

**Report to:** Executive Member Children's Services; and  
Executive Member Human Resources Organisational Development and Diversity

**Date:** 26<sup>th</sup> July and 27<sup>th</sup> July 2011

**Report of:** Director of Children's Services

**Report No:**

**Contact Officer:** John Daly, Assistant Director

**Tele No:** (33)2130

**Report Title:** CS-26 Youth Offending Team

**Confidential / Non Confidential:**

**(Confidential Not for Publication)**

This report is exempt from publication by virtue of Paragraph 1 of Schedule 12A to the Local Government Act 1972.

**Purpose:**

To set out the proposed efficiencies and savings as a result of the review of the Youth Offending Team to take into account a reduction in funding from 2011/12 onwards, and consequently proposals for consultation.

**Recommendations:**

The Executive Member is recommended to approve the attached report for consultation purposes with trades unions, staff and stakeholders.

**Decision:**

**Background Doc(s):**

(for use on Exec Rep)

**Signed:**

\_\_\_\_\_  
Leader / Executive  
Member

\_\_\_\_\_  
Monitoring Officer

**Date:**

\_\_\_\_\_

\_\_\_\_\_

**Summary:**

An Executive Summary is set out within the report below which includes the following appendices:

- Appendix 1 Existing Organisational Structure
- Appendix 2 Proposed Organisational Structure
- Appendix 3 Equality Impact Assessment
- Appendix 4 #
- Appendix 5 #

Please note that relevant Job Descriptions and Person Specifications are available on request.

## **1.0 Executive Summary**

- 1.1 The Youth Offending Team is a statutory multi agency team charged with specific duties under the Crime and Disorder Act 1998. It is funded jointly by the local authority, Greater Manchester Police, Greater Manchester Probation Trust, The Primary Care Trust and grant funding from the Youth Justice Board. Historically in Bolton additional partnership funding has been provided by Neighbourhood Renewal funding, latterly Area Based Grant.
- 1.2 In 2010/11 the Youth Offending Team received funding from Area Based Grant, the Youth Justice Board and Mainstream budget.  
In 2011/12 there is no Area Based Grant and the Youth Justice Board grant has been reduced resulting in an overall reduction of £572,257 compared to 2010/11.  
As a result of the grant reductions the Youth Offending Team is required to make savings of £461,868 so will have a budget in 2011/12 of £1,319,874 compared to a budget of £1,781,742 in 2010/11.
- 1.3 This report proposes the deletion of a number of vacant and active posts, and a reconfiguration of the team functions to best be able to continue to carry out its statutory functions with reduced resources. The establishment will therefore reduce from 42.09 FTE to 24.00 FTE (not taking account of staff funded from other sources). Only 4.4 of these posts currently have a member of staff in post as vacancies have been carried in anticipation of this review.
- 1.4 These proposals will mean that the Youth Offending Team is able to meet its statutory obligations albeit only providing that the workload does not expand to levels seen prior to 2007/08.
- 1.5 These proposals, if agreed, would form the basis for consultation with trades unions, staff, elected members and key service users. It is anticipated that final proposals would be considered in October 2011. With (if appropriate) revised staffing structures in place by January 2012.

## **2.0 Introduction and Rationale for review**

- 2.1 The primary purpose of the Youth Offending Team is the prevention of offending by children and young people [S37 (1)].
- 2.2 The statutory functions as laid out in the Crime and Disorder Act 1998 are as follows:
- The provision of Appropriate Adults at the police station;
  - The assessment of children and young people for the provision of rehabilitation programmes;
  - The provision of bail supervision and support;
  - The placement in local authority accommodation of young people remanded to such accommodation;
  - The provision of reports and other information as required by the courts;
  - The supervision of young people made subject to criminal orders in the community or custody.
- 2.3 The reductions in funding notwithstanding, the service still needs to meet its statutory obligations
- 2.4 At this stage there are also a number of uncertainties around level of partner contribution for 2012/13 but also for future grant funding from the Youth Justice Board/Ministry of Justice centrally for 2012/13.
- 2.5 This report seeks to set in context the key challenges for 2011/12 and the consequent need to reshape and take cost out of the service whilst continuing to provide an appropriate level of service to the young people and the wider community of Bolton. This report sets out proposals to address these issues for the purposes of consultation with trades unions, staff and stakeholders.

## **3.0 Youth Offending Team Services**

- 3.1 The work of the Youth Offending Team has seen a considerable reduction over the past two years. There are a number of reasons for this, but primarily, it is as a result of strong and effective partnership working leading to a sustained reduction in the number of young people offending, and consequently to a reduction in the numbers of young people entering the criminal justice system. The early identification of young people at risk of offending and the diversion of them into positive activities has been a major success as can be seen by the following table:

<b>Year</b>	<b>Number of First Time Entrants</b>
2008/09	404
2009/10	246
2010/11	104

- 3.2 This reduction has had a considerable knock on effect on the caseloads in the Youth Offending Team in a number of areas:
- Reduced caseloads;
  - Greater concentration of medium and high risk/vulnerability offenders;
  - Improved recording practices;
  - Improved re-offending performance;
  - Improved management oversight of medium/high risk cases.
- 3.3 The reduction in caseload while undoubtedly a success story does mean that there is greater capacity to reduce staffing levels. It is important however to bear in mind that many

of the services that have contributed to the reduction in numbers of young people in the criminal justice system are also subject to reductions in funding and there is likely to be a reversal of the trend to falling caseloads in the near future.

