

CORPORATE PARENTING BOARD - MARCH 2018

Title of paper:	Reducing Offending Behaviour		
Director(s)/ Corporate Director(s):	Helen Blackman – Director, Children’s Integrated Services	Wards affected:	All
Report author(s) and contact details:	Natalie Pink - Nottingham Youth Offending Team (YOT) Lead for Children in Care (CiC) 0115 9159400 PC Sam Flint - CiC Police Officer (CiCPO) Nottinghamshire Police 0115 8763735		
Other colleagues who have provided input:	Boyd Livingstone - YOT Principal Analyst Nick Orders - Performance and Early Intervention Manager, YOT Shelley Nicholls - Strategic Lead, YOT		
Date of consultation with Portfolio Holder(s) (if relevant)			
Relevant Council Plan Key Theme:			
Strategic Regeneration and Development			<input type="checkbox"/>
Schools			<input type="checkbox"/>
Planning and Housing			<input type="checkbox"/>
Community Services			<input type="checkbox"/>
Energy, Sustainability and Customer			<input type="checkbox"/>
Jobs, Growth and Transport			<input type="checkbox"/>
Adults, Health and Community Sector			<input type="checkbox"/>
Children, Early Intervention and Early Years			<input checked="" type="checkbox"/>
Leisure and Culture			<input type="checkbox"/>
Resources and Neighbourhood Regeneration			<input type="checkbox"/>
Summary of issues (including benefits to citizens/service users):			
<ul style="list-style-type: none"> To report on the significance of the 5 year trend in reducing offending behaviour within the CiC population. To update the Board of the activity of the CiCPO and YOT Lead throughout the year in working together to reduce offending and safeguard children in care (CiC): The expansion and review of the YOT Lead for CiC role to meet needs of Directorate. The review of Nottingham City performance against recommendations of <i>‘In Care, Out of Trouble’</i> (2016), the Lord Laming Review, by the Prison Reform Trust. The use and promotion of the Multi-agency Protocol for Nottingham City to reduce the criminalisation of CiC, ratified by YOT Partnership Board in July 2017. The continuation and enhanced benefits of the Arrest Screening Programme for CiC. Practitioner Forums and training for Residential homes, Semi-independent providers and Foster Carers. 			

Recommendation(s):	
1	For the Board to recognise the significance of the 5 year trend in reducing offending behaviour within the children in care (CiC) population.
2	For the Board to recognise the importance of sustaining the work of the CiCPO to continue to improve outcomes for CiC.
3	For the Board to recognise the further development of the YOT Lead role, and the benefits of broadening its scope to the wider Directorate.
4	To note the continued drive for early identification and intervention in offending within the CiC population, to target resources and inform service development, and embed the use of restorative approaches to reduce the risk of offending across residential, semi-independent and foster care settings. This mirrors the Youth Justice Plan 2017-20.

1 REASONS FOR RECOMMENDATIONS

- 1.1** It is proposed that the role of CiCPO and YOT Lead, working in close partnership, is a model of best practice, as recognised by repeat Ofsted inspections. Other cities have looked to Nottingham City with a view to replicating this work. Nottingham City is the only known authority where a CiCPO and YOT Lead work in close collaboration and to this model. We propose this has contributed to the marked reduction in offending within the CiC population over time and that broadening the YOT Lead role benefits the wider Directorate.
- 1.2** By developing and promoting earlier identification and intervention, and improved analysis of offending within the CiC population, we are better able to use opportunities to divert from prosecution, target resources and improve outcomes for CiC.

