

**Bury and Rochdale Youth Offending Service
Youth Justice Plan
2019 – 2021**



Foreword

Bury and Rochdale YOS was formed in 2014. Since then we have developed an experienced and stable multi agency staff team committed to delivering innovative and high quality services across both boroughs.

The work of the Youth Offending Service, alongside the YOS partnership and other changes across Bury and Rochdale has, since our inception in 2014, seen the number of young people entering the criminal justice system reduce by around 33% and the number of custodial sentences almost halve.

An increased number of young people have been diverted away from the criminal justice system receiving the interventions that they need to make behavioural changes to avoid further offending, thus making neighbourhoods and communities' safer places to live and work, whilst avoiding unnecessary criminalisation.

As a Board we welcome YJB's commitment to a Child First strategy and approach towards addressing youth crime and the revisions to National Standards with the emphasis on Quality Assurance that the YJB have asked the partnership to undertake in relation to those standards. This will help drive local practice over the coming year, underpinned by Child First principles.

Bury and Rochdale YOS are active partners in intervening and reducing the risk of children linked to Criminal Exploitation, Complex Safeguarding and Serious Youth Violence. This includes a strong prevention offer, as well as proactive partnership interventions with those children identified as experiencing exploitation to keep them safe.

In the context of austerity the YOS has worked hard to develop efficiencies and partnerships with others to maximise reach and influence with young people at risk of reoffending. To that end, it continues to work in close collaboration with other council services and partnership agencies to deliver best outcomes for children, young people and families and the local community.

Disproportionality remains under active review, in particular the overrepresentation of children who are excluded from mainstream schools as well as cared for children within the youth justice cohort and this needs to be a focus of our work in the coming year.

We know that for most young people their involvement with the youth justice system is short and the proportionate interventions they receive mean that they will go on to do well in learning and employments and become active citizens with voice and influence. For those, whose involvement can be longer we recognise the often complex safeguarding issues that need addressing alongside the presenting behaviour.

We can be proud of our achievements with young people, but there is still much work collectively to do across the partnership. Our service improvement plan in Appendix 4 lays out the main focus for service improvement work over the year ahead.

Gail Hopper and Karen Dolton

Chairs of Bury and Rochdale Youth Offending Service Management Board

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Executive Summary

The Youth Justice Plan 2019/20 highlights work done to date, and key achievements and outcomes for 2018/19. It outlines key priorities, budget, staffing, service developments and the service improvement plan for 2019/20.

Our Key Achievements:

1. National Outcome Measures 2018/19

■ Reducing First Time Entrants to the Youth Justice System (FTEs):

Between January 2018 and December 2018 the rate of FTEs per 100,000 10-17 years population across Bury and Rochdale is 222, which is slightly lower than the national average rate of 236. The Bury and Rochdale rate is also marginally lower than the North West average at 243.

■ Reducing Re-offending

Ministry of Justice (MoJ) data (July 2016 – June 2017 cohort) shows a re-offending rate of 40.3% which is an impressive 4.7% reduction compared to the previous year. This is very slightly higher than the national average rate of 40.1% but significantly lower than the North West average rate of 41.4%. Given the consistently reducing size of the cohort of young people entering the youth justice system, the reoffending figure can vary considerably when compared to previous years.

■ Reducing the Use of Custody Custodial Sentences:

The Bury and Rochdale YOS performance has regrettably worsened compared to previous years with a rate per 1,000 10-17 years of 0.40 during April – March 2019. This is higher than both the National and North West averages with rates of 0.31 and 0.37 respectively. On each occasion that a young person is sentenced to custody, the work of Bury and Rochdale YOS is reviewed to ensure all appropriate work was undertaken to offer robust community alternatives and to develop learning. We expect this approach to reduce custodial sentences over the coming year.

Remand Bed Nights: 1048

There has been a 24.2% increase on the previous year. There has been an

increase in both the number of young people being remanded to youth detention accommodation and the number of episodes when compared to the previous year. The data has limited statistical significance with the number of individuals being remanded increasing to 13 (from 12 last year) but the number of episodes was more marked increasing to 16 from 13 last year. Bury & Rochdale YOS will proactively offer suitable bail packages, including ISS bail, wherever appropriate.

Appendix 2 provides further detail to illustrate the above information.

2. Work With Victims:

Our work with the victims of youth crime has engaged over 123 victims of young people who have offended. Victims are offered a range of services including face to face meetings with young people, shuttle mediation, letters of explanation and update letters. Victims are consulted in relation to Release on Temporary Licence and licence conditions. All young people on statutory orders undertake a minimum of two sessions in relation to victim awareness. Last year young people undertook 1027 hours of reparation and raised more than £300 for local homelessness projects.

3. Targeting those young people committing the most offences

The Service has continued to prioritise our work with young people who are persistently offending. The Service operates an enhanced, intensive, case management model for this cohort of young people. All young people considered high risk in any domain (risk of serious harm, risk of offending, safeguarding risks) are automatically referred to the Case Planning Forum. Chaired by a manager, and including partners where relevant, each case is reviewed to ensure that all partners understand the risks assessed at this time and are clear about the plans to mitigate the risk. Last year the YOS held 88 case Planning Forums involving 50 young people. In addition the YOS works closely with the Complex Safeguarding Teams in both Bury and Rochdale to ensure that young people at risk of Child Criminal Exploitation, Child Sexual Exploitation and other risks are worked with intensively. The

YOS has seconded a Youth Justice Worker to Rochdale complex safeguarding team which includes trauma informed recovery as part of its case management model. Bury has recently set up a Complex Safeguarding Team and the YOS is in process of agreeing a contribution to

this. The YOS continues to contribute to Operation Bohemia, targeting persistent anti-social behaviour and also contributes to the Integrated Offender Management arrangements across Bury and Rochdale

The work carried out during 2018/19 which has supported our Key Achievements has been:-

Reducing First Time Entrants (FTEs)

- Reviewed the assessment tool used for young people subject to an out of court disposal.
- Introduced the availability of a variety of pre court disposals
- Introduced a revised decision making panel process through which out of court disposals are considered in conjunction with our policing teams and victim officers
- Joined locality family support panels to offer YOS services in the context of whole family interventions
- Introduced a schools prevention programme, providing a range of modules for young people identified by schools
- Developed a range of quality assurance processes including the QA of out of court disposals

Reducing Re-offending

- Ensured that all intervention plans, where appropriate, are developed in conjunction with other planning processes across Bury and Rochdale Children's services
- Continued to work with colleagues in residential homes (in house and privately run) to reduce offending by Looked After Children (LAC);
- Developed and refined our Case Planning Forum ensuring regular management and multi-agency oversight of those deemed to be high risk of reoffending
- Introduced and refined pre-breach meetings and a compliance panel
- Seconded a YOS officer to Rochdale Complex Safeguarding Team and developed linkages with Operation Bohemia, Prevent, Channel and Integrated Offender Management to improve safeguarding and the targeting of intervention for high risk offenders.
- Following a MAPPA SCR in Rochdale, reviewed and revised the application of the transition protocol with NPS
- Introduced revised quality assurance processes.
- Bury and Rochdale YOS have named substance misuse workers who are trauma informed in their delivery of specialist treatment interventions.

Reducing Use of Custody

- Reviewed all cases, including a National Standards Audit where a custodial sentence was imposed and looked for learning opportunities;
- Received feedback from Magistrates in respect of the service provided by Bury and Rochdale YOS;
- Maintained a 6 day per week service, including experienced court officers available for Saturdays and Bank Holiday special courts;
- Maintained dedicated management cover for a 6 days per week service.
- Introduced pre-breach and compliance panels for all statutory orders including licences.

