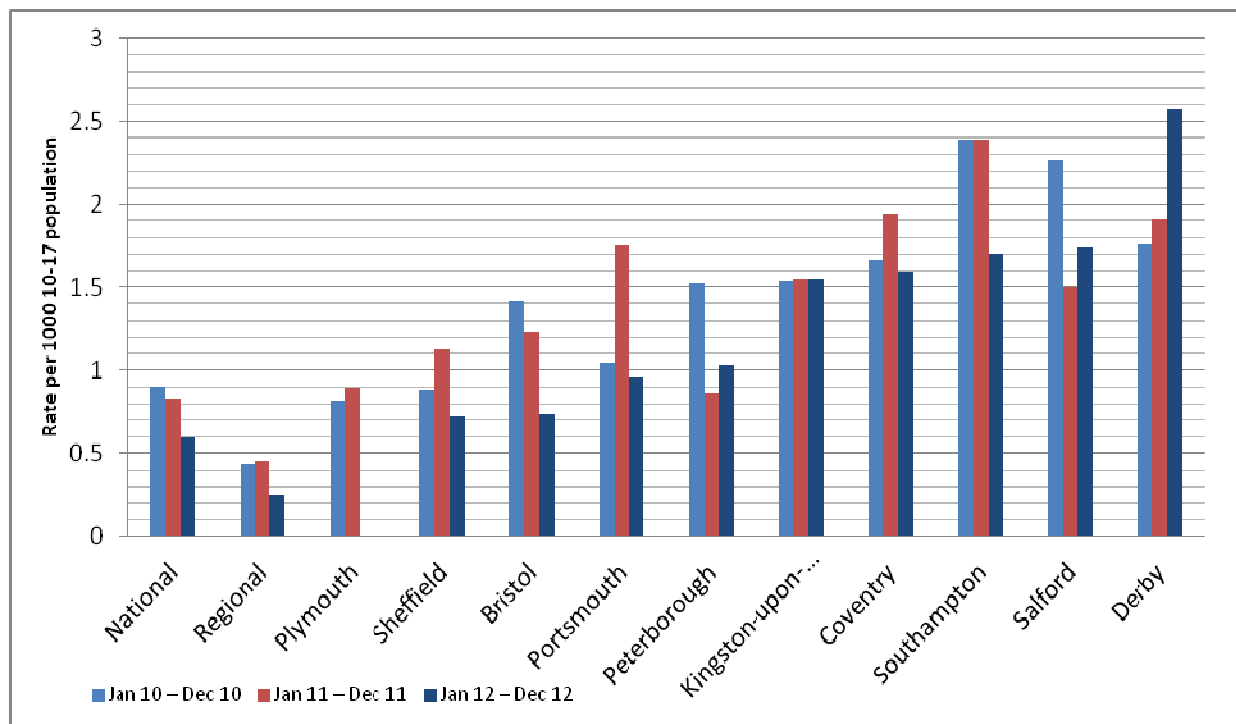
#### Commentary

In respect of this national indicator, the most recent information has been used. This was discussed by the YOS management board in April 2013. The custody rate for the period January 12 to December 12 expressed per 1000 10 to 17 population was 1.70 (2.39 and 2.39 in the equivalent periods in 2010 and 2011, respectively). There is therefore a very pleasing and quite significant improvement in the level of custodial sentencing for the latest rolling 12 month period. YOIS data indicates 28 custodial periods for 2012 / 13 compared to 49 during the preceding reporting year.

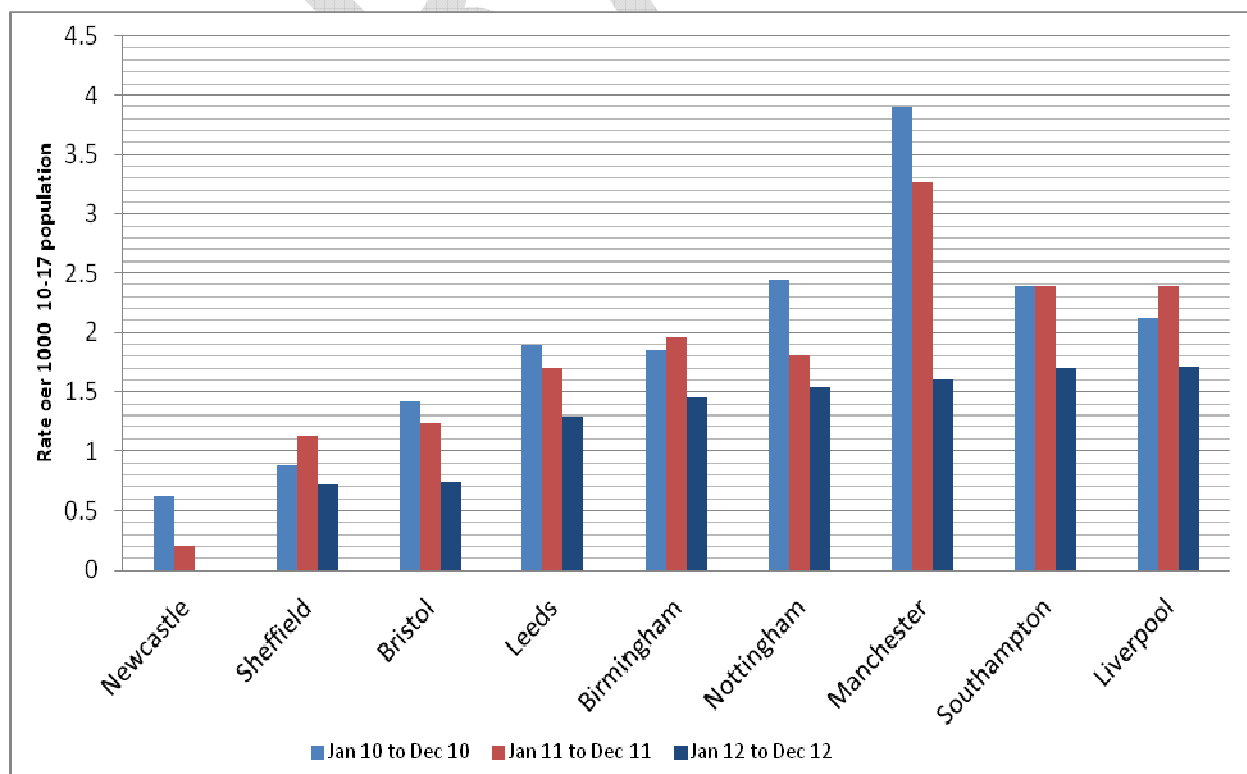
#### **In 2013 / 14 Southampton Youth Offending Service will reduce the custody level to <1.0 per 1000 10 to 17 population:**

- Working with the Youth Justice Board, the YOS will analyse custodial sentences for the 2011 – 12 period in order to identify trends and areas for improvement.
- There will be further work to develop the YOS offending behaviour programme; specifically to achieve 'promising status, as assessed by the Youth Justice Board.
- There will be a review of the YOS quality assurance process in respect of gate keeping pre-sentence reports.
- Work with magistrates to build confidence in YOS proposals to the Court will continue.

### Custody: Southampton and Comparator YOTs



### Custody: Southampton and Core Cities



## Reducing Re-offending

### Example of Good Practice: Andrew

Andrew was charged with a public order offence after he threw a chair over a balcony at a busy shopping centre. He received a 12 month intensive Referral Order and was banned from the centre. Andrew told his YOS officer that he regretted what he had done and did not think of the consequences.