2 BACKGROUND (INCLUDING OUTCOMES OF CONSULTATION)

- 2.1 National reporting data** is submitted annually, based on the Children in Care population in Nottingham City, who have been in care for a year or more, are aged 10-17, and have received a Youth Caution, Youth Conditional Caution or conviction within the year.
- 2.2** The financial year 2014/15 demonstrated a continued reduction from 2014 of 2.2 percentage points to 6.0%. Significantly, this moved Nottingham City from the worst performing quartile of local authorities, to the second best for this indicator. For the year 2015/16, Nottingham City reported a figure of 5.8% for this measure, and we maintained our place in the second best performing quartile.
- 2.3** For the year 2016/17 the recorded figure for this measure is 5%. This maintains what is now a 5 year trend in reducing offending behaviour among the Children in Care population, and again maintained our place in the second best performing quartile. Our Local Measure reports on all Children in Care who have offended in Nottingham City, regardless of time spent in care. This also shows a continued reduction in offending among the Children in Care population.

- 2.4** As the numbers of Children in Care who are offending has reduced significantly, it is no longer possible to analyse offending by placement type, for example whether there is disparity between Children in Care in residential and foster care. There is a greater likelihood of offending among Children in Care placed within semi-independent provisions for example, however the demographics of this age group mirrors the peak age for youth offending in the general population.
- 2.5 Specialist roles:** The role of the CiCPO continues to be jointly funded by Nottinghamshire Police and Nottingham City Council, with the CiCPO located at our Isabella Street building. The YOT moved to NGY/Castle Gate House a short distance away in January 2018. PC Rebecca (Beckie) Dalby joined PC Sam Flint in the role of CiCPO on a short-term basis in January 2018.
- 2.6** The YOT Lead role was incorporated within a 3-day case-holding Case Management post until November 2017, which inevitably limited the amount of time which could be dedicated to CiC development work. During November 2017 until the end of the financial year, the YOT Lead has been freed of case management responsibilities in order to consolidate this work and develop opportunities to make a positive impact across the Directorate. The YOT Lead was asked to speak about the work we do as an Authority to reduce criminalisation at the Youth Justice Board Convention 2017 and has received an invitation to speak at a Westminster Briefing in February 2018. This enhances our reputation as a City in this area and other Authorities have asked to consult on how they could replicate this work.
- 2.7** In late 2015 the YOT Lead for Children in Care, with input from the Children in Care/Care Leaver Council and colleagues, provided a submission on behalf of NCC, to an Independent Review process, chaired by Lord Laming, looking at how life chances for Children in Care can be improved by protecting them from criminalisation. 'In Care, Out of Trouble' (2016) (www.prisonreformtrust.org.uk/carereview) has made a significant number of recommendations for policy and practice in this area. The YOT Lead has worked with colleagues and partners to assess our practice against these recommendations, with a view to evidencing our strengths and identifying areas of potential improvement. Initial findings will be presented to the Service Manager and Head of Children in Care March 2018 with a view to determining how these are taken forward.
- 2.8 Protocol:** Led by Nottinghamshire Police, the CiCPO and YOT Lead worked alongside the CPS, Service Managers for CiC and Placements to develop a protocol, with a view to reducing the criminalisation of CiC, embedding restorative justice and early intervention. This included complementary 'traffic light' practice tools, developed in conjunction with the CiC and CL Council and partners, to communicate the principles of the Protocol to young people, enable them to participate and reflect upon any risk management needs and demonstrate our accountability to young people. The YOT Board ratified this document in July 2017. The YOT Lead is planning a multi-agency training event on 29th March, to embed this learning. This will be co-facilitated by the CiCPO with the addition of a guest panel.
- 2.9 Children in Care Arrest Screening:** The difficulty of early and effective identification of Children in Care on arrest was identified as a concern in 2015, and an Arrest Screening Programme was devised to pro-actively divert Children in Care from prosecution where appropriate. The YOT Lead cross-references daily arrest sheets with Social Care records to identify Children in Care placed in the City following arrest, and puts the Officer in Charge in touch with the team around the child, to consider opportunities for diversion where suitable. Where prosecution is appropriate,

this promotes the use of the Crown Prosecution Service (CPS) 10 point checklist, in order that the Court can make an informed decision as to how to proceed and prevent unnecessary adjournments. Efficient identification of Children in Care and key professionals has been greatly assisted by the routine convergence of YOT and Social Care information by the YOT Data Analyst. The Child and Adolescent Mental Health Service (CAMHS) Looked After Team is now copied into Arrest Screening emails. This prompts conversations as to whether the team around the child would benefit from consultation, to promote appropriate referral, and encourages professionals to see a young person's behaviour in the context of their emotional and mental health. There are no systems in place to flag young people placed by Nottingham City out of county when they are arrested outside of Nottingham City, and this is a programme other Authorities are looking at as a model of good practice. The YOT Lead has raised the challenge of young people having consistent opportunities for diversion when speaking to a national audience.