Work with Victims, including Young Victims

- Continued to improve the involvement of victims in deciding the type of reparation work to be undertaken;
- Reviewed and amended processes to improve the service we offer to victims and young people who offend through our restorative justice work;
- Maintained a specialist Victim Liaison officer worker to support victims of youth crime;
- Delivering our work in the communities where young people and families live;
- Delivering 1,027 hours of court ordered reparation/ unpaid work, where appropriate informed by the wishes and feelings of victims.

In 2019/20 we will:

- Maintain the low level of First Time Entrants to the Youth Justice System;
- Reduce re-offending by young people;
- Reduce the use of custody for both sentenced and remanded young people.

By:

- Embedding an evidence based *Child First* vision & approach across the whole youth justice system & partnership in Bury & Rochdale, including consulting on the nomenclature of the current service
- Putting victims, including young victims, and restorative justice at the heart of everything we do;
- Diverting children & young people from the formal youth justice system wherever

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appropriate through effective prevention & use of out of court disposals

- Responding to the overrepresentation of white males and cared for children & young people known to Bury & Rochdale YOS
- Reducing re-offending by targeting our resources on those children & young people committing the most offences and improving their engagement in opportunities for education, employment and training;
- Working effectively with partners to prevent children committing, or experiencing, serious youth violence, including weapon crime
- Working effectively with partners to identify early and safeguard children & young people at risk of, or experiencing, child exploitation, including county lines. This will be informed by our recent (June 2019) child exploitation mapping exercise.

- Revising our health & education pathway and offers for children & young people known to the youth justice system
- Ensuring we have robust quality assurance and staff management processes in place and a skilled management team to manage these processes;
- Undertaking a National Standards audit across out of court disposals, statutory court work and custody
- Reviewing our adherence to the National Probation Service transition protocol and transition arrangements
- Ensuring that we listen and respond to what young people and their families are telling us;
- Improving how we communicate with children & young people and the interventions we do with them;

See **Appendix 4** (Service Improvement Plan 2019/20) for more detail.

Introduction

Youth Offending Teams (YOTs) are statutory partnerships, established under the Crime and Disorder Act 1998, with the principal aim of preventing offending by children and young people. Local Authorities are responsible for establishing a Youth Offending Team within their area. Police, National Probation Service and Clinical Commissioning Groups (CCGs) are statutorily required to assist in their funding and operation.

Local Authorities continue to have a statutory duty to submit an annual youth justice plan relating to their provision of youth justice services. Section 40 of the Crime and Disorder Act 1998, sets out the youth offending partnership's responsibilities in producing this plan. It states that it is the duty of each local authority, after consultation with the partner agencies, to formulate and implement a statutory annual youth justice plan setting out:

- How youth justice services in their area are to be provided and funded;
- How the Youth Offending Service (YOS) will be composed and funded, how it will operate, and what functions it will carry out.

Statutory requirements placed on the YOS and the Management Board include:

- Complying with the requirements laid out in s.38 to 40 of the Crime and Disorder Act 1998, and other relevant sections of the Act;
- Complying with National Standards for Youth Justice (including returning the annual NS audit).
- Submitting required data to the YJB in accordance with the relevant YJB data recording guidance;
- Ensuring appropriate methods are used to transfer data within the youth justice system.

Bury and Rochdale Youth Offending Service

Bury and Rochdale Youth Offending Service was formed in 2014. It is chaired on a rotating basis between the Directors of Children's Services for Bury and Rochdale. Partnership members are drawn from across Bury and Rochdale. Active links are maintained at both strategic and operational level to Criminal Justice, Community Safety, Safeguarding Boards and Children, Young People and Families boards.

The Service is represented at strategic level in a range of key partnerships (e.g. Children and Families Partnership, Voluntary sector, Bury Community Safety Partnership, Rochdale Community Safety Partnership, Safeguarding Children's Boards, and a number of Greater Manchester Authority partnerships including court users and complex safeguarding).

Strategic Purpose of Bury and Rochdale YOS

- To prevent re-offending by children and young people;
- To reduce First Time Entrants (FTEs) to the youth justice system;
- To be achieved by delivering specialist interventions;
- Underpinned by safeguarding and public protection.

For 2019/20, Bury and Rochdale YOS priority focus is on the following four outcome areas:

- reducing first time entrants
- reducing re-offending
- reducing the use of custody (both sentenced and remanded)
- Ensuring public protection/safeguarding by providing specialist interventions.

We will look to achieve improved outcomes in these core areas by seeking to embed a **Child First** vision & approach across the whole youth justice system & partnership in Bury & Rochdale. In practice, this will mean:

- Prioritising the best interests of children involved in the youth justice system, recognising their particular needs, capacities, rights & potential. Work will be child-focused & developmentally informed.
- Promoting children's individual strengths & capacities so that they develop positive identities that sustain desistance, leading to safer communities & fewer victims. Work will be built on supportive relationships that empower children to fulfil their potential
- Encouraging & supporting children's active participation, engagement & wider social inclusion (including health & education) to promote improved safeguarding & desistance.
- Promoting a childhood removed from the justice system, using pro-active prevention, diversion & proportionate intervention. Work will seek to minimise criminogenic stigma from contact with the system and support successful transitions to adulthood.

This approach will be informed and enhanced by robust quality assurance processes, children, family and victim engagement and feedback and effective targeting of resources to address persistent offending, disproportionality, serious youth violence and all forms of child exploitation, as outlined in our Service Improvement Plan 2019/20 (see appendix 4)

See Appendix 4: Service Improvement Plan 2019/20

Structure and Governance

Governance – Management Board

Bury and Rochdale Youth Offending Service is accountable to a multi-agency Management Board, chaired on a rotating basis by the Directors of Children's Service for Bury Borough Council and the Director of Children's Services for Rochdale Borough Council. The membership and terms of reference of the Management Board are reviewed annually. Membership is at appropriate Senior Officer level.

The Management Board consists of:

- Bury Children's Services (Director & Assistant Director)
- Rochdale Children's Services (Director and Assistant Director, Head of Service Cared4Children & YOS)
- Greater Manchester Police (Chief Inspector)
- National Probation Service (Assistant Chief Officer)
- Community Rehabilitation Company (Assistant Chief Executive)
- Pennine Care Foundation Trust
- Public Health (Bury)
- Connexions (Bury)
- Head of School Improvement (Rochdale)
- Positive Steps (Rochdale)
- Early Break (Area Manager)
- Youth Justice Board

Membership, attendance and governance are reviewed annually to ensure they remain robust

The Management Board ensures it has appropriate links with other partnerships by requiring members of the Board to report on the work of those partnerships of which they are a member. As members of the Management Board

are also members of an appropriate range of other partnerships it is an expectation that they promote youth justice as a priority across the wider partnership arena.

The YOS Manager and Chair of the Management Board provide regular formal reports and updates in relation to performance and impact to a range of partnerships including Rochdale Safer Communities Partnership, Bury Safer Communities Partnership, Bury Safeguarding Children's Board, Rochdale Safeguarding Children's Board, Rochdale Corporate Parenting Board and Overview and Scrutiny Committees.

