

## **The Vale of Glamorgan Council**

### **Homes and Safe Communities Scrutiny Committee: 6th September 2017**

#### **Report of the Director of Social Services**

#### **Youth Offending Service: End of Year Performance Report for the Period April 2016 to March 2017**

##### **Purpose of the Report**

1. To inform Scrutiny Committee about the performance of the Youth Offending Service during the period April 2016 to March 2017.

##### **Recommendation**

1. That Scrutiny Committee notes the content of the performance report.

##### **Reason for the Recommendation**

1. To ensure that Elected Members are able to exercise effective oversight of the Youth Offending Service performance against designed indicators (UK, devolved and local).

##### **Background**

2. As part of its grant funding terms and conditions, the Youth Offending Service (YOS) is required by the Youth Justice Board (YJB) to undertake performance reporting in relation to a number of key performance indicators.
3. The performance indicators on which we report are:

###### **National (England and Wales) Indicators**

- reduction in first time entrants
- reduction in re-offending
- reduction in use of custody.

###### **Devolved Welsh Indicators**

- engagement with education, training and employment
- access to suitable accommodation
- access to substance misuse services.

## **Local Performance Indicators (agreed by the Vale YOS Management Board)**

- re-offending by young people in the Youth Justice System
  - re-offending by young people starting a Diversion Intervention
  - number of victims participating in Direct Restorative Justice (Statutory Orders and Triage Diversion).
4. Performance reporting by the YOS is always approximately one quarter behind because of the need for the YJB to validate data before circulation.

## **Relevant Issues and Options**

5. The performance report for April 2016 to March 2017 is attached at Appendix 1. It includes analysis of the performance data. Local performance measures have been included to provide a greater depth of understanding of performance in specific areas.
6. Performance data for First Time Entrants to the Youth Justice (WYJI 1) is for the 12 months from January to December 2016. Performance reflects a 20% decrease when comparing January to December 2016. Performance reflects a 20% decrease when comparing January to December 2015. According to YJB and PNC information, this reflects a total of 34 children who entered the Youth Justice System during the period. Police National Computer (PNC data) is used to inform this performance measure so the YOS is currently unable to verify the information. Our own internal reporting shows a -9% decrease with 39 children in our local cohort.
7. Reduction in re-offending (WYJI 2) continues to be a key priority for the YOS. The information presented in Appendix 1 produced by the YJB shows an increase in the binary rate (number of young people reoffending) from 41.9% to 43.6% when comparing July 2013 to June 2014 against July 2014 to June 2015. The frequency rate of re-offending (number of re-offences committed by young people) for the same period demonstrates an increase from 2.50 to 3.38.
8. It is important to note that the YJB performance is always approximately 18 months behind. Local performance information in relation to re-offending shows that both the number of young people offending and the number of re-offences has risen; 12 of the 15 young people tracked have re-offended committing a total of 65 offences. The increase in re-offending can be seen across both Triage diversion and YOS statutory cases.
9. Appendix 1 contains additional information to provide an insight into the complex needs of young people within the Youth Justice System and the range of interventions provided by the YOS and its partners to try and address the underlying causes of offending.
10. The YOS continues to have a low custodial rate (WYJI 3) during 2016/17, with 1 custodial disposal imposed due to the seriousness of the offence. When comparing custodial disposals for 2015/16 the YOS had 3 disposals compared to 6 in 2014/15. This demonstrates custody is used as a last resort.
11. In respect of engagement in education, training and employment, (WYJI 4) this indicator has changed and now reflects the number of hours' education a young person has been offered, alongside the number of hours the young person attended the provision. The information enables stakeholders to identify if performance is being affected by a lack of suitable provision or if there are attendance issues which need to be addressed.

12. Data provided by the YJB indicated that during the year to date, young people of statutory school age were offered an average 19.7 hours at the start of their intervention, this decreased over time and ended on an average of 15.6 hours. The average hours attended by young people was less at 15.7 hours at the start and 11.2 at the end, all below the recommended 25 hours.
13. Young people above statutory school age were also offered and attended less than the recommended 16 hours provision, with the average hours being attended at the start as 5.3 and at the end 8. Despite a positive improvement in above statutory school age provision, concerns have been raised that there has been no increase in the average number of hours for school age children since 2014/15.
14. Further analysis by the YOS indicates that the number of children is low, some of these children have re-offended and are therefore included within the cohort more than once as subject to different interventions, whilst others have multiple complex issues and have exhausted a number of educational placements.
15. Performance in relation to Education, Training and Employment is based on outcomes when the YOS intervention ends. The YOS Management Board has expressed concerns regarding performance in this area. As a result the YOS is working with Education colleagues to identify the current educational placement of open and active cases in an attempt to get ahead of the curve and provide further information for discussion by the YOS Management Board in their October 2017 meeting to try and address this area of underperformance.
16. Regarding access to suitable accommodation (WYJI 5), performance continues to be positive. During the period, 52 young people had a closed community based penalty; 49 (94%) were in suitable accommodation at the end of their interventions. 3 young people ended a custodial sentence; all were in suitable accommodation at the start but only 2 at the end of their licence period. Due to the low numbers this reflects a 33% decrease.
17. Performance in respect of access to appropriate support for substance misuse difficulties (WYJI 6) demonstrates the majority of young people referred continue to engage in assessment and treatment, 32 children were referred with 22 engaging within 5 working days (78%), of the 28 assessed as requiring treatment, 28 (100%) accessed this within 10 working days.
18. Access to mental health services, (WYJI 7) improvement in this area is a key strategic aim of the Welsh Government/YJB Children and Young People First Strategy. The measure has been revised and identifies if young people are appropriately screened within 28 working days of referral date and where appropriate, receive a mental health assessment within 28 working days of screening.
19. During 2016/17, 16 children were referred for a mental health assessment, 14 received this assessment within 28 days (88%); 12 young people required treatment and 9 received that treatment within 28 days. (75%).