- 3.4 The following tables give details of the changes in workload in the YOT over the past five years:

	<b>2006/07</b>	<b>2007/08</b>	<b>2008/09</b>	<b>2009/10</b>	<b>2010/11</b>
<b>Referral Order</b>	213	254	161	179	134
<b>Supervision Order</b>	79	88	59	53	6
<b>Custody</b>	65	81	56	39	24
<b>Action Plan Order</b>	63	77	61	27	0
<b>Reparation Order</b>	46	44	18	11	13
<b>Supervision Order + Conditions</b>	28	30	17	18	1
<b>Community Rehabilitation Order</b>	8	14	9	7	1
<b>Community Rehabilitation Order + Conditions</b>	5	10	10	5	0
<b>Community Punishment and Rehabilitation Order</b>	4	8	8	7	1
<b>Youth Rehabilitation Order</b>			12	84	84
<b>Youth rehabilitation Order + Intensive Supervision</b>			2	12	12
	<b>508</b>	<b>582</b>	<b>413</b>	<b>442</b>	<b>276</b>

	Final Warnings	Pre Sentence Reports	Referral Panel Reports	Stand Down Reports
<b>2006/07</b>	113	184	202	112
<b>2007/08</b>	70	190	192	87
<b>2008/09</b>	69	133	117	44
<b>2009/10</b>	38	105	89	30
<b>2010/11</b>	29	93	93	25

#### 4.0 Current staffing levels

4.1 The current organisational structure is attached at Annex 2.

4.2 This includes the seconded staff from the police, probation (2 x YOT Officers), health and four Support Workers currently employed by Trafford YOT as part of a cluster agreement but currently subject to TUPE transfer process to Bolton (proposed implementation of October 2011). Two of the current ISS Support Workers are on fixed term contracts until September 2011.

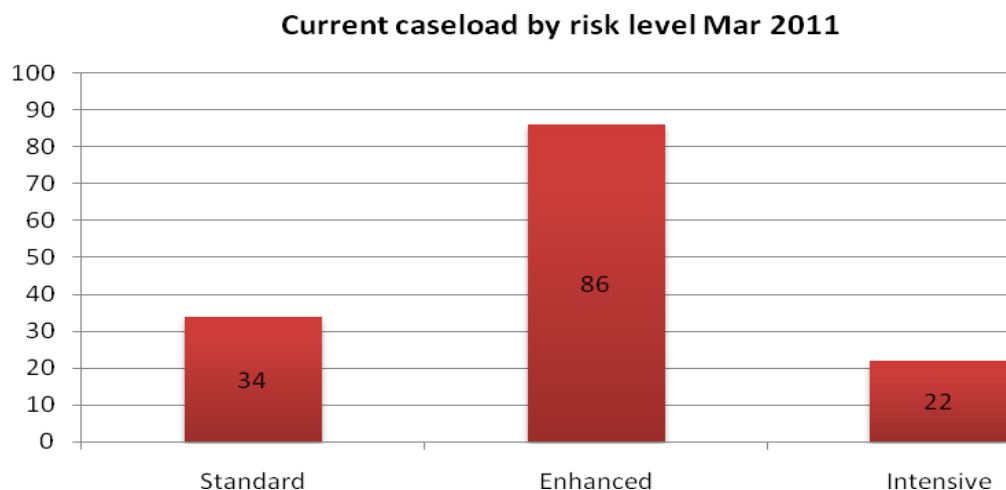
4.3 The table below shows current staffing costs for all staff apart from those seconded from the partner agencies but including the Intensive Supervision Support Workers from Trafford, because as from 2011/12 the funding for these posts is paid directly to Bolton YOT.

Post	Team	Grade	Scp	FTE	Value	On costs	Total
<b>Staffing Budgets</b>							
Youth Offending Manager	Youth Offending Team	Grade 13	54	1.00	46,112	10,606	56,718
Remand Management Manager	Youth Offending Team	Grade 11	46	0.80	31,169	7,169	38,338
Team Leader	Youth Offending Team	Grade 11	46	1.00	38,961	8,961	47,922
Team Leader	Youth Offending Team	Grade 11	46	1.00	38,961	8,961	47,922
Team Manager	Youth Offending Team	Grade 11	46	1.00	38,961	8,961	47,922
Resettlement and Aftercare Provision (Rap) Co-ordinator	Youth Offending Team	Grade 9	41	1.00	34,549	7,946	42,495
Youth Offending Team Officer	Youth Offending Team	Grade 8	37	1.00	30,851	7,096	37,947
Youth Offending Team Officer	Youth Offending Team	Grade 8	37	1.00	30,851	7,096	37,947
Court Officer	Youth Offending Team	Grade 8	37	1.00	30,851	7,096	37,947
Youth Offending Team Officer	Youth Offending Team	Grade 8	37	1.00	30,851	7,096	37,947
Qualified Officer Youth Offending Team	Youth Offending Team	Grade 8	34	1.00	28,636	6,586	35,222
Youth Offending Team Officer	Youth Offending Team	Grade 8	37	1.00	30,851	7,096	37,947
Officer	Youth Offending Team	Grade 8	37	1.00	30,851	7,096	37,947
Youth Offending Team Officer	Youth Offending Team	Grade 8	37	1.00	30,851	7,096	37,947
Youth Offending Team Officer	Youth Offending Team	Grade 8	37	1.00	30,851	7,096	37,947
Youth Offending Team Officer	Youth Offending Team	Grade 8	37	1.00	30,851	7,096	37,947
Support Worker	Youth Offending Team	Grade 7	30	1.00	25,472	5,859	31,331
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Support Worker	Youth Offending Team	Grade 7	30	1.00	25,472	5,859	31,331
Support Worker	Youth Offending Team	Grade 7	30	0.49	12,564	2,890	15,454
Support Worker	Youth Offending Team	Grade 7	30	1.00	25,472	5,859	31,331
Support Worker	Youth Offending Team	Grade 7	30	1.00	25,472	5,859	31,331
Victim Liaison and Reparation Officer	Youth Offending Team	Grade 7	32	1.00	27,052	6,222	33,274
Community Reparation Supervisor	Youth Offending Team	Grade 6	27	1.00	22,958	5,280	28,238
Community Reparation Supervisor	Youth Offending Team	Grade 6	29	1.00	24,646	5,669	30,315
Education Social Worker	Youth Offending Team	Grade 7	30	1.00	25,472	5,859	31,331
Admin Manager	Youth Offending Team	Grade 6	29	1.00	24,646	5,669	30,315
Deputy Admin Manager	Youth Offending Team	Grade 5	22	1.00	19,621	4,513	24,134
Referral Order Co-ordinator	Youth Offending Team	Grade 5	21	1.00	19,126	4,399	23,525
Admin Assistant	Youth Offending Team	Grade 3	17	1.00	16,830	3,871	20,701
Administrator	Youth Offending Team	Grade 3	17	1.00	16,830	3,871	20,701
Administrator	Youth Offending Team	Grade 3	15	1.00	16,054	3,692	19,746
Admin Assistant	Youth Offending Team	Grade 3	17	0.60	16,830	3,871	20,701
Learning Mentor	Youth Offending Team	Grade 5	24	1.00	20,652	4,750	25,402
Support Worker	ISSP Trafford	Grade 7		1.00	24,419	5,668	30,087
Team Manager	ISSP Trafford	Grade 11		0.80	30,106	7,146	37,252
Support Worker	ISSP Trafford	Grade 7		1.00	24,419	5,668	30,087
Support Worker	ISSP Trafford	Grade 7		1.00	23,840	5,517	29,357
Support Worker	ISSP Trafford	Grade 7		1.00	24,419	5,668	30,087
Basic Skills Tutor	ISSP Trafford	Grade 7		0.40	11,218	2,576	13,794
<b>Total Staffing Costs</b>				<b>42.09</b>	<b>1,165,958</b>	<b>268,584</b>	<b>1,434,542</b>
<b><u>Non Staffing Budgets</u></b>							
<b>Total Non Staffing Cost</b>							<b>347,200</b>
<b>Total Expenditure Budget</b>							<b>1,781,742</b>
<b><u>Staff Funded from other Sources</u></b>							
Police Officer x 1							
Health Professional (School Nurse) x 1							
Probation Officer x 2							
Speech and Language Therapist x 0.4							
Emotional Health and Well Being Worker x 1							