The YOS Restorative Justice Officer liaised with the managers of the shopping Centre and was put in contact with SOBAC (Southampton Businesses Against Crime). Through discussion, a direct mediation session was agreed by Andrew, SOBAC and the shopping centre manager.

The mediation session was very positive in helping Andrew realise the full impact of what he had done. He apologised directly to the manager. Andrew took much time and effort writing letters of apology to the manager and to the two security staff members who were nearly hit by the chair. One of the security staff had also shared that they were a strong supporter of a cancer charity. Andrew completed a session promoting a Twilight Walk which was organised by the charity.

Andrew was discharged from his order for completing all that was needed and complying well throughout the duration.

### Commentary:

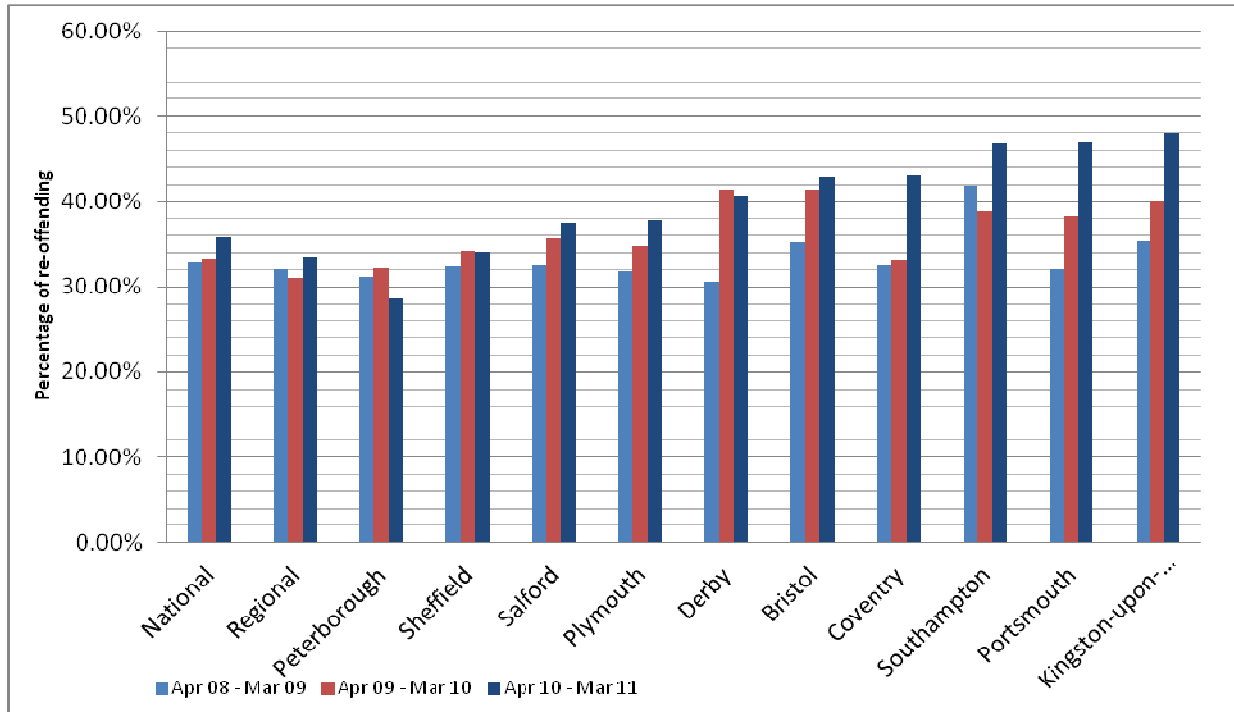
In respect of this national indicator, the most recent information has been used. This was discussed by the YOS management board in April 2013. For the period April 2010 – March 2011, Southampton's re-offending rate is higher than the national and regional averages and on a par with Kingston upon Hull and Portsmouth. All other comparator YOTs have lower rates, however. There is an upward trend in most, with only Peterborough demonstrating a consistently downward trend. One of the reasons for the increase is the smaller cohort size resulting from the success of preventative work, as a higher proportion of those being tracked are at greater risk of re-offending.

### **In 2013 / 14, Southampton Youth Offending Service will reduce the re-offending rate by 5%:**

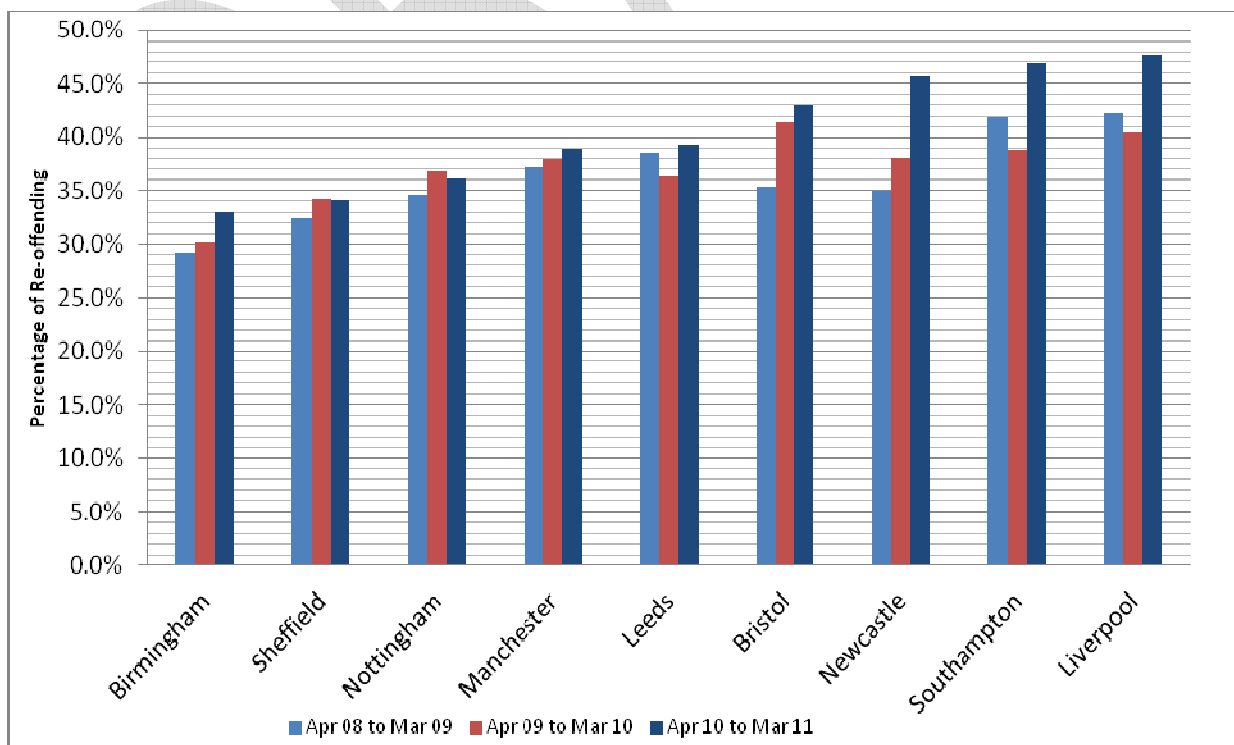
- Working with the Youth Justice Board, The YOS has identified a cohort of young people has been identified as 'high risk' offenders. Arrangements are developing with police and community safety to create a multi-agency *Priority Young People* panel which will action plan in respect of these young people on a monthly basis. Young people will be referred into the Families Matter initiative, as appropriate. Re-offending rates within the cohort will reported to the YOS management board on a quarterly basis.
- Separately, the YOS manager is working with colleagues from Hampshire Constabulary in respect of raising frontline police understanding of the opportunities afforded by community resolution as a result of the Legal Aid, Sentencing and Punishment of Offenders Act, 2012. The aim will be to divert less entrenched young

offenders from committing further crime. Strategically, this will be supported by local senior police representation on the YOS Management Board.