### **Resource Implications (Financial and Employment)**

20. The performance reported was achieved within allocated resources. Scrutiny Committee will be aware that it is not possible to guarantee sufficient contributions to the YOS budget long-term because of its reliance on contributions from partner organisations and annual grants from various sources.

21. The YJB grant for 2017/18 has been confirmed with a 0.04% increase which reflects an additional £571.

### **Sustainability and Climate Change Implications**

22. There are no sustainability or climate change implications as a result of this report.

### **Legal Implications (to Include Human Rights Implications)**

23. The YJB under Section 41(5) of the Crime and Disorder Act 1998 has the authority to make grants to YOS subject to a number of terms and conditions. The Board has a number of functions including the obtaining of information from relevant authorities for the purpose of monitoring the operation of the Youth Justice System and provision of services and to advise the relevant Government Minister on a number of matters.

### **Crime and Disorder Implications**

24. The work of the YOS assists in the reduction of crime and anti-social behaviour by children and young people across the Vale of Glamorgan.

### **Equal Opportunities Implications (to include Welsh Language issues)**

25. There are no equality implications directly as a result of this report.

### **Corporate/Service Objectives**

26. The work of the YOS helps the Council to achieve Well-being Outcome 1 (An inclusive and safe Vale in the Corporate Plan 2016 - 2020) and specifically Objective 2: Providing decent homes and safe communities.

### **Policy Framework and Budget**

27. This is a matter for Executive decision.

### **Consultation (including Ward Member Consultation)**

28. The provision of YOS is a Vale wide responsibility and there are no specific implications for individual wards.

### **Relevant Scrutiny Committee**

29. Homes and Safe Communities

### **Background Papers**

None.

### **Contact Officer**

Paula Barnett, YOS Manager

### **Officers Consulted**

Head of Children and Young People Services  
Assistant Team Manager, Youth Offending Service

**Responsible Officer:**

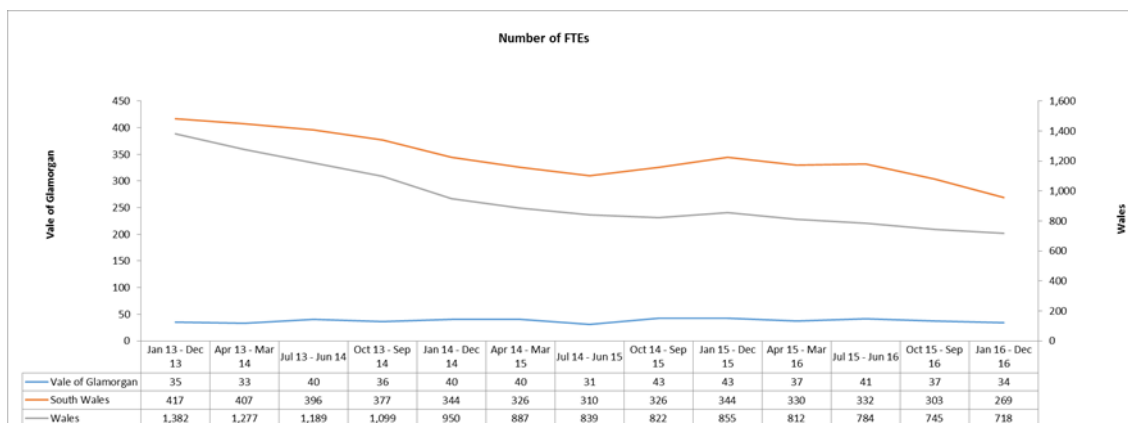
Lance Carver, Director of Social Services

Vale of Glamorgan Youth Offending Service  
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**WYJI 1: First Time Entrants to the Criminal Justice System Aged 10-17**

**Definition:** The rate of first time entrants (FTEs) to the criminal justice system per 1,000 young people aged 10-17 in the local population. These are defined as young people (aged 10 – 17) who receive their first substantive outcome (a precourt disposal with or without an intervention, or a court disposal for those who go directly to court).

**Vale of Glamorgan and South Wales 12 Month Data to the End of Dec 2015**



**Vale of Glamorgan**

FTE Jan 16 – Dec 16	34
%change Jan 15 – Dec 15	-20.9%

**South Wales**

FTE Jan 16 – Dec 16	269
%change Jan 15 – Dec 15	-21.8%

\*good performance is typified by a negative percentage

The performance detailed is for the cohort Jan 2016 to Dec 2016.

YJB data indicates there has been a 20.9% reduction in the number of first time entrants when comparing Jan 16 – Dec 16 against Jan 15 – Dec 15. This is in comparison with a 21.8% reduction across South Wales and a 16% reduction across Wales.