- 4.4 In 2010/11 this meant there was approximately £350,000 in the budget for non staff costs including local authority recharges, materials for direct work, funds to support young people, stationery and office equipment, car mileage and car parking etc. In order to have funds to work with young people in 2011/12 a similar amount will be needed for non staffing costs.

- 4.5 The caseload of the YOT has remained steady at an average of 142 cases open at any one time for the past two years. In previous years that caseload has averaged between 180 and 220 open cases, but the trend has been downward for the past five years. In order to plan for the future and to have capacity to absorb increased caseload, calculations have been based upon 180 cases.
- 4.6 The reduction in first time entrants has meant that the majority of cases are at the intensive or enhanced levels, requiring greater levels of intervention and this is taken into account in calculations as to future workload.



## **5.0 Proposed Option**

- 5.1 The current structure is no longer fit for purpose and a more generic and flexible approach is required. A discrete court/assessment team is no longer viable due to the diminishing number of reports required.
- 5.2 The court still has to be covered six days a week including public holidays. To this end it is proposed that a small number of YOT Officers have both a caseload and responsibility for the Youth Court while bail duties are shared between those YOT Officers and the Support Workers.
- 5.3 Referral Order reports will also be the responsibility of Support Workers with Pre sentence Reports remaining the responsibility of YOT Officers.
- 5.4 85% of cases are at either enhanced or intensive level and it is proposed that all such cases are supervised by a qualified YOT Officer. The maximum number of cases therefore at this level to be managed safely would be 150 which ties in with the overall figure of 180 cases.
- 5.5 Support Workers and Intensive Supervision Support workers will have the same job description and role and will therefore be interchangeable so that staff can be used more effectively where demand for ISS either increases or decreases. They will also be responsible for Parenting interventions, Final Warnings, Referral Order reports and Referral Order Panels.



- 5.6 The administrative staff will in the future be managed via the Business Support section and are therefore out of the scope of this review.
- 5.7 All YOT Officer and Support Worker job descriptions will be amended to be explicit that Saturday and Bank Holiday courts will be part of the responsibility of the role. It is proposed that one officer/support worker is on duty at each occasional court sitting with another on standby to provide assistance if required in complex or labour intensive cases such as secure remands. As this will cover all staff then no member of staff should be required to cover the court more frequently than once a month.
- 5.8 The operational managers' job descriptions will also be amended to ensure that there is a manager available for advice and support on sittings of the occasional court. Operational Managers will also have designated areas of responsibility for practice/partnerships on top of supervisory responsibilities.
- 5.9 This Option requires the creation of a Deputy Team Manager post to ensure that the work of the team managing all the enhanced and intensive cases is suitably and safely quality assured and supervised. External inspections by the Youth Justice Board and Her Majesties Inspector of Probation demand that there is management oversight of all aspects of casework and that levels and standards of recording are sufficient to prove that work is being carried out safely and effectively. It is not practical for one team manager to have sufficient oversight of all "enhanced" and "intensive" level cases to ensure that these standards are met and maintained. The number of staff in the relevant team do not justify an additional Team Manager, but a Deputy will alleviate the workload for that team manager and provide the capacity to monitor and supervise to a safe level as every case needs to be quality assured on a regular basis and discussed in supervision monthly.
- 5.10 This proposed model would require five Support Worker posts and the Basic Skills tutor post to be made redundant, a total of 5.4 FTE posts. The minimal amount of sessional Support Worker hours will be discontinued.
- 5.11 Responsibility for the co ordination of Appropriate Adults would fall to the Deputy Team Manager.
- 5.12 Support Workers will be eligible to apply for the Education and Training Worker position in advance of the proposed redundancy selection activity.
- 5.13 The proposed structure is attached at Appendix 2. It should be noted however that this structure makes the Youth Offending Team a much leaner team with less capacity to absorb any sizeable upturn in workload. If the loss of other non statutory preventative services, increased youth unemployment or any other factors lead to such an increase, the YOT will not be able to fulfil its statutory obligations.
- 5.14 The Operational Managers would also have designated areas of responsibility as follows:

Team Manager 1	MAPPA
Deputy Team Manager	Integrated Offender Management
	Multi Agency Risk Meetings
	Appropriate Adults

	Safeguarding/LAC
Team Manager 2	Restorative Justice Intensive Supervision Restorative Justice Anti Social Behaviour
Team Manager 3	Multi Agency risk Meetings Courts Youth Offender Panels Volunteers Education and Training Accommodation

## 6.0 Organisational Structure

- 6.1 The staffing structure as proposed for consultation is set out in Appendix 2. In summary, the potential changes involve:
- A proposed reduction of the total establishment by 12.9 FTEs from the current 36.5 excluding Administrative staff who will transfer to Childrens' Services Business Support;
  - This takes account of the creation of an additional Deputy Team Manager post and the redesignation of a Support Worker post to an Education Worker post.
- 6.2 Clearly this involves potentially significant proposed changes to staff numbers and roles, and needs to be managed sensitively to minimise the impact on the existing staff, who have worked hard to provide a well-regarded service. The potential reduction in staff posts will be managed in accordance with council policy and may be offset by a number of positive measures including:
- The management and removal of vacant posts, possible because of the overall reduction in demand;
  - Opportunities for voluntary early retirement or voluntary redundancy;
  - Opportunities for flexible working arrangements including reduced hours, part time or job sharing – which have the advantage of maintaining flexibility in responding to any future upturn in demand;
  - Possible redeployment of staff to other vacant posts within the Department or the Council as a whole.