The Management Board ensures Bury and Rochdale Youth Offending service can deliver effective youth justice services and improve outcomes for young people by:

- Providing clear performance oversight, challenge and direction and seek assurances in response to revised national standards;
- Challenge partners, including board attendance
- Receiving regular budget reports;
- Ensuring the service is adequately resourced;
- Providing clear governance and accountability;
- Reviewing the statutory partners' budget contribution to Bury and Rochdale Youth Offending Service;
- Ensuring links to the various partnerships external to Bury and Rochdale Youth Offending Service

This is achieved by providing:

- Strategic oversight, challenge and direction;
- Support;
- Partnership working;
- Planning and resource

Structures

Bury and Rochdale YOS is hosted by Rochdale Borough Council under a SLA and is part of Children's Services Directorate. The Head of YOS is line managed by the Assistant Director of Children's Services (Rochdale) and also sits on the YOS Management Board. The Head of the YOS also has responsibility for cared for children (looked after children) and is part of the children's social care senior management team.

Reducing Youth Crime – Integrated Strategic Planning

The primary focus of Bury and Rochdale Youth Offending Services – preventing re-offending by young people, reducing first time entrants to the Youth Justice System and reducing the use of custody – is fully integrated into the following strategic plans/strategies across the two boroughs:

- Bury Children's and Young Peoples Plan
- Rochdale Children's and Young Peoples plan
- Bury Community Safety Plan
- Rochdale Community Safety Plan
- Bury Council Plan
- Rochdale Council Plan
- Rochdale Reducing Re-Offending Strategy
- GM Drug and Alcohol Strategy 2019 – 2021

- Early Help Strategy;

Bury and Rochdale Youth Offending Service has developed links across health but there is more to do. Speech and Language screening takes place across all young people, but there are differential pathways across the two boroughs. Completing a further Health Needs assessment of young people who offend and further consideration of the points of access is a priority

Bury and Rochdale YOS have close linkages with Complex Safeguarding. Each borough has local arrangements for responding to young people at risk of child sexual exploitation and child criminal exploitation, which includes the secondment of a youth offending service officer to the Rochdale Complex Safeguarding Team. In addition we work closely with the Greater Manchester Complex Safeguarding team, and the strategic approach across GM is chaired by the Rochdale Director of Children's Services. Bury and Rochdale YOS are also part of each Boroughs response to reducing Serious Youth violence.

Resources and Value for Money

Bury and Rochdale Youth Offending service is committed to the following principles:

- Prioritising front line delivery and core services to young people and partners;
- Continuous quality improvement to improve practice with and outcomes for young people, victims and communities;
- Ensuring young people are safeguarded and risk is managed;
- Ensuring that Value for Money by using our time and resources wisely.

These underpin all our work in respect of budgetary management. Financial management is underpinned by regular budget reports to the Management Board and the Head of YOS meets monthly with finance colleagues.

Budget 2019/20

Bury and Rochdale Youth Offending Service budget comprises partnership funding, YJB funding and specific grant funding. The budget allocation is reviewed annually by Bury and Rochdale YOS Management Board and all partners (Police, Probation, Health through CCGs and Local Authority) agree funding and secondment contributions for the following year.

Bury and Rochdale YOS pooled budget for 2019/20 is £1,875,988

A detailed budget breakdown can be found at Appendix 3.

YJB Grant Funding 2019/20

- The YJB provides a Youth Justice (YOT) Grant (England) separately to both Bury and Rochdale which form part of the Bury and Rochdale YOS pooled budget.
- Youth Justice (YOT) Grant (England)
- Remands to Youth Detention Accommodation (RYDA) Grant

Both grants are ring-fenced to youth justice services. The entire Rochdale Grant is passported to the Youth Offending service and Bury provide an agreed configuration.

Allocation £482,432 and Bury Allocation £267,767

The ring-fenced grant is provided by the YJB to local authorities 'for the purposes of the operation of the youth justice system and the provision of youth justice services' ('Youth Justice Plans: YJB Practice Note for Youth Offending Service Partnerships', YJB, May 2017). The grant may only be used by the Local Authority to fund its Youth Offending Team with a view to achieving the following outcomes:

- Reduction in youth re-offending;
- Reduction in the numbers of first time entrants to the Youth Justice System;
- Reduction in the use of the youth custody;
- Effective public protection;
- Effective safeguarding.

The YJ Grant is used as part of Bury and Rochdale Youth Offending Service pooled budget (see Appendix 3). This supports delivery of our Service Improvement Plan 2019/20 which focuses on the YJB key outcome measures.

Uncertainty caused by late notification of YJB grants, as is the case this year, causes problems in respect of business planning.

Remands to Youth Detention Accommodation: Rochdale Allocation £132,265 and Bury Allocation £87,100

The full cost of all remand bed nights is the responsibility of the local authority. The grant is for bed nights in Young Offenders Institutions (YOI) only. Bury and Rochdale Councils continue to separately manage their remand budgets but the role of the board is to collectively monitor, analyse and challenge performance related to remands to youth detention

Budget Savings 2019/20

Bury and Rochdale Youth Offending Service, like all public services, has to manage within a tough budgetary environment and therefore ensure that we spend our available resources and time wisely.

Since 2010/11, Bury and Rochdale's combined youth offending spend has reduced from £1,606,777 representing a 52% overall budget reduction. It should be noted the budget savings have been achieved by stopping doing some activities, being innovative and opportunistic in the development of partnerships and at all times endeavouring to protect front line services by developing new and more efficient ways of working.

Subject to confirmation of the YJB grant for Services and Remand Grant (managed separately by Rochdale and Bury), we have managed the revised budget envelope for 2019/20 by:

- reviewing all staffing in light of service needs and re-profiling some posts to increase resilience/capacity;
- Co-locating the Service with Rochdale Cared for Children's services achieving significant costs savings on our previous standalone building
- Using community resources to operate from a series of satellite bases to enable us to make contact with young people and victims in their own localities when appropriate ;
- Streamlining management and support/admin services;
- Reducing business support staff and introducing a range of leaner admin processes and operating procedures;
- Removing essential car user allowance
- Introducing unpaid leave
- Freezing increments
- Changing the way we work with local partnerships to ensure the most efficient and effective approach possible

Staffing and Service Delivery

Service Delivery

Bury and Rochdale Youth Offending Service works with young people across the whole Youth Justice spectrum (out of court and post court) to reduce re-offending. All young people have been through formal Police processes, or have been referred from a Rochdale Locality Family Panel

Bury and Rochdale Youth Offending Service work includes:

- pre conviction arena (bail and remand management);
- prevention
- out of court disposals
- community sentences;
- Custodial sentences.

Bury and Rochdale Youth Offending Service ensures the delivery of court orders (both in the community and custody) in line with National Standards for Youth Justice, National Case Management Guidance and other statutory requirements through a deployment of a range of professional staff acting as either Case Managers or specialist deliverers of interventions (See Appendix 5). In addition, we recruit, train, manage, supervise and deploy volunteers to carry out a range of functions (including the statutory delivery of Referral Order Panels). In partnership with other GM authorities we operate a fully staffed court rota for the Youth Court, Remand Court, Crown Court and Special Courts (Saturdays and Bank Holidays) with dedicated management cover. We ensure safeguarding and management of risk, including public protection, in relation to young people in the Youth Justice System.