Whilst this is a positive reduction, the YJB and the South Wales YOTs are in discussions about data discrepancies and the differences between the YOTS own local data and the PNC data.

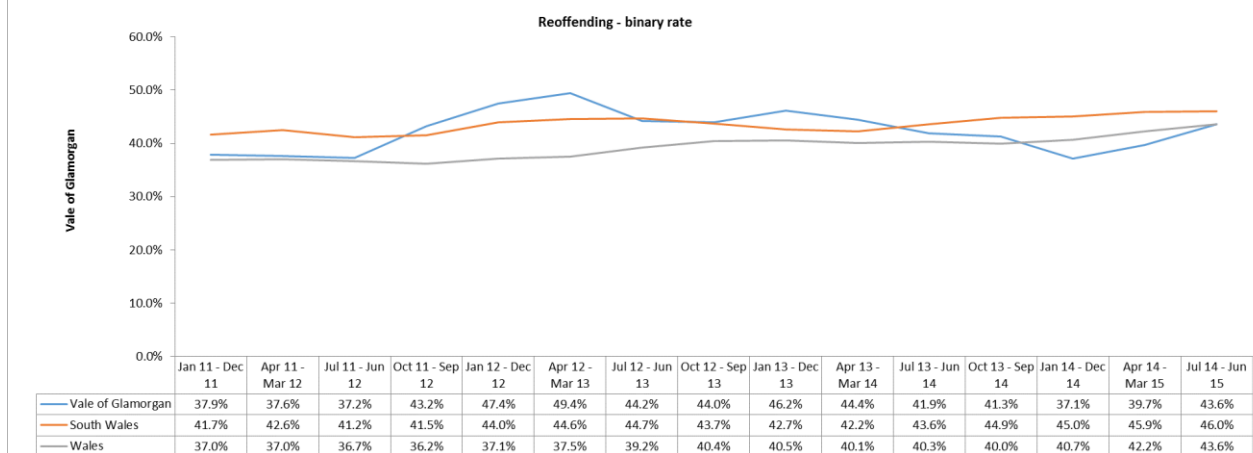
Our own data is showing 39 first time entrants for the same period which is a difference of 5 young people compared to YJB data showing 34. As previously reported as the numbers are so low a small discrepancy can alter the percentage reduction or increase and not present a true picture.

Performance against this indicator has fluctuated consistently around the 30-40 mark for the last 8 reporting periods.

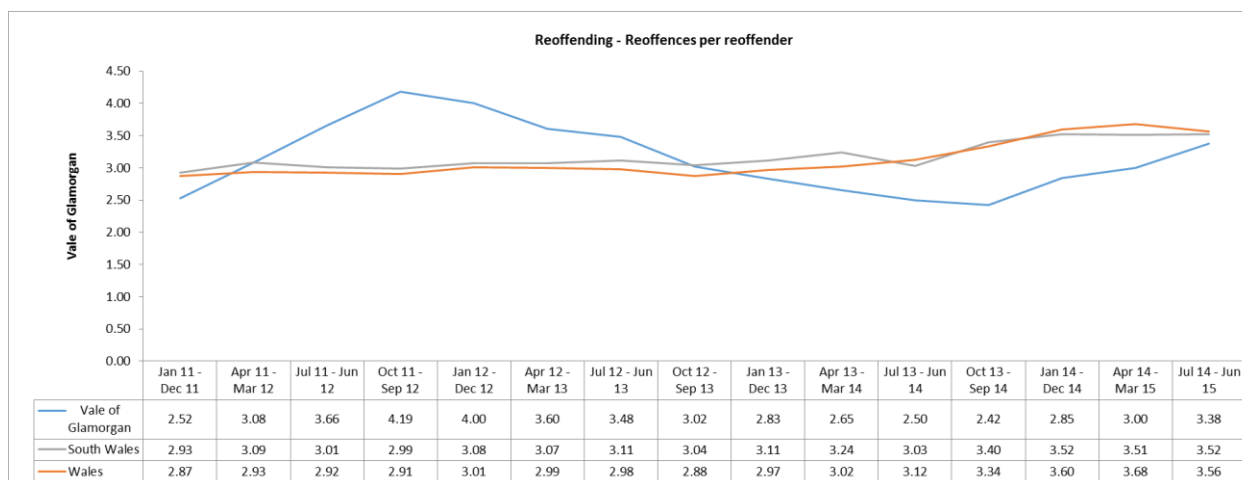
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**WYJI 2: Reoffending by Young People in the Youth Justice System**

**Definition:** The number of further proven offences committed by a cohort of young people within 12 months of a substantive outcome per young person in that cohort.



Dates	Cohort numbers	Reoffenders	Reoffences	Binary Rate	Frequency Rate
Jul 13 – Jun 14	86	36	90	41.9%	2.50
Jul 14 – Jun 15	55	24	81	43.6%	3.38



The information above related to the YJB Re-offending Performance Measure, which is always approximately 18 months behind.