## **7.0 Consultation and Next Steps**

- 7.1 The proposals set out in this report are for consultation only at this stage. Further to the report approved by the Executive on 26<sup>th</sup> July 2011 setting out the strategic option and commencing formal consultation, it is intended that the proposals contained within this report be the subject of a period of formal consultation with trades unions, staff and stakeholders. Key features of this consultation include:
- Regular meetings will take place with trades unions to work through the proposals and their implications for staff;
  - Time off provided for trades unions officials to meet with and provide support to staff;
  - Staff briefing sessions will be organised for those staff at risk of redundancy who will also receive a Staff Consultation Pack explaining the proposals and what this could mean for their employment;
  - Individual and corporate support sessions for staff; and
  - Stakeholder consultation comprising briefings for key partners including police, probation and health.
- 7.2 Following the close of consultation, proposals will be amended to take account of the responses received and alternatives put forward as appropriate. It is anticipated that formal approval of the final (revised) proposals will be in October 2011 with implementation in January 2012.

## **7.3 Staff and Establishment Implications**

- 7.3.1 Implementation of the new service model will require a service restructure including some potential redundancies. The current and proposed future staffing structures are provided at Appendix 1 and 2. Under the terms of these proposals Tables 1 to 3 below set out the detail of the changes proposed to the current structure.
- 7.3.2 Subject to approval of the proposals at the end of the consultation period, staff in a redundancy situation will be managed and supported in line with the Council's restructure, redundancy and redeployment policy framework.

## **Proposed financial savings**

<b>Proposals</b>	<b>Savings/Budget £'000</b>	<b>Savings/Budget £'000</b>
<b><u>Staffing</u></b>		
<b>Deletion of the following vacant/VS posts:</b>		
Team Manager	47,922	
Youth Offending Team Officer	37,947	
Team Leader	47,922	
Support Worker	31,331	
Support Worker	31,331	
Learning Mentor	25,402	
Resettlement and Aftercare Provision (Rap) Co-ordinator	42,495	
Youth Offending Team Officer	37,947	
Support Worker	15,454	317,751
<b>Deletion of other posts:</b>		
Support Worker	31,331	
Support Worker	31,331	
Support Worker	29,357	
Support Worker	30,087	
Support Worker	31,331	
Basic Skills Tutor	13,794	167,231
<b>New Post</b>		
Deputy Manager	-44,665	-44,665
<b>Other Costs</b>		
Increase Remand Management Manager to 1.00FTE	-9,583	
Increase Team Manager to 1.00FTE	-9,313	-18,896
<b>Total Savings in Staffing Costs for YOT review</b>		<b><u>421,421</u></b>
<b>Other Savings for Admin review</b>		
Administrator	19,746	
Admin Assistant	20,701	40,447
<b>TOTAL SAVINGS PROPOSED</b>		<b><u>461,868</u></b>

**Table 1 The following posts (currently held vacant) would be disestablished:**

<b>FTE</b>	<b>Existing Job Title</b>
2	Team Manager/Team Leader
1	Resettlement and Aftercare Provision Co-ordinator
2	YOT Officer
2.49	Support Workers
1	Learning Mentor

**Table 2 The following posts would be redundant from the current structure:**

<b>FTE</b>	<b>Existing Job Title</b>
0.4	Basic Skills Tutor
Sessional Support Worker hours will discontinue	

**Table 3 The following posts are directly comparable and will be slotted in:**

<b>FTE</b>	<b>Proposed Job Title</b>	<b>Existing Job Title</b>
1	YOT Manager	YOT Manager
3	Team Manager	Team Manager
8	YOT Officer	YOT Officer
1	Victim Liaison Officer	Victim Liaison Officer
2	Community Reparation Supervisor	Community Reparation Supervisor
1	Referral Order Co-ordinator	Referral Order Co-ordinator

**Table 4 The following vacant posts would need to be filled.**

Any staff within the service who are displaced / in a redundancy selection pool will be given priority to apply for the following posts to reduce redundancy selection activity.

<b>FTE</b>	<b>Existing Job Title</b>
1	Deputy Team Manager
1	Education Worker

**Table 5 There are more people than comparable posts in the following roles.**

These individuals will be subject to a redundancy selection exercise for a post in the new structure in line with Corporate HR Criteria:

<b>FTE</b>	<b>Proposed Job Title</b>	<b>FTE</b>	<b>Ringfence of Existing Job Titles</b>
6	Support Worker	9	Support Worker