Restorative Justice underpins all our statutory work with young people. Bury and Rochdale Youth Offending Service employs a victim liaison officer to work with victims of youth crime to ensure that our work with young people who offend is purposeful and meaningful. In the last 12 months our dedicated victim officer made contact with a total of 123 victims of crime. Following that victims are offered (where appropriate) a range of services including face to face meetings with young people, shuttle mediation, letters of explanation and update letters including letting victims know if orders are successfully completed. Victims are consulted in relation to Release on Temporary Licence and licence conditions, and are referred for additional support where identified.

All young people on statutory orders undertake a minimum of two sessions with our victim officer in relation to victim awareness. It remains our ambition to extend this offer to Out of Court Disposals

Bury and Rochdale YOS delivers a wide range of reparation activity. This includes a close partnership with Real Change Rochdale – a consortium of charities working together to tackle homelessness. Young people cook food for their soup kitchen, have decorated their buildings and raised more than £300 through creating and selling snack bags. Reparation is tailored to the

age, cognitive ability of the individual and informed too by victims when appropriate. Other activities include a range of groundwork and work with animals.

In 2018/19, a total of 1,027 hours of reparation were completed by young people supervised by Bury and Rochdale Youth Offending Service.

Staffing

The Service is staffed in line, and fully complies, with the requirements of the Crime and Disorder Act 1998, including:

- Social Workers;
- Probation Officer (NPS);
- Police Officers;
- Police staff;
- Health staff;
- Education Welfare Officer

There is a range of other staff, for example:

- Managers;
- Youth Justice Officers
- Youth Justice Workers
- Victim Liaison Officer;
- Referral Order Coordinator
- Reparation Coordinator
- Sessional Reparation Officers;
- Intensive Supervision and Surveillance (ISS) specialists
- Case Management Support (performance) officer
- Business Support staff;

In addition we are part of a shared service with other GM authorities staffing our local Courts and jointly deploy a Social Worker to HMYOI Wetherby.

Staffing Structure

Appendix 5 shows the existing Bury and Rochdale Youth Offending Service staffing Structure.

As of 1 April 2019 Bury and Rochdale Youth Offending Service had 26 FTE staff plus sessional staff and 10 active volunteers.

Most staff are trained in Restorative Approaches/ Restorative Justice and a number have received specific training in reducing Child to Parent conflict resolution.

Seven YOS officers are trained in AIM assessments and will convert to AIM 3 assessments in the forthcoming year

Our specialist Victim Liaison Officers (VLOs) is trained in a range of restorative practices and is responsible for the support offer to victims.

The Voice of Young People in the Youth Justice System

Young people play an active role in the work of Bury and Rochdale Youth Offending Service although we have ambitions to consolidate this further across 2019/20.

The service has numerous ways of obtaining young people's views, including;

- Feedback on each intervention undertaken;
- Ad hoc feedback on specific themes
- Manager reviews of cases with young people;
- Referral Order panel reviews with young people;
- Every assessment includes a self-assessment by the young person;
- Compliance panels and pre-breach re-engagement meetings with young people (for those at risk of breach/non-compliance);
- A number of young people we work with are or have been Cared for Children and we actively encourage participation within Bury and Rochdale's participation arrangements for Cared for Children

The active participation of young people in their own assessments and intervention plans is quality assured through our audit tool which specifically examines children's active involvement and the recording of wishes and feelings.

Partnership Arrangements

Partnership Arrangements

Partnership arrangements in place to deliver effective and efficient youth justice services across Bury and Rochdale:

- Partners (Police, National Probation Service and Health) have maintained their specialist staff and / or financial contributions to the service for 2019/20;
- Rochdale Borough Council is the lead partner;

Resettlement after Custody

As a result of our multi-agency approach to resettlement, all young people leaving custody in 2018/19 had appropriate accommodation sourced and available prior to release. Bury and Rochdale YOS works closely with Housing across both boroughs alongside Children's Services to ensure young people are effectively resettled.

No young people were remanded to the secure estate in 2018/19 as a result of inappropriate accommodation.

Prevent

Local Authorities, including Youth Offending Services, are subject to a duty under section 26 of the Counter Terrorism and Security Act 2015, in the exercise of their functions, to have 'due regard to the need to prevent people from being drawn into terrorism'.

This duty, known as the Prevent duty, applies to a wide range of public bodies. Within Bury and Rochdale YOS this duty is discharged through our casework with young people who have offended and through our membership of partnerships charged with carrying out the Prevent work. We additionally second a member of staff to Rochdale Complex Safeguarding Team. All staff have completed, as a minimum, Prevent e-learning and are aware of their duties and responsibilities.

Case Managers have worked closely with Police and other colleagues when concerns about radicalisation/extremism have been identified with young people and/or families and have taken lead case management roles when appropriate.

Transitions

In 2018/19 we revisited the transitions protocol with Probation, informed by emerging recommendations from a MAPPA Serious Case

- The Management Board consists of statutory partners plus broader membership (Connexions, Public Health, Early Break, Homelessness Services, Positive Steps);
- Management Board members are of appropriate seniority;
- Management Board members are proactive, working both within and outside the Board, to support the work of the service.

Review. Transitions with Probation or our Community Rehabilitation Company now commence as soon as young people attain the age of 17yrs 6 months. Transitions meetings are held as soon as young people come in scope attended by a Practice Manager, our 2 seconded probation officers, a senior Probation officer and manager from the Community Rehabilitation Company. Introductory meetings commence when young people attain the age of 17yrs 9 months. A QA of our transitions work has taken place this year.

Operation Bohemia

Operation Bohemia commenced in October 2018 across the Rochdale district in response to young people who were creating a high level of demand on agencies. The operation has a Gold, Silver, Bronze structure with the strategic aim of reducing crimes and incidents, minimising harm to the community and to safeguard young people through a collaborative approach. Bury and Rochdale YOS are key partners at every level. Operation Bohemia will now be the permanent Rochdale district approach to addressing youth violence, anti-social behaviour and substance misuse, including developing an approach to utilising the serious youth violence monies being made available across GM.

Information Sharing

Partnership information sharing protocols/agreements are in-place and ensure holistic assessment, intervention and outcomes for young people who offend. Staff have access to a range of case management systems/ databases in Bury and Rochdale Youth Offending Service, including:

- All Police intelligence systems including PNC and IOPS (Police);
- SystemOne (Health) and all other health databases relevant to the home agency of the staff within Bury and Rochdale ;
- LiquidLogic (Rochdale Safeguarding/ Children's social care);

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- LiquidLogic (Bury Safeguarding/ Children's social care);
- Capita ONE (Education);
- Integrated Youth Support System (Youth Justice case management system).

The range of case management systems / databases in CDYOS allows staff and secondees to access critical, real time information regarding the young person/family to support management of risk and vulnerability. This ensures holistic assessment and information sharing to improve outcomes for young people in the Youth Justice System. The YOS has a member of staff embedded within the Rochdale EHASH, Rochdale Complex Safeguarding Team and will

develop relationships with the new Bury complex Safeguarding Team

In addition, integrated Youth Support System is available out of hours for:

- Emergency Duty Team (EDT);
- All magistrates' courts in Manchester used by Bury and Rochdale YOS.

Risks to Future Delivery against Youth Justice Outcome Measures

Risks to future delivery against youth justice outcome measures

Risks have been identified (see table on pages 22-23) and a series of mitigating actions agreed.

