

## CORPORATE PARENTING BOARD – JANUARY 2017

<b>Title of paper:</b>	Reducing Offending Behaviour	
<b>Director(s)/ Corporate Director(s):</b>	Helen Blackman – Director, Children’s Integrated Services	<b>Wards affected:</b> All
<b>Report author(s) and contact details:</b>	Natalie Pink - Case Manager, Nottingham Youth Offending Team (YOT) 0115 9159400 PC Sam Flint - Children in Care Police Officer (CiCPO) Nottinghamshire Police 0115 8763735	
<b>Other colleagues who have provided input:</b>	Boyd Livingstone - YOT Analyst Nick Orders - Performance and Early Intervention Manager, YOT Shelley Nicholls - Strategic Lead, YOT	
<b>Date of consultation with Portfolio Holder(s) (if relevant)</b>		
<b>Relevant Council Plan Key Theme:</b>		
Strategic Regeneration and Development		<input type="checkbox"/>
Schools		<input type="checkbox"/>
Planning and Housing		<input type="checkbox"/>
Community Services		<input checked="" 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"/>
<b>Summary of issues (including benefits to citizens/service users):</b>		
<ul style="list-style-type: none"> <li>• Further reduction of offending behaviour within the children in care (CiC) population.</li> <li>• Use of a draft multi-agency Protocol in Nottingham City, led by Nottinghamshire Police, to reduce the criminalisation of CiC. Progress towards sign-off for Nottingham City via YOT Partnership Board.</li> <li>• Continuation of the Arrest Screening Programme for CiC.</li> <li>• Move from Network Meetings, co-chaired by the CiCPO and YOT Lead for CiC, towards Practitioner Forums for Local Authority and private children’s homes.</li> <li>• Senior Management liaison between Nottingham City Council and other Local Authorities placing complex young people in the City.</li> <li>• Update on training provision offered by CiCPO and YOT to Local Authority and Private children’s homes.</li> <li>• Publication of <i>‘In Care, Out of Trouble’</i> (2016), the Lord Laming Review, by the Prison Reform Trust and Charlie Taylor Review of Youth Justice (pending at time of writing).</li> </ul>		

<b>Recommendation(s):</b>	
<b>1</b>	To recognise the further reduction of offending behaviour within the CiC population in the financial year 2015-16.
<b>2</b>	To recognise the importance of the role of CiCPO and YOT Lead in working together to reduce offending and safeguard CiC.
<b>3</b>	To support the YOT Board, who propose to formally recognise and adopt the Multi Agency Protocol (currently in draft form), to reduce the criminalisation of CiC for Nottingham City, working towards its adoption as a cross-authority protocol.
<b>4</b>	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 and foster care settings. This mirrors the YOT Plan 2016-17.
<b>5</b>	To support a self-assessment process, by Nottingham City Council, working with the Children in Care and Care Leavers Council and partners, to review our performance against the recommendations of 'In Care, Out of Trouble' (2016), Lord Laming's Review by the Prison Reform Trust. To consider findings and recommendations in light of the pending Charlie Taylor Review, in order to improve outcomes for our CiC and CL.

## **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, and this has been recognised by repeat Ofsted inspections. Other cities have looked to Nottingham City with a view to replicating this model. Nottingham City is the only known authority where a CiCPO and YOT Lead work in close collaboration, and this work has contributed to a marked reduction in offending within the CiC population over time.
- 1.2** Formal sign-off of the existing draft multi-agency protocol and complementary tools by the YOT Board will enable its further promotion across services, provide accountability to carers and young people and improve confidence in reflective practice and decision making.
- 1.3** By developing and promoting earlier identification and intervention, and improved analysis of offending within the CiC population, it is anticipated we are better able to use opportunities to divert from prosecution, target resources and improve outcomes for CiC.
- 1.4** Late 2015 the YOT Lead for CiC, with input from the CiC/CL 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 CiC can be improved by protecting them from criminalisation. 'In Care, Out of Trouble' (2016) ([www.prisonreformtrust.org.uk/carereview](http://www.prisonreformtrust.org.uk/carereview)) has made a significant number of recommendations for policy and practice in this area. Review of our provision enables us as a City to continue to develop or refine our practice in line with these

recommendations. This will need to be set against the findings of the Charlie Taylor whole-scale Review of Youth Justice and continued cuts in funding streams.