## Proposed Structure

Post	Grade	Scp	FTE	Value	Oncosts	Total
<b>Staffing Budgets</b>						
Youth Offending Manager	Grade 13	54	1.00	46,112	10,606	56,718
Remand Management Manager	Grade 11	46	1.00	38,961	8,961	47,921
Team Leader	Grade 11	46	1.00	38,961	8,961	47,922
Youth Offending Team Officer	Grade 8	37	1.00	30,851	7,096	37,947
Youth Offending Team Officer	Grade 8	37	1.00	30,851	7,096	37,947
Youth Offending Team Officer	Grade 8	37	1.00	30,851	7,096	37,947
Court Officer	Grade 8	37	1.00	30,851	7,096	37,947
Youth Offending Team Officer	Grade 8	37	1.00	30,851	7,096	37,947
Qualified Officer Youth Offending Team	Grade 8	34	1.00	28,636	6,586	35,222
Youth Offending Team Officer	Grade 8	37	1.00	30,851	7,096	37,947
Officer	Grade 8	37	1.00	30,851	7,096	37,947
Education Social Worker	Grade 7	30	1.00	25,472	5,859	31,331
Support Worker	Grade 7	30	1.00	25,472	5,859	31,331
Support Worker	Grade 7	30	1.00	25,472	5,859	31,331
Support Worker	Grade 7	30	1.00	25,472	5,859	31,331
Support Worker	Grade 7	30	1.00	25,472	5,859	31,331
Victim Liaison and Reparation Officer	Grade 7	32	1.00	27,052	6,222	33,274
Community Reparation Supervisor	Grade 6	27	1.00	22,958	5,280	28,238
Community Reparation Supervisor	Grade 6	29	1.00	24,646	5,669	30,315
Referral Order Co-ordinator	Grade 5	21	1.00	19,126	4,399	23,525
Support Worker	Grade 7		1.00	24,419	5,668	30,087
Team Manager	Grade 11		1.00	37,858	8,707	46,565
Support Worker	Grade 7		1.00	24,419	5,668	30,087
Deputy manager	Grade 10		1.00	36,313	8,352	44,665
<b>Total Staffing</b>			<b>24.00</b>	<b>712,777</b>	<b>164,046</b>	<b>876,823</b>
<b>Total Non Staffing</b>						<b>347,200</b>
<b>Total Proposed Budget</b>						<b>1,224,023</b>
<b>Transfer of Budget</b>						
Admin Manager	Grade 6	29	1.00	24,646	5,669	30,315
Deputy Admin Manager	Grade 5	22	1.00	19,621	4,513	24,134
Admin Assistant	Grade 3	17	1.00	16,830	3,871	20,701
Administrator	Grade 3	17	1.00	16,830	3,871	20,701
			<b>4.00</b>	<b>77,927</b>	<b>17,924</b>	<b>95,851</b>
<b>Page 14 of 29</b>					<b>Total</b>	<b>1,319,874</b>

<b><u>Staff funded from other sources</u></b>
Police Officer x 1
Health Professional (School Nurse) x 1
Probation Officer x 2
Speech and Language Therapist x 0.4
Emotional Health and Well Being Worker x 1

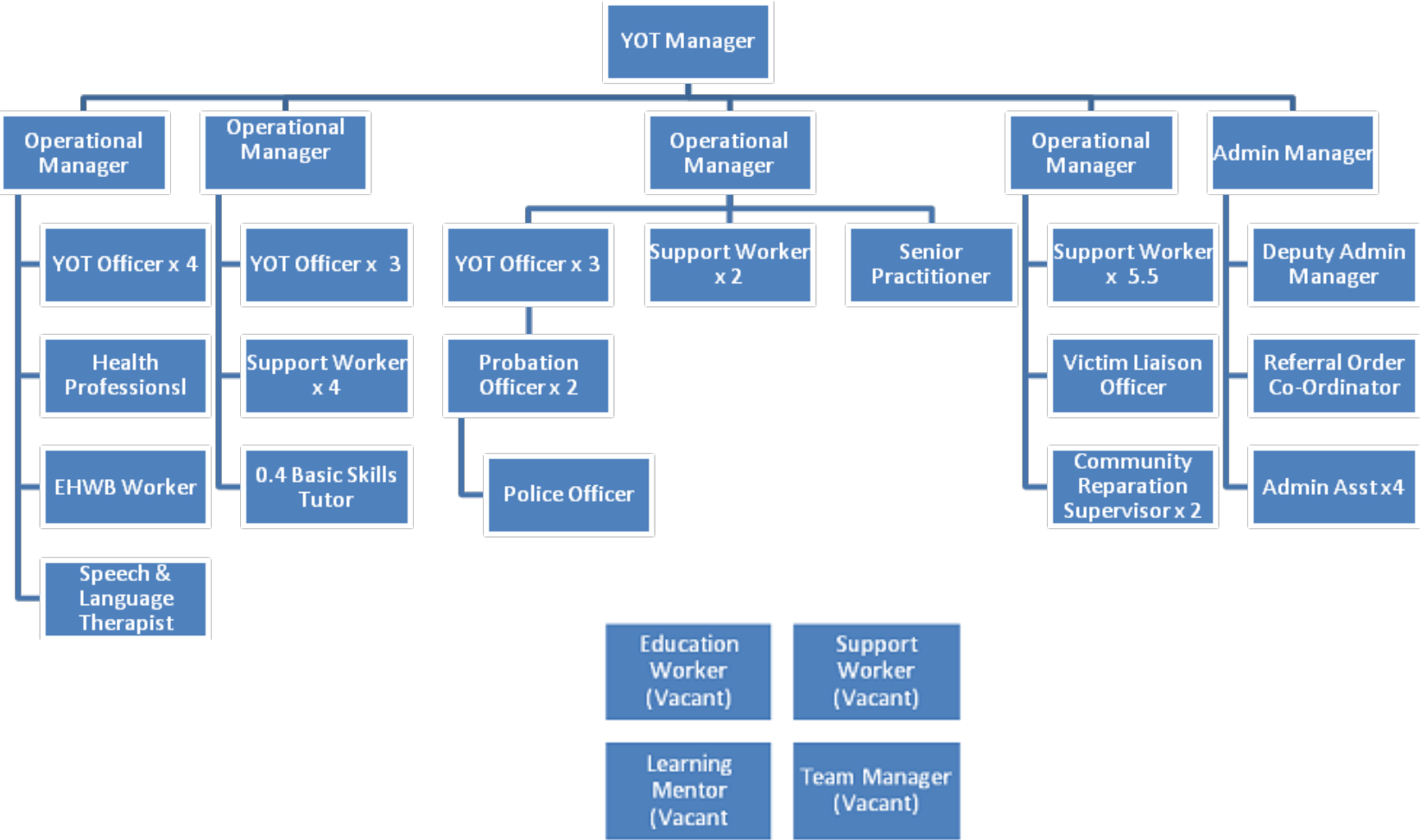
## **8.0 Equality Impact Assessment**

- 8.1 An Equality Impact Assessment screening form has been completed for the proposals outlined in this report, and is attached at Appendix C.
- 8.2 The Equality Impact Assessment looks at the anticipated impacts of the proposal on people from Bolton's diverse communities, and whether any groups are likely to be directly or indirectly differentially affected.
- 8.3 At this stage it is not anticipated that the proposals will have a disproportionate impact on any of Bolton's diversity groups.