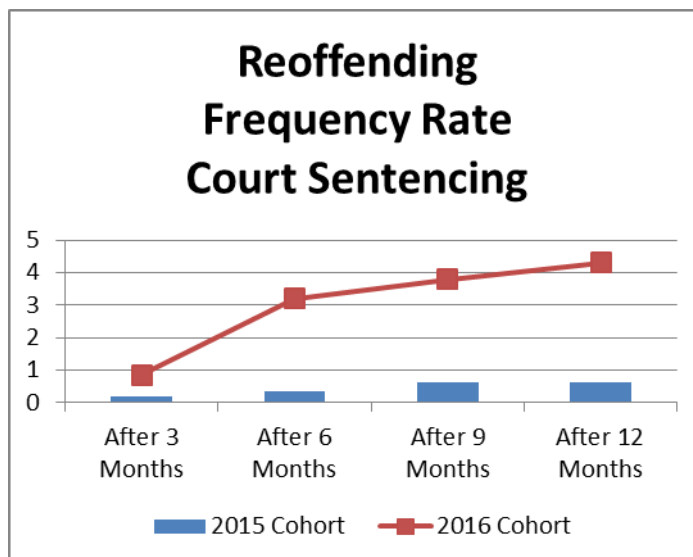
The frequency of reoffending has increased from 2.50 to 3.38 when comparing the period Jul 13 – Jun 14 with Jul 14 - Jun 15. The frequency rate for South Wales has increased from 3.03 to 3.52; Wales has also increased from 3.12 to 3.56.

The binary rate has increased from 41.9% to 43.6% when comparing the period Jul 13 – Jun 14 with Jul 14 - Jun 15. The binary rate for South Wales has increased from 43.6% to 46%. The binary rate for Wales has increased from 40.3% to 43.6%.

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**Reoffending by Young People in the Youth Justice System (Local Measure)**

**Definition:** The number of further proven offences committed by a cohort of young people receiving a community order within 12 months per young person in that cohort



The graph above reflects local performance information and includes a line graph of the previous year's data for comparison, which demonstrates the increase in re-offending. This has been identified as an issue across England and Wales.

There are 15 young people in the local performance cohort, 12 of whom reoffended within the tracking period, committing 65 offences. The YOS is currently undertaking an analysis of these young people and will report the findings to the YOS Management Board.

The frequency rate of reoffending is considerably higher than previous years at this stage; there is one young person within the cohort who is currently supervised by Probation who committed 21 further driving offences whilst supervised by the YOS, and has continued to offend since being transferred to Probation. The young person came to the attention of YOS at 17 years and 8 months for numerous driving offences; unfortunately the young person and his family were already in an entrenched pattern of behaviour regarding illegal driving. Coupled with his offending behaviour the young person also failed to comply with YOS and other agencies involved in assisting with his offending behaviour. The young person went on to commit further offences into his adult life and subsequently was sent to custody as an adult.

A breakdown of the 65 reoffences are

Driving – 34 (52%) Violence – 12 (18%) Theft – 7 (11%) Drugs – 3 (4%) Criminal Damage – 4 (6%)  
Public Order – 2 (3%)

Violence continues to be a significant issue in relation to the YOS re-offending performance. The YOS and Media Academy Cardiff (3<sup>rd</sup> sector provider) secured funding to undertake research and



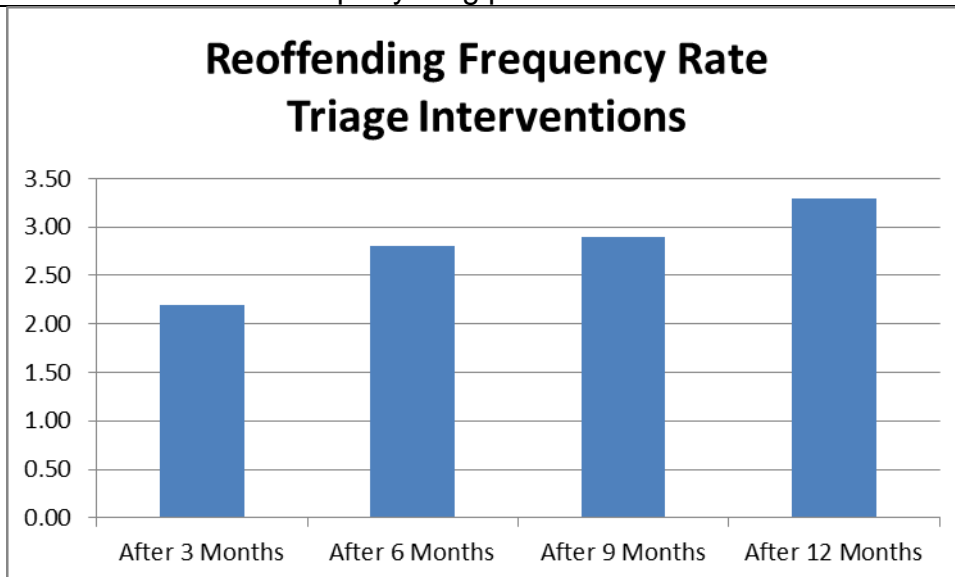
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programme development regarding violence. Both a researcher and programme worker are in post and common triggers have started to be identified through assessment information. The YOS is looking to use this research together with research from SAVRY, desistance models and psychosocial theory to identify earlier those young people likely to commit further violent offences. The programme has been developed and attempts have been made to embed the programme into usual YOS practice. This has been met with some difficulties but the delivery agency has agreed to work more closely with YOS Management Team to set out a programme for delivery during the summer.

The YOS has invested in Respect training to address adolescent to parent violence and the impact of abusive relationships but this will take time to implement. Training took place in June 2017 with the aim of starting to roll out delivery of Respect interventions later this year.

