

Report to:	People Committee	Date:	10 October 2019
Report title:	Youth Offending Service - Progress Report		
Report from:	Nick Ireland, Strategic Director of People Directorate		
Ward/Areas affected:	Borough wide		
Chair of Committee/Lead Member:	Councillor Marian James		
Author(s)/Contact Number(s):	Jackie McCarthy, Head of Service - Family Support and Care Planning, 020 8770 4600 Laura Noulton, Integrated Youth Service Team Manager, 020 8770 5039		
Corporate Plan Priorities:	<ul style="list-style-type: none"> • Keeping People Safe 		
Open/Exempt:	Open		
Signed:		Date:	26 September 2019

1. Summary

- 1.1 The People Directorate is ambitious for all children and young people it is responsible for Young People who offend have often experienced trauma in their early childhood and it is the responsibility of Children's Services to work with young people and their families in a restorative way to prevent offending and reduce the rate of reoffending. Sutton's Youth Offending Team statistically out performs or equals all national data relating to Young people offending. Children's Services is proud of its success to date and its continuous improvement journey in supporting some of our most vulnerable young people. This report sets out the role and responsibilities of the service, governance and inspection arrangements, service developments taking place and performance.
- 1.2 Sutton's Youth Offending Team works intensively with young people issued with court disposals managed in the community, as well as custody. The focus is on risk management in terms of public protection as well as rehabilitation and desistance factors for the young person.
- 1.3 The Youth Offending Team also has an early intervention service which works closely with the police to deliver interventions for out of court disposals to reduce offending rates.

2. Recommendations

- 2.1 To note the Youth Offending Service, (which is part of the Integrated Youth Service (IYS) Progress Report.

3. Background

- 3.1 The Sutton Youth Offending service is delivered through the Integrated Youth Service (IYS) and is the local provider of youth justice services within the London Borough of Sutton. The IYS is a relatively new service (launched November 2018) and was a merger of the Youth Offending Team (YOT) and the Targeted Youth Service. The merger enabled the YOT to continue and build on its work with young people through capacity building and increased partnerships.
- 3.2 The approach to youth justice is still multi-agency through a team comprised of the four statutory agencies: Police; National Probation Service; NHS; and the Local Authority. Each agency holds a statutory responsibility for resourcing and supporting the partnership.
- 3.3 IYS sits within the Children's Safeguarding and Social Care department which is part of the People Directorate, which allows for joined up working, good communication and information sharing focusing on delivering better outcomes for young people.
- 3.4 This report focuses on the Youth Justice national standards, though it is prudent to note that other areas of significant work takes place to enhance outcomes including a programme of reparation for offenders, group based activities, supporting our young people with education, training and employment and the crucial part that is played in relation to victim support.

4. Issues

Governance and Inspection Arrangements

- 4.1 The Sutton Safer Partnership Board (SSPB) is responsible for the youth justice work and is accountable to elected members and chaired by the Leader of the Council. SSPB meets quarterly and both the IYS Manager and the Assistant Director of Children's Services attend SSPB to provide updates on youth offending and wider Children's Services. The SSPB is scheduled to undertake a thematic scrutiny session with the Sutton Youth Justice Management Board (SYJMB) in the autumn 2019.
- 4.2 SSPB delegates governance responsibility of youth justice to the operational steering group, Sutton Youth Justice Management Board (SYJMB). The Board has supported an increased focus on early intervention, with a role of scrutiny, challenge and support. It also allows holistic exploration of the issues behind some of our complex and challenging young people. The Board has introduced as a standing agenda item 'Case Studies' to bring to life the case circumstances of young people the service is supporting and for the board to ask any questions in relation to practice.

- 4.3 Since April 2018, the SYJMB has been chaired by Jonathan Williams, Assistant Director, Sutton Children's Services with view of reintroducing a co-chair from the police. SYJMB has a wide range of representation from senior members of all statutory agencies and from the wider partnership. The Board has grown in membership over the last 12 months and includes representatives from the National Probation Service, Clinical Commissioning Group (CCG), Community Safety Partnership, Community Action Sutton as well as Local Authority colleagues from Commissioning, Public Health, Data and Intelligence, Early Help and our Assistant Director of Education & SEN who has particularly added value this year. The Board has continued to meet on a quarterly basis throughout 2018-19.
- 4.4 There is a requirement, set out under Section 40 of the Crime and Disorder Act 1998, to produce an annual youth justice plan and requires each local authority, in consultation with partner agencies, to formulate and implement a plan which outlines:
- How youth justice services in their area are to be provided and funded
 - How the youth offending team will be composed and funded, how it will operate, and what functions it will carry out.

Sutton continues to submit its plan every year to the Youth Justice Board for England and Wales (YJB).

- 4.5 The YOT element of IYS is subject to periodic inspection by HM Chief Inspector of Probation who has a requirement under Section 7(6) of the Criminal Justice and Court Services Act 2000 to inspect and report on youth offending teams.