In addition there are a number of other actions in place to mitigate risk, including:

- Sector Led Improvement;
- Peer Review of Out of Court Disposals;
- Pan GM collaboration on Complex Safeguarding, Child Criminal Exploitation and workforce development
- Development work with colleagues within children's services across Bury and Rochdale in CYPS and across partnerships;

Sector Led Improvement

Involvement in Sector Led Improvement enables Bury and Rochdale YOS to keep up to speed with national developments, share good practice and learn from others. The head of service and both Practice Managers are experienced in leading or participating in peer reviews

Members of Bury and Rochdale YOS are involved in a range of Greater Manchester practice development groups.

Bury and Rochdale YOS Quality Assurance (QA) Framework

Over the past 12 months Bury and Rochdale YOS has reviewed, developed and implemented an amended Quality Assurance Framework which covers all QA work undertaken by line managers in the service. Practice managers audit an agreed number of cases each month and these are moderated by the Head of Service with learning also reported to the partnership Board and a Rochdale children's services improvement group. The YOS was an active partner in the SEND inspection and has articulated its contribution to the local offer.

A Child Criminal Exploitation (CCE) audit and national standards audit in relation to custody has been completed and further national standards audits are planned for the next year. The Bury and Rochdale YOS partnership board will be presented with the findings of the CCE audit and the national standards audit as part of its monitoring, assurance and challenge functions

Bury and Rochdale YOS Partnership Board will monitor and review YOS the contribution to Operation Bohemia, including the links with school exclusion, the development of work with schools (including a weapons protocol) and the contribution of the YOS towards the reduction of serious youth violence across both Bury and Rochdale.

All custody cases and high risk cases are regularly reviewed through the Care Planning Forum mechanisms.

Workforce Development

An extensive programme of workforce development is in place, provided both through Rochdale Borough Council training and also through access to all partner's training, to ensure all Bury and Rochdale YOS staff and managers can maintain and develop their skills in a rapidly changing operating environment. Bury and Rochdale YOS collaborates with other Greater Manchester YOTs to offer a number of training opportunities including ASSET Plus and AIM 3.

Diversity

Analysis of our cohort has highlighted that white males and cared for children are significantly overrepresented in the Bury and Rochdale YOS caseload. The reasons for this need to be further explored leading to a clear action plan on how the YOS and partners will seek to address this disproportionality. This is likely to include additional training and refreshing engagement with residential homes that have a greater propensity to involve the police when incidents involving our cared for children occur within those settings.

Risk	Action to Mitigate Risk
<p>Future budget efficiencies/reductions in partner contributions</p>	<ul style="list-style-type: none"> • On-going review of Service structure • Review all vacancies as they arise in context of service needs • Review and develop pathways to support young people during & after statutory supervision • Maximise community resources • Maximise opportunities for partnership working with other agencies • SIP 2019/20 • Quality Assurance processes/quality improvement plans and processes • Commit to continuous quality improvement regardless of budget situation • Robust mid-term financial planning within Bury and Rochdale Council and with partners.
<p>Increases in remand bed nights places increased strain on both Bury Council's and Rochdale Council's associated budget</p>	<ul style="list-style-type: none"> • High quality budget monitoring and management • Timely, accurate and relevant information to managers • Brief relevant partners on need for efficient, speedy processes • Constantly review and develop Bury and Rochdale practice in each remand case, including actively considering applications for community bail packages • Provide timely updates to Bury and Rochdale Management Board and other relevant partnerships
<p>Re-offending rate (binary) increases due to continued reduction in full cohort numbers at a rate greater than reduction in numbers of young people re-offending</p>	<ul style="list-style-type: none"> • Expansion of re-offending targeted cohort • Review and changes to enhanced programme for re-offending cohort • Amendments and improvement in QA processes • Emphasis on improving quality of core practice • SIP 2019/20 • Development of trauma recovery model for reoffending cohort

Appendix 1 Bury and Rochdale YOS Management Board – Approval of Strategic Plan

This plan was approved by Bury and Rochdale Management Board members on 26 July 2019.

I approve this plan on behalf of the Board and agree submission to the YJB.

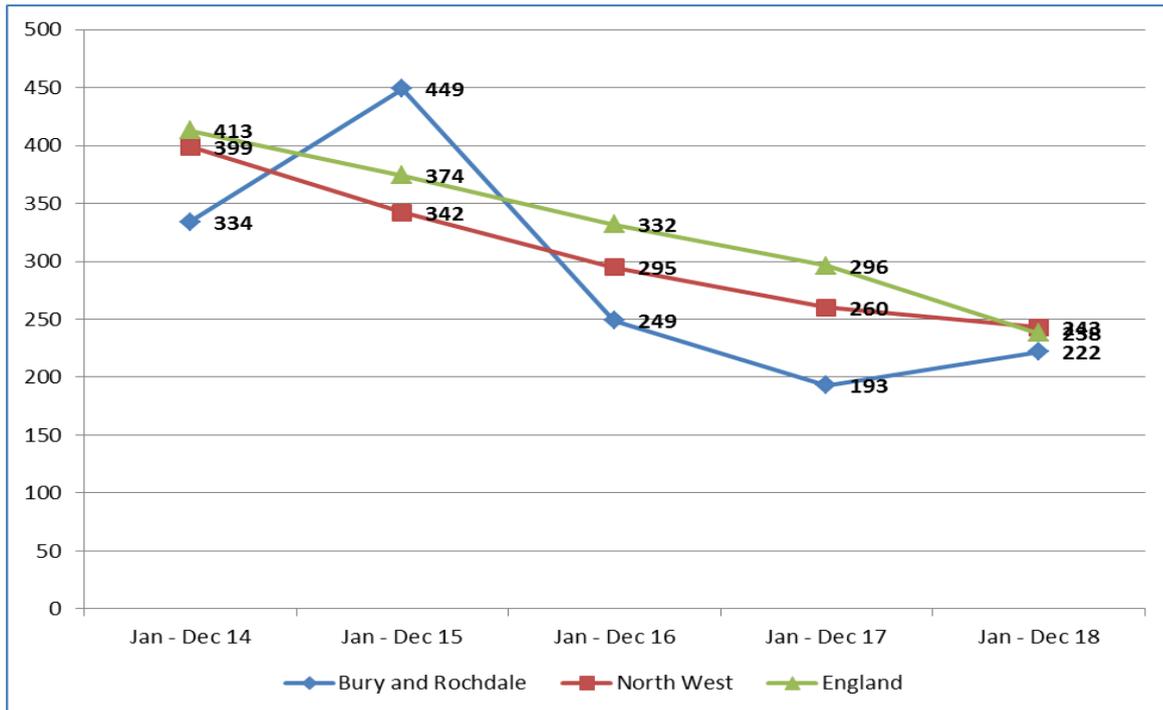
Gail Hopper and Karen Dolton

Chairs of Bury and Rochdale Youth Offending Service Management Board

Appendix 2 Review of Performance against YJB Key Indicators

First Time Entrants

Between Jan 2014 – Dec 2014 and Jan 2018 – Dec 2018, we have achieved a **33.5% reduction** in first time entrants to the youth justice system, from a rate of 344 per 100,000 10-17 year olds to 222.