**Reoffending by Young People starting a Diversion Intervention (Local Measure)**

**Definition:** The number of further proven offences committed by a cohort of young people starting a diversion intervention within 12 months per young person in that cohort



There are currently no specific numeric targets though the YOS has an overarching target to reduce the numbers of young people entering the Criminal Justice System, after receiving a Diversion Intervention.

Number in Jan-March diversion cohort	No. who offended within 3 months	No. of offences within 3 months	No. who reoffended within 6 months	No. of offences within 6 months	No. who reoffended within 9 months	No. of offences within 9 months	No. who reoffended within 12 months	No of offences within 12 months
12	2	26	5	33	5	35	5	41

After 3 months, the re-offending as a percentage is 17%. The re-offences per re-offender is 13. Using the previous method of calculation, the re-offending as a frequency is 2.2.

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After 6 months, the re-offending as a percentage is 42%. The re-offences per re-offender is 6.6. Using the previous method of calculation, the re-offending as a frequency is 2.8.

After 9 months, the re-offending as a percentage is 42%. The re-offences per re-offender is 7. Using the previous method of calculation, the re-offending as a frequency is 2.9.

After 12 months, the re-offending as a percentage is 42%. The re-offences per offender is 8. Using the previous method of calculation, the re-offending as a frequency is 3.3.

Triage have the same young person within this cohort as the statutory reoffending cohort, as the young person also received a diversionary outcome within the period Jan – March 2016.

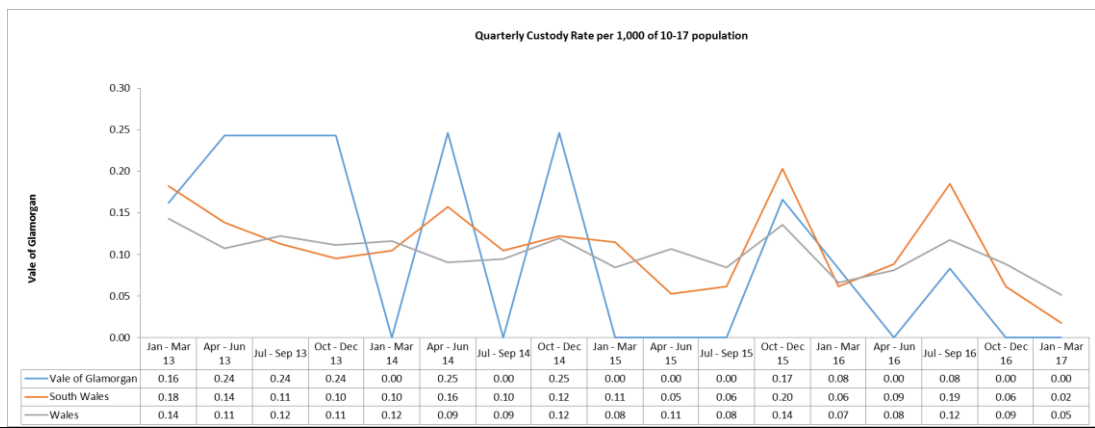
The re-offending frequency rate has declined significantly due to two young people within the cohort. One went on to commit a further 30 offences. 3 offences were committed on the same day the young person was accepted onto Triage, these offences were not known at time of Triage screening. A further 3 offences were committed before the first home visit. 3 more offences were committed on the day of the first home visit, again this was not known at the time of assessment. All of these offences (9) were committed prior to any intervention work being attempted or completed. This young person’s case was closed after only two meetings with a Triage worker as the young person was allocated to a team within the YOS.

It should also be noted that 3 of the 5 who had re-offended completed their Triage intervention successfully.

**WYJI 3: YP Receiving a Conviction in Court who are Sentenced to Custody**

**Definition:** This indicator measures the percentage of custodial sentences (DTO, Section 90-92, Section 226 and Section 228) issued to young people as a proportion of all court disposals (substantive outcome excluding pre-court outcomes) received by young people.

	Vale of Glamorgan	South Wales	Wales
Custodial disposals - Jan - Mar 17	0	2	14
Rate per 1,000 - Jan - Mar 17	0.00	0.02	0.05
Custodial Disposals - Jan - Mar 16	1	7	18
Rate per 1,000 - Jan - Mar 16	0.08	0.06	0.07



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The Vale continues to be below the South Wales average for young people being sentenced to custody.

There were no custodial disposals in Jan – March 2017, in comparison to 1 for the same period last year (2015/16)

There has been a decrease in the use of custody for the last 3 years.

2016/17 – 1 young person

2015/16 – 3 young people

2014/15 – 5 young people

In 2016/17 there were 25 Pre sentence reports completed for young people, and 21 of the proposals were agreed by the Court; a congruence rate of 84%

The young person sentenced to custody, was previously unknown to the YOS, although there was Social Services involvement. Due to the seriousness of the offences (sexual assault on a male under the age of 13 x 4) the offences met the Custody threshold, and whilst a robust and intensive statutory community intervention was proposed, a 12 month DTO was given by the District Judge sitting in Youth Court.

