

# Public Document Pack

To all Members of the

## OVERVIEW AND SCRUTINY MANAGEMENT COMMITTEE

### AGENDA

Notice is given that a Meeting of the above Panel  
is to be held as follows:

**VENUE:** Council Chamber - Civic Office  
**DATE:** Friday, 16th June, 2017  
**TIME:** 12.30 pm

*Members of the public are welcome to attend*

#### Items for Discussion:

1. Apologies for absence.
2. To consider the extent, if any, to which the public and press are to be excluded from the meeting.
3. Declarations of Interest, if any.
4. Minutes from the Meeting of the Overview and Scrutiny Management Committee held on 23rd March, 2017. *(Pages 1 - 10)*
- A. Reports where the public and press may not be excluded.**
5. Public Statements.

***[A period not exceeding 20 minutes for statements from up to 5 members of the public on matters within the Committee's remit, proposing action(s) which may be considered or contribute towards the future development of the Committee's work programme.]***

Jo Miller  
Chief Executive

If you require any information on how to get to the meeting by Public Transport, please contact  
(01709) 515151 – Calls at the local rate

Issued on: Thursday 8th June, 2017

Senior Governance Officer  
for this meeting:

Christine Rothwell  
Tel. 01302 735682

6. Youth Justice Plan 2017/18 (*Pages 11 - 78*)
7. Overview and Scrutiny Membership - Proposed amendments. (*Pages 79 - 82*)

**MEMBERSHIP OF THE OVERVIEW AND SCRUTINY MANAGEMENT  
COMMITTEE**

Chair – Councillor Kevin Rodgers  
Vice-Chair – Councillor John Healy

Councillors Bev Chapman, Neil Gethin, Richard A Jones, Jane Kidd,  
Andrea Robinson and Paul Wray

Invitees:

Paul O'Brien - UNITE

Education Co-optees\*

John Hoare  
Bernadette Nesbit

\*Education Co-optees are invited to attend the meeting and vote on any Education functions which are the responsibility of the Authority's Executive. They may also participate in but not vote on other issues relating to Children and Young People.

# Public Document Pack Agenda Item 4

## DONCASTER METROPOLITAN BOROUGH COUNCIL

### OVERVIEW AND SCRUTINY MANAGEMENT COMMITTEE

THURSDAY, 23RD MARCH, 2017

A MEETING of the OVERVIEW AND SCRUTINY MANAGEMENT COMMITTEE was held at the ROOM 210, FLOOR 2 CIVIC OFFICE, DONCASTER on THURSDAY, 23RD MARCH, 2017 at 10.00 AM

#### PRESENT:

Chair - Councillor John Mounsey

Councillors Charlie Hogarth, Jane Kidd and Paul Wray

#### ALSO IN ATTENDANCE:

Simon Wiles – Director of Finance and Corporate Services

Patrick Birch - Programme Manager - Commissioning and Contracts

Damian Allen - Director of Learning and Opportunities

Paul Tanney - Chief Executive, St Leger Homes Doncaster

Allan Wiltshire - Head of Policy and Partnerships - Strategy & Performance

		<u>ACTION</u>
6	<u>APOLOGIES FOR ABSENCE.</u>	
	Councillor Neil Gethin and Councillor John Cooke	
7	<u>TO CONSIDER THE EXTENT, IF ANY, TO WHICH THE PUBLIC AND PRESS ARE TO BE EXCLUDED FROM THE MEETING.</u>	
	None	
8	<u>DECLARATIONS OF INTEREST, IF ANY.</u>	
	Councillor Jane Kidd declared an interest in Agenda Item 9 - DMBC Finance and Performance Quarter 3 16/17 when discussing direct payments in her capacity as an employee of a disability organisation.  Councillor Paul Wray declared an interest in Agenda Item 7 - St. Leger Homes of Doncaster (SLHD) in his capacity as a board member of SLHD.	
9	<u>MINUTES FROM THE MEETINGS OF THE OVERVIEW AND SCRUTINY MANAGEMENT COMMITTEE HELD ON 15TH DECEMBER, 2016, 19TH JANUARY AND 15TH FEBRUARY, 2017</u>	
	The minutes of the meetings held on 15th December, 2016, 19th	

	January and 15th February, 2017 were agreed and signed as a correct record by the Chair.	
10	<u>PUBLIC STATEMENTS.</u>	
	<p>Mr Brown raised the issue that external consultants were being paid to look at equality and diversity which was encouraging although there were members of the public and people in the building that could tell us what needs to be done. Mr Brown stated that DMBC was still reporting that there was neither an engagement plan nor a BME Health Needs Assessment. It was further said that this was not a recent incident and Councillors would know it had been previously raised in the Corporate Governance Report 2010. Mr Brown asked why there was still no engagement plan and needs assessment (which was 13 years out of date) and that BME groups did not have a voice. It was commented that those documents were not just about health but also about housing, education and jobs. It was questioned what the impact of this was on protected characteristics groups (of which there are 9 under the Equalities Act). Mr Brown continued that he had a son aged 18 and stated that he was speaking as someone who though protected in law felt that his needs were being disregarded. Mr Brown gave credit to the Director of Finance and Corporate Services for the information provided to his son and those young people who aspire to work in accountancy and finance. Mr Brown stated that it had been alluded to that higher aspirations would be introduced for people in Doncaster. Mr Brown stated that it pained him that there was no engagement, no needs assessment and no voice and asked to be informed when this was going to be addressed when these issues have been neglected for so long.</p> <p>The Director of Corporate Services and Finances stated that the Health Needs Assessment had been launched. It was responded to by Mr Brown that there was neither action plan nor strategy and that only a timeline had been provided.</p> <p>Regarding the Engagement Strategy, it was explained that there was a previous one in existence and this needed expanding not just for BME groups but wider. It was commented that the Council had been too paternalistic in its approach and needed to do more to engage with communities and the different groups. It was advised that further information could be sought from the Assistant Director of Adult Social Care and Director of Health and Wellbeing.</p> <p>Members were directed to the Finance and Performance Report for further information on employment and BME apprenticeships and the Director of Corporate and Finance Services stated that he was open to suggestions about how the information could be monitored.</p> <p>In regards to equality and diversity, the Chair of Overview Management and Scrutiny Committee offered to ensure that further details are made</p>	

	<p>publicly available.</p> <p>To conclude, reference was made by Mr Brown to the use of Consultants by the Council.</p>	
11	<p><u>FINANCE AND PERFORMANCE QUARTERLY MONITORING REPORT - QUARTER 3</u></p>	
	<p>The Committee considered the quarterly finance and performance report, with the following areas addressed by Directors or their representatives when responding to Members questions:</p> <p><b>Finance and Corporate Services</b></p> <p><u>Sickness</u> - In respect of sickness, it was reported that although progress had been made there had recently been a downward trend. It was outlined that the aim was to reach the national average of 8.7 days. It was stated that last year this figure had reduced to 7.9 days before increasing to 9.2 days and at an additional 1.3 days per person this amounted to 5,000 people days lost which was about £1million in value. Members were informed that individual Managers received sickness reporting on their teams and some did not monitor their systems effectively which was essential in improving the figures. Members were assured that more would be done to try and identify the underlying causes.</p> <p>A Member raised their concern about stress related sickness caused by cuts within the Council. Reference was made to figures showing stress at 14% and depression at 20%. It was felt that these figures were in reality higher as many individuals were not making full declarations about their illnesses. It was questioned what was happening to support this and suggested that a blind survey might be useful in addressing it.</p> <p>It was commented that about two thirds of stress related sickness was non-work related (for example, due to relationship breakdown, financial issues and death) and that only some of this sickness was partially contributed to by work related stress.</p> <p>It was noted that reports of musculoskeletal issues were quite high although to a point this was expected when considering some of the services being provided by the Council. Members were informed that steps were being taken such as physiotherapy and changing working practices which may in time reduce these figures.</p> <p>Finally, it was acknowledged that infections/viruses had been the main causes of short term illnesses. It was concluded though that the two main areas being concentrated at this present time included infection and musculoskeletal reports.</p>	

Impact of Brexit - Members were assured that the Council was monitoring inflation rates following the 'Brexit' outcome. It was mentioned that inflation rates may rise in 2019 and that the Council needed to put extra inflation into next year. Members were informed that more cash has been used as part of a deliberate under borrowing strategy and that the Council will need to consider getting back to borrowing the full amount if it can borrow at the right time. It was reported that the Council were monitoring interest rates on a daily basis and had the tools in place ready to do this.

### **Public Health/Adults Health & Well Being**

Direct Payments - In respect of direct payments, it was explained that although they had increased significantly compared to other places, Doncaster was not quite where it wanted to be. Members were informed that the commissioned care and support at home contract was seeing individuals taking on direct payments to remain with their current provider of care and support, so therefore the increase in direct payments was influenced as a result of this tender award in November 2016.

Concern was raised by a Member in respect of the number of people using direct payments through agencies and asked what support was available for people to be able to use the money to pay for their own employed care personnel. It was explained that there were organisations in place that were able to undertake that element of care for individuals but the Director of Improvement was not aware of how many people used direct payments to pay for a personal assistant.

In relation to permanent admissions to residential and nursing care homes per 100,000 populations, Members were reminded that Doncaster has far more residential places compared to other areas. Members were informed that figures for all client groups had been brought down by 150 by 1st April 2017. It was added that by next year a further 60 or 70 places should be removed from the system. Members were informed that there had been lots of work undertaken with staff to be able to present Direct Payments as an option.

It was noted that the number of people currently in long term care had reduced and it was felt that a further 100 reduction could be achieved.

It was suggested that the relevant O&S Panel should consider what support structures were in place and what the money was being used for.

Proportion of all in treatment, who successfully completed drug treatment and did not re-present within 6 months – Members were informed that although this figure had recently fallen, it was going in the right direction over the long term. It was explained that Doncaster has one of the best recovery rates in Yorkshire and Humber for treating

alcohol addiction but not for heroin addiction with around 500 individuals remaining in treatment for more than 5 years.

Clarification was sought on the number of repeat victims of domestic abuse and whether there was a link between that and substance misuse. Members were informed that there were links between domestic abuse, substance abuse and mental health issues with lots of work being undertaken in this area amongst all three service providers including undertaking joint training. It was recognised that the challenge was breaking the links where multiple issues existed and that the one being to domestic abuse being the last and most difficult one to change.

Community Equipment – Concern was raised that there had been an overspend on community equipment. It was acknowledged that this was helping supporting people to live more independently, it was recognised that there had been a lack of control and variance on short term stay which would be looked at.

Modernisation and Commissioning Revenue Variance - Members were told how the forecasted underspend shown was mainly due to unfilled posts under the Care Act Grant. Members were provided with assurances that the Council was Care Act compliant. It was explained that individuals were picking this up but more needed to be done in terms of investment and time to make sure that it is right and carers were being supported in the right way. Members were informed that recruitment complications had been caused by IR35 issues.

### **Learning and Opportunities**

Care Leavers in Employment Training and Education - In respect of areas for improvement, Members raised concern about the target set at 45%. Members were told that although an aspirational target was at 100%, a more realistic one had been set. It was added that a true picture was around 60%, it was explained that the Trust had wrongly reported the make-up of those figures including those that were not care leavers. Members were informed that work was being undertaken with the Trust and other partners, to work with care leavers on enhancing their employability through various initiatives.

Sickness – Members commended the Directorates sickness levels which were lower than the target. Members were informed that this had been positively influenced by clarity of direction, quality of line management, standardised practises and a culture of good attendance. Members learnt how firstly, there had been a management review that had seen the top 4 tiers of management compressed (through being transferred over the Trust along with the front line) and secondly, through a reduction in management grades and bodies.