## **2 BACKGROUND (INCLUDING OUTCOMES OF CONSULTATION)**

- 2.1** National reporting data for the financial year 2014/2015 was published in December 2015 and reported at the Board in January 2016. This demonstrated a continued reduction from 2014 of 2.2 percentage points to 6.0% of the CiC population aged 10-17 having received a Youth Caution, Youth Conditional Caution or conviction within the year. Significantly, this moved Nottingham City out of the worst performing quartile of local authorities to the second best for this indicator.
- 2.2** For the financial year 2015/16, Nottingham City has reported a figure of 5.8% for the same measure. Nottingham City maintained its place in the second best performing 'quartile' in this area. The Local Measure, which reports on all CiC who have offended, regardless of time spent in care, follows a similar pattern to National reporting figures. This shows a continued reduction in offending among the CiC population and it is noted that the lower the reported figure, the more difficult any further reduction is to achieve. This is set in the wider context of increasing national offending rates for the youth population. Comparative data was published in December 2016 through the Local Authority Interactive Tool (LAIT), and shows our year on year improvement in this area over time (please note the 6.0% figure shown is a rounded figure, the figure we reported is 5.8%).
- 2.3 Specialist roles:** The role of the CiCPO continues to be jointly funded by Nottinghamshire Police and Nottingham City Council, with the CiCPO located within a Social Care/YOT building. All workers within this building are to be relocated to as yet unknown premises by March 2017.
- 2.4** The YOT remains committed to having a Lead for CiC. This role has been covered during a period of maternity leave, however statutory responsibilities, the introduction of ASSET+ as a new assessment system and budget reductions meant a focus upon core work with no case-load reduction. The YOT Lead returned November 2016 part-time in a Case Management post with a caseload restriction, given the CiC responsibilities outlined.
- 2.5 CiC Arrest Screening:** The difficulty of early and effective identification of CiC on arrest was identified as a concern in 2015, and an Arrest Screening Programme devised to pro-actively divert CiC from prosecution where appropriate. The YOT Lead cross references daily arrest sheets with Social Care records to identify CiC 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 (the CPS are asking for an adjournment in cases where this information is not available at first hearing.) Increasingly homes have prepared this information in advance of police requesting this, which assists in timely and informed outcomes. Work is ongoing with the YOT Data Analyst to integrate Social Care and YOT information on a routine basis, to aid and assist early intervention and support.
- 2.6 Training:** The CiCPO and YOT Lead facilitated a training day for Local Authority and private providers in 2016, with attendees benefiting from presentations including

PREVENT, Child Sexual Exploitation and the Concerns Network Meeting, sexual health and Lifeline Journey. Evaluation gave a very positive response. The CiCPO worked with the YOT Police Officer to deliver training to Student Police Officers and Student Social Workers in September 2016.

- 2.7 The CiCPO has previously provided training to representatives of the fire service, foster carers, Community Protection Officers, City Centre Hotels and venues around Child Sexual Exploitation and intelligence sharing via the Concerns Network Meeting. In September 2016 the CiCPO will be training security staff at NCC, pubs, clubs and fast food outlets.
- 2.8 The YOT achieved a Restorative Justice Quality Mark in 2016 demonstrating its commitment to quality provision throughout the service. A Restorative Justice training programme is offered to all Local Authority and private children's homes by the YOT Lead for Restorative Justice. All Local Authority homes received initial training in the subject in 2015 and have been offered opportunity to progress this learning. Despite some interest, there has been limited take up of this opportunity during 2016. The YOT Lead has provided consultation and some direct work with young people through the year.
- 2.9 The CiCPO has developed an 'Admission and Discharge' form for private providers, which is shared with her, the Placements Team and Missings Team. This enables appropriate professionals to have an awareness of young people in our area, who may be in out of county placements, and may or may not be allocated to local services, in order to highlight any needs, risks and vulnerabilities that may assist in the management of risk.
- 2.10 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 concern for complex young people placed within the City by other Local Authorities. Members of Senior Management liaise with contemporaries 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 Policies 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.
- 2.11 **Protocol:** Led by Nottinghamshire Police, the CiCPO and YOT Lead have worked alongside the CPS, Service Managers for CiC and Placements with the aim of developing a cross-authority protocol, with a view to reducing the criminalisation of CiC, embedding restorative justice and early intervention. This is distributed as a draft within the city. While it is hoped this can be adopted as a cross-authority protocol, and efforts have been made to achieve this over time, there are no equivalent CiC specialist posts in the County and further consideration will be required to ensure this protocol meets the needs of the County. The YOT Board considered this document at their meeting in October and agreed to table this at the next Board meeting in January 2017, with the aspiration of signing-off any amendments required for Nottingham City.
- 2.12 The YOT Lead developed complementary 'traffic light' practice tools 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. They provide a framework of 'what we can expect from each other', structured debrief where incidents do not require prosecution, and equip CiC with information around consequences of offending in preparation for adulthood. Signs of Safety and Restorative Approaches are incorporated. Carers tell us these tools are now widely used across Local Authority and private providers, with very good feedback received. Carers say they appreciate the accessibility of the tools, which provide opportunities for further resources (at an appropriate level), or prompts to refer to services where additional support is required. Once signed-off the protocol will benefit from training in order to promote it's spirit and consistent practice.