### Re-offending: Southampton and Comparator YOTs



### Re-offending: Southampton and Core Cities



## First Time Entrants

### Example of Good Practice: The 'Take a Risk?' programme.

'Take a Risk?' has been developed by one of our seconded social workers, alongside our health worker and substance misuse workers. The aims of the programme are to:

- Encourage young people to consider the consequences of violent and / or risk taking behaviour; alongside substance and alcohol misuse.
- Develop a greater sense of victim empathy in young people.

The programme involves:

- A group work session covering the impact of risk taking behaviour
- A victim empathy session
- A meeting with medical staff at Southampton Accident and Emergency Ward
- A session with service users from Headway, an acquired brain injury charity.

The programme has run three times in the past year and 34 young people have completed component sessions. Of these, 14 (41%) have re-offended since attending the sessions (of the 14 three via breach of order). Twenty young people (59%) have not re-offended.

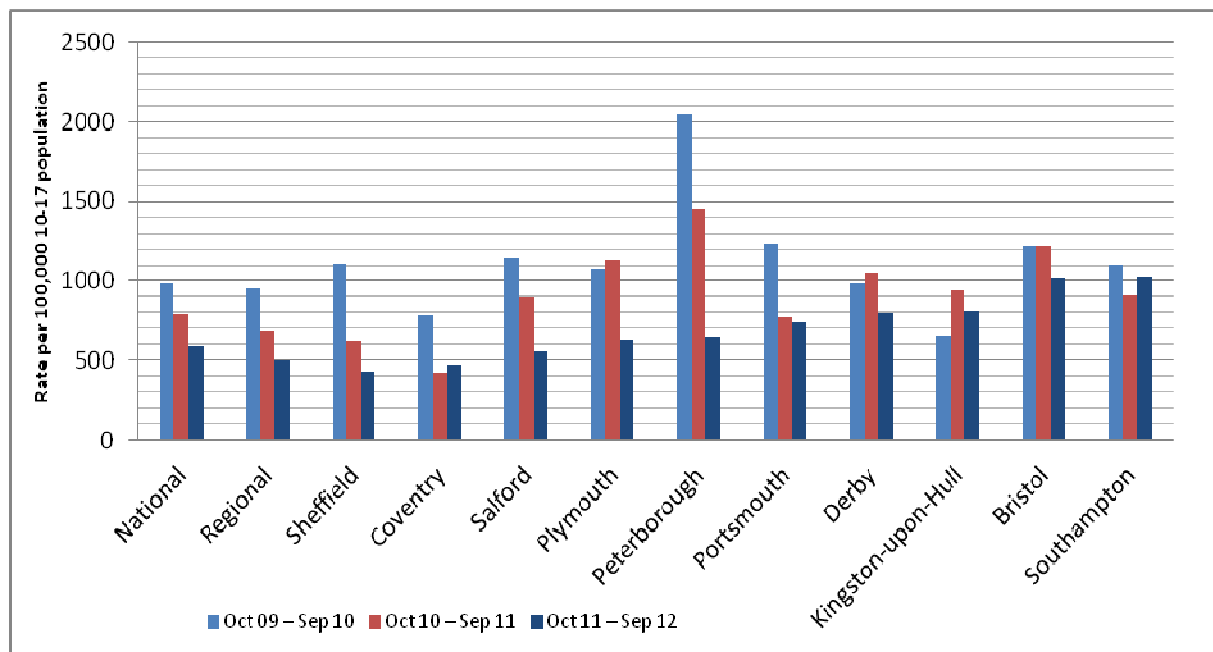
### Commentary:

In respect of this national indicator, the most recent information has been used. This was discussed by the YOS management board in April 2013. For the period October 2011 to September 2012, the data is consistent with the picture over previous quarters and indicates that; although the FTE figures remain lower than in 2009 to 2010; there has been an increase in comparison with the 2010 to 2011 data. Local analysis indicates that a drop in the use of Youth Restorative Disposals may have created a 'reversing trend' in respect of FTE figures; as reprimands have been given in some cases where community resolution may have been possible.

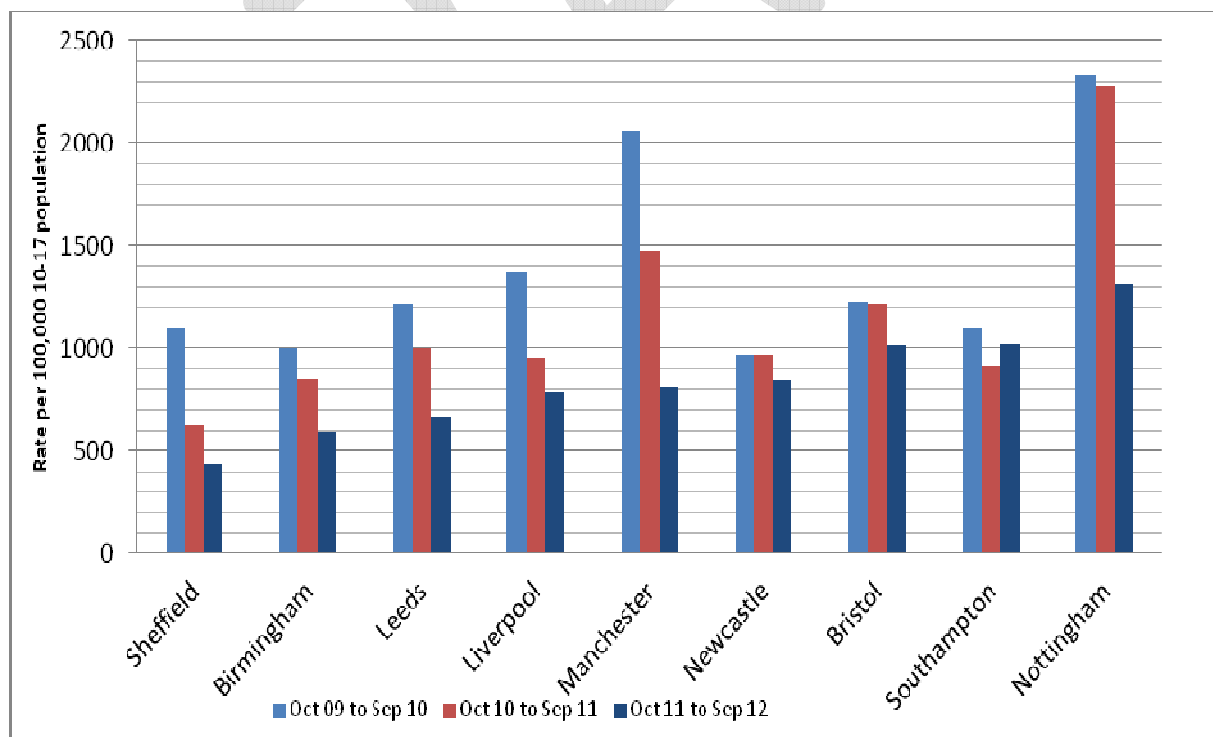
### In 2013 / 14 Southampton Youth Offending Service will reduce the First Time Entrants rate by 10%

- Over the next year the YOS early intervention officer and police officer will more directly engage with police in Southampton to support our diversion work. This will be supported by effective engagement with senior police officers in the city and through more robust analysis of local FTE data with Hampshire Constabulary colleagues. The number of young people successfully completing diversion programmes will be reported to the YOS management board on a quarterly basis.
- The YOS early intervention officer and police officer have attended Hampshire Constabulary custody sergeants training will also participate in Out of Court Disposal training for police officers when it is rolled out later in the year.