(L&O:CYP) A3. Percentage of Case File Audits rated Requires

Improvement or better CT Contract Measure – Members were informed that this was showing a more positive improving picture, but had been impacted by a small sample of audit that had been used. It was acknowledged that Ofsted had reported that this was a tight target with very strict thresholds which was higher than its own requirements. It was explained that the Trust had been targeting specific case types looking to identify where the potential risks. This meant that the sample was not necessarily random as they were targeting those in need of more improvement.

(L&O:CYP) A2. Percentage of Single Assessments completed within 45 days (YTD cumulative) CT Contract Measure – This referred to assessment timeliness as an indication of demand pressures/caseloads. Members were informed that it was a good indicator that demonstrated whether there was consistency across services. It was commented that too much time was possibly being spent producing a good audit trail, trading off getting assessments done in a timely fashion with more emphasis on quality. It was stated that management had been applying different standards to pull up quality and as a result this indicator was levelling up with a positive trend.

Members raised concerns over austerity cuts such as Universal Credit and Bedroom Tax and what impact they will have on families. Members were informed that there will be a fact finding meeting with the Government Communication Team, which will present a good opportunity to pitch and sell the borough as well as find out more about impact of cuts.

(L&O:CYP) Percentage of Care Leavers in Employment, Training and Education (age 19-21 years) (Childrens Trust) - Members felt that as a major employer, the Council should target Care Leavers within the Borough. It was added that steps need to be considered such as improving access around qualifications and enabling traineeship placements.

Members requested a breakdown to be provided on how many care leavers were employed within the Council taken on in the last year, in what areas and at what level.

Members were reminded that Doncaster Council had been selected as a social mobility area with potentially up to £6m targeted money being made available that would provide additional resources to benefit youngsters from disadvantaged backgrounds. It was stressed was that the Council needed to ensure that it maximised outcomes in targeting those additional resources.

Absenteeism - It was reported that there was a rise in persistent absenteeism indicating that this was a trend. There was an attendance initiative targeting those schools showing a particular higher trend and

Director of  
CYP:  
Learning &  
Opportunities



	<p>that one of the outcome areas was to target families that had persistent absenteeism.</p> <p><u>(L&amp;O:CYP) Achievement of 5 or more A*- C grades at GCSE or equivalent for Children in Care (incl. English and Maths)</u> – It was explained that with a value at 4% this comprised a very small cohort. Members were informed that a Peer review had been undertaken on Looked After Children that indicated three areas to be measured including; progress made year to year, overall achievement and attainment. It was explained that Doncaster provides a virtual school for every individual Looked After Children which links into their educational objectives. It was recognised that this area needed further improvement.</p> <p>Members observed there were no targets featured on pages and requested that such data be included in future performance reports.</p> <p><b><u>Regeneration and Environment</u></b></p> <p><u>09. (R&amp;E) Total new, FTE jobs, created through Business Doncaster, which have a life expectancy of at least 1 year</u> – Members were informed that 722 jobs had been created and that it was believed that the majority of these had been taken up by local people. Members were told that the Councils contracts would have these within them as part of their contractual requirements.</p> <p>There was a brief discussion regarding the Windhill Estate in Mexborough and the Director of Regeneration and Environment offered to provide more detail outside of the meeting.</p> <p>In respect of Level 3 Apprenticeships, Members were informed that the Council was aiming to achieve 100% through but not within the original timeframe.</p> <p>Regarding trading assets Members were told how this was not progressing as planned and therefore this had been re-profiled to take place in 2017/18.</p> <p>RESOLVED that the report and discussion, be noted.</p>	
12	<p><b><u>SLHD PERFORMANCE &amp; DELIVERY UPDATE: 2016/17 QUARTER THREE</u></b></p>	
	<p>The Committee gave consideration to the St Leger Homes Doncaster (SLHD) Finance and Performance report for Quarter 3 and addressed the following areas:</p> <ul style="list-style-type: none"> <li>• <u>Days Lost to Sickness per Full Time Equivalent</u> (below target – red) – Members were informed that this was a slippage that had worsened mainly due to short term illness such as viruses and</li> </ul>	

	<p>heavy colds. Musculoskeletal related sicknesses were reported as being an ongoing concern, it was explained that it was about ensuring that the workforce was able to undertake safe ways of working.</p> <ul style="list-style-type: none"> <li>• <u>Number of households in temporary accommodation</u> (below target – red) – it was outlined that this was due to the response to Tent City and by the end of Quarter 3, 10 people were placed in temporary accommodation. It was explained that it had raised the profile of homelessness services and more people were now presenting. It was explained that these people would be supported to have independent lives and that many existed with complex needs. It was felt that more could be achieved through better joined up working.</li> </ul> <p>Concern was raised that following complaints being made about neighbours, residents were being rehoused to less suitable areas. It was responded that although effective housing management can be undertaken other services needed to be in place as well. Members were informed that St Leger Homes Doncaster had gradually taken possession of the worst cases and were now looking at solutions to anti-social behaviour in their response to rehousing. Concern was raised that Riverside were not moving people on as quickly as they should be. Members were informed that they had commissioned someone from York to consider the real issues and a suitable pathway for people outside temporary accommodation in Doncaster.</p> <p>RESOLVED: that the report and discussion be noted.</p>	
13	<u>EQUALITY, DIVERSITY &amp; INCLUSION UPDATE</u>	
	<p>The Chair proposed that the item be deferred to the next OSMC meeting in June 2017, this was due to time constraints and other areas of the agenda that needed to be addressed at this meeting.</p> <p>RESOLVED that the Equality, Diversity and Inclusion Update report from, be deferred, to later meeting of the Overview and Scrutiny Management Committee</p>	
14	<u>REGENERATION AND HOUSING OVERVIEW AND SCRUTINY HOMELESS REVIEW</u>	
	<p>The Chair thanked Members of the Regeneration and Housing Overview and Scrutiny Panel for such a comprehensive report.</p> <p>The Chair of the Regeneration and Housing Overview and Scrutiny Panel expressed that it was positive that this issue was progressing in the right direction. It was commented that the work towards homelessness in the Borough was operating in a more holistic way and steps were being taken to break the cycle of homelessness by keeping</p>	

	<p>people stable. It was added that St Leger Housing Doncaster was benefiting from expertise through the appointed Director of Housing Services who had previously worked at York.</p> <p>RESOLVED: That the Panel agree the recommendations in the Regeneration and Housing Overview and Scrutiny Homelessness Review</p>	
15	<p><u>COMMUNITIES AND ENVIRONMENT OVERVIEW AND SCRUTINY PANEL DOMESTIC ABUSE REVIEW</u></p>	
	<p><u>COMMUNITIES AND ENVIRONMENT OVERVIEW AND SCRUTINY PANEL DOMESTIC ABUSE REVIEW</u></p> <p>The Chair paid compliments to Members of the Communities and Environment Overview for such a comprehensive report.</p> <p>The Chair spoke about the work that had gone into producing the report including visiting a refuge. In respect of accommodation for domestic abuse victims, Members heard that there were issues for victims such as targets to move them on, undertaking longer periods of stay and bureaucracy in respect of finding new housing.</p> <p>Members were informed that Members of the Panel had talked to survivors and realised how it intertwined with our own lives. It was observed that the quality of commissioning was very important. In respect of perpetrators it was noted that this was not effective if they were made to participate in available courses. It was understood that this issue affected men as well and specialised gender specific services were needed.</p> <p>The Chair of the Communities and Environment Overview and Scrutiny Panel stated that the aim of the review was for better information and better working on the ground, more joined up training and consistent use of assessment forms. It was noted that what was continuously heard from the evidence was that the designated phone line was very important and essential that callers received the right response; it was felt that this was something that needed to be improved.</p> <p>RESOLVED: That the Panel agree the recommendations in the Communities and Environment Overview and Scrutiny Domestic Abuse Review</p>	
16	<p><u>OVERVIEW AND SCRUTINY WORK PLAN 2016/2017 UPDATE</u></p>	
	<p>The Chair proposed that the item be deferred to the next OSMC meeting in June 2017, this was due to time constraints and other areas of the agenda that needed to be addressed at this meeting.</p> <p>RESOLVED that the Overview and Scrutiny Work Plan Update report,</p>	

	be deferred until the Overview and Scrutiny Management Committee meeting in June 2017.	
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16 June 2017

**To the Chair and Members of Overview & Scrutiny Management Committee**

**YOUTH JUSTICE PLAN 2017/18**

<b>Relevant Cabinet Member(s)</b>	<b>Wards Affected</b>	<b>Key Decision</b>
Councillor Nuala Fennelly Lead Member for Children, Young People and Schools	All	Yes

**EXECUTIVE SUMMARY**

1. The purpose of this report is to present a new statutory, strategic Youth Offending Service Plan (YOSP) for 2017/18 for the Youth Offending Service (YOS) in Doncaster, where responsibility for the discharge of the Plan lies. The YOSP is due for review and submission to the Board annually.
2. The Plan sets out the resourcing and value for money, challenges to future provision, structure and governance, partnership arrangements and risks to future delivery for the service. In relation to these, actions and timescales are set to develop the service and ensure the best service for the children and young people of Doncaster.
3. For the second time we have produced a Young People's Youth Justice Plan which compliments the corporate report, and is designed to be accessible and understandable for our young people and families. The Young People's Youth Justice Plan has been identified by the Youth Justice Board as a national example of good practice.
4. I am pleased to report that strong performance by the YOS in 2016/17, including a reduction in the custody rate to its lowest ever for Doncaster, despite being a national outlier for many years in this area, the lowest ever binary re-offending rate and an on-going reduction in first time entrants. In addition the YOS has been subject to a Peer Review in April 2017, which highlighted that the operational quality of the service is reflected in the strong strategic performance.
5. Doncaster YOS is currently the 4<sup>th</sup> best Youth Offending Service in England and Wales overall in reducing re-offending and is outperforming all national and regional comparators.

**EXEMPT REPORT**

6. This report is not an exempt report.

## **RECOMMENDATIONS**

7. It is recommended that Overview and Scrutiny Management Committee give consideration to the Plan prior to being presented to full council on 13 July. In addition OSMC's response to the plan will be provided as an addendum to this report and circulated to Cabinet members for their meeting on 20 June.

## **WHAT DOES THIS MEAN FOR THE CITIZENS OF DONCASTER?**

8. The citizens of Doncaster will be protected from offending, re-offending and the fear of crime. The successful implementation of the Youth Justice Plan will contribute to an overall reduction in offending and will, through the delivery of a revised prevention offer, reduce the number of first time entrants into the youth justice system.
9. This has significant and far reaching positive consequences in terms of raising aspirations with young people and their families, making communities safer and more inclusive. Crucially, the targeted work of team EPIC will assist those communities experiencing anti-social behaviour, by intervening earlier with young people, deploying whole family approach to support the priorities of DMBC's Stronger Families programme.

## **BACKGROUND**

10. This strategic plan impacts upon the delivery of youth justice in all wards of Doncaster. It involves expenditure of £1,812,625 in 2017/18 (estimated, some contributions to be confirmed) of which £814,025 comes from Doncaster Metropolitan Borough Council as part of its contractual arrangements with Doncaster Children's Services Trust (DCST).
11. The Crime and Disorder Act 1998 sets the statutory functions for Youth Offending Teams. The relevant provisions dealing with the youth justice system are set out in Part III of the Crime and Disorder Act 1998 ("the 1998 Act"). Section 37(1) of the 1998 Act states that it shall be the principal aim of the youth justice system to prevent offending by children and young persons.
12. Section 38 places a duty on local authorities, acting in co-operation with the agencies listed below, to secure that, to such extent as is appropriate for their area, all "youth justice services" are available there. Those agencies are:
  - Chief officer of police or police authority, any part of whose police area lies within the local authority's area.
  - The Secretary of State in relation to his functions under sections 2 and 3 of the Offender Management Act 2007.
  - Every provider of probation services that is required by arrangements under section 3(2) of the Offender Management Act 2007 to carry out the duty under this subsection in relation to the local authority.
  - Every local probation board, Strategic Health Authority, Local Health Board or Primary Care Trust, any part of whose area lies within that area.