## **9.0 Recommendations**

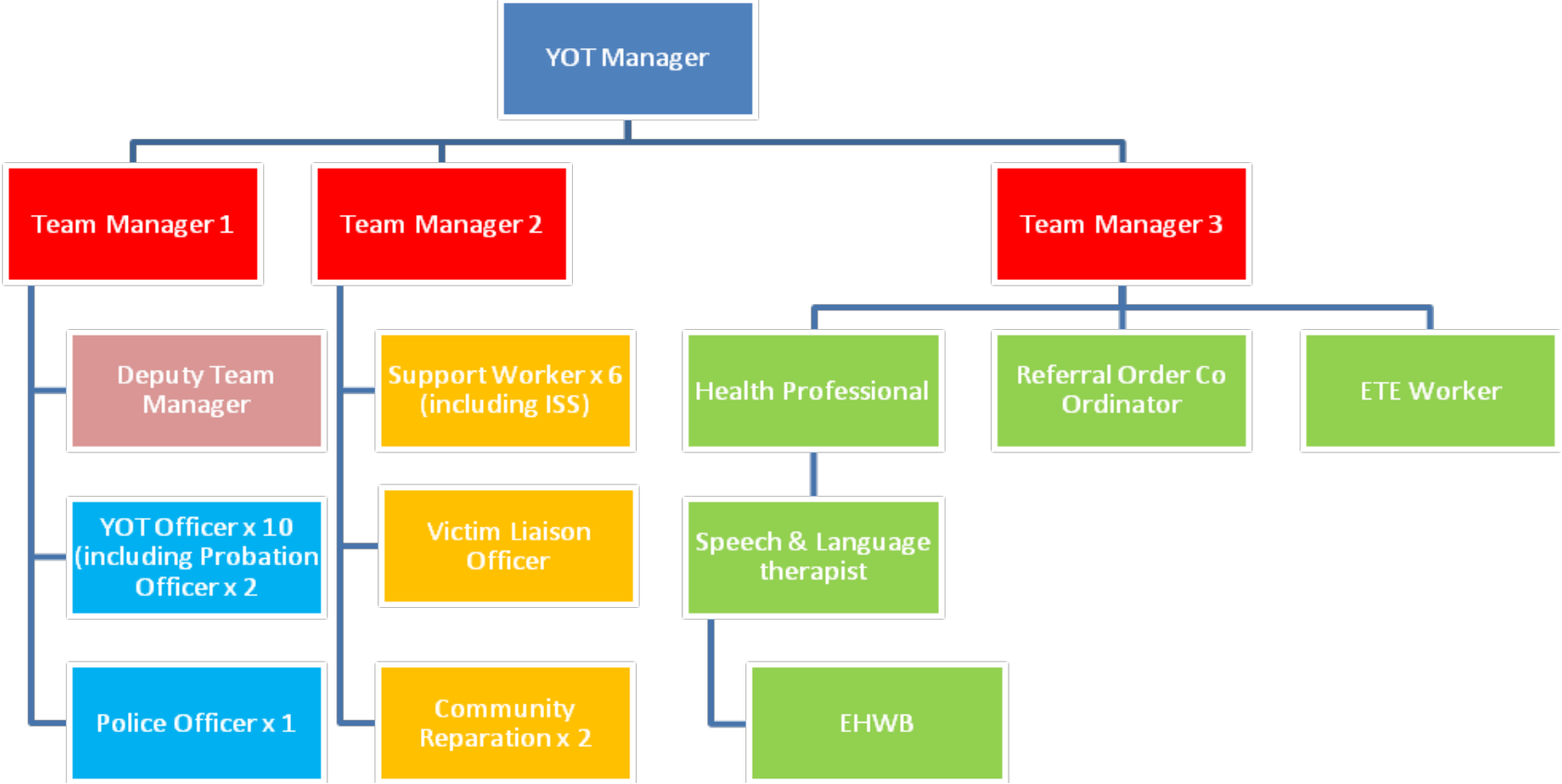
- 9.1 The Executive Member is recommended to approve the proposals as set out in this report for consultation purposes with trades unions, staff and stakeholders.

Appendix 1 Existing Structure Chart





Appendix 2 Proposed Structure Chart



## Equality Impact Assessment Part 1: Screening Form

<b>Title of report or proposal:</b>
CS-20 Youth Offending Team Savings and Efficiencies

<b>Department:</b>	Children's Services
<b>Section/SIAP unit:</b>	Staying Safe
<b>Date:</b>	

This report is for decision and is therefore subject to an Equality Impact Assessment. The following questions have been completed to ensure that this proposal, procedure or working practice does not discriminate against any particular social group. Details of the outcome of the Equality Impact Assessment have also been included in the main body of the report.

### Equality Impact Assessment Questions

**1. Describe in summary the aims, objectives and purpose of the proposal, including desired outcomes:**

Local authorities' duties to set up Youth Offending Teams,(YOTs) and the remit of the teams once they are set up, are set out in s.39 of the Crime and Disorder Act 1998. The maintenance of a YOT engaged in specific areas of work is a statutory obligation.

YOTs are multi-disciplinary partnerships that include criminal justice, health and local government services. They work with services such as education and health, directing the young people under their supervision to access support in addressing their offending behaviour.

The coordinating role, ability to directly deliver some key interventions and clear focus on addressing offending of YOTs enables them to use available resources effectively. This helps the team to achieve positive outcomes for the young people they support and for the community as a whole.

This proposal sets out the mechanism by which Bolton's YOT will continue to meet its statutory obligations in the current challenging climate. The team is not currently involved in any non-statutory work. It is not anticipated that the proposed changes will have significant impact on front line service delivery.

**2. Who are the main stakeholders in relation to the proposal?**

- *Staff of the service*
- *Partner agencies*
- *Young People*

**3. In summary, what are the anticipated (positive or negative) impacts of the proposal?**

It is anticipated that the proposal will have very limited impact on front line service delivery and that most young people referred to the YOT will experience very little difference in the service they receive from the local authority.

It is likely that this proposal will have some impacts on staff as the YOT will seek to deliver the same level of service with a smaller establishment. This will require staff to work more flexibly – though staff will not be asked to undertake tasks for which they are not qualified or which are not appropriate to their grade and level of experience. It will inevitably be perceived that there is a risk of increased workloads but this will be monitored closely.