### First Time Entrants: Southampton and Comparator YOTs



### First Time Entrants: Southampton and Core Cities



## Local Indicators

### Example of Good Practice: Kri-8 Arts Award

The project is funded by the Winchester School of Art Research Centre for Global Futures in Art, Design and Media and run through the John Hansard Gallery at Southampton University. It has the main aim of delivering a high quality, long-term, Arts Award embedded programme for young people who have offended. This partnership was timed perfectly with the recent re-structuring of the Southampton Youth Offending Service (SYOS.)

The Arts Award is run by Trinity Guildhall College. The YOS students are currently studying at Bronze (GSCSE C grade) level. The main reason that the arts award is perfect for SYOS is that it offers so much more freedom than regular education. There are no wrong or right ways of doing things by the young people. It's completely about encouraging them to express themselves.

The project started in October 2013. Seven young people have attended to date; only one of whom has re-offended. Five of the young people are accessing training / college provision. One remains Not in Education, Training or Employment (NEET). One young person is in custody. Whilst the group is small, its profile is significant: young people had convictions for or were awaiting trial for robbery; one young person was involved in a high degree of offending / anti-social behaviour.

### Commentary:

To maximise the opportunities for children and young people in Southampton, performance indicators of accommodation suitability and access to education provision have been retained locally and performance is reported to the Management Board. The local targets are that 95% of young offenders are in suitable accommodation and 75% of young offenders are in full time education, training or employment. For the local indicators, data for April 2012 to March 2013 is available.

Progress has been achieved in the past year around accommodation suitability, principally because of the improved accuracy of YOS recording. This has enabled management review of all cases assessed as unsuitable. Accommodation was assessed as suitable in 94.15% of cases in 2012 – 13, compared to 90.37% in the previous reporting year. The YOS is confident that its target of 95% will be met in the coming year.

Education, Training and Employment engagement within the YOS cohort has unfortunately reduced in 2012 – 13 to from a baseline of 55.46% to 50.19%. The YOS Education Pathway has been reviewed robustly to meet the performance issues in this area.

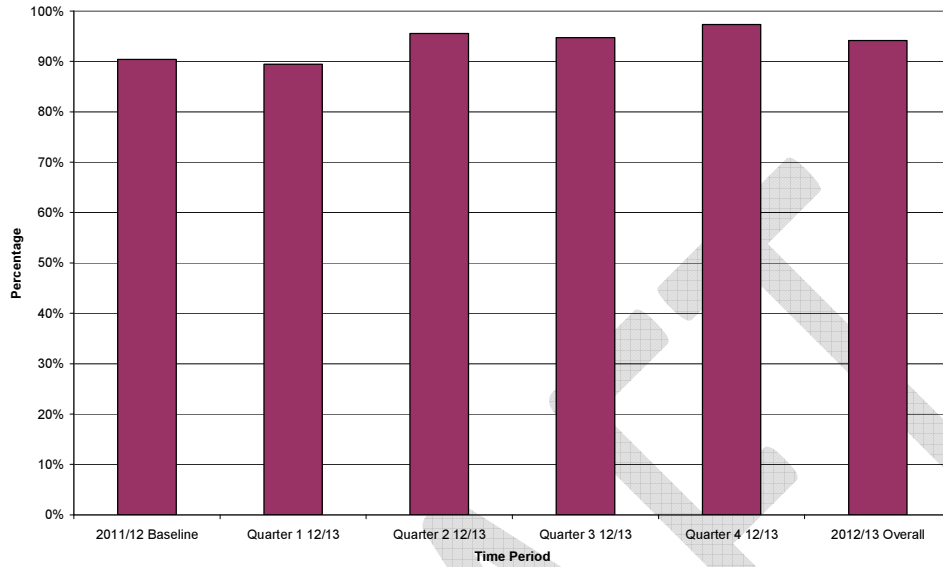
**In 2013 / 14 Southampton Youth Offending Service will ensure that 95% of young offenders are in suitable accommodation and 75% of young offenders are in full time education, training or employment:**

- The YOS education pathway has now been reviewed. A monthly education planning meeting has been developed that will run on a monthly basis for the 2013 – 14 period. Inclusion service management have committed to attend this meeting.
- Action plans will be created for individual cases. These will be reviewed as part of the planning process. The management board will be updated regarding engagement and attendance progress for cases.

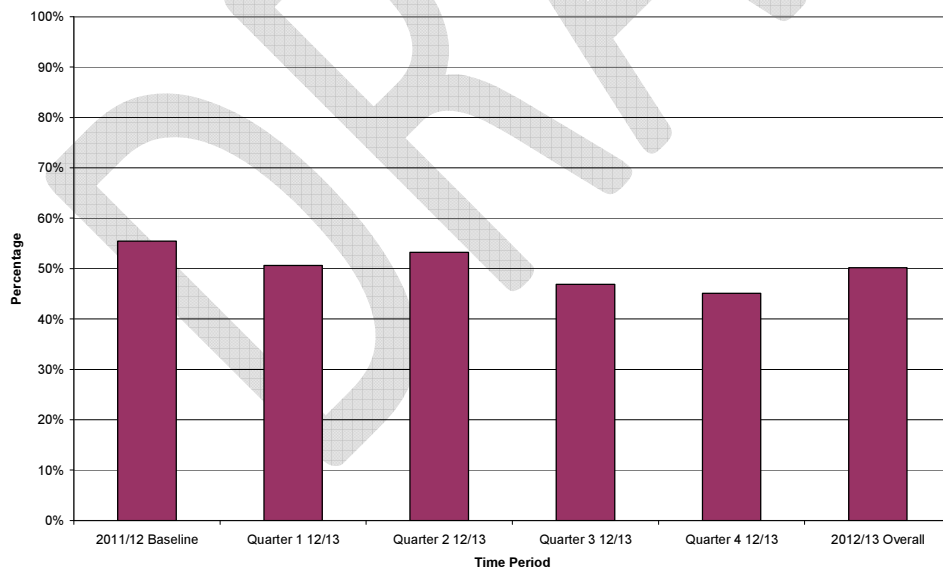


- The development of a local resettlement forum, aligned with local supported accommodation strategy, will strengthen service responses in respect of the accommodation and ETE needs of young people leaving custody.