13. Section 40 of the 1998 Act sets out the duty of each local authority to formulate and implement an annual Youth Justice Plan, setting out how youth justice services in their area are to be provided and funded and their functions and composition. Youth offending teams must co-ordinate the provision of youth justice services for all those in the authority's area that need them and carry out the functions of the Youth Offending Service Plan.

### OPTIONS CONSIDERED

14. The Youth Justice Plan is a statutory Plan, the option is to approve in its current format or return the plan to the HoS of Targeted Youth Support for further consideration and review.

### REASONS FOR RECOMMENDED OPTION

15. The only options are to approve the plan or request amendments.

### IMPACT ON THE COUNCIL'S KEY OUTCOMES

16.

	<b>Outcomes</b>	<b>Implications</b>
	<p>All people in Doncaster benefit from a thriving and resilient economy.</p> <ul style="list-style-type: none"> <li>• <i>Mayoral Priority: Creating Jobs and Housing</i></li> <li>• <i>Mayoral Priority: Be a strong voice for our veterans</i></li> <li>• <i>Mayoral Priority: Protecting Doncaster's vital services</i></li> </ul>	<p>Reducing first time entrants into the youth justice system significantly reduces the financial burden on other statutory services, and therefore protects against services being overwhelmed and placed under budgetary pressure when earlier intervention could have been undertaken successfully.</p> <p>Creating an aspirational culture amongst young people involved in anti-social behaviour and offending will lead to greater engagement with education, training and employment opportunities.</p>
	<p>People live safe, healthy, active and independent lives.</p> <ul style="list-style-type: none"> <li>• <i>Mayoral Priority: Safeguarding our Communities</i></li> <li>• <i>Mayoral Priority: Bringing down the cost of living</i></li> </ul>	<p>Doncaster YOS is committed to ensuring that all young people receive a full health assessment from the seconded Project 3 practitioner and will ensure any attendant issues addressed.</p> <p>In addition, young people will have access to a speech, language and communication therapist, systemic family psychotherapist and trainee forensic psychologist.</p> <p>In addition, as part of a re-framed prevention offer, Doncaster YOS will engage young people on the cusp of offending and anti-social behaviour, through Team EPIC in a</p>

		range of diversionary activities, which will include positive physical activities.
<p>People in Doncaster benefit from a high quality built and natural environment.</p> <ul style="list-style-type: none"> <li>• <i>Mayoral Priority: Creating Jobs and Housing</i></li> <li>• <i>Mayoral Priority: Safeguarding our Communities</i></li> <li>• <i>Mayoral Priority: Bringing down the cost of living</i></li> </ul>		<p>A successful implementation of the Youth Justice Plan will divert young people on the cusp of offending, but crucially will also prevent recidivism in those who do offend. A reduction in offending will lead to safe communities, in which its young citizens are more invested and consequently are actively engaged in the development of those communities.</p>
<p>All families thrive.</p> <ul style="list-style-type: none"> <li>• <i>Mayoral Priority: Protecting Doncaster's vital services</i></li> </ul>		<p>The Youth Justice Plan will support families who have presenting issues, through the YOS commitment and ongoing contribution to the Stronger Families initiative, the outcome of which will be that more families turned around in phase two of the programme and a culture which enables families to reach their full potential.</p>
<p>Council services are modern and value for money.</p>		<p>Doncaster YOS has always strived to deliver value for money by tracking best national practice and amending service provision to meet these needs.</p> <p>All posts are reviewed when they become vacant to assess the need for this post or provision in the future.</p> <p>In 2017 the YOS will continue its campaign of recruiting graduate volunteers to supplement the full time staffing resource, and we have established a strategic relationship with Nottingham University to supply Trainee Forensic Psychologists on a voluntary basis. Consequently we have increased the offer, in an ongoing climate of reduction at no additional cost.</p>
<p>Working with our partners we will provide strong leadership and governance.</p>		<p>Doncaster YOS is monitored and challenged by the Management Board, which is comprised of representatives from all partnership agencies.</p> <p>In addition, Doncaster YOS is subject to monitoring from the</p>



		Youth Justice Board in terms of quarterly data monitoring on key performance indicators.
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## **RISKS AND ASSUMPTIONS**

17. The risk factors are outlined in the YOS plan itself. The most pertinent risks are in relation to policy change, partnerships and financial contributions to YOS for 2017/18. The plan itself has been written to minimise risk to delivery, and links to other strategic plans for Doncaster help to achieve this.

## **LEGAL IMPLICATIONS**

18. Section 1 of the Localism Act 2011 provides the Council with a general power of competence, allowing the Council to do anything that individuals generally may do.
19. Section 40 of the Crime and Disorder Act 1998 (the 'Act') sets out the duty of each local authority to formulate and implement an annual Youth Justice Plan, setting out how youth justice services in their area are to be provided and funded and their functions and composition. Youth Offending teams must co-ordinate the provision of youth justice services for all those in the authority's area that need them and carry out the function of the Youth Offending Service Plan.
20. Section 37(1) of the Act states that it shall be the principal aim of the youth justice system to prevent offending by children and young persons.

## **FINANCIAL IMPLICATIONS**

21. In 2017/18 DCST have set out that they will use £814k of the funding they receive via the contract between DMBC and DCST to fund the Youth Offending Service. In addition, DMBC receive income from partner organisations that is then paid over to DCST as part of the contract payments. The confirmed income that DMBC is to receive in 2017/18 is £604k from the Youth Justice Board, £57k from Doncaster CCG via a Section 256 agreement, and £126k Troubled Families Grant. DMBC are still awaiting confirmation of the income to be received in 2017/18 from the Ministry of Justice (was £73k in 2016/17) and South Yorkshire Police (was £152k in 2016/17) that is to be paid over to DCST. Overall the funding is similar to 2016/17. DCST will manage the Youth Justice Plan within the funding allocated.

## **HUMAN RESOURCES IMPLICATIONS**

22. There are no human resources implications arising from this report.

## **TECHNOLOGY IMPLICATIONS**

23. There are no technology implications arising from this report.

## **EQUALITY IMPLICATIONS**

24. Decision makers must consider the Council's duties under the Public Sector Equality Duty at s149 of the Equalities Act 2010. The duty requires the Council, when exercising its functions, to have 'due regard' to the need to eliminate discrimination,

harassment and victimisation and other conduct prohibited under the Act, and to advance equality of opportunity and foster good relations between those who share a 'protected characteristic' and those who do not share that protected characteristic.

25. Doncaster Youth Offending Service is a statutory service which administers the delivery of Court Orders to all young people throughout the borough. Doncaster Youth Offending Service is governed by the National Standards for Youth Justice Practice which guarantees the consistency of the service offered to both those who share a "protected characteristic" and those who do not share a "protected characteristic". Consequently, there are no specific equality implications arising from this report. However, any activities arising from the management of strategic risks will need to be the subject of separate 'due regard' assessments. A copy of the YOS Due Regard Statement is available upon request.

## **CONSULTATION**

26. As a statutory plan consultation occurs with the relevant Boards, notably YOS Management Board.

## **BACKGROUND PAPERS**

27. Youth Justice Plan (attached).

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# Analysis of young people becoming First Time Entrants (FTEs) to the Youth Justice System in Doncaster in 2016

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## Purpose

This paper is to help the South Yorkshire Police and the Doncaster Youth Offending Service understand the key factors around young people who became first time entrants (FTEs) to the youth justice system in Doncaster in 2016. This is with a view to informing a strategy to drive down numbers of FTEs in future years.

## Data Source

The data for 2016 has been taken from the Doncaster Youth Offending Service case management system (Careworks) and is therefore locally-held data. It may therefore be slightly different from the official FTE data which is based on Police National Computer (PNC) data. PNC data provided by the Ministry of Justice (MoJ) and Youth Justice Board (YJB) is not yet available for this period and in any case is only summary (not case-level) data.

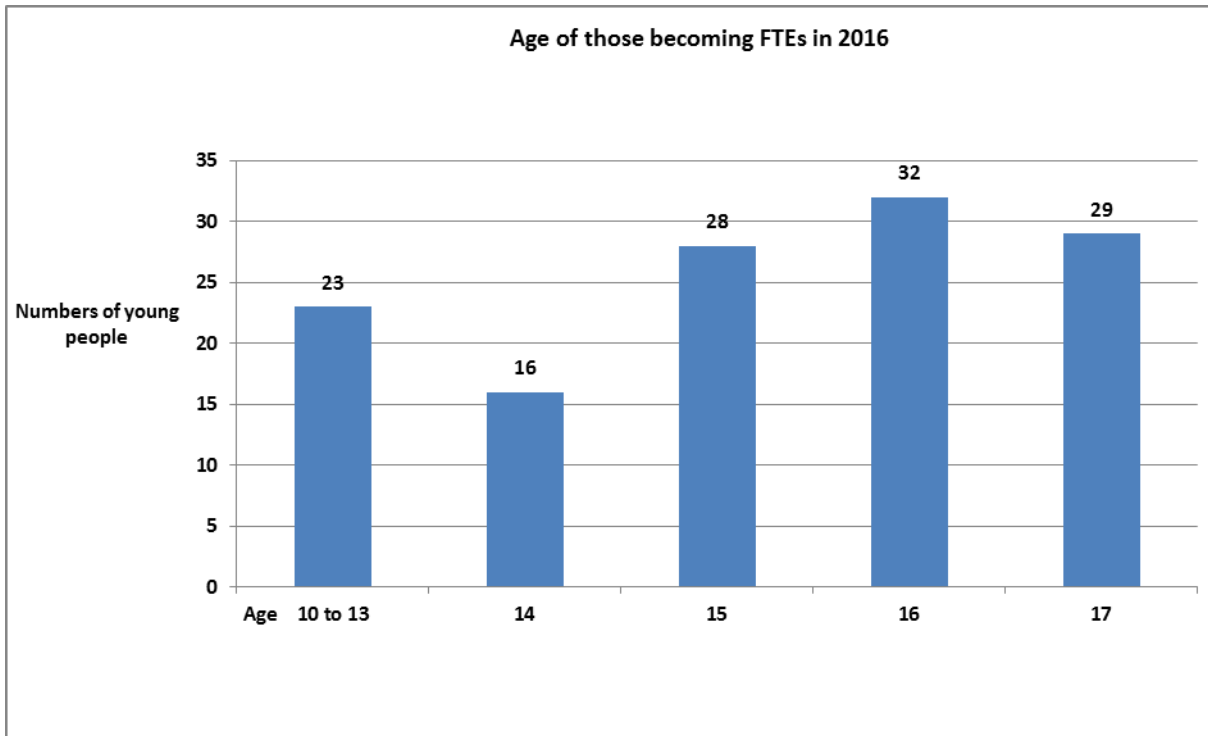
## Data

### *Overall numbers*

According to locally-held data, in 2016 there were 128 FTEs in Doncaster. This compares to 156 FTEs in 2015 (official PNC data). This represents a reduction of 18% between the two years. The Youth Justice Plan sets a target of 15% reductions in 2016/17 and 2017/18 and therefore if the official data, (once released), confirms the local data then the targets are being surpassed.