4.6. Key Achievements

In terms of achievements, Sutton IYS is particularly proud of the following progress made in 18/19:

Successful development of the IYS service

- 4.7 The service in Sutton, in conjunction with partner agencies, has reduced the number of young people accessing post court services whilst increasing those accessing prevention services. The amalgamation of Targeted Youth Support and YOT has strengthened this approach as it was recognised that both services were working with the same cohorts with interdependencies. This enabled us to think creatively and innovatively about how we could deliver our ambition to further reduce offending and improve outcomes for young people.
- 4.8 Streamlining the service has allowed us the opportunity to allocate one worker whom the young person can build a meaningful relationship with, therefore preventing exposure to multiple staff. The service is highly regarded in the borough and the data evidencing the low rates of re-offending, keeping young people in mainstream school and out of care have all been excellent. The team were very proud to receive the Team of the Year award across the whole of People's Directorate, in recognition of this work.

IYS Awarded 3 year Funding from Mayor of London's Young Londoners Fund to Work at Prevention Level with Young People

- 4.9 We were one of only 20 Local Authorities to be awarded a medium grant of £150,000 over 3 years for work focusing on group workshops, activities and one to one work with young people at risk of anti-social behaviour. This funding has allowed us to significantly increase our prevention offer and has contributed to our continuous reduced rates of first time entrants to the youth justice system. Of importance is the work we are now able to deliver in schools and we have also begun to extend this to parents, running two evening workshops to date on issues such as knife crime and gang affiliation. We are currently completing a bid to the Violence Reduction Unit for further funding to increase our delivery to persistent offenders and county lines involvement.

LBS and IYS Work to Keep Young People in Mainstream Education

- 4.10 There has been a strategic multi-agency approach focusing on keeping young people in mainstream education with the acknowledgement that by default, this reduces their chances of getting involved in anti-social behaviour. At one point in July 2018, all cases open to the YOT in post court work were schooled at the Pupil Referral Unit (PRU). In partnership with the schools it was recognised that work needed to take place to try and help keep young people in mainstream education. With this in mind the service secured funding via the Dedicated Schools Grant to deliver a year 6 project supporting those children where it was deemed that risk factors were present that could lead to exclusion in secondary school. To date out of the 24 worked with only 2 have been permanently excluded from mainstream school. We are building on this success with a new programme of support "Change up" starting in September 2019, see appendix A.

Visit to Sutton from the YJB - in Relation to our Low First Time Entrance Figures

- 4.11 The YJB were keen to learn more about the Local Authority's approach to prevention, which provided us with the opportunity to showcase the work of the partnerships and buy in from senior leaders. We were able to provide examples of multi-agency working and the strong ethos that Sutton holds with regard to intervening in Children and Young People's lives as early as possible in order to reduce escalation of risk and harm.
- 4.12 Sutton Council is working with the University of Bedfordshire and the Contextual Safeguarding Network over the next three years to develop and enhance our contextual safeguarding approach to vulnerable adolescents. Sutton was one of six local authorities to have successfully bid to be part of the "scale up" project. IYS will be key in developing local services in our response to extra familial risk (risk outside of the family home).

4.13 Key Challenges

Complexity and Care Placements

- 4.14 The young people open to IYS have increasingly complex needs and tend to be open to Children's Services; often at the edge of, or, in care. Over the last 12 months, we have seen

increasing numbers of young people involved in criminal exploitation which has generally increased when they have been placed in care placements outside of Sutton. We acknowledge that placing young people in care often does not reduce risk or improve safeguarding outcomes especially where the concerns are outside the home. We have been instrumental in supporting Children's Social Care reduce the number of young people placed in residential care to improve outcomes. This however remains a significant challenge for IYS and across the partnerships with vulnerable young people being heavily influenced by their peers and external factors. Over the last 18 months we have contributed significantly to the reduction of young people in residential care by 50% through our Targeted Youth Support offer. This has positively resulted in £1.6million cost avoidance through keeping young people out of care; the majority of whom would be at risk of criminal activity and exploitation.

4.15 Performance

4.16 Sutton's performance against the YJB's three national performance indicators continues to be above the national average and we outperform others within our YOT family (where we are grouped with similar YOTs based on demographics and numbers). We continued to see a decline in the number of first-time entrants (FTEs) and are also seeing some reduction of reoffending rates. The use of custodial sentences has also decreased over the last 12 months but is still higher than we would like and we are working with our counterparts across London to address and focus on serious youth violence and knife offences, in terms of prevention and those already convicted.

Standard 1 - Reducing First Time Entrants

4.17 Sutton saw an all-time low of just 26 first-time entrants for 2018-19. This was significantly less than the 2017-18 figure of 36; a 28% reduction which confirms an ongoing downward trajectory. Between the period January 2018 and December 2018, Sutton's FTE performance rate of 114 remained lower than the Sutton's YOT family average (195), London (283) and England (238) rate per 100,000 of 10-17 population. Intervening early continues to be a main focus of our work in order to produce optimum outcomes for children and young people. We are very proud of our achievements to date which reflects the ethos of the Children's Services Leadership Team and workforce; providing interventions at the earliest opportunity to meet need and prevent escalation of risk.