### Accommodation



### Education, Training and Employment



## Remand Management: Local Response to Legal Aid, Sentencing and Punishment of Offenders Act

### Example of Good Practice: Engagement with local courts

In February 2013, two lead youth magistrates from West Hampshire Youth Court attended an afternoon workshop at Church View. They met with frontline YOS staff, specialist workers and young people. There was also a strategic component to the event, with senior local authority managers appraising of work in respect of young offenders and care leavers. The magistrates left with a better understanding of local partnerships which will be built upon at further training events.

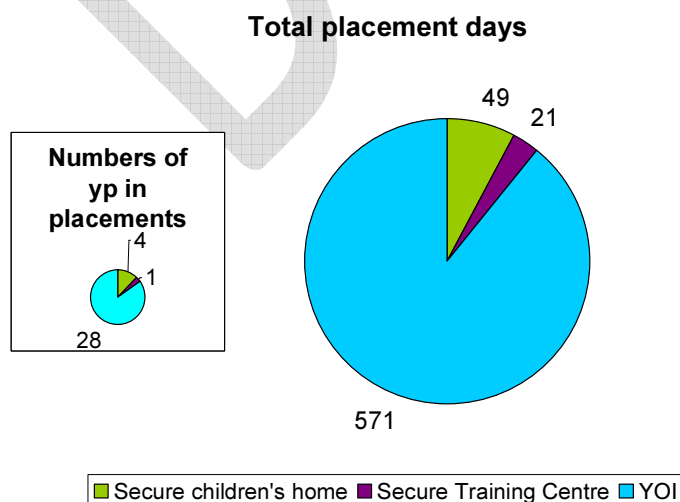
### Commentary:

An impact of the Legal Aid, Sentencing and Punishment of Offenders Act is the devolution of remand accommodation funding from the YJB to local authorities from April 2013. This development could have significant financial implications and consequently the management board took the decision to start reviewing remand bed usage as part of the quarterly performance review.

The data covers the first three quarters of 2012 – 2013. Subsequent data will be produced on a quarterly basis. Initial assessment of the financial impact of the LASPO; taking into account the amount of funding likely to be awarded; is cautiously favourable. However, the areas of development will respond to the potential risks.

### Areas for development:

- Implementation of the revised Safeguarding Strategy which will support a co-ordinated response between YOS and children's services in respect of children remanded and / or at risk of remand.
- Development of robust alternatives to secure remand: to include the YOS offending behaviour programme and enhance bail supervision.
- Ongoing work to improve the confidence of magistrates and judges in respect of the YOS and the wider local authority.



## Section 4: Inspection and Improvement Plan

Southampton YOS was subject of a HMI Probation Short Quality Screening Inspection between 4<sup>th</sup> and 6<sup>th</sup> February 2013. The inspectors stated:

*Overall, we found that the majority of assessments and plans were done to a sufficient standard. There were areas for improvement, particularly around quality assurance processes to ensure that a greater proportion of the work was of a good standard, that staff appropriately included new information in assessments and that the quality of work to ensure the sentence is served is improved.*

Southampton YOS was last inspected in May 2011 whilst part of Wessex Youth Offending Team. This was a full inspection and Wessex was rated as requiring 'significant' improvement in relation to addressing safeguarding issues and managing risk of harm and 'moderate' improvement in relation to addressing risk of re-offending.

Short Quality Screening inspections are indicative only, given the comparatively small number of cases. The scores for key areas are shared with the YOS manager and the average percentage scores for cases where the inspection criteria were met; based on the data provided for each area; are confirmed thus:

### Southampton YOS: Average percentage score – key areas, SQS.

|   |               |
|---|---------------|
| <b>Reducing re-offending</b>            | <b>82.1%</b>  |
| <b>Protecting the young person</b>      | <b>81.2%</b>  |
| <b>Protecting the public</b>            | <b>77.8%</b>  |
| <b>Ensuring that sentence is served</b> | <b>88.57%</b> |

Whilst these scores are encouraging, there is clear evidence within the 'protecting the public' component that the service needs to do better in respect of our risk assessment and case management. Related to this, management oversight is a clear area for improvement.

The inspection recommendations are acknowledged and an improvement plan has been completed to embed consistent good practice and quality assurance processes within the service.

## Inspection Improvement Plan:

### Reducing the risk of re-offending:

| Area for Improvement             | Method  | How improvement will be evidenced   | By When                      | Lead   |
|----------------------------------|---|---|------------------------------|--|
| <b>1. Assessment quality</b>     | a. All case holders to undertake Youth Justice Board assessment training in March 2013  | Course completion will be confirmed with YJB  | Completed                    | Senior Practitioners                           |
|                                  | b. All appraisals for YOS Officers will include a target in respect of assessment quality; linked to the local effective practice proforma. | Monthly management quality assurance exercises will confirm that staff are working to effective practice guidance                               | Completed and ongoing        | Senior Practitioners                           |
| <b>2. Restorative Justice</b>    | a. Development and implementation of service Restorative Justice policy   | Completion of policy with action plan and timelines.<br><br>Deferred to June 2013   | May 2013                     | YOS Manager                                    |
|                                  | b. Development of the reparation volunteer role to increase the service capacity for effective restorative justice work intervention        | Restorative justice staff are currently working with 13 new volunteers<br><br>Restorative justice performance is monitored on a quarterly basis | Ongoing                      | Restorative Justice Workers<br><br>YOS manager |
|                                  | c. Ensure Restorative Justice referrals for all custody cases   | Referrals will be checked through monthly management quality assurance  | Completed and ongoing        | Senior Practitioners                           |
| <b>3. Report writing quality</b> | a. Continue to implement report quality assurance process   | Quarterly pre-sentence report reviews   | Ongoing – next date 20/03/13 | YOS manager                                    |
|                                  | b. Ensure all staff have access to relevant policies and procedures   | Paper and electronic copies available to staff  | Completed                    | YOS manager                                    |
|                                  | c. Continue to implement fortnightly team discussions in respect of new pre-sentence reports  | Dates arranged for 2013 / 14 period   | Completed                    | YOS manager                                    |
| <b>4. Planning and Review</b>    | See above 1b  | Monthly management quality assurance exercises will confirm if staff are working to effective practice guidance                                 | Completed and ongoing        | Senior Practitioners                           |

### Operational management:

| Area for Improvement               | Method  | How improvement will be evidenced           | By When    | Lead        |
|------------------------------------|---|---|------------|-------------|
| <b>1. Training and Development</b> | a. Completion of training needs analysis for 2013 / 14. | Development of training timetable for staff | March 2013 | YOS manager |

## Protecting the public:

| Area for Improvement           | Method  | How improvement will be evidenced  | By When   | Lead                 |
|--------------------------------|---|--|-----------|----------------------|
| <b>1. Risk assessment</b>      | a. All case holders to undertake HCC Risk assessment and MAPPA training                                     | Course completion will be confirmed with HCC   | Completed | Senior Practitioners |
|                                | b. Ensure all staff have access to relevant policies and procedures   | Paper and electronic copies available to staff   | Completed | YOS Manager          |
| <b>2. Management Oversight</b> | a. Appraisal targets for senior practitioners will include a target in respect of staff oversight / quality | Monthly management quality assurance exercises will confirm that senior practitioners are working to effective practice guidance | Completed | YOS manager          |