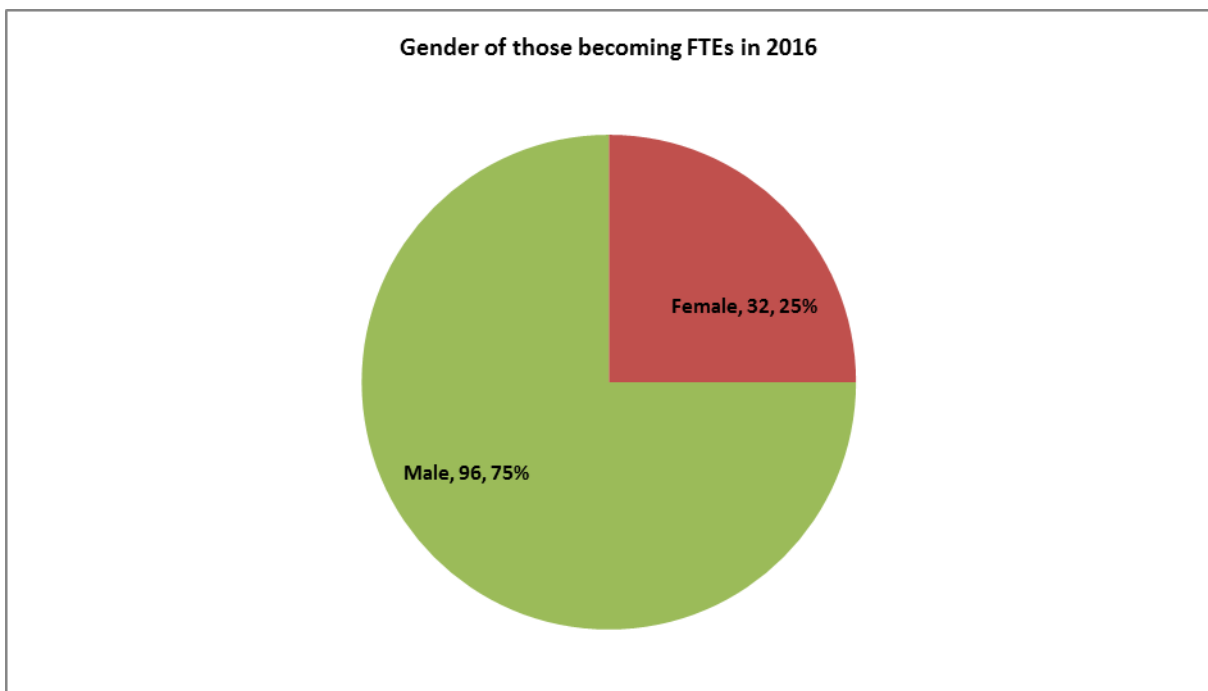
### *Demographics of FTEs in 2016*

The ages of those becoming FTEs in 2016 are shown in the chart below:



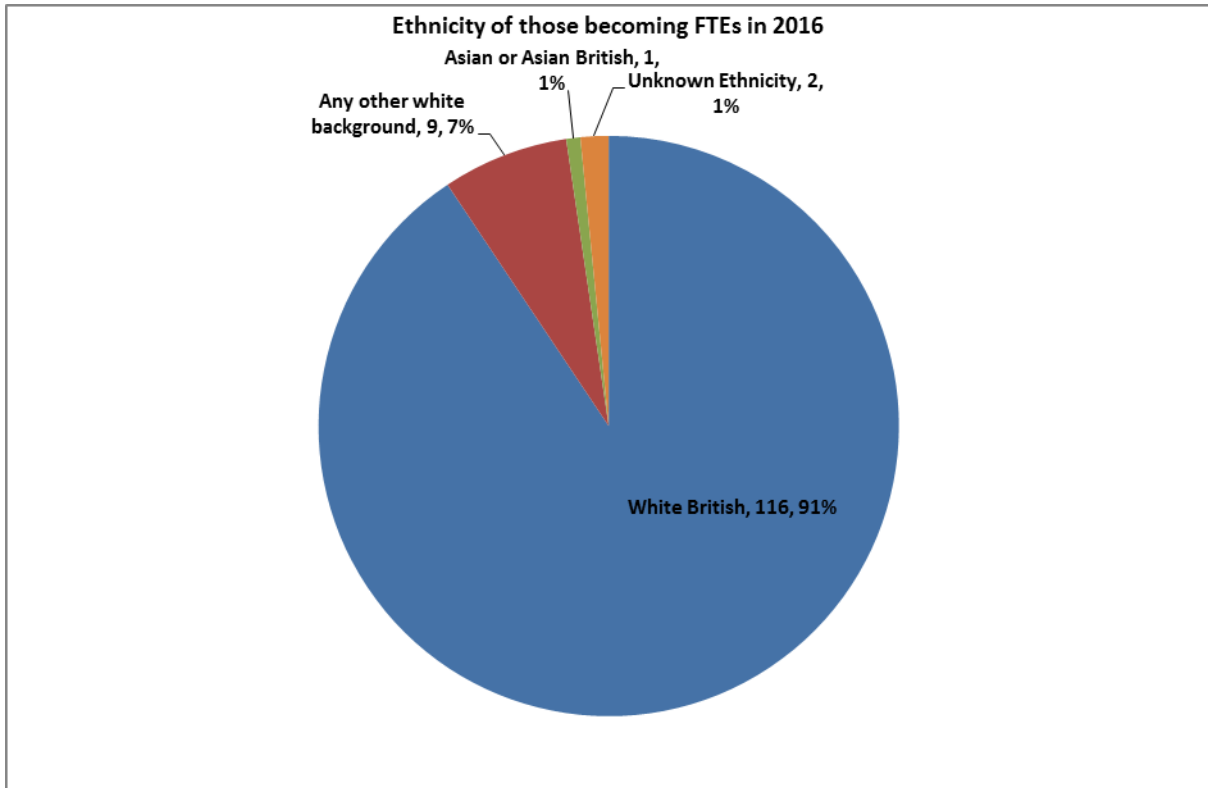
So the peak age for entry into the Doncaster youth justice system (YJS) is 16. This is a key transition age between school and work / training / college, etc.

The pie chart below shows the gender breakdown:



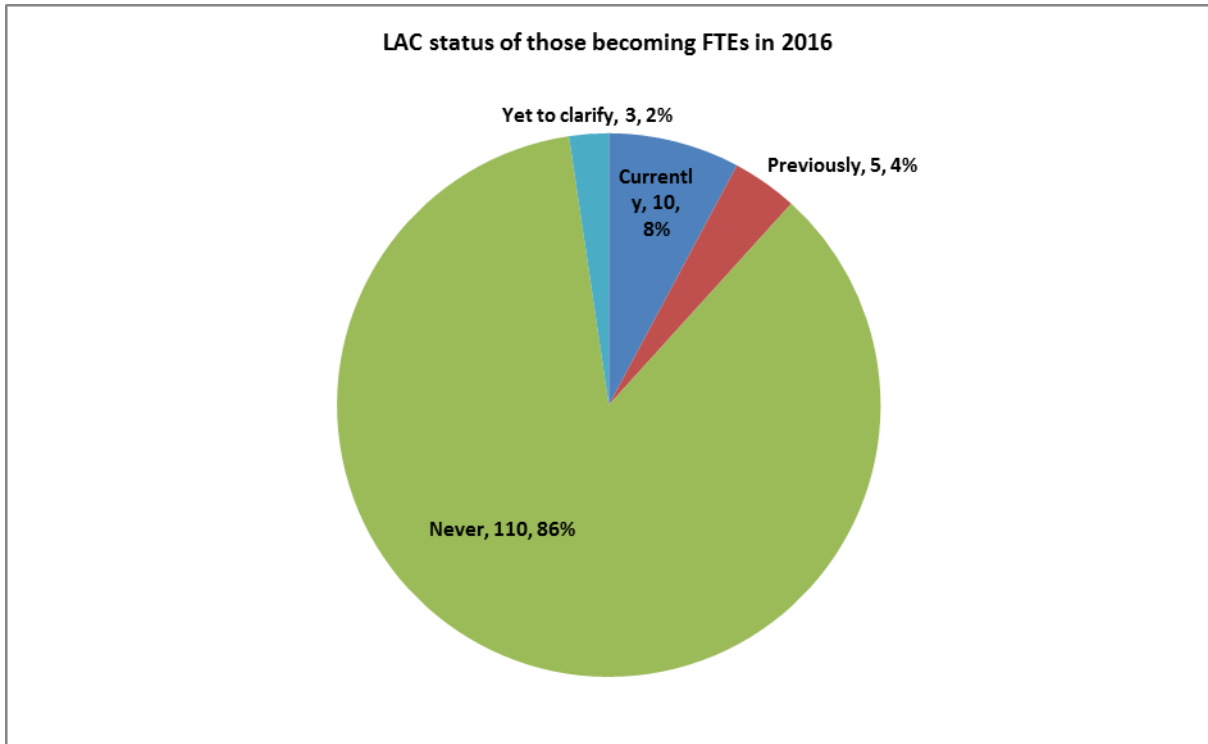
A quarter of FTEs are girls. This is a very similar proportion to girls who are “already” within the local YJS, (24%) so suggests some stability in the proportion of girls in the YJS in the near future.

The graph below shows the ethnicity of FTEs:



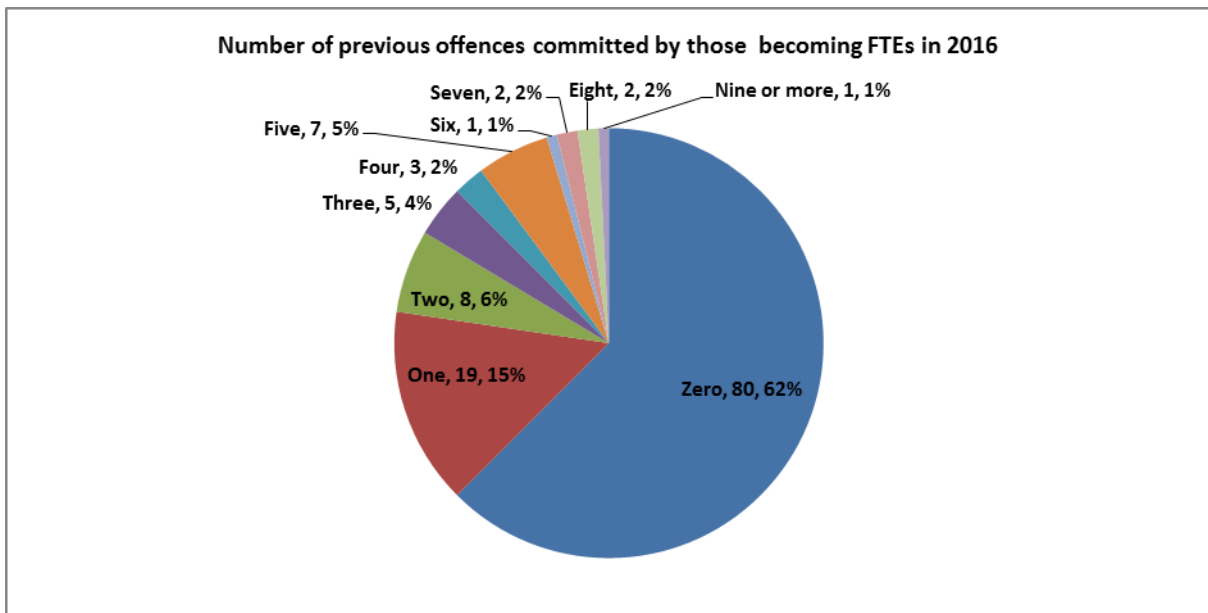
The vast majority are White British and the next largest group “Any other white background” includes those with East European heritage.

The chart below shows whether the FTEs are currently or previously have been LAC (looked after Children) by the local authority:



As Corporate Parents of ten young people who became FTEs in 2016 the local authority and Children’s Services Trust should check that all possible was done to prevent them from becoming FTEs and that their LAC status did not in any way contribute to the outcome.

The chart below shows how many offences had been committed by the FTEs prior to the episode leading to their FTEs status.