**2.13** Where there is an identified risk of offending, 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 discussed at area based Young People's Panels. This is a diverse team who is skilled in engaging challenging adolescents, with whom other statutory services have often struggled to engage. Workers within this team hold areas of special interest, one being CiC. This new development assists in the delegation of tasks and personal development.

**2.14 Network Meetings:** These meetings are chaired by the CiCPO and YOT Lead, with each provider invited to two per year. They are used as a preventative resource to identify any concerns or themes around offending in Local Authority/private provision, ensure good communication and sign post as appropriate. Resources are promoted and best practice shared. Given the increasing need for efficiency, two providers are now invited to attend each meeting. Where there is more than one provider, individual cases are not discussed within the body of the meeting, and there is a confidentiality policy in place. Positively this has proved successful, with providers appreciating the opportunity to share learning or training opportunities. We shall look to extend this further and resume inviting speakers to give presentations in a Practitioner Forum.

### **3 OTHER OPTIONS CONSIDERED IN MAKING RECOMMENDATIONS**

3.1 None

### **4 FINANCE 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 has both a short and long term financial benefit across the Authority and partners, as well as safeguarding CiC and improving outcomes. We have observed that police reorganisation of provision has impacted on officers' ability to have relationships with homes, or provide non-emergency support to them or the CiCPO. Where homes do not have a known PCSO this further reduces resources available to them for prevention and diversion. Police resource contained within the YOT will continue support and develop the objective of reducing the criminalisation of CiC.

**4.2** The YOT Lead role is a specialism incorporated within a three day Case Management post. Whilst the YOT continue to be committed to having a YOT Lead post, the

continuation of this provision could be placed at risk through funding cuts, and the need to focus upon core services.

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 Lead free of charge. A competitive fee is charged to private providers, which supports the capacity of YOT to continue specialist posts.

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

5.1 It is proposed these roles minimise risks to both the organisation and young people in care by providing a focus on the needs of this group. The sustainability of these roles is considered instrumental in consolidating and building upon work in this area to date, in an effort to strive for better outcomes for CiC in Nottingham. The CiCPO role has always been a sole post; with a wealth of specialist knowledge there remains a risk in the longer term should the post-holder move on. The CiCPO remains a serving Police Officer, and therefore can be, and is on occasion, called upon to attend specific events or operations. Whilst joint funding of the role minimises this risk, these duties can take them away from their CiC focus.

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

6.1 None

## **7 EQUALITY IMPACT ASSESSMENT**

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

No



An EIA is not required because:

(Please explain why an EIA is not necessary)

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 Appendix 1: (Draft) Joint Protocol Between; Children & Young Peoples Services, Nottinghamshire Police, Crown Prosecution Service and Nottingham City and County Youth Offending Teams.

8.2 Appendix 2: Local Authority Interactive Tool (LAIT).

9 **PUBLISHED DOCUMENTS REFERRED TO IN COMPILING THIS REPORT**

9.1 *'In Care, Out of Trouble'* (2016) [www.prisonreformtrust.org.uk/carereview](http://www.prisonreformtrust.org.uk/carereview)

9.2 *'Charlie Taylor Review'* [www.gov.uk/government/publications/review-of-the-youth-justice-system](http://www.gov.uk/government/publications/review-of-the-youth-justice-system)