2.10 Practitioner Forums: These Forum are chaired by the CiCPO and YOT Lead, with guest speakers invited including NCC, partners or representatives from the voluntary sector. They are used as a preventative resource to identify any concerns or themes around offending by CiC, ensure good communication and sign post as appropriate. Resources are promoted and best practice shared. Individual cases are not discussed within the body of the meeting (opportunity for confidential discussion is available towards the end of the meeting), and there is a confidentiality policy in place. Providers met jointly in 2017 and this method of delivery has been developed further for 2018. Providers will continue to be invited to 3 forums per year, but will be grouped per sector (Residential and Semi-Independence, and Foster Carers caring for 10-17 year olds) and representatives from CiC Teams and the Placements Team will now routinely attend. This consolidation takes into account the increasing number of providers, the need for the efficient use of resources and feedback from carers. Participant evaluation has been wholly positive, with key themes being the opportunity to network and share learning from each other and guest speakers.

2.11 Child Sexual Exploitation (CSE): The CiCPO has contributed to the profile and provision available to tackle CSE in the City, and the benefit of this work extends beyond the CiC population. The CiCPO continues to chair the Concerns Network Meeting, a multi-agency forum which collates and distributes pieces of information where concerns for potential CSE have been identified. This meeting has been able to action successful disruption work. The CiCPO has provided CSE awareness training to hotels, including a bespoke session to one city hotel and security services in 2017. The CiCPO also contributes to the multi-agency 'Broken Dreams' CSE training, which Local Authority Residential Carers have attended. The CiCPO has been instrumental, alongside the CSE Co-ordinator, in the implementation of Operation Canberra on the evening of 31.08.17. This involved the creation and distribution of 'Z' cards, giving information to security staff on the signs of CSE to look for and where to feed concerns.

2.12 Young people placed from other Local Authorities: The CiCPO implemented an 'Admission and Discharge' form for private providers, which is shared with the CiCPO, the Placements Team and Missings Team. This enables appropriate professionals to have an awareness of young people in our area, who may be out of county placements, and may or may not be open to local services, to highlight any needs, risks and vulnerabilities that may assist in the management of risk. Whilst this has been useful, there is scope to improve the collating and management of this information.

- 2.13** Such pieces of work complement and inform a pro-active approach by senior management within Nottingham YOT, Children's Services and Nottinghamshire Police to address an identified national concern for complex young people placed within the City by other local authorities. Senior management liaise with their counterparts in placing local authorities, in order to address any challenges and mitigate any risks associated with such placements. This is supported by Caretaking Policies that ensure necessary and timely information is provided by home local authorities, to effectively manage risk and vulnerability. Where concerns are identified, escalation processes work to highlight and address these at an appropriate level. Individual examples of good practice in caretaking cases from out of area were highlighted by the YOT Inspection 2016.
- 2.14** The YOT achieved a Restorative Services Quality Mark (RSQM) in 2016, demonstrating its commitment to quality provision throughout the service. A training programme in Restorative Approaches is offered to residential and semi-independent providers, and this has been extended to include foster carers who care for 10-17 year olds for 2018. All local authority homes received initial training in the subject in 2015 and have been offered opportunity to progress this learning by taking part in 3 day facilitator training during 2016/17. This course had a positive take-up, and the YOT Lead for CiC and RJ Co-ordinator are working to ensure all local authority carers have received this training to enable a consistent approach. The YOT RJ Co-ordinator has provided consultation and some direct work with young people through the year, which has proved beneficial.
- 2.15** *"[The RJ Co-ordinator] was excellent with [young person], calming his anxieties, clearly explaining and prepping him prior to the meeting. [Young person] was able to explain himself clearly and show his remorse, this meeting has really helped [young person]. A positive outcome for all, so pleased. 'Thank you' and handshakes all round! Thank you so much for your part in all this [YOT Lead for CiC], yourself and the RJ Co-ordinator] have helped make a young person very happy on the lead up to Christmas" (Carer 2017).*
- 2.16** Where there is an identified risk of offending in the community, and to prevent young people becoming first time entrants to statutory Youth Justice Services, young people, including CiC, have access to the preventative resources of the Targeted Youth Support (TYS) Team. Referrals are made and suitability is discussed at area based Young People's Panels. This is a diverse team who are skilled in engaging challenging adolescents, with whom other statutory services have often struggled to engage. Colleagues within this team hold areas of special interest, one being CiC.