## Protecting the child or young person:

| Area for Improvement           | Method  | How improvement will be evidenced  | By When               | Lead        |
|--------------------------------|---|--|-----------------------|-------------|
| <b>1. Management Oversight</b> | a. Appraisal targets for senior practitioners will include a target in respect of staff oversight / quality | Monthly management quality assurance exercises will confirm that senior practitioners are working to effective practice guidance | Completed and ongoing | YOS manager |

## Ensuring that sentence is served:

| Area for Improvement                 | Method  | How improvement will be evidenced   | By When   | Lead                 |
|--------------------------------------|---|---|-----------|----------------------|
| <b>1. Enforcement and compliance</b> | a. Revise Enabling Compliance Policy in line with inspection recommendations                                | Revise policy to be shared with staff   | Completed | YOS manager          |
|                                      | b. All appraisals for YOS Officers will include a target in respect of enforcement and promoting compliance | Monthly management quality assurance exercises will confirm that staff are working to effective practice guidance | Completed | Senior Practitioners |

## Section 5: Resourcing and Value for Money

**Table 1: Funding Contributions 2013 - 14:**

| Partner                       | Funding Contribution (£) |                  |
|-------------------------------|--------------------------|------------------|
|                               | 2012 / 13                | 2013 / 14        |
| Southampton City Council      | 619,400                  | 591,500          |
| Health                        | 57,000                   | 57,000           |
| Police Authority              | 16,200                   | -                |
| Police and Crime Commissioner | -                        | 28,600           |
| Police                        | 68,800                   | 68,800           |
| Probation                     | 76,300                   | 74,000           |
| Youth Justice Board           | 295,300                  | 249,200          |
| <b>Total</b>                  | <b>1,133,000</b>         | <b>1,069,100</b> |

**Table 2: Southampton Youth Offending Service Disposals 2012 – 13**

| Type   | No.        |            | % of Total |            | Young People |            |
|--|------------|------------|------------|------------|--------------|------------|
|  | 11/12      | 12/13      | 11/12      | 12/13      | 11/12        | 12/13      |
| Prevention (Youth Restorative Disposals)                           | 147        | 106        | 24         | 23         | 144          | 106        |
| Final Warning Interventions  | 68         | 93         | 10         | 19         | 67           | 93         |
| 1 <sup>st</sup> Tier sentences<br>(Referral and Reparation Orders) | 143        | 104        | 22         | 21         | 135          | 97         |
| Community Sentences<br>(All other Community Sentences)             | 228        | 157        | 36         | 32         | 132          | 105        |
| Custodial sentences  | 49         | 28         | 8          | 5          | 39           | 23         |
| <b>Total</b>   | <b>635</b> | <b>488</b> | <b>100</b> | <b>100</b> | <b>517</b>   | <b>424</b> |

### Commentary

This year, a lower award in total funding by the Youth Justice Board and the Police and Crime Commissioner has resulted in YOS partner contributions reducing by 5.6%. Southampton City Council and, to a lesser degree, Hampshire Probation Trust have also reduced their contributions. However, the local authority remains the principle statutory contributor to the YOS and has robustly supported the service in the face of this year's budget reduction. Savings have been made through a restructure which is summarised in 'Risks to Further Delivery'.

In 2012 / 13, the number of young people working with the Youth Offending Service reduced from 517 to 424. This represents a reduction of 18% in comparison with the previous year. The total number of disposals reduced by 23% from 635 to 488. Numbers have decreased across the scope of YOS interventions, with only Final Warnings increasing. However the service still met its intervention target in this area. The reduction in custodial sentences is clearly positive and indicative of the valuable work that the service is undertaking in respect of this national indicator by offering more robust community-based interventions as sentencing proposals to the Court.

The reduction in Youth Restorative Disposals (YRDs) is assessed to have impacted upon First Time Entrants figures which have increased in Southampton. Local analysis indicates that YRDs could be considered more rigorously by police in the city. Therefore, it is expected that numbers in this cohort will increase in 2013 / 14 as the YOS works with police colleagues to revitalise diversion work in Southampton.

Analysis of the cohort receiving community sentences is particularly relevant because it is within this group that young people are more likely to receive more than one order; through revocation and re-sentence. Within the smaller cohort, there has been a reduction in the average number of sentences per offender from 1.72 sentences per offender in 2011 / 12 to 1.49 sentences per offender in 2012 / 13. This reduction is interesting in the context of the recent SQS inspection result in which the YOS scored highest in ensuring sentence was served.

The reduction in young people accessing the service should be seen in the context Southampton Youth Offending Service reviewing and fully integrating its offending behaviour programme (which was previously managed by a separate team) into its core business; creating additional responsibilities for YOS staff and providing added value for money. The programme is now included in the YJB effective practice library and 90 young people attended sessions in 2012 – 13.

It has been possible to identify the level of contact for the first three months of YOS supervision in respect of 86 Referral Orders and 126 Youth Rehabilitation Orders. This data has been compared with the sample selected for the previous Youth Justice Strategic Plan.

**Table 3: Levels of Contact for Referral Orders and Youth Rehabilitation Orders**

| Order                                     | Standard<br>2x contacts<br>per month |       | Enhanced<br>4x contacts<br>per month |       | Intensive<br>12x contacts<br>per month |       | Total |       |
|---|--------------------------------------|-------|--------------------------------------|-------|--|-------|-------|-------|
|   | 11/12                                | 12/13 | 11/12                                | 12/13 | 11/12                                  | 12/13 | 11/12 | 12/13 |
| <b>Referral Order</b>                     | 49                                   | 44    | 46                                   | 42    | 0                                      | 0     | 95    | 86    |
| <b>Youth<br/>Rehabilitation<br/>Order</b> | 10                                   | 12    | 107                                  | 97    | 17                                     | 17    | 144   | 126   |

Again, the level of standard and enhanced supervision for Referral Orders is comparable, indicating the degree of intervention that some first tier cases can require. The requirement for enhanced contact clearly increases within the YRO cohort. Interestingly, despite the reduction in numbers of YROs in 2012 / 13, the level of intensive supervision has remained the same, possibly because of the use of more robust community sentences as opposed to the imposition of custody.

Finally, the service response to the Legal Aid, Sentencing and Punishment of Offenders Act is relevant to note. In 2012 / 13, the YOS was heavily involved in preparing for the impact of the act: by working with the Youth Justice Board to finalise the statistical data on which the funding award will be based; revising local processes with safeguarding colleagues in the local authority and starting an important dialogue with local magistrates around the availability of robust community bail provision. In 2013 / 14, the work of the Youth Offending Service will be key, in the court context, to ensure that remand into Youth Detention Accommodation is kept to a minimum and used only when absolutely necessary. Effective court, remand and bail management by the Youth Offending Service should therefore provide clear value for money by reducing the cost of unnecessary remands.

## **Section 6: Risks to Future Delivery**

The principal risk to future delivery remains financial pressures on the pooled YOS budget. The reduction in funding available to the service this year has been addressed through restructuring; a senior manager and an unqualified member of staff have left the service and will not be replaced. One of the YOS education posts has also been deleted.

Despite these responses, financial support must be considered pro-actively by partners to ensure that the service develops to meet local need with integrity. In 2012 – 13 the YOS management board will work to agree a partnership agreement that will support future service delivery.