Reducing Re-offending

This measure, provided by the MoJ, provides a rate of reoffending of a cohort of young people who:

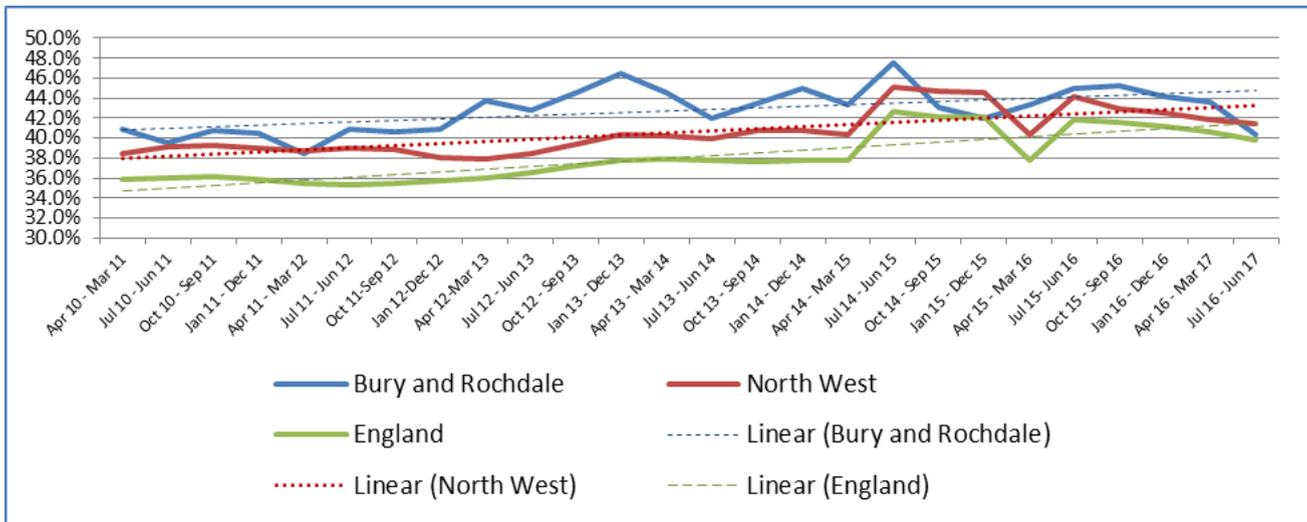
- Receive an out of court disposal (N.B. This does not include the Pre Caution Disposal)
- Receive a court conviction
- Were discharged from custody

The measure counts any offences committed in a 12 month follow up period, where those offences are proved by a court conviction or out of court disposal in that period or in a further 6 months. This gives a methodologically robust measure of re-offending.

All data is taken from the Police National Computer (PNC) and is summarised before distribution to youth offending services/teams.

Ministry of Justice (MoJ) data (July 2016 – June 2017 cohort) shows a re-offending rate of 40.3% which is a **4.7% reduction** compared to the previous year. This is higher than the National rate which is 39.8% but below the North West rate of 41.4%.

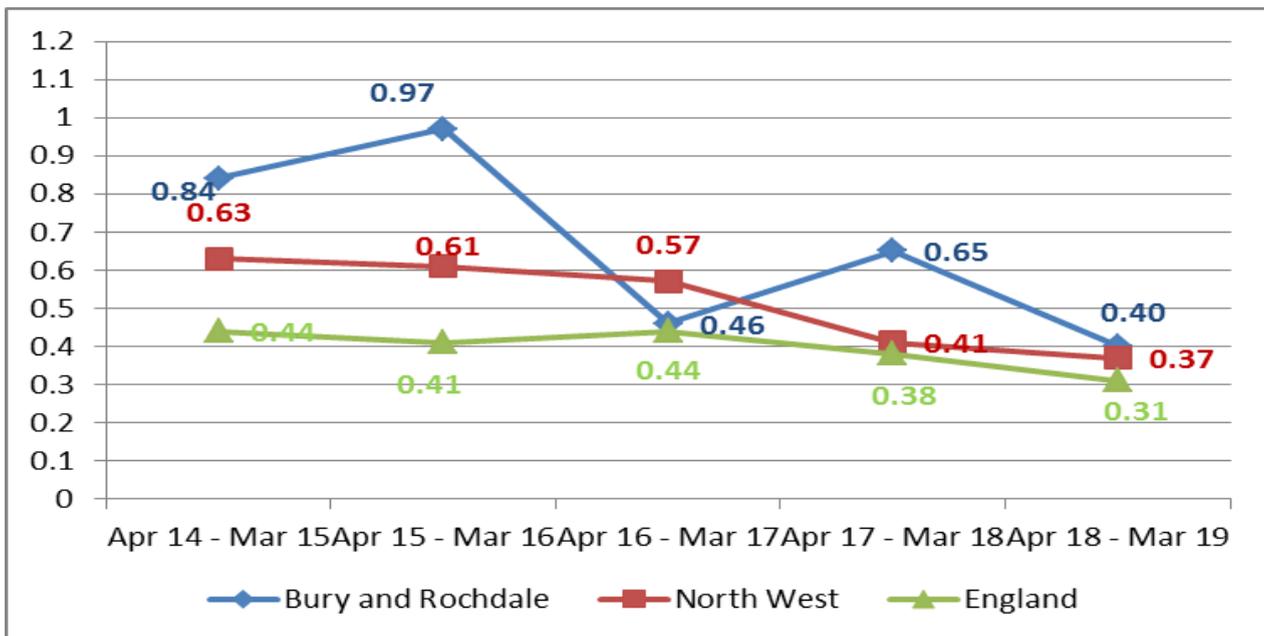
The rate of reoffending can fluctuate considerable due to the significant decreases, year to year, in the size of the cohort of young people. The graph below shows the fluctuating re-offending rates for Bury and Rochdale since the April 2010 - March 2011 cohort, but also shows that the current trend is a reduction in reoffending rates.



Reducing the Use of Custody

Between 2014 and 2019 we have reduced the rate of custodial sentences from 0.84 to 0.40.

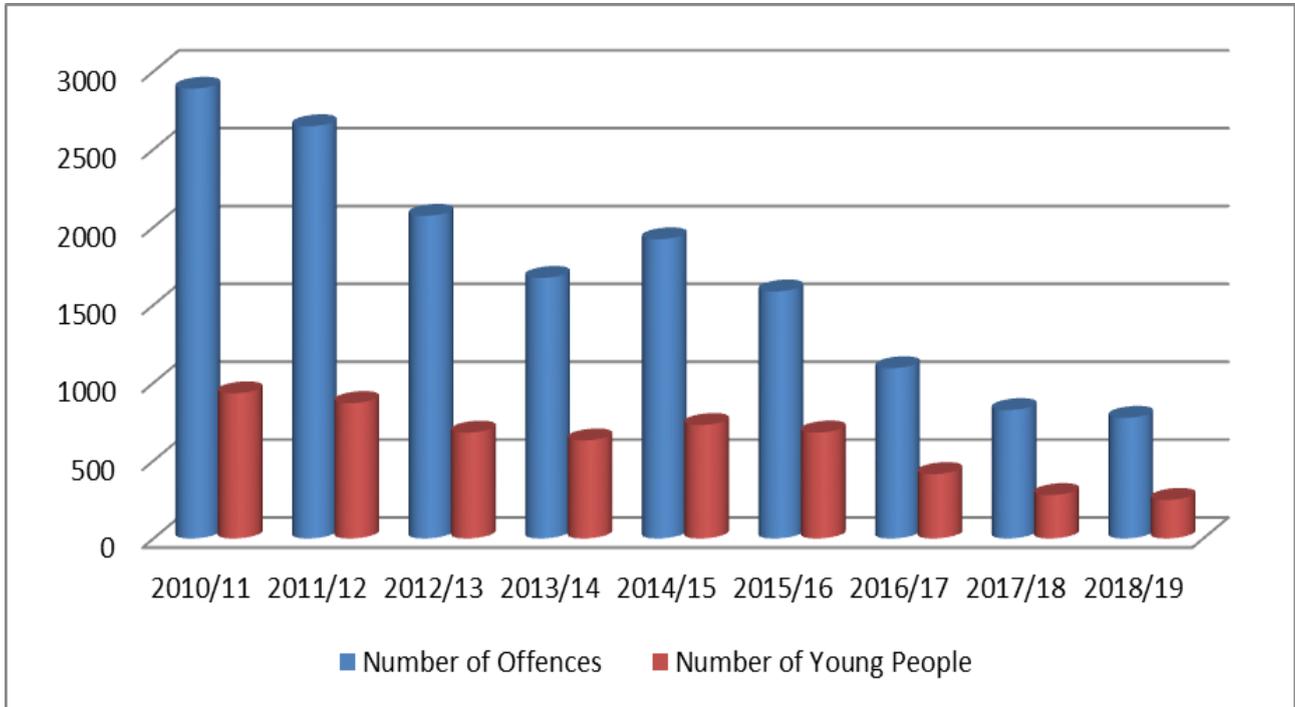
The Bury and Rochdale YOS rate per 1,000 10-17 population of 0.40 is higher than both the England and North West average rates of 0.31 and 0.37 respectively. This, therefore, remains a challenge for the Service to reduce, where appropriate, the use of custodial sentences. Each time a young person receives a custodial sentence, the role of Bury and Rochdale YOS is reviewed to ensure that we have undertaken all appropriate tasks to ensure that custody is used as a last resort.