#### ***WYJI 4: Engagement in Education Training and Employment (ETE)***

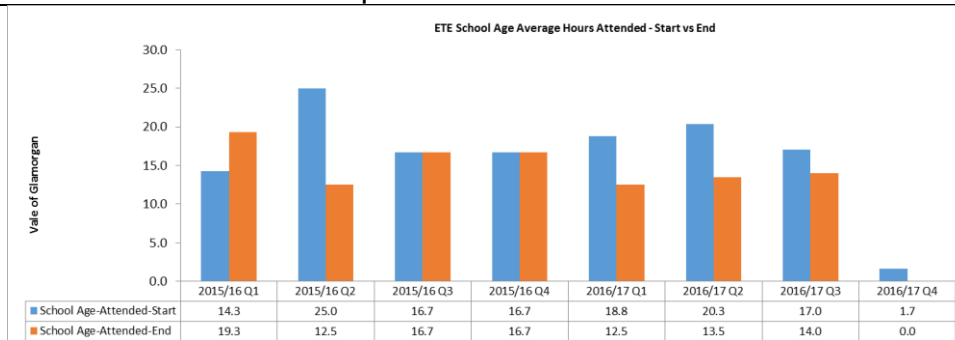
**Definition:** This indicator is defined as the percentage change in the average number of hours of suitable education, training or employment (ETE) children and young people received while within the youth justice system, by:

- Young people of statutory school age
- Young people above statutory school age

As previously reported in 2014/15 a new set of devolved Welsh Key Performance Indicators have been developed which aim to provide a more in depth understanding of the young person's educational provision during their time within the Youth Justice System.

The indicators now reflect the number of hours a young person has been offered, alongside the number of hours the young person attended the provision available, this enables stakeholders to identify if performance is being affected by a lack of suitable provision, or attendance issues which need to be addressed. It should also be noted that the indicator now captures performance information at the review stage as well as at the close of the Order.

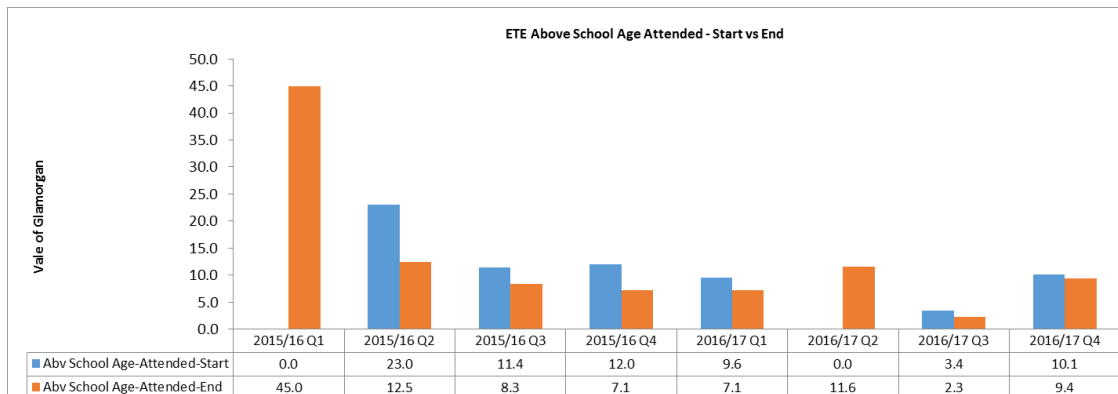
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There were 3 interventions that ended in the period, 2 of which were for the same young person, that were statutory school age at the start and the end of their interventions.

1 young person has a history of education placement issues; due to an exclusion for an assault on another pupil this young person refused to attend the alternative placement, so whilst the 25 hours were offered these were not attended. On-going work with Education and the YOS case worker to engage the young person has taken place and the young person is currently attending ACT.

The other young person has a number of complex needs and several short term exclusions which led to a professionals meeting and a plan being put in place to offer a reduced provision of 2 hours per day at the YOS. Limited engagement took place during the intervention, but after the intervention ended assessments are taking place to arrange a more suitable alternative.



There were 7 young people who ended their intervention above statutory school age.

2 of which were in receipt of ESA so whilst they were included within the figures, the YJB are aware that we were unable to increase the number of hours offered/attended by them. 3 young people were working, in training and receiving 21 plus hours each.

1 young person was working within the family business but was not in a paid role so the YOS is unable to include these hours in the returns. The other young person who had 0 hours at the end of their intervention had a number of housing and relationship issues which resulted in disengagement with Careers Wales. An interview with Cardiff and Vale College was set up for the week this young person transferred to Probation.

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**2016/17 Annual Data**

Statutory School Age	Number of Interventions Closing	Average No. of hrs ETE offered at start	Average No. of hrs ETE attended at start	Average No. of hrs ETE offered at review	Average No. of hrs ETE attended at review	Average No. of hrs ETE offered at end	Average No. of hrs ETE attended at end
Vale of Glamorgan	17	19.7	15.7	16.8	13.8	15.6	11.2
South Wales	108	17.6	13.5	16.5	13.7	18.1	14.9
Wales	315	20.0	13.5	19.4	14.0	19.6	14.6

Above Statutory School Age	Number of Interventions Closing	Average No. of hrs ETE offered at start	Average No. of hrs ETE attended at start	Average No. of hrs ETE offered at review	Average No. of hrs ETE attended at review	Average No. of hrs ETE offered at end	Average No. of hrs ETE attended at end
Vale of Glamorgan	28	5.3	5.3	8.9	8.1	8.0	8.0
South Wales	228	9.1	8.2	10.3	9.1	11.5	11.0
Wales	474	10.3	8.9	11.6	10.2	12.3	11.6

As a result of a decline in performance, the YOS has recently undertaken an exercise reviewing all open and active cases and their educational provision in an attempt to “get ahead of the curve”, as by the time children are reflected in the YJB performance information, their Orders have ended and therefore, YOS is unable to make any impact. We are working closely with Education and attending Key Professionals Meetings to flag issues in relation to provision. Education has been identified as a priority for the YOS Management Board and a report will be presented to the Board in October meeting.