The consideration following on from the restructure is clearly around the quality of service. Management oversight was noted as an area for improvement in the recent short quality screening inspection. Consequently, a revised quality assurance process has been developed to ensure that quality of provision is improved and then maintained.

The YOS response to the restructure has also involved the review of the YOS education pathway to ensure more effective partnership responses to children not in education training or employment. The requirement that the YOS personal advisor completes Education, Health and Social plans in respect of vulnerable children should add to the effectiveness of the service. Similarly, the placement of three Families Matter workers in the team offers the opportunity of more targeted work with high risk families.

A related risk is that the funding allocated by partners does not adequately reflect or address local need. Liaison with the office of the Police and Crime Commissioner will be necessary in 2013 – 14 to discuss service provision in Southampton with future Community Safety funding in mind.

The devolved secure remand budget, as a result of the Legal Aid, Sentencing and Punishment of Offenders Act, also presents a potentially significant risk to Southampton City council as the principle financial contributor to the YOS. The local response has been sufficiently robust and liaison with the courts continues.

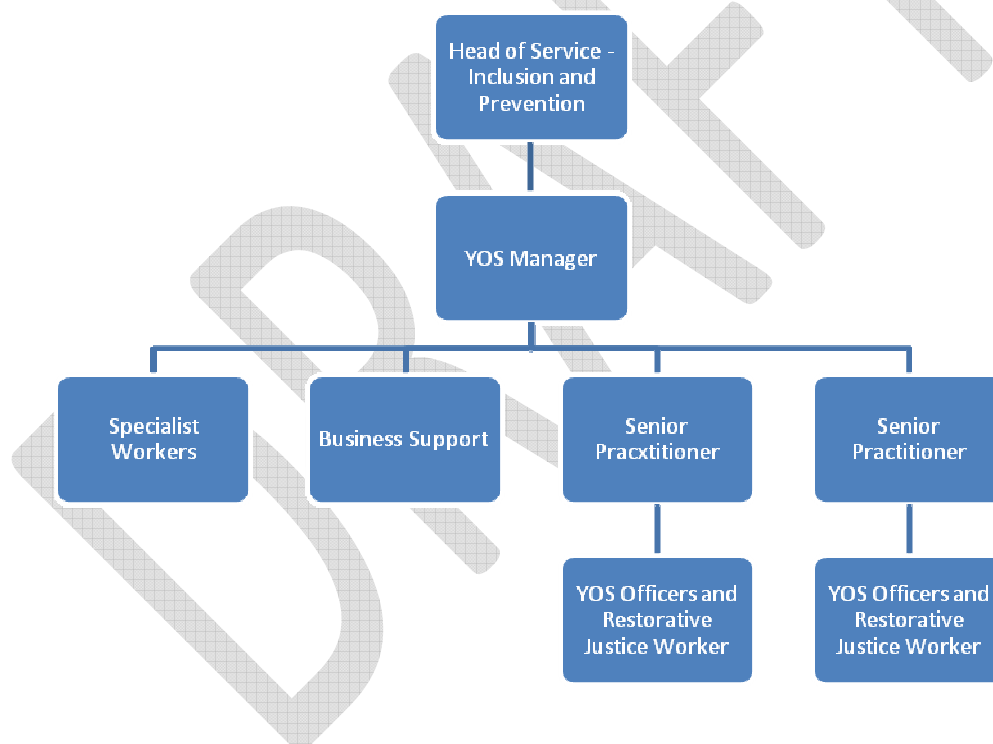


Hampshire Probation Trust faces significant changes in respect of *Transforming Rehabilitation* agenda which aims to reform the delivery of adult probation services. Clarification will need to be sought in relation to any impact around staff and funding provision for the Youth Offending Service.

Finally, the requirements around Youth Justice Board funding have changed this year with Effective Practice grants being administered. It will be important that the YOS service delivery progresses with the grant requirements in mind. Positively, a recent visit by the YJB audit team did not raise any significant issues.

## Section 7: Structure and Governance

The Youth Offending Service is a statutory service, positioned within the People’s Directorate of Southampton City Council. The team is multi-disciplinary with each statutory partner contributing staff. There are 20 full time and five part time members of staff within the team. Youth Offending Service Officers are seconded from Southampton City Council and Hampshire Probation Trust. Specialist workers include a seconded police officer, a personal advisor, and health and substance misuse workers. Three Families Matter Lead Practitioners have recently started working in the team.



Southampton Youth Offending Service management board is chaired by the Senior Officer for Prevention and Inclusion. Statutory Partners are represented by senior officers of Southampton City Council People’s Directorate, Southampton Primary Care Trust, Hampshire Constabulary and Hampshire Probation Trust.

In addition, the management board includes representation from Housing, Community Safety and the Courts on an ad-hoc or permanent basis as mutually agreed. The management board is linked to the relevant local authorities including Children’s Trust arrangements, Local Safeguarding Children’s Board, Local Criminal Justice Board and Safe City Partnership.

The board provides strategic direction and support to the YOS manager; ensuring that planning is undertaken to reduce re-offending safeguard children and young people. Meetings are convened on a quarterly basis. Further sub-groups of the management board may be set up from time to time.

The Management Board oversees and contributes towards the Youth Offending Service's statutory aim of reducing re-offending. It fulfils the requirements of the Crime and Disorder Act 1998 and YJB guidance by ensuring that Southampton Youth Offending Service has sufficient resources and infrastructure to deliver youth justice services in its area in line with the requirements of the National Standards for Youth Justice Services.

The management board also ensures that relevant staff are seconded to the Youth Offending Service in line with the requirements of the Crime and Disorder Act 1998 and that the Youth Offending Service has sufficient access to mainstream services provided by partners and other key agencies.

In exceptional circumstances, where consideration is being given to derogating from a particular National Standard; the board will inform the relevant YJB Head of Business Area of the decision, rationale and the action plan and timelines to reinstate compliance. The board would monitor the action plan on a regular basis and progress reported to the YJB Head of Region or Head of YJB for Wales and YJB Head of Performance on a regular basis.

The board agrees the funding arrangement and ensure that arrangements are in place for a pooled budget. It ensures that information is exchanged between partner agencies in line with relevant legislation and in particular the Crime and Disorder Act 1998.

Finally, the board receives quarterly performance reports and works with the Youth Offending Service Manager to improve and sustain performance and quality standards. It also considers reviews of serious incidents (as defined by the YJB).

## **Section 8: Contribution to Partner's Strategies**

### **Families Matter**

Nationally, the 'Troubled Families' initiative has the aim of reaching 120,000 families. These families are characterised by there being no adult in the family working, children not being in school and family members being involved in crime and anti-social behaviour.

These families almost always have other often long-standing problems which can lead to their children repeating the cycle of disadvantage. One estimate shows that in over a third of troubled families, there are child protection problems. Another estimate suggests that over half of all children who are permanently excluded from school in England come from these families, as do one-in-five young offenders.

Other problems such as domestic violence, relationship breakdown, mental and physical health problems and isolation make it incredibly hard for families to start unravelling their problems.

In Southampton, the local 'Trouble Families' programme is called 'Families Matter'. Lead Practitioners have been placed with services across the city to work with families who are experiencing difficulties with one or more of these issues:

- Crime and Anti-social behaviour
- Parenting challenges
- Poor school attendance
- Serious financial issues.