Remand bed nights (Remands to Youth Detention Accommodation) at **1048 nights** saw a **24.2% increase** on the previous year. There has been an increase in the number of young people being remanded to youth detention accommodation compared to the previous year. The numbers have limited statistical significance with the number of individuals being remanded increasing to 13 (from 12 last year) but the number of episodes was more marked increasing to 16 from 13 last year. Remand numbers varies considerably. We have reviewed each case and in all cases the remand to youth detention was considered appropriate due, mostly, to the seriousness of the offences but also due to the history of the young people. We are in discussion with colleagues from HM Courts to review processes to ensure the time spent, by young people, remanded to youth detention is minimised as much as possible.

Number of Young People Offending and Offences Committed

We have achieved a **73.2% reduction** in the number of offences committed, from 2889 in 2010/11 to 775 in 2018/19; and a **73.4% reduction** in the number of young people offending, from 933 in 2010/11 to 248 in 2018/19. This includes **all** offences committed by young people aged 10-17 years, resulting in a Pre Reprimand Disposal (PRD) 2008 - 2013 / Pre Caution Disposal (PCD) 2013 onwards, out of court disposal or a court conviction.



Appendix 3 Bury and Rochdale Youth Offending Service Budget 2019/20

Agency	Staffing Costs	Payments in Kind	Other Delegated Funds	Total
Police	50,000			50,000
Probation	45,000			45,000
Health			7,000	7,000
Local Authority	904,852		19,100	923,952
YJB	111,800		738,236	850,036
Other				
Total	1,111,652		764,336	1,875,988

N.B.
The Youth Justice (YOT) Grant is used as part of partnership pooled budget to support delivery of our Service Improvement Plan (see Appendix 4) to support work to reduce re-offending, first time entrants and use of custody.

Appendix 4 Service Improvement Plan 2019/21 (To be reviewed in 2020)

Priority

1) Embedding a Child First vision & approach across the whole youth justice system & partnership in Bury & Rochdale

This means that the work of B&RYOS & the wider partnership will be underpinned & guided by a *child first, offender second* principle. In practice, this will mean:

- Prioritising the best interests of children, recognising their particular needs, capacities, rights & potential. All work will be child-focused & developmentally informed.
- Promoting children's individual strengths & capacities so that they develop positive identities that sustain desistance, leading to safer communities & fewer victims. All work will be built on supportive relationships that empower children to fulfil their potential
- Encouraging & supporting children's active participation, engagement & wider social inclusion to promote safeguarding & desistance.
- Promoting a childhood removed from the justice system, using pro-active prevention, diversion & proportionate intervention. All work will seek to minimise criminogenic stigma from contact with the system.

As part of this commitment to children first & foremost during 2019/20 we will consult on changing our name to B&R Youth Justice Service. This would better represent our work, present a more positive image and underline that children who offend are not just offenders but have a range of attributes, skills & issues.

2) Diverting children from the formal criminal justice system wherever appropriate through effective prevention & use of out of court disposals

- Review B&RYOS prevention offer, including work with schools to prevent serious youth violence, violent extremism & criminal exploitation. To align the prevention offer with B&R's wider early help & youth service offer
- Revise the out of court disposal (OCCD) joint decision making procedures & arrangements for B&R in conjunction with Greater Manchester Police to reflect best national practice
- Ensure that opportunities for restorative justice are considered in all out of court disposals
- Develop 'scrutiny panel' arrangements to ensure appropriate independent oversight of OCCD decision making

3) Putting victims, especially young victims, & restorative justice at the heart of everything we do

- Revise our out of court disposal procedures so that all victims have an opportunity to provide their views & engage in restorative justice
- Develop & implement key indicators for this area of the service, including victim satisfaction feedback
- Research reasons & develop improvement plan to increase the take-up of B&RYOS offer by victims, especially for victims of offences of violence.
- Further develop our work with young people who are both victims & offend, in recognition of the extent of this crossover
- Understand the learning from the recent YOS Child Criminal Exploitation mapping exercise in order to support the effective development of a partnership action plan that addresses all forms of child exploitation, including the links to serious youth violence & 'county lines'.
- Embed revised Referral Order guidance to ensure greater use of restorative work.

4) Targeting our resources on those young people committing the most offences

- Further improve our understanding & assessment of likelihood of offending & risk of serious harm, including through use of a re-offending live tracker tool
- Refine our research into this cohort of children & young people, which captures their views, & use the findings to shape future developments
- Develop our contribution to Operation Bohemia across Rochdale, including our response an action to reduce the incidence and impact of Serious Youth Violence across both Bury and Rochdale
- Implement an appropriately resourced model of trauma recovery/enhanced case management
- Improve joint working & planning with the wider children's social care system, including complex

- safeguarding teams, in recognition that these children are often also some of the most vulnerable
- Review resources available for work with this cohort of children & young people to avoid 'intervention fatigue'
- Ensure that clear pathways are agreed to enable children & young people to readily access appropriate universal & specialist health & education provision
- Promote opportunities to engage in restorative processes & achieve successful transitions to adulthood
- Ensure that all B&RYOS managers & practitioners have undertaken the strengthening relational practice training & can apply the learning
- Better understand & respond to the identified overrepresentation of while male & cared for children known to B&RYOS
- Target preventative resources on those young people at significant risk of becoming a young person who offends persistently – identified through the research undertaken & multi-agency early identification

5) Ensuring we have robust quality assurance & staff management processes in place & a skilled management team to manage these processes

- Continue to develop the quality assurance processes to ensure they are flexible enough to meet the changing requirements of the service & responsive to issues as they are identified
- Managers to continue to facilitate & chair Case Planning Forums for the most complex cases & refine where appropriate
- Managers to deliver pre-sentence report refresher training
- Review & amend the management functions & capacity to support effective QA, including consideration of creating an Advanced Practitioner post within the service
- Ensure that the learning identified through the quality assurance process is reflected in the development of quality improvement plans & impacts upon practice
- Ensure that B&RYOS practice is in line with the revised National Standards
- Ensure, as far as possible, that processes remain stable & consistent over time.