4. With regard to the stakeholders identified above and the diversity groups set out below:

	Is there any potential for (positive or negative) differential impact?	Could this lead to adverse impact and if so what?	Can this adverse impact be justified on any grounds?	Please detail what measures or changes you will put in place to remedy any identified adverse impact																																			
<b>Race</b>	<p>National data suggests that over recent years the proportion of young people becoming involved in the criminal justice system who are white has fallen slightly and the proportion from ethnic minorities has increased</p> <p><b>Ethnic breakdown of people involved in the Youth Justice System in England – source Ministry of Justice</b></p> <table> <tr> <th></th><th>2006/07</th><th>2007/08</th><th>2008/09</th><th>2009/10</th></tr> <tr> <td>Asian</td><td>3.35%</td><td>3.50%</td><td>4.08%</td><td>4.02%</td></tr> <tr> <td>Black</td><td>5.75%</td><td>5.72%</td><td>6.18%</td><td>6.06%</td></tr> <tr> <td>Other</td><td>0.43%</td><td>0.41%</td><td>0.46%</td><td>0.46%</td></tr> <tr> <td>Mixed</td><td>2.87%</td><td>3.06%</td><td>3.49%</td><td>3.54%</td></tr> <tr> <td>White</td><td>87.61%</td><td>84.72%</td><td>83.78%</td><td>83.54%</td></tr> <tr> <td>Not Known</td><td></td><td>2.58%</td><td>2.01%</td><td>2.38%</td></tr> </table> <p>Examination of data relating to the extent to which the breakdown of young people on the YOT caseload reflects the local community suggests that Bolton YOT has made substantial progress in addressing any over-representation of young white offenders among people</p>		2006/07	2007/08	2008/09	2009/10	Asian	3.35%	3.50%	4.08%	4.02%	Black	5.75%	5.72%	6.18%	6.06%	Other	0.43%	0.41%	0.46%	0.46%	Mixed	2.87%	3.06%	3.49%	3.54%	White	87.61%	84.72%	83.78%	83.54%	Not Known		2.58%	2.01%	2.38%			
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	<p>becoming engaged in the criminal justice system in Bolton. It is difficult to draw conclusions about the data relating to young offenders from other ethnic groups as the small size and volatility of the cohorts makes statistical analysis potentially unsound.</p> <p>Data published by DfE looks at the ratio of expected to actual involvement with the criminal justice system of different groups of young people. A situation where there was no over-or under-representation would see score of 0. As can be seen, White British people are over-represented in Bolton compared to the North West as a whole, but the extent of that over-representation has come down.</p> <p><b>Former NI 44a data – source LAIT</b></p> <table><tr><td></td><td><b>2005/06</b></td><td><b>2006/07</b></td><td><b>2007/08</b></td><td><b>2008/09</b></td><td><b>2009/10</b></td></tr><tr><td>Bolton</td><td>7.7</td><td>8.2</td><td>8.3</td><td>9.7</td><td>5.9</td></tr><tr><td>North West</td><td>2.0</td><td>0.0</td><td>0.0</td><td>0.0</td><td>0.0</td></tr><tr><td>Stat Neighbour</td><td>2.4</td><td>1.7</td><td>1.9</td><td>1.3</td><td>1.7</td></tr></table>		<b>2005/06</b>	<b>2006/07</b>	<b>2007/08</b>	<b>2008/09</b>	<b>2009/10</b>	Bolton	7.7	8.2	8.3	9.7	5.9	North West	2.0	0.0	0.0	0.0	0.0	Stat Neighbour	2.4	1.7	1.9	1.3	1.7
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<b>Religion</b>	<p>There is limited data relating to the relationship between faith and offending behaviour in either the Bolton or the England context. We do not anticipate that there should be any differential impact on these grounds but will be alert to any issues relating to faith which are raised during the consultation period.</p>																								
<b>Health Issues and Disability</b>	<p>Successive studies have consistently shown a relationship between both mental health issues and learning disabilities and propensity to become involved in offending behaviour. Nacro’s 2011 bulletin on young offenders and mental health reports that:</p>																								

	<ul style="list-style-type: none"><li>• Over a third of the young people in custody have a diagnosed mental health disorder</li><li>• Over a quarter of the young people currently serving sentences either in custody or in the community have a learning disability</li><li>• One in five of the children involved with the youth justice system has a learning disability</li><li>• Three quarters of the children involved in the youth justice system had speech or communication problems</li></ul>																																																						
<b>Gender (including gender reassignment )</b>	Nationally, many more young men than young women become involved with the criminal justice system. The most recent validated data for England and Wales suggests that the ratio is 3:1 young men to young women																																																						
<b>Age</b>	Patterns of offending change according to age – the following is the most recent validated data available for England																																																						
	<b>People in the youth justice system by age and gender 2009/10 – Source Ministry of Justice</b>																																																						
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<b>Sexuality</b>	There is limited data relating to the relationship between sexual orientation and offending behaviour in either the Bolton or the England context. We do not anticipate that there should be any differential impact on these grounds but will be alert to any issues relating to sexual orientation which are raised during the consultation period.	<p>Situations where a young person is involved in offending behaviour are associated with a range of negative behaviours and outcomes for the young person themselves and the wider community.</p> <p>Bolton YOT offers a range of interventions which seek to reduce the possibility of negative outcomes. Any change in the project's capacity to offer such support could, in theory, have the impact of reducing the support that is available for young people to build up their ability to manage day-to-day life</p>	<p>The proposal aims to minimise the effect of any changes to the project on service delivery by ensuring that we still have adequate resources to deliver required interventions. We anticipate that the changes proposed should have only a limited effect on young people using the service. In some cases, any impacts that are experienced by young people may be positive – for example the change in levels of case responsibility will mean that a higher</p>	<p>It is important to recognise that the impacts of the proposed changes on service users will be limited. The project, even in its reconfigured state will still provide substantial amounts of support to young people who are currently involved in, or are at risk of becoming involved in, offending behaviour. This support will continue to be targeted as it is at present to ensure that those young people who most need help will still receive it.</p> <p>We believe that the effects of the proposal on front line service delivery will be minimal but we will be using the consultation period on these proposals to consult with stakeholders as to whether this belief is justified.</p>
<b>Caring status (including pregnancy &amp; maternity)</b>	<p>Nacro's briefing "Youth Offending Teams and Education" finds a potential relationship between inadequate parental supervision and raised risk of offending behaviour.</p> <p>However, it is important to be clear that the existing research suggests that this is one factor which will interact with many others. The way these factors interact plays a more important role in raising the risk of offending behaviour than any of these factors individually.</p>			
<b>Marriage and civil partnership</b>	There is limited data relating to the relationship between partnership status and offending behaviour in either the Bolton or the England context. We do not anticipate that there should be any differential impact on these grounds but will be alert to any issues relating to partnership status which are raised during the consultation period.			
<b>Socio-economic</b>	The relationship between socio-economic factors and propensity to become involved in offending behaviour is a complex one, and it is necessary to consider a wide range of socio-economic factors and not just measures of household income or the level of deprivation within individual communities.			