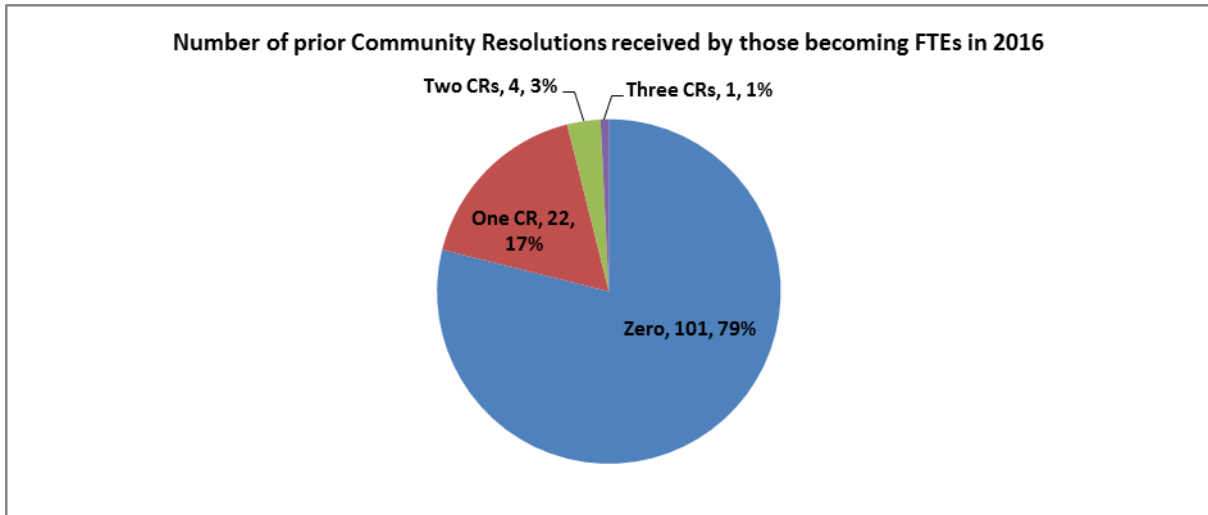


Approaching two-thirds had no offences at all prior to the episode resulting in them entering the YJS in 2016. These are the sorts of cases most easily diverted from the YJS, and we may need to increase

our understanding of why they were not diverted. If we wish to reduce further the number of FTEs then it is these young people who should be focussed on.

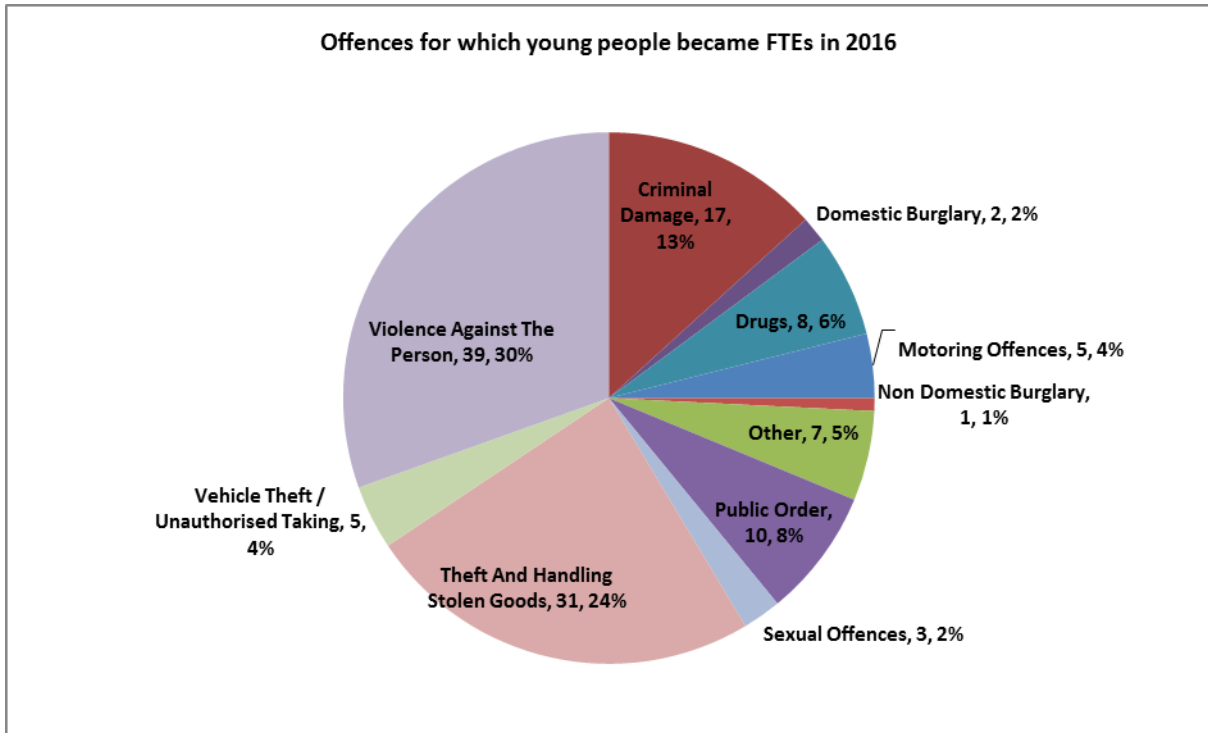
On average the FTEs had committed 1.26 offences before the episode that brought them into the YJS. This figure can be used as a benchmark for future analysis.

The chart below looks at the number of previous Community Resolutions received by the FTEs:



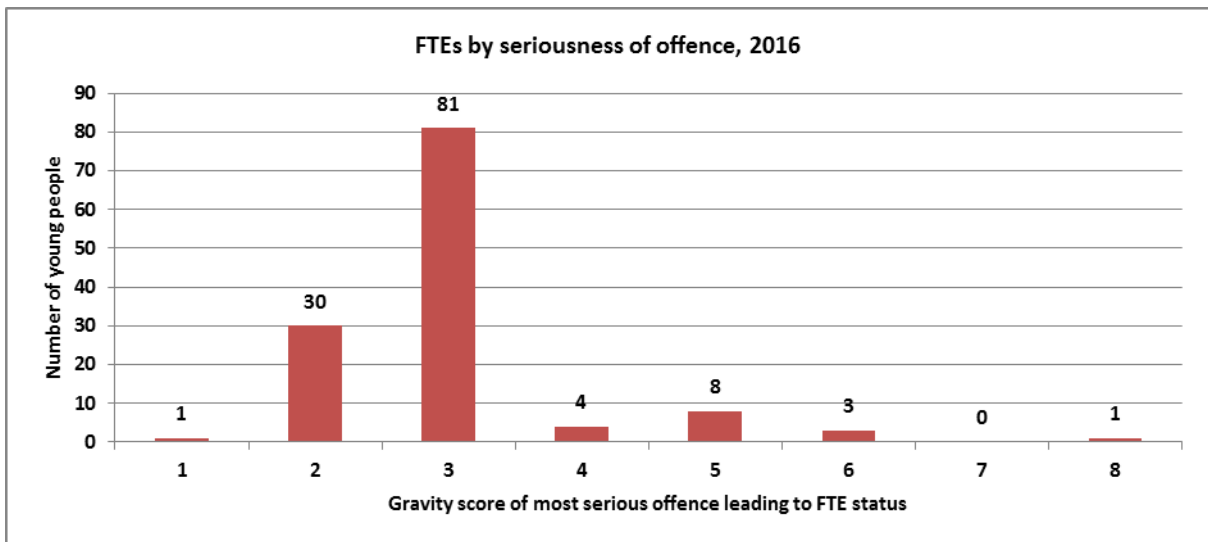
This shows that well over three-quarters had not received any Community Resolutions (sometimes referred to as RJ disposals) prior to them becoming FTEs. Again, these are the sorts of cases most easily diverted from the YJS, and we need to increase our understanding of why they were not diverted. The average number of prior Community Resolutions received by FTEs was 0.26.

The chart below looks at the type of offence which resulted in the young person becoming an FTE:



Well over half had committed violent offences or theft / handling. It should be remembered that violent offences include some minor offences such as Common Assault.

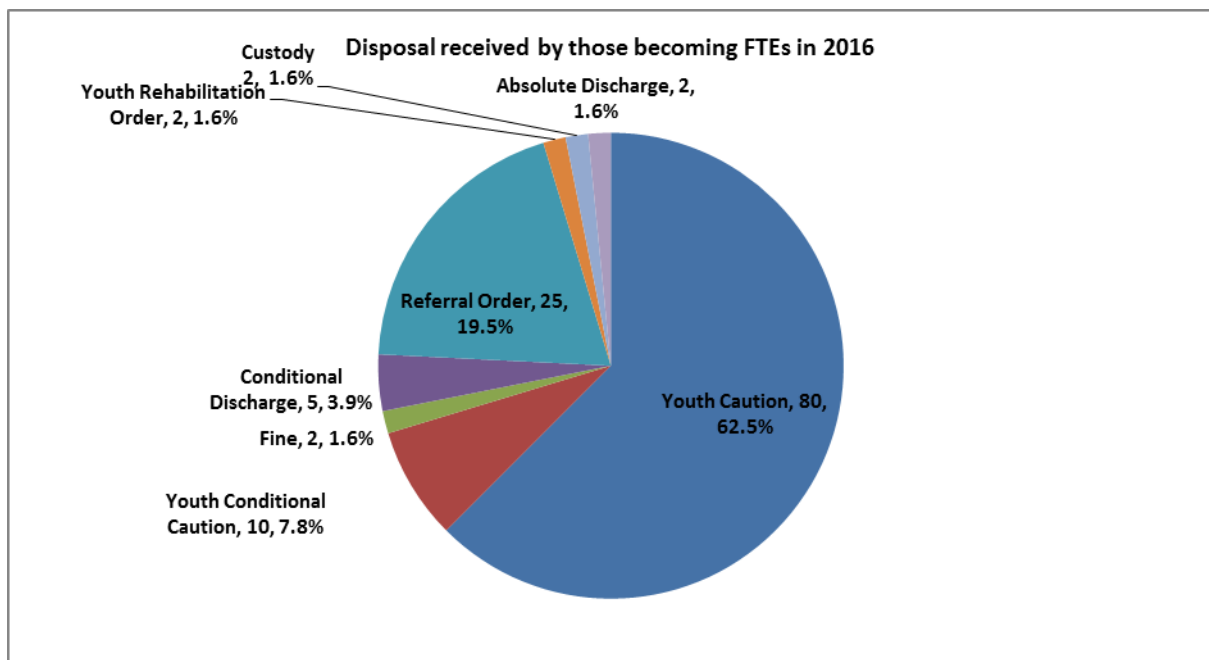
The graph below shows the breakdown of the offences by seriousness based on the YJB gravity score matrix which ranks seriousness of offences from 1 - 8:



The vast majority of offences leading to FTE status were at gravity scores 2 and 3. These include: Theft / Handling, Criminal Damage, Possession of Class B Drugs, Common Assault, Being Found on Enclosed Premises, and some Public Order offences. The average gravity score of the index offence leading to FTE status was 3. This figure can be used as a benchmark for future analysis.