6) Ensuring we listen & respond to what young people & their families are telling us

- Review, amend & develop the means through which we receive feedback from children & young people & parents/carers
- Improve the use of children & young people's self-assessment in the Asset Plus assessment process & their explicit involvement in intervention planning
- Develop means of collating feedback/communication so that we can evidence the impact on service developments
- Develop our understanding/use of the role of advocate for young people's views to ensure entitlement to education, health & other mainstream services is met

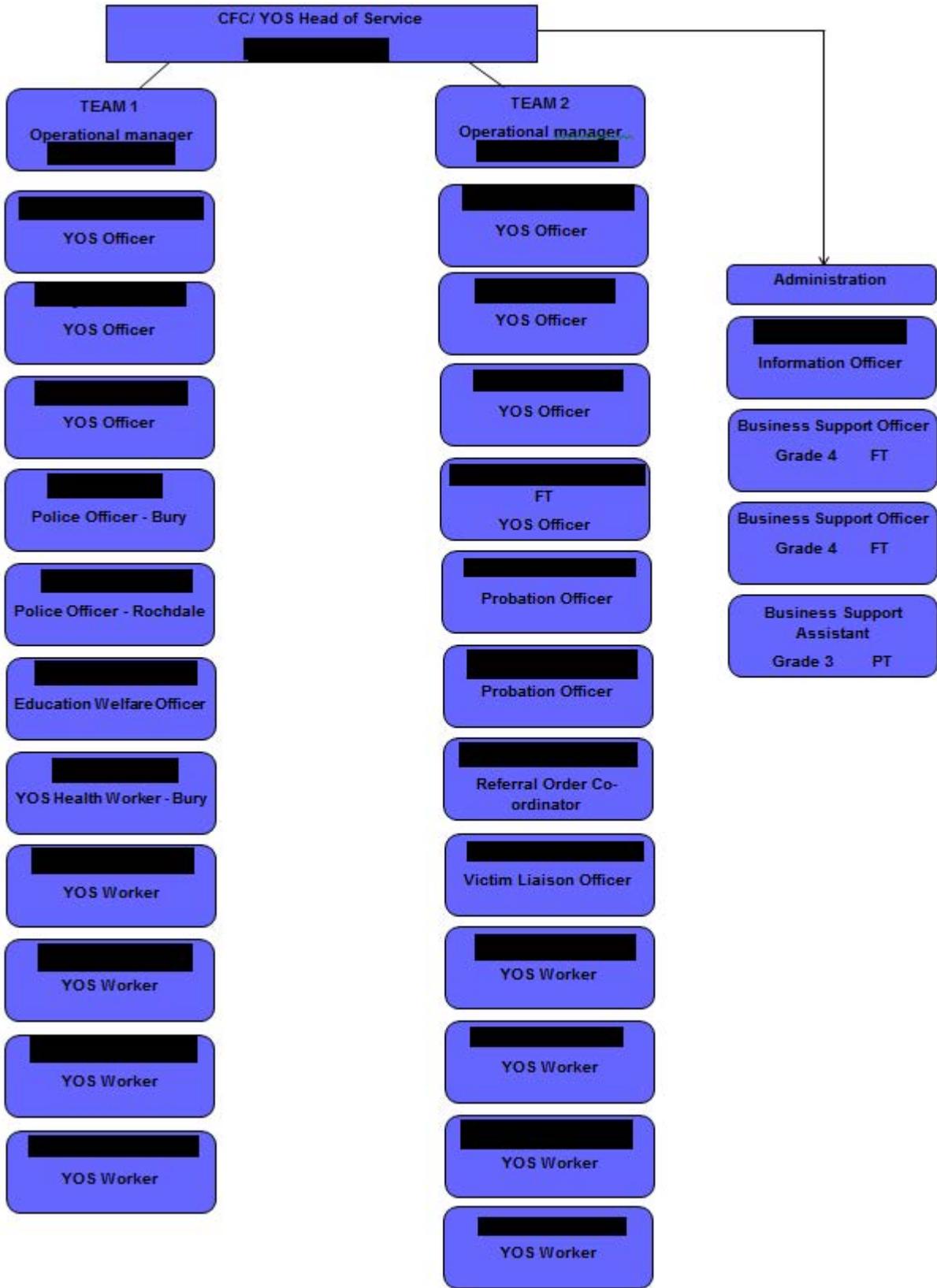
7) Ensuring we minimise the use of custody & support effective resettlement

- Seek HMCTS representation on the YOS Management Board
- Improve our engagement & feedback processes with local magistrates & judiciary
- Ensure that pre-sentence report proposals are of high quality & consider all appropriate community intervention options
- Undertake a case learning review for all children & young people who receive a custodial sentence to drive ongoing practice improvement
- Review resettlement procedures to ensure that best practice is achieved & evidenced through children & young people's successful resettlement from custody
- Minimise children & young people's detention in police custody & improve the response to requests for accommodation under PACE through application of the GMP protocol

8) Improve how we communicate with children & young people & the interventions completed

- Extend the quality assurance process to include the delivery of interventions
- Ensure improved access to SLCN screening & therapy for Rochdale children & young people known to YOS
- Develop interventions to ensure they can be adapted to meet individual needs of young people
- Increase the amount & quality of children/parent/carer involvement in planning & delivery of interventions
- Develop our use of social media as a means of communicating with children/young people & parents/carers

Appendix 5 Service Structure 2019/20



Appendix 6 Bury and Rochdale YOS Statutory Functions

Provision of:

- Case management of Court Orders (Community and Custody) in line with National Standards for Youth Justice
- Out of Court Disposals
- Specialist assessment based on criminogenic factors and desistance
- Interventions to reduce re-offending
- Court staffing (Youth, Crown, Remand Courts including Saturday and Bank Holiday working)
- Bail Supervision functions
- Appropriate Adult service for Police interviews (PACE)
- Pre-Sentence Reports for Courts
- Community Volunteers (Referral Order Panels)
- Recruit, train, manage, supervise, and deploy volunteers to carry out statutory functions
- Referral Order Panel Reports
- 'Prevention' services to prevent youth crime
- Anti-Social Behaviour escalation supervision
- Service to victims of youth crime (both young people and adults)
- Delivery of court-ordered reparation to community and victims
- Delivery of Unpaid Work requirements (16/17 year olds)
- Transition services to NPS/CRC
- YJMIS data / management info to Youth Justice Board / Ministry of Justice regarding youth justice cases
- Parenting Orders imposed in the Youth Court (Criminal Matters)
- Case management of Sex Offenders (Assessment, Intervention and Moving On (AIM)) – young people under 18
- Remands to Youth Detention Accommodation (RYDA)
- Resettlement of young people after custody

Duty to:

- Comply with National Standards for Youth Justice
- Comply with arrangements for multi-agency public protection (MAPPa)
- Comply with relevant legislation
- Cooperate with MAPPa and CSP
- Provide and support a Management Board
- Produce and deliver an annual Youth Justice Plan
- Provide assistance to persons determining whether Youth Cautions or Youth Conditional Cautions should be given
- Cooperate with Bury Children's Services and Rochdale Children's Services to improve wellbeing of children and young people across Bury and Rochdale

Appendix 7 Contact Details

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**Bury and Rochdale Youth Offending
Service
Youth Justice Plan
2019 – 2021**