The YJB is also interested in any challenges that the YOS/Board believe are preventing young people from accessing 25 hours education or above 16 hours for above statutory school age.

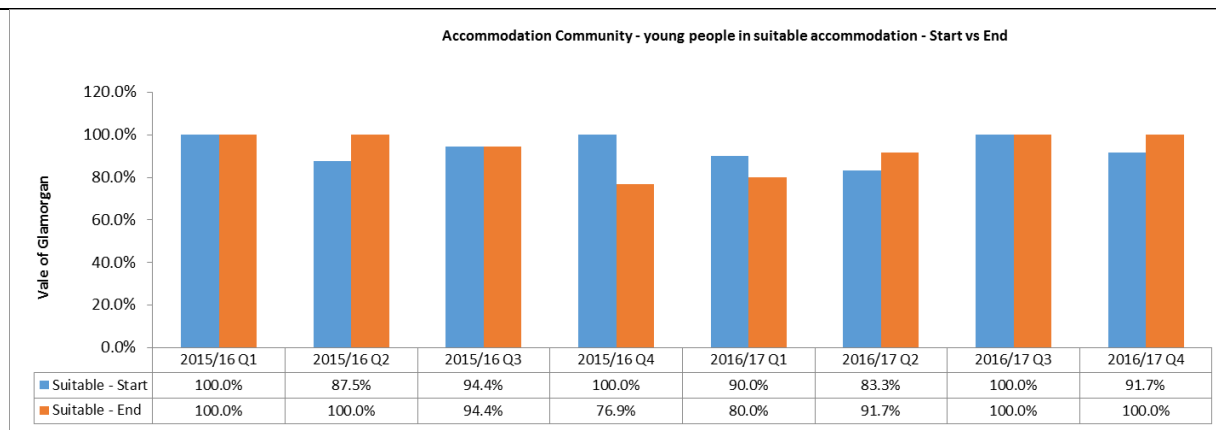
Up until 31<sup>st</sup> March 2017, the YOS commissioned the services of a part time Careers Wales worker to engage with children and young people post statutory education. This post was funded via the Youth Justice Grant, due to uncertainty about the future level of grant funding; the YOS has been unable to commit to continuation of this contract beyond 31<sup>st</sup> March 2017. Discussions are now taking place with Careers Wales in relation to how children and young people known to the YOS will be supported to access their services and information obtained in relation to performance monitoring. It should however be noted that the one to one support provided by the Careers Wales worker will no longer be available and this could negatively impact on performance in the future.

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### WYJI 5: Access to suitable accommodation for young people in the youth justice system

**Definition:** This indicator is defined as the percentage point change in the proportion of children and young people with suitable accommodation:

- at the end of their court order compared with before the start of their court order
- Upon their release from custody compared with the start of their custodial sentence.



	VoG	Wales	S.Wales
Suitable accommodation before the start	48	873	363
Suitable accommodation at the end	49	860	357
<b>Percentage change - Community Penalties (Start/End)</b>	2%	-1.5%	-1.7%

Access to suitable accommodation which is another devolved performance indicator was revised during 2014/15. Performance is now displayed using the revised format. The objective of the Accommodation Performance Measure is to report from the Court disposals closing, whether the young person was in suitable or unsuitable accommodation at the start and end points. For custodial sentences, the start, release and end points of the Court disposal will be monitored.

There were 12 young people with a closed community based penalty during Jan – March 2017. Of these 12, 100% were in suitable accommodation at the end of their intervention. An increase of 9.1% from the start of the intervention.

No custodial interventions closed in this period.

#### Annual Data 2016/17

A total of 52 young people had a closed community based penalty of which 48 (92%) were in suitable accommodation at the start and 49 at the end (94%).

A total of 3 young people ended a custodial sentence. 3 young people were in suitable accommodation at the start, 3 at release and 2 at the end of the licence period.

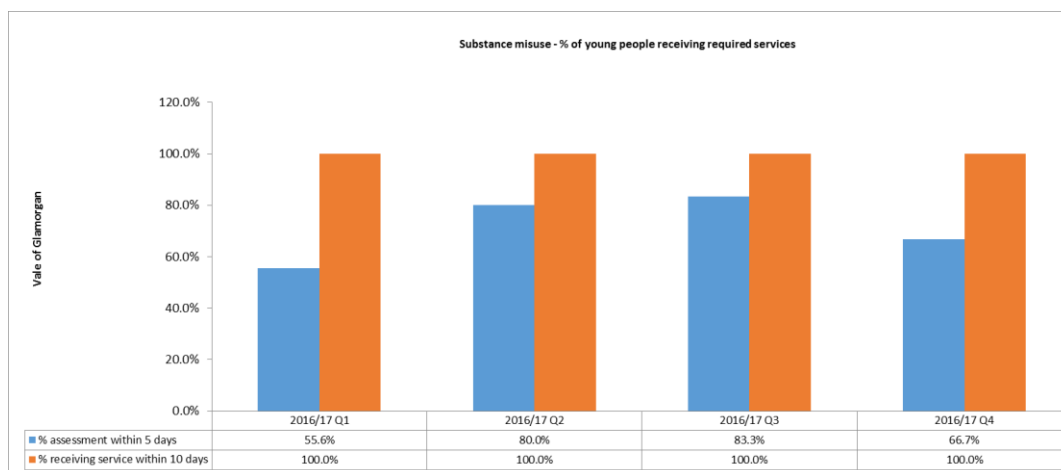
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**WYJI 6: Access to substance misuse services for young people in the youth justice system**