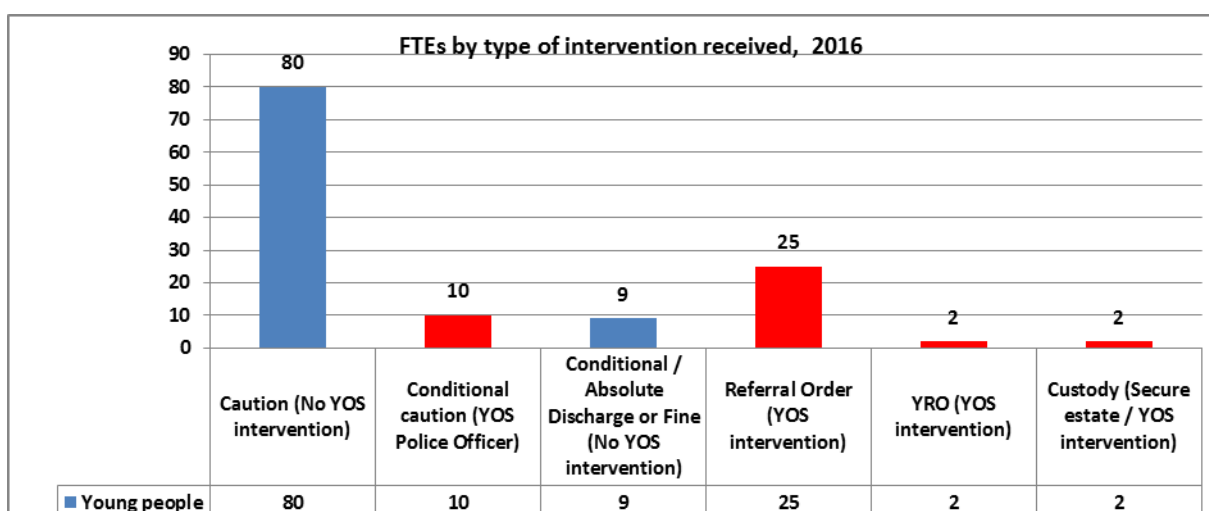


The graph below shows the types of disposal received by the FTEs in 2016:



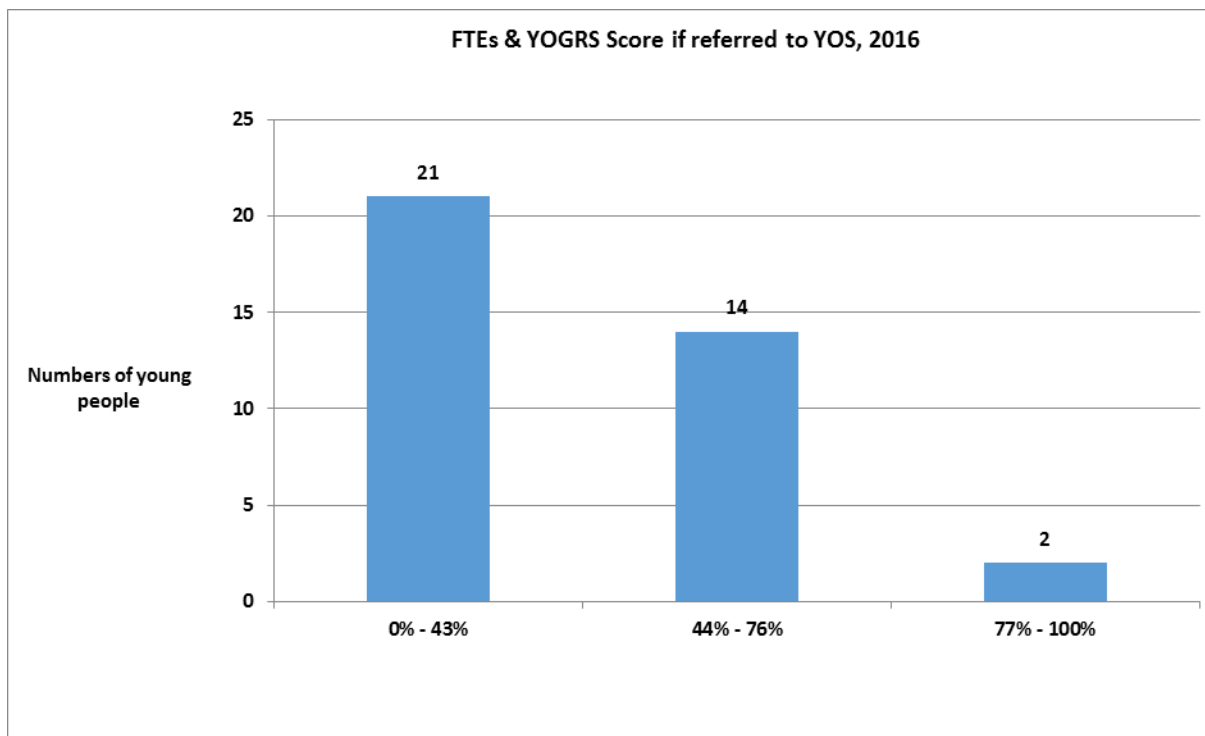
Approaching two-thirds (62.5%) received the lowest formal sanction of Youth Caution, which involves no intervention other than the police caution itself. A further 8% received a Conditional Caution which involves assessment and intervention from the Youth Offending Service. The remaining 30% all went to court without ever having received any caution / conditional caution. The majority of these (25) received a Referral Order, 2 received Youth Rehabilitation Orders and 2 went straight to custody. However 9 others who went straight to Court did not receive any disposal involving YOS intervention (Absolute/ Conditional Discharges and Fines).

The chart below shows the FTE disposals and whether they involve YOS intervention:



Only 30% of FTEs (39 young people) received any sort of disposal involving YOS intervention (shown in red above).

37 of the 39 young people referred to the YOS had had assessments completed at the point this report was being prepared (January 2017). The assessment produces a percentage likelihood of the young person reoffending within 2 years and the breakdown is shown below:



The average likelihood of reoffending within 2 years for all FTEs in 2016 was 46%. We can use this figure as a benchmark for analysis in future years. The more that young people who are less likely to reoffend are diverted from the YJS the higher the average likelihood of reoffending score for those who do become FTEs will be. The key is to ensure that those young people who do not need to be in the YJS are effectively diverted from it.

## Triage

Currently there is no effective triage process in Doncaster. There is no panel established to review potential FTE cases to determine if they may be diverted from the youth justice system altogether. The police alone decide whether cases should be dealt with by way of community resolution, referral to EPIC, caution or prosecution. There is a meeting of managers within the EPIC team to allocate the cases referred from the police, but this meeting has no decision-making over which cases should and should not be diverted from the youth justice system. This meeting has been referred to as the "Triage Panel" but this is misleading.

South Yorkshire Police are now rolling out triage across the county, and Barnsley is the first area to implement the new process. At a meeting with the Police and Crime Commissioner in February 2017 it was agreed that Doncaster could begin working out how triage will operate in the borough, and meetings between the police and Youth Offending Service are arranged.

## Summary

It should be recognised that 2016 was a transition year for the management of diversion from the Doncaster YJS. This is due to a number of factors:

- The 2016/17 Youth Justice Plan set a demanding target of a 15% reduction in FTEs in 2016/17 and 2017/18.
- The EPIC team, tasked with reducing numbers of FTEs, became operational in July 2016
- A meeting was held with the Police and Crime Commissioner (PCC) for South Yorkshire on 21/12/2016 to inform him of the previously very poor FTE performance for South Yorkshire as a whole (highest rate in the country) and Doncaster (5<sup>th</sup> highest amongst all YOT areas) and to inform him of the work being undertaken in Doncaster to address this. A further meeting held on 21/02/2017 with the PCC and senior police officers agreed that Doncaster should go ahead and develop a triage process.
- The processes whereby young people become FTEs may be reviewed and clarified by the drawing up of a flow chart showing the key agencies, key decision-making points and key actions to be taken by each agency at each point. The flow chart, if agreed, would ensure that no young person admitting the offence can become an FTE without the case being considered by the Triage Panel.
- It is particularly important to ensure correct processes have been followed where the young people concerned are looked after children (LAC) as in these cases the council, the Trust and its partners have a Corporate Parenting responsibility.

Entering the YJS can have a very detrimental effect on young people's life chances, particularly in relation to future employment, as it gives the young person a criminal record. It is therefore not something which should happen without appropriate alternatives being considered.

FTE numbers should reduce in the future, particularly if all potential FTEs are considered first by the Triage Panel. Indeed there are already encouraging signs that we are on track to surpass the target reductions set. (Please refer to Appendix A which compares FTE performance in 2015 and 2016.)

However, it is of concern that amongst those who did become FTEs during 2016, so few (only around one fifth) had previously had a Community Resolution and that so many (approaching two-thirds) had no previous offences.

## Recommendations

South Yorkshire Police and the Doncaster Youth Offending Service are recommended to consider putting measures in place to ensure that young people are not unnecessarily brought into the local YJS. Actions to achieve this may include:

- South Yorkshire Police and Doncaster Youth Offending Service working together to establish an effective Triage Panel. This would involve agreeing comprehensive Terms of Reference and a new process for consideration of cases for caution / prosecution or diversion.
- Once a Triage panel is established, South Yorkshire Police to ensure that all cases where young people may become First Time Entrants are first discussed at the Panel with a view to an alternative being considered.
- South Yorkshire Police and Doncaster Youth Offending Service to develop and agree Terms of Reference and guidance to help the new Triage Panel decide the sorts of cases which can appropriately be diverted and the sorts of case which need to progress to caution / prosecution.

## APPENDIX A

### The reduction of first time entrants (FTEs) to the youth justice system

The measure is the rate per 100,000 local youth population who enter the youth justice system by receiving a caution, conditional caution or a sentence.

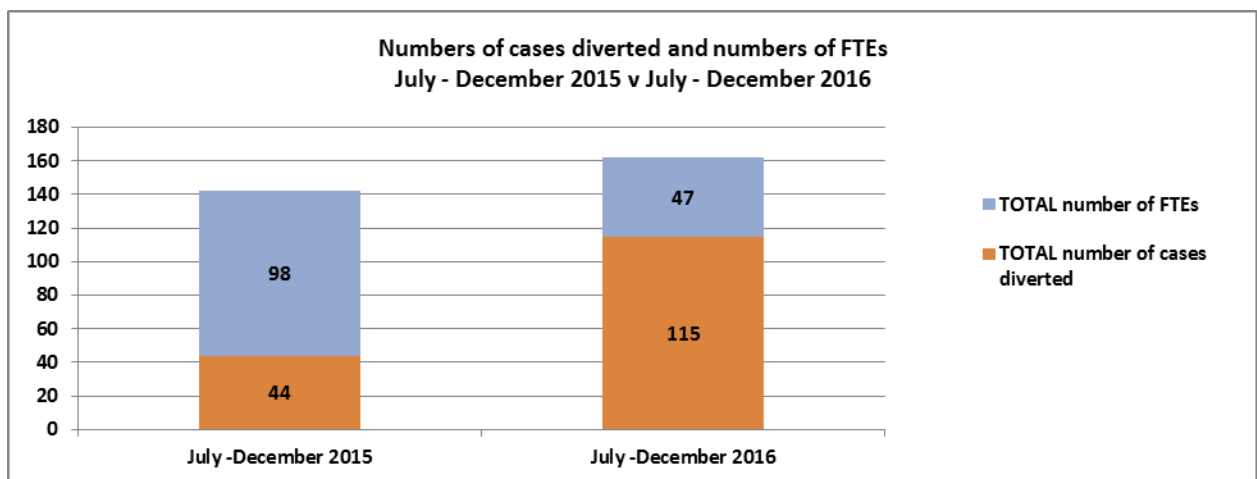
According to the latest official data Doncaster has the 5<sup>th</sup> highest FTE rate in England, and South Yorkshire as a whole has the highest rate in England. The Doncaster Youth Justice Plan 2016/17 sets a target of 15% reduction each year, 2016/17 and 2017/18. The strategy for achieving these reductions is for the new EPIC team to provide a robust alternative option for those young people who would otherwise enter the youth justice system for the first time. However there needs to be a process agreed between South Yorkshire Police and Doncaster Youth Offending Service for determining which cases can be diverted from the youth justice system.

The EPIC Team has only been fully operational since July 2016. Therefore in order to ascertain the impact of EPIC we need to compare the number of FTEs over the last 2 quarters (July – December 2016) with the same period in 2015. We do not yet have official PNC data on FTEs for the period July – December 2016, but we do have locally collected data. Therefore the caveat for the data given below is that it is unofficial.