3 OTHER OPTIONS CONSIDERED IN MAKING RECOMMENDATIONS

- 3.1** None

4 FINANCE COLLEAGUE COMMENTS (INCLUDING IMPLICATIONS AND VALUE FOR MONEY/VAT)

- 4.1** The post of CiCPO is jointly funded by Nottinghamshire Police and Nottingham City Council. Reduction of offending and missing reports have both a short and long term financial benefit across the authority and partners, as well as safeguarding CiC and improving outcomes.

- 4.2** The YOT Lead role is a specialism incorporated within a three day Case Management post. The YOT continues to be committed to prioritising this focus on reducing the criminalisation of CiC, in line with the priorities outlined in the Youth Justice Plan 2017-20. Notwithstanding current budget pressures and the likelihood of further future cuts from across the partnership, for this financial year at least, resource will be maintained at the current level from core YOT budgets. Opportunities for further development of this role within the Directorate to meet inspection requirements for CiC and Care Leavers are being explored, which could mitigate financial risk.
- 4.3** “The rate at which a minority of children move from care into the criminal justice system is not inevitable.....“Good practice can dramatically reduce the long term costs that arise when young people get sucked into the criminal justice system unnecessarily – one study calculated a return of £3.41 for every £1 invested.” (*In Care, Out of Trouble* 2016)
- 4.4** Training in restorative approaches is provided to Local Authority homes by the YOT Restorative Justice Co-ordinator free of charge. A competitive fee is charged to private providers, which supports the capacity of YOT to continue specialist posts.

4.5 Shelley Nicholls, Strategic Lead Youth Justice 11/01/18

5 LEGAL AND PROCUREMENT COLLEAGUE COMMENTS (INCLUDING RISK MANAGEMENT ISSUES, AND LEGAL, CRIME AND DISORDER ACT AND PROCUREMENT IMPLICATIONS)

5.1 None, N/A

6 STRATEGIC ASSETS & PROPERTY COLLEAGUE COMMENTS (FOR DECISION RELATING TO ALL PROPERTY ASSETS AND ASSOCIATED INFRASTRUCTURE) (AREA COMMITTEE REPORTS ONLY)

6.1 None, N/A

7 EQUALITY IMPACT ASSESSMENT

7.1 Has the equality impact of the proposals in this report been assessed?

No

X

An EIA is not required because the report does not contain proposals or financial decisions.

8 LIST OF BACKGROUND PAPERS OTHER THAN PUBLISHED WORKS OR THOSE DISCLOSING CONFIDENTIAL OR EXEMPT INFORMATION

8.1 Joint Protocol Between; Children & Young Peoples Services, Nottinghamshire Police, Crown Prosecution Service and Nottingham City Youth Offending Team

9 PUBLISHED DOCUMENTS REFERRED TO IN COMPILING THIS REPORT

9.1 ‘*In Care, Out of Trouble*’ (2016) www.prisonreformtrust.org.uk/carereview