**Definition:** The indicator is defined as the percentage:

- of children and young people in the youth justice system identified via screening as requiring a substance misuse assessment that commence the assessment within five working days of referral; and
- Of those children and young people with an identified need for treatment or other intervention, who receive that within ten working days of assessment.

Access to substance misuse assessment and services is a devolved key performance indicator. The objective of the measure is to report the percentage of referrals (a) receiving a substance misuse assessment within 5 working days and (b) if the young person has been identified as requiring substance misuse treatment, this is received within 10 days of assessment. Information relating to the Tiers of treatment types for children is also measured.



**Annual Data 2016/17:**

45 young people were identified as requiring a substance misuse assessment with 8 already in receipt, and 5 were either not ready to be referred due to other priority areas, or the case manager evidenced it was not appropriate at that time.

32 young people were referred but only 31 commenced an assessment, 22 of these within 5 days from referral (78%). Of the 28 young people requiring a substance misuse intervention 28 (100%) received this service within 10 days.

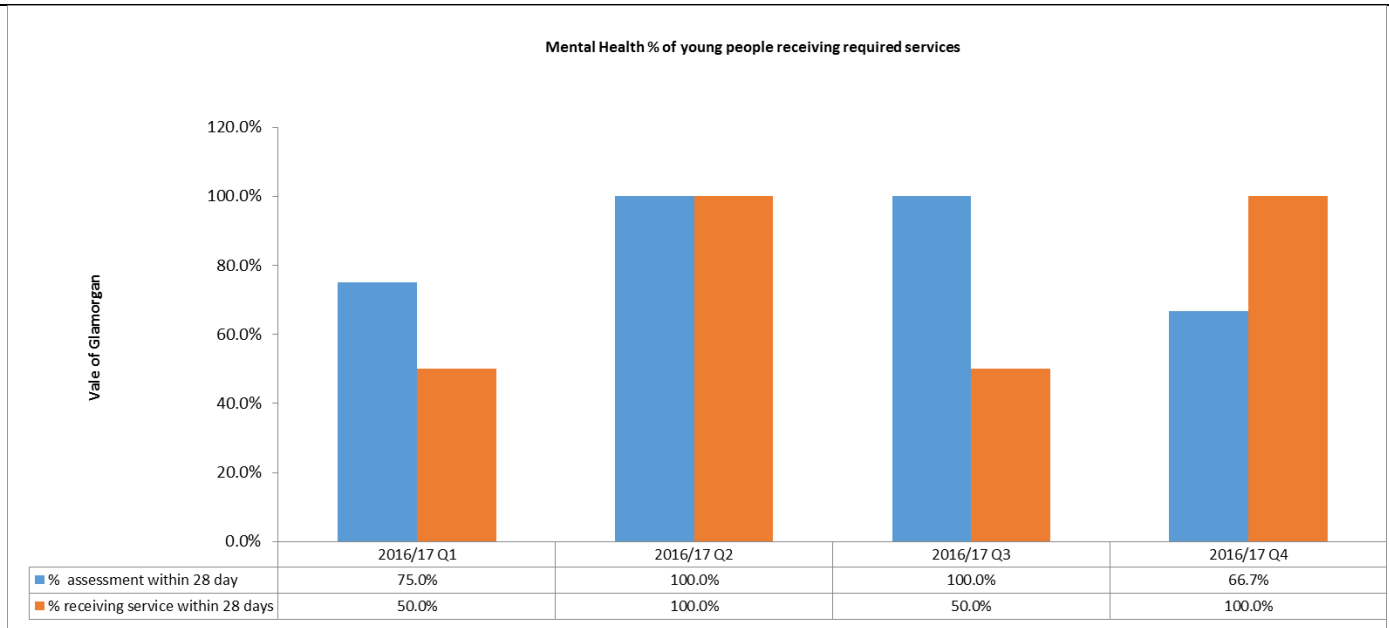
12 of which were Tier 2 and 16 were Tier 3.

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**WYJI 7: Access to mental health services for young people in the youth justice system**

**Definition:** The indicator is defined as the percentage:

- of young people identified as requiring a mental health assessment within 28 days of referral date
- Of those young people who are identified as requiring a mental health treatment, who receive that within 28 working days of assessment.



**Annual Data 2016/17**

This year 22 young people were referred for a mental health assessment. 5 young people refused. Of the 16 young people who participated in a mental health assessment 14 young people received the assessment within 28 days.(88%) 12 young people required treatment and 9 received that treatment within 28 days. (75%)