Southampton Youth Offending Service contributes by:

- Hosting three Families Matter Lead Practitioners in the team. These staff will work in partnership with YOS colleagues and wider professional networks to intervene with at least 54 families in 2013 – 14. In July 2013, the service had worked with 39 families.
- Referring families into the Families Matter programme to ensure additional and co-ordinated support for those families assessed to be most at risk.
- Ensuring alignment between YOS and wider local authority strategy through the manager responsible for Families Matter attending the YOS management board.

### **Health and Wellbeing strategy**

The purpose of the Joint Strategic Needs Assessment (JSNA) is to help professionals, services and communities to improve the health and wellbeing of Southampton's population through clearly identifying local needs. "Gaining Healthier Lives in a Healthier City" is Southampton's second Joint Strategic Needs Assessment (JSNA) and covers 2011 - 14.

Particular priorities have been identified in respect of:

- Tackling teenage pregnancies.
- Reducing sexually transmitted disease.
- Increasing numbers accessing substance misuse treatment.

Southampton Youth Offending Service contributes by:

- Working with health colleagues to inform and update the Joint Strategic Needs Assessment.
- Identifying and raising awareness of health problems/risk behaviours within its service group.
- Promoting positive health choices through its sexual health and relationships, emotional first aid and smoking cessation work.
- Delivering brief interventions for lower level needs and delivering substance and alcohol misuse, intervention at tier two and three level.
- Referring to services where specialist assessment and treatment is required.

## **Operation Fortress**

Operation Fortress is a multi-agency operation which involves enforcement of the law by the police against drug trafficking and abuse, and support for victims of drug abuse, giving them the chance of a dignified exit from drugs and an opportunity to build a new way of life.

The three aims of the operation are:

- To restrict the supply of Class A drugs
- To reduce the demand for Class A drugs
- To re-build affected communities

The work police undertake to restrict the supply of drugs is just one part of Operation Fortress. The police have been overwhelmed by the level of support and interest received from partners and community groups who have been keen to get involved in the operation.

Partner support means that Operation Fortress can have a lasting impact in Southampton and make a long-term positive difference to reducing the demand for drugs and re-building the lives of people affected by drug-related crime.

Southampton Youth Offending Service contributes by:

- Developing the Serious Youth Crime Prevention Strategy in partnership with colleagues from Hampshire Constabulary and Community Safety

## **Integrated Offender Management**

Integrated Offender Management (IOM) is an initiative to reduce crime and reduce re-offending by a more intensive case management approach to certain individuals. It will also provide support for those with drug and alcohol dependency linked to their offending behaviour. It aims to provide the right interventions to the right individuals at the right time through breaking the cycle of their offending behaviour. The services to address individual need include health, education, employment opportunities, housing, drug, alcohol and parenting skills programmes.

IOM involves close working between Hampshire Probation Trust, Hampshire Constabulary, Hampshire County Council, the unitary authorities of Portsmouth, Southampton and Isle of Wight local health authorities, Community Safety Partnerships, Prison Service, Youth Offending Teams (YOT) and providers who manage outreach, engagement and specialist substance misuse advice and support.

Information sharing and communication is key to the success of IOM, with partnership working being the driving force behind the schemes across Hampshire and the Isle of Wight. Co-ordination pan-Hampshire has been led by the Local Criminal Justice Board.

IOM will focus on those repeat offenders who meet a specific criteria or pattern of behaviour and will also include designated drug and alcohol related offending. Within IOM, individuals will be offered the opportunity to receive advice and assistance to help them change their lives; the aim is to stop their offending behaviour, thereby reducing crime in order to benefit the individual and our communities.

With the introduction of IOM in Hampshire and the Isle of Wight, the following offenders will be brought into the scheme: those who are arrested on four or more occasions in a three-month period; those who are assessed as at risk of not complying with a Court Order; and identified Persistent and priority Offenders (PPOs).

It will also give priority to those offenders receiving a prison sentence of less than a year, who are not already under Probation supervision, with a focus particularly on high risk groups such as women, and males from a black or ethnic minority background. It will also work with the Youth Offending Teams to continue interventions for some young people whose high level of offending requires their consideration within the IOM initiative.

Southampton Youth Offending Service contributes by:

- Working with Hampshire Probation Service to ensure effective transitions for young people moving from youth to adult supervision at 18 years of age
- Working with Hampshire Constabulary regarding the development of the seconded police officer role in order to maximise the opportunities afforded in respect of a partnership approach to integrated offender management around monitoring, intelligence gathering and enforcement
- Working in partnership with police and community safety to develop a forum in which to action-plan multi-agency responses in respect of high risk offenders

### **Prevention and Inclusion Services**

As part of Prevention and Inclusion Services The Youth Offending Service works alongside other teams to ensure: the entitlement of all children and young people to good quality, universal services; facilitating access to statutory provision; early intervention; transition across services.

There are three key delivery principles: an Integrated Assessment of Need; collective ownership; workforce development.

Southampton Youth Offending Service contributes by:

- Ensuring that effective preventative work is undertaken by monitoring and reviewing levels of engagement and exit strategy planning in respect of young people subject to Youth Restorative Disposals
- Ensuring that Youth Offending Service prevention staff participate in local 'Team Around the Child' arrangements for relevant cases
- Ensuring that the service contributes to further developing the Southampton Integrated Assessment of Need model

### **Contribution to Safeguard young people in Southampton**

The Youth Offending Service, alongside its wider statutory partners, have a mutual duty to make effective local arrangements to ensure that their functions are discharged with regard to the need to safeguard and promote the welfare of children known to the youth justice

system. YOS participation in respect of local Safeguarding Children's Board arrangements and the review of the Youth Offending – Safeguarding Protocol in 2012 ensure that the service is strategically and operationally aligned with the city's wider safeguarding priorities.

Southampton Youth Offending Service contributes by:

- Ensuring that there is Youth offending Service participation in key areas so that the youth justice perspective in the development of local safeguarding strategy is maintained
- Monitoring and reviewing its work in line with the Southampton Youth offending Service – Safeguarding Protocol to ensure that vulnerable children are kept safe, with particular emphasis on children looked after, care leavers and children in custody

### **Safe City Partnership Plan**

The primary aim and core business of the Safe City Partnership is to prevent and reduce crime, anti-social behaviour, fires and road collisions across Southampton. The partnership also aims to help tackle the root causes of crime.

The Draft Safer City Partnership priorities for 2013 – 14 are:

- Reducing crime and anti-social behaviour in key locations
- Reducing the harm caused by drugs and alcohol
- Reducing repeat victimisation with a focus on vulnerable victims and targeted communities
- Reduce re-offending
- Reduce youth crime

In addition to the work that Southampton Youth Offending Service undertakes to reduce reoffending by young people and youth crime, Southampton Youth Offending Service also contributes to achieving Safe City Partnership priorities by:

- Ensuring that 100% of young people who score 2 or more for substance and alcohol use in offending behaviour assessments undertaken using the Asset tool are referred to the Youth Offending Service Substance Misuse Worker for further assessment and intervention
- Aiming to ensure 50% of young people subject to Youth Restorative Disposals who have been referred for intervention by the police undertake meaningful reparation, taking into account victim wishes
- Participating in multi-agency Community Tasking and Coordination meetings to address anti-social behaviour in communities
- Ensuring that individual and group offending behaviour interventions reflect local priorities