### Local Performance Data on FTEs

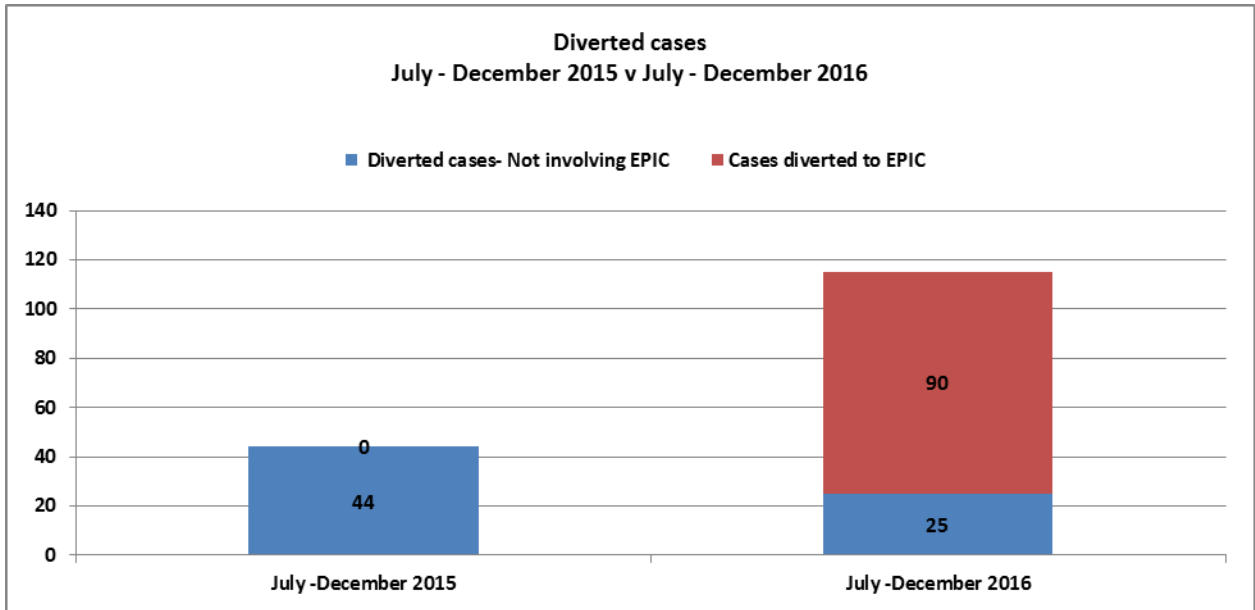
According to local data there were 47 first-time entrants (FTEs) to the youth justice system in Doncaster in the period July - December 2016.

There were 98 FTEs in the period July – December 2015. This amounts to a 52% reduction. The change in outcomes is shown in the chart below:



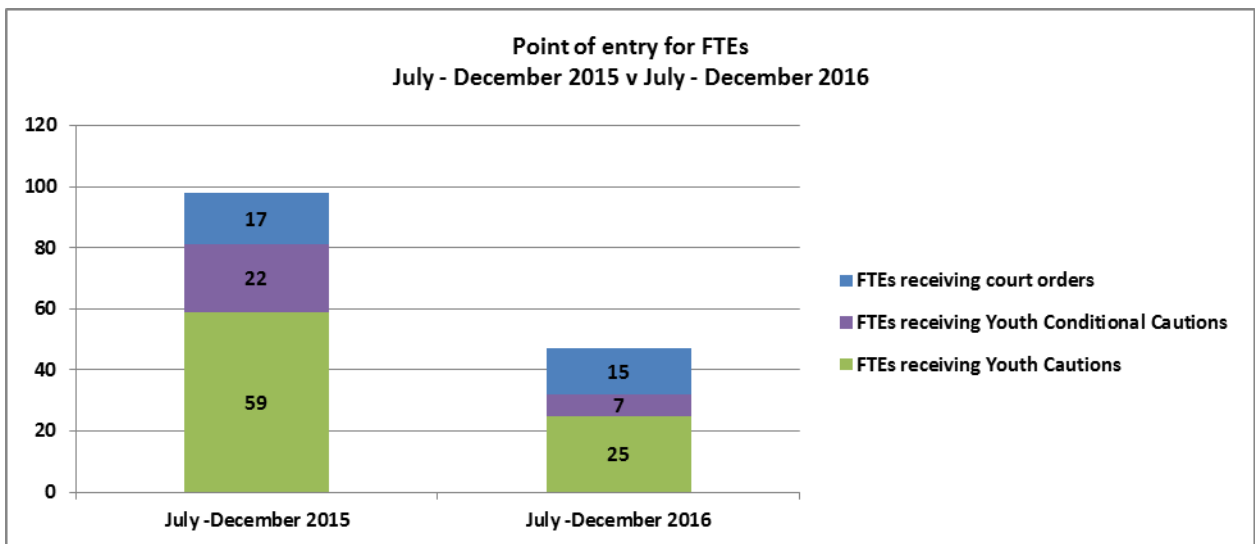
However the chart above also shows a slight overall increase in the total number of cases which were potential FTEs.

The graph below looks just at the “diverted” cases in each year:

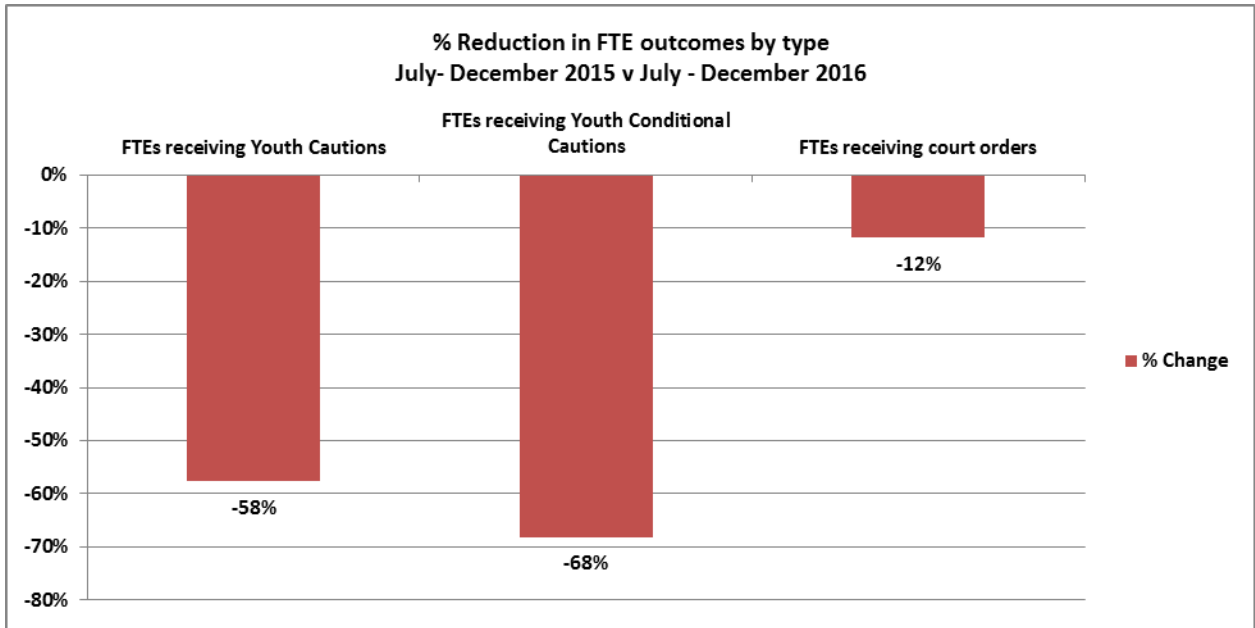


It shows that whilst there was no EPIC option in 2015, there were 90 triage referrals to EPIC in 2016. However, the reduction in “non-EPIC” diverted cases suggests that some young people are now being referred to EPIC who previously would nevertheless have been diverted from the youth justice system.

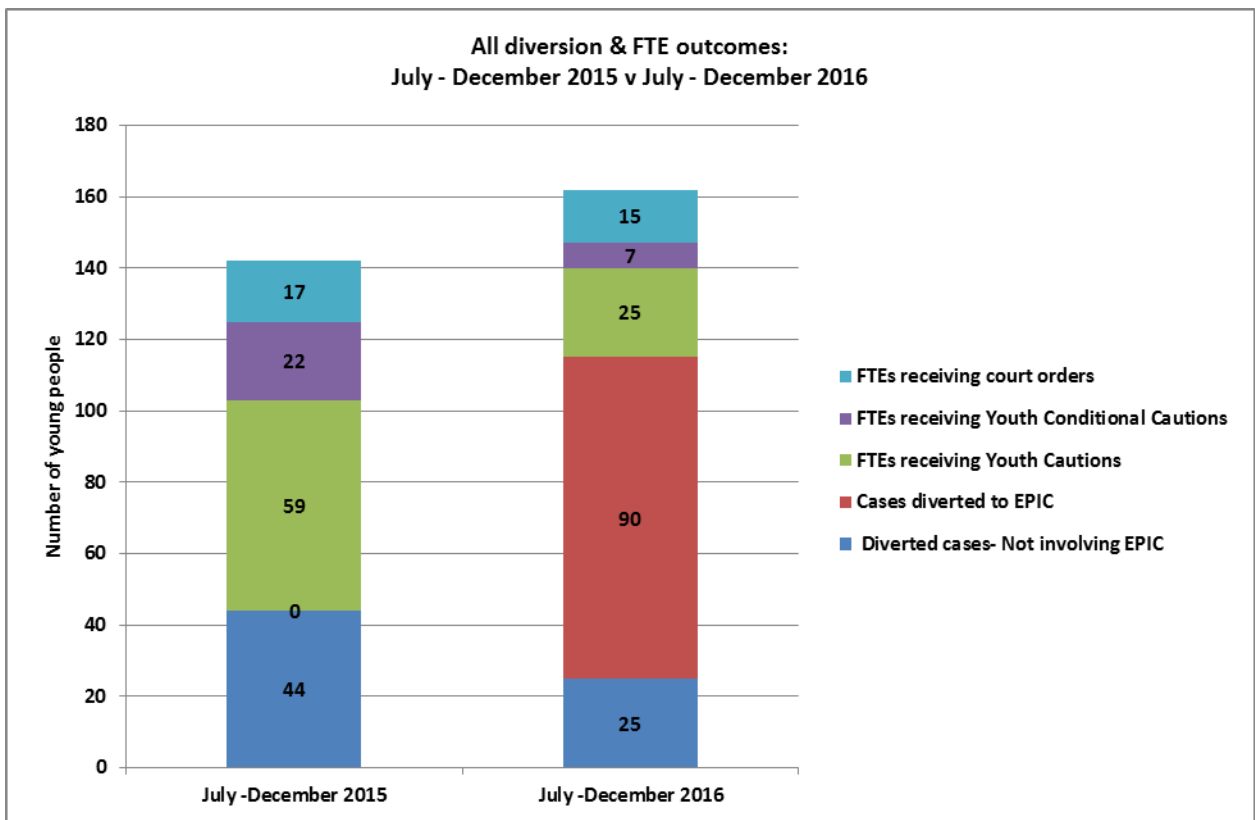
The chart below looks only at the young people who did become FTEs, and the outcome that made them FTEs in the 2 periods:



This shows that the reductions are largely in terms of cautions and conditional cautions, as would be expected. Young people entering the youth justice system for the first time by going straight to court have usually committed more serious offences which are not amenable to diversion. The % reductions in each FTE outcome are shown in the chart below:

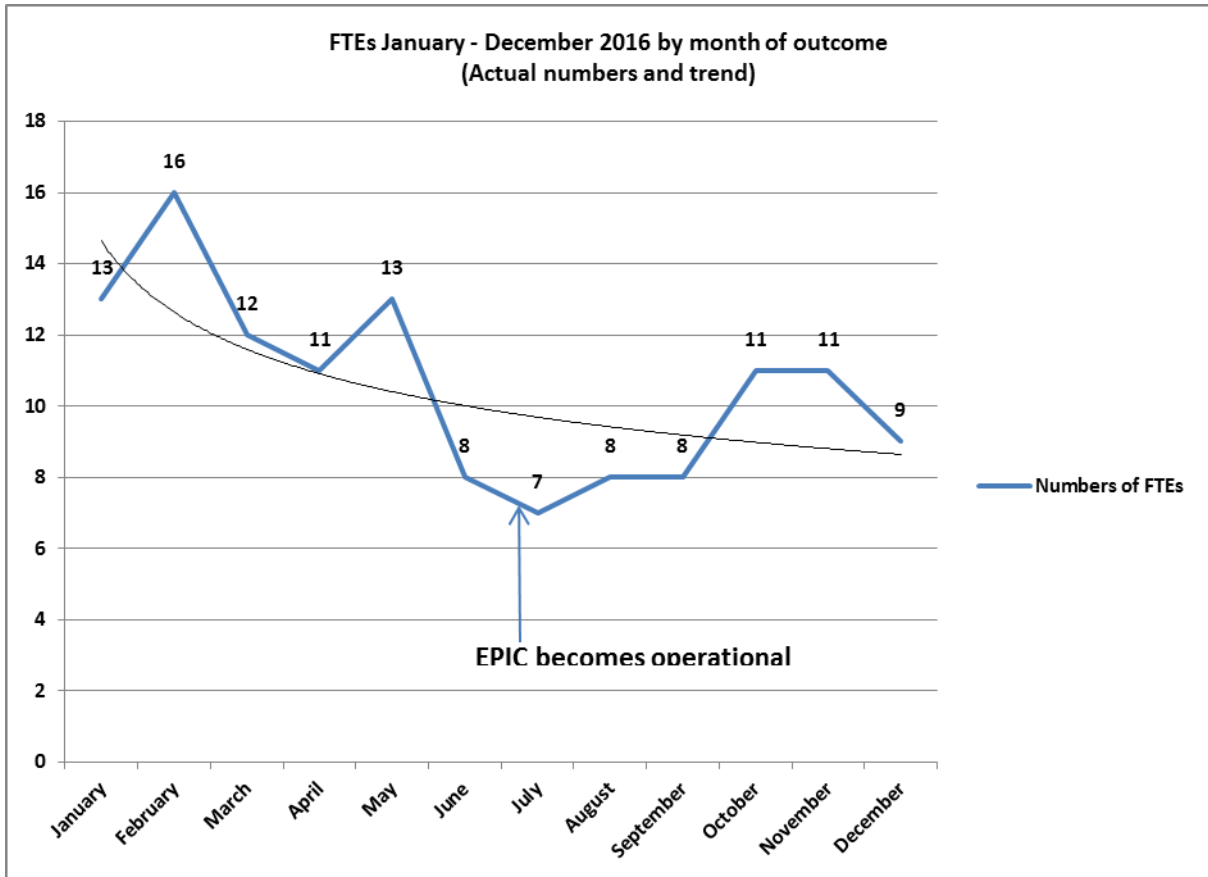


The chart below shows all types of disposal for potential FTEs over the 2 years:



This shows that the new option for 2016, of diversion to EPIC, means more cases overall are deemed to be “potential FTEs”. However it also shows that the impact of the new option is a reduction in use of all the other options, including all 3 ways of becoming an FTE.

Finally, the chart below gives a month-by-month breakdown of numbers of FTEs in 2016:



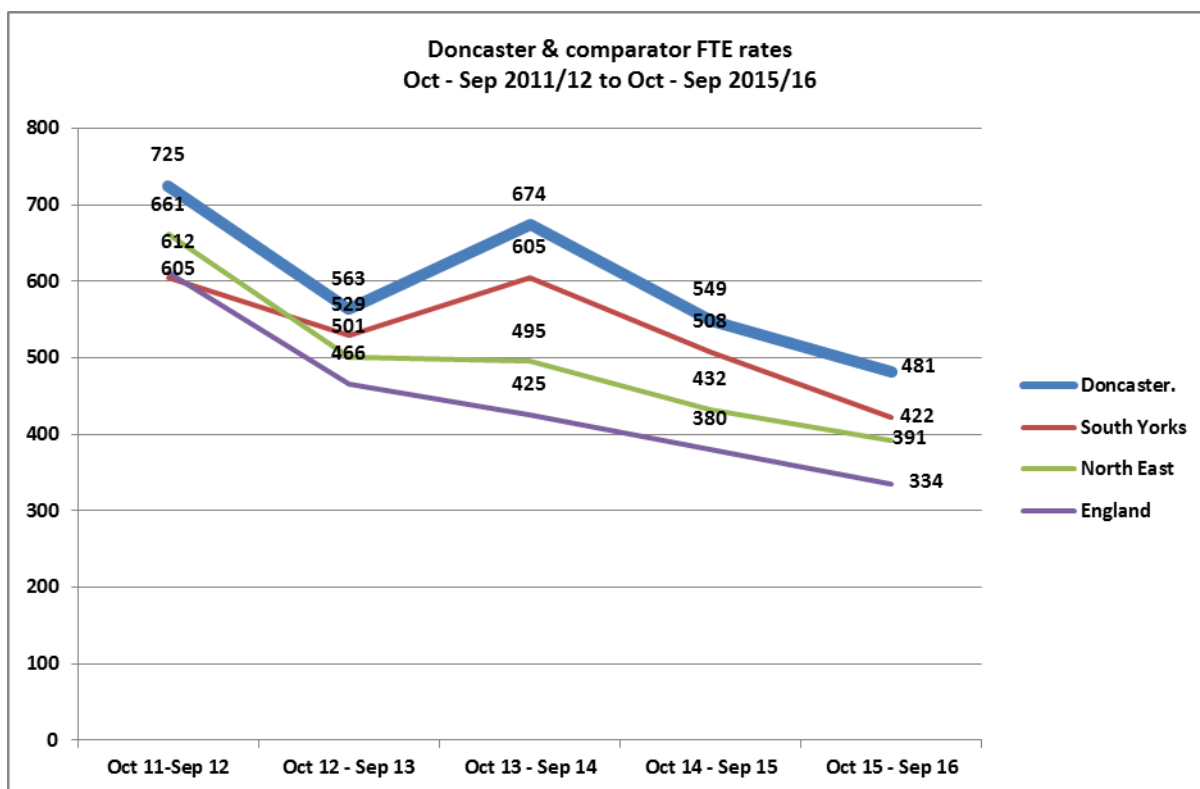
This shows a general decline in the numbers of FTEs once EPIC became operational. There were 73 FTEs in the first 6 months and 54 in the second half of the year, which represents a 26% reduction.

### PNC Performance Data on FTEs

Indicator	Direction of travel	Forecast to meet target	Peer comparison	Overall performance
First-time entrants to the youth justice system	<b>Reducing</b>	<b>On target</b>	<b>Higher than all comparators</b>	<b>AMBER</b>

The chart below shows how Doncaster compares to the South Yorkshire Policing area, the North East Region and the whole of England in terms of the FTE rate:



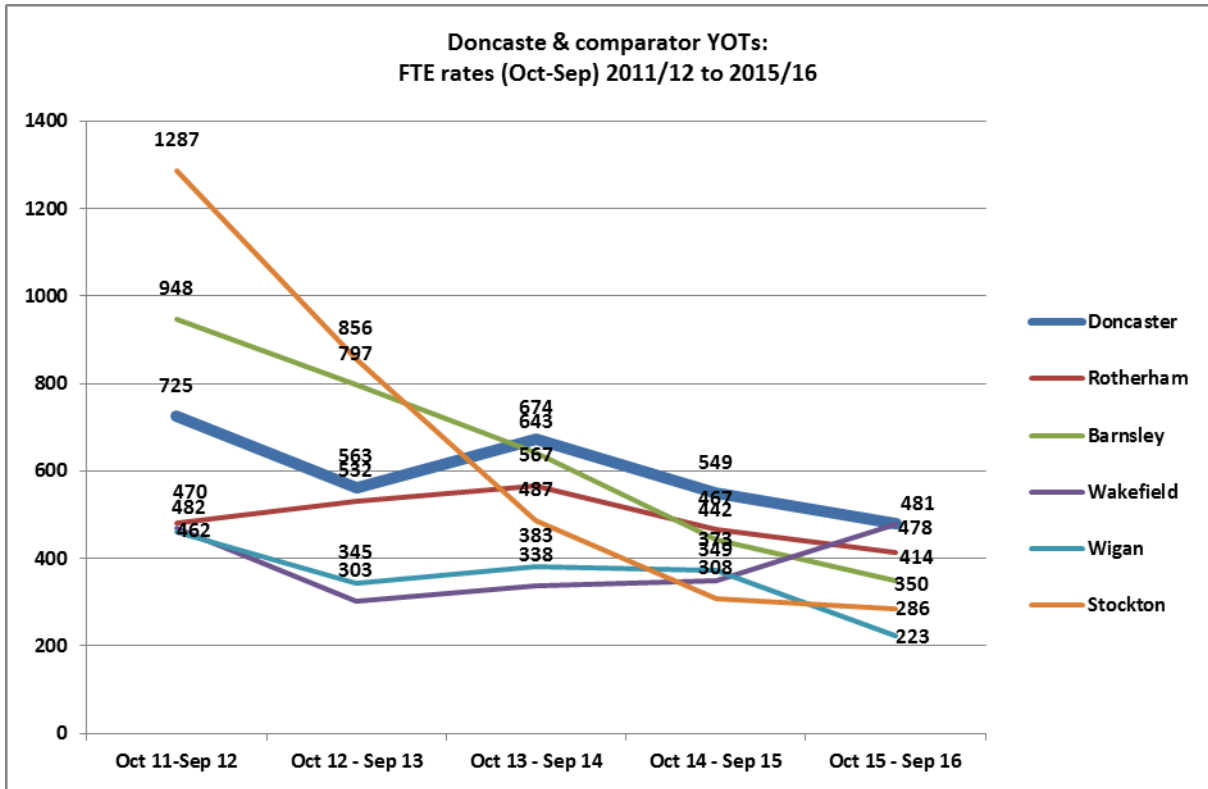


Area	Oct 14 to Sept 15	Oct 15 to Sept 16	% change
Doncaster	549	481	-12.3%
South Yorkshire	508	422	-16.9%
North East Region	432	391	-9.3%
Comparator areas*	388	378	-2.6%
England	380	334	-12%

- The comparator areas are: Rotherham, Barnsley, Wakefield, Wigan and Stockton-on-Tees as these are the most similar areas based on Youth Justice Board methodology.

The measure is the rate per 100,000 local youth population who enter the youth justice system by receiving a caution or a sentence. There were 131 first-time entrants (FTEs) to the youth justice system in Doncaster in the period October 2015 to September 2016, equivalent to a rate per 100,000 youth population of 481. This is a 12% reduction on the previous 12-month period, and is in line with the national reduction rate. However the rate has reduced more quickly in the whole of South Yorkshire, and Doncaster's rate remains higher than the PCC area, the region, the average for comparator areas and England. Doncaster has a target of reducing the rate by 15% in 2016/17 and a further 15% in 2017/18. We are on track to achieve this.

The chart below shows how Doncaster's FTE rate over the last 5 years compares with those for the 5 comparator areas:



It shows that whilst the rate for Doncaster has reduced from 725 to 481 it remains the highest amongst the 6 YOT areas as their rates have also generally reduced during this period.

## Summary

The availability of EPIC appears to be having some impact in reducing the numbers of FTEs in Doncaster. However, the FTE rate in Doncaster remains well above that for comparator areas. In order to bring the FTE rate down further there needs to be an effective Triage Panel and process agreed and established by South Yorkshire Police and the Youth Offending Service to determine which cases may be appropriately diverted from the youth justice system.

# Doncaster Youth Offending Service: Use of Custody Analysis.

## March 2017

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### **Purpose**

This report has been produced in order to help Doncaster Youth Offending Service gain a deeper understanding of the issues surrounding young people being sentenced to custody.