	<p>Nacro cites the following socio-economic factors, among others, as potential predictors of increased risk of offending behaviour</p> <ul style="list-style-type: none"> <li>• Poverty</li> <li>• Poor housing</li> <li>• Inadequate parental supervision</li> <li>• Low achievement at school</li> <li>• Low attachment to or attendance at school</li> <li>• Inability to find or sustain employment</li> </ul> <p>However, it is important to be clear that existing research suggests that the way that these various factors interact plays a more important role in raising the risk of offending behaviour than any of these factors individually.</p>		<p>proportion of the YOT's service users will benefit from having a qualified officer responsible for managing their case,</p> <p>With regard to all the groups identified in this assessment, it will be noted that this proposal is driven by the corporate and departmental needs to significantly reduce spend in line with national budget reductions and the need to set a balanced budget.</p>	
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**Other comments or issues**

We are aware of the adverse impact this proposal will have on Council staff who may be subject to these proposals and are conscious of their effect.

Any potential redundancies and/or changes to terms and conditions that may result from this proposal will comply with the Council's Human Resources procedures which are designed to treat all staff equally and do not discriminate against any group of people. If a redundancy situation is identified the Council endeavours to address this by workforce planning procedures, including staff redeployment, consideration of voluntary redundancy or VER and all other reasonably practical measures.

In the event of compulsory redundancy, our policy is based on: - work performance; skills and competencies; disciplinary record; and attendance record. Any reduction in the workforce will lead to a potential reduction in its diversification, however this will be through following the appropriate procedures and not the discrimination of particular members of staff based on any other criterion except that stated in our redundancy policy.

Staff who remain in the service may find that their workload and specific areas of responsibility in the new structure are different from those that they have now. All changes to job descriptions and specific areas of responsibility will be subject to consultation under this proposal and will be implemented in accordance with existing Council policy. Where necessary, jobs will be evaluated to ensure that staff whose roles change under the new proposals are treated fairly.

The Department is committed to helping its staff maintain a healthy work-life balance.

The requirement to act as duty officer for weekend court sittings will be shared among at least six officers. Young people who require the support of the YOT officer will not be in court every weekend, but where a young person is in court the duty officer will be required to attend.

	<p>In most cases, the duty officer's responsibility will have been discharged well before lunch time on Saturday.</p> <p>Evening and weekend work which is required in connection with ISSP will be shared as equitably as possible consistent with the demands of the service.</p> <p>Due to the low numbers of staff affected by specific aspects of this proposal, it is not appropriate to discuss the demographic breakdown of the staff team in detail in this assessment as this risks identifying individuals. The demographic breakdown of the affected staff will be considered when the impact of all our proposals is assessed.</p>
<p><b>Please provide a list of the evidence used to inform this EIA, such as the results of consultation, service take-up, service monitoring, surveys, stakeholder comments and complaints where appropriate.</b></p> <p><b>If you have undertaken consultation as part of the proposal, the consultation manager will upload it on to the corporate database.</b></p>	<p><i>The following Nacro Youth Crime Briefings: -</i></p> <ul style="list-style-type: none"> <li>• <i>Youth Offending Teams, race and Justice</i></li> <li>• <i>Youth Offending Teams and Education</i></li> <li>• <i>Youth Offending and Health – the role of YOTs</i></li> <li>• <i>Prevention and Youth Offending Teams</i></li> </ul> <p><i>Nacro Mental Health Briefing</i></p> <ul style="list-style-type: none"> <li>• <i>New responses to vulnerable children in trouble: improving youth justice</i></li> </ul> <p><i>All are available for download at <a href="http://www.nacro.org.uk/news-and-resources/">http://www.nacro.org.uk/news-and-resources/</a></i></p> <p><i>Statistical data on young offenders in England and Wales published by the Ministry of Justice at <a href="http://www.justice.gov.uk/publications/statistics-and-data/youth-justice/statistics.htm">http://www.justice.gov.uk/publications/statistics-and-data/youth-justice/statistics.htm</a></i></p> <p><i>DfE – Local Authority Interactive Tool (LAIT) available at</i></p>

	<a href="http://www.education.gov.uk/childrenandyoungpeople/strategy/research/lait/a0070240/local-area-interactive-tool-lait">http://www.education.gov.uk/childrenandyoungpeople/strategy/research/lait/a0070240/local-area-interactive-tool-lait</a>
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*Healthy Children, Safer Communities: A strategy to promote the health and well-being of children and young people in contact with the youth justice system – HM Government 2009*

**5.a Are there any gaps in your evidence or conclusions that make it difficult for you to quantify the potential adverse impact?**

We will need to discuss the proposal with key stakeholders to check that our belief that the proposed changes will have limited impact on front line service delivery is borne out.

**5.b If so, please explain how you will explore the proposal in greater depth or please explain why no further action is required at this time.**

As above

**You may wish to consider undertaking secondary data analysis, further consultation or research or investigating best practice. If you are planning to undertake further consultation or research as a result of this EIA, please contact the Consultation Manager on ext. 1083.**

**This EIA form and report has been checked and countersigned by the Departmental Equalities Officer before proceeding to Executive Member(s)**

Please confirm the outcome of this EIA:

No major impact identified, therefore no major changes required – proceed	<input type="checkbox"/>
Adjustments to remove barriers / promote equality (mitigate impact) have been identified – proceed	<input type="checkbox"/>
Continue despite having identified potential for adverse impact/missed opportunities for promoting equality – this requires a strong justification	<input type="checkbox"/>
Stop and rethink - the EIA identifies actual or potential unlawful discrimination	<input type="checkbox"/>

**Report Officer**

Name:	<hr/>
Signature:	<hr/>
Date and Contact No:	<hr/>

**Departmental Equalities Lead Officer**

Name:	Andy Bent
Signature:	AB
Date and Contact No:	08 07 2011 x 4252