Standard 2 - Reducing Re-offending

4.18 Sutton is a relatively small YOT which is reflected in the figures presented within this document. As can be seen in table 5 our offender and re-offender rates are relatively small, although the complexity of such issues should not be minimised. The overall re-offending rate for 18/19 equates to 16.2% a fall of 2% from 16/17 figure of 18.2%

Standard 3 - Reducing Custody

4.19 There were three Sutton young people who received custodial sentences in 2018-19. Excluding concurrent orders, the total number of custodial sentences issued to these 3 young people totalled 4; a decrease of 2 from the previous year. This decrease saw Sutton's custodial rate per

1000 of 10-17 population decrease to 0.21 from 0.31 in 2017-2018. This is from a previous baseline of 0.11 in 2016-17. This is less than half the London average (0.49) less than the England (0.31) and YOT family (0.23) rates.

4.20 The decrease in custodial rates is in part down to the ongoing prevention work and joint up work with social care to look holistically at the support we can offer families and young people to keep them from offending and ensure they comply with their orders.

Table 1- First time entrants

2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	17/18	18/19	19/20
125	99	68	59	50	38	52	37	26	Q1 7

Table 2 - Sentenced to custody

2013/14	2014/15	2015/16	2016/17	17/18	18/19
5	0	3	2	5	4

Table 3 - Number of offences

		14/15	15/16	16/17	17/18	18/19	19/20(to date)
Total number of offences	Boys	107	201	151	123	90	10
	Girls	15	50	50	29	8	2
	Total	122	251	201	152	98	12
Total number of offenders	Boys	56	119	74	56	39	6
	Girls	9	29	18	17	4	1
	Total	65	148	92	73	43	7

Table 4 - Offence type

		14/15	15/16	16/17	17/18	18/19	19/20(to date)
Current top 4 offences	Violence Against the person	34	74	80	74	49	3
	Motoring Offences	12	28	48	28	20	1
	Theft and Handling	15	-	-	-	-	1
	Drugs	14	-	-	-	-	2

	Offences						
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Table 5 - Reoffender rates

Reoffenders Per quarter	2018/19 Q1	Q2	Q3	Q4
Reoffenders	15	13	7	8
Offenders	3	2	0	2
%	20%	15%	00.0%	25%

Table 6 - Numbers assessed through triage

2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	17/18	18/19	19/20
89	90	59	132	162	148	126	115	90	Q1 13

5. Options Considered

- 5.1 In considering performance data members may be satisfied with explanations given by officers where performance issues exist. In other circumstances, members may wish further investigation of issues. In the event that a task and finish panel is desired, clear objectives for the panel must be agreed as well as the resource implications of such a panel.
- 5.2 Given that there are resource implications from setting up a task and finish panel, members are invited to consider alternative ways of seeking further detail where they require it to satisfy themselves that appropriate action is being taken to bring performance back on track. For example, inviting the performance lead member to attend a Chair's briefing on that particular topic to ask further in-depth questions, asking for a more detailed report to come back to the next committee meeting, agreeing to focus on that issue at the next meeting, or referring the issue to the Overview and Scrutiny Committee to consider for an in-depth review.

6. Impacts and Implications

Financial

- 6.1 The Youth Offending Service budget is £307k (net) for financial year 2019/20. This budget consists of £535k total expenditure for both pay and non-pay spend and income contributions of £228k including Youth Justice Board grant and other partner contributions.

Legal

- 6.2 Under section 17 and paragraph 7 of Schedule 2 to the Children Act 1989, the authority has a duty to take reasonable steps designed to reduce the need to bring criminal proceedings

against children in their area and to encourage children within their area not to commit criminal offences.

Section 39 (1) of the Crime and Disorder Act 1998 local authorities have a duty to establish one or more youth offending teams for their area acting in co-operation with named statutory partners. The statutory partners are the police, the probation service and health. To support the YOT, additional partners may also be recruited to the joint strategic effort to prevent offending by children and young people.

Two principal statutory functions assigned to each YOT in Section 39 (7):

- to co-ordinate the provision of youth justice services for all those in the authority’s area who need them.
- to carry out such functions assigned in the youth justice plan formulated by the local authority.

Guidance is issued jointly by the Ministry of Justice and Youth Justice Board.

7. Appendices and Background Documents

Appendix letter	Title
A	Bitesize Briefing for Professionals

Background documents
None

Audit Trail		
Version	Final	Date: 26 September 2019
Consultation with other officers		
Finance	Yes	Matt Tizzard
Legal	Yes	Sarah Willis
Equality Impact Assessment required?	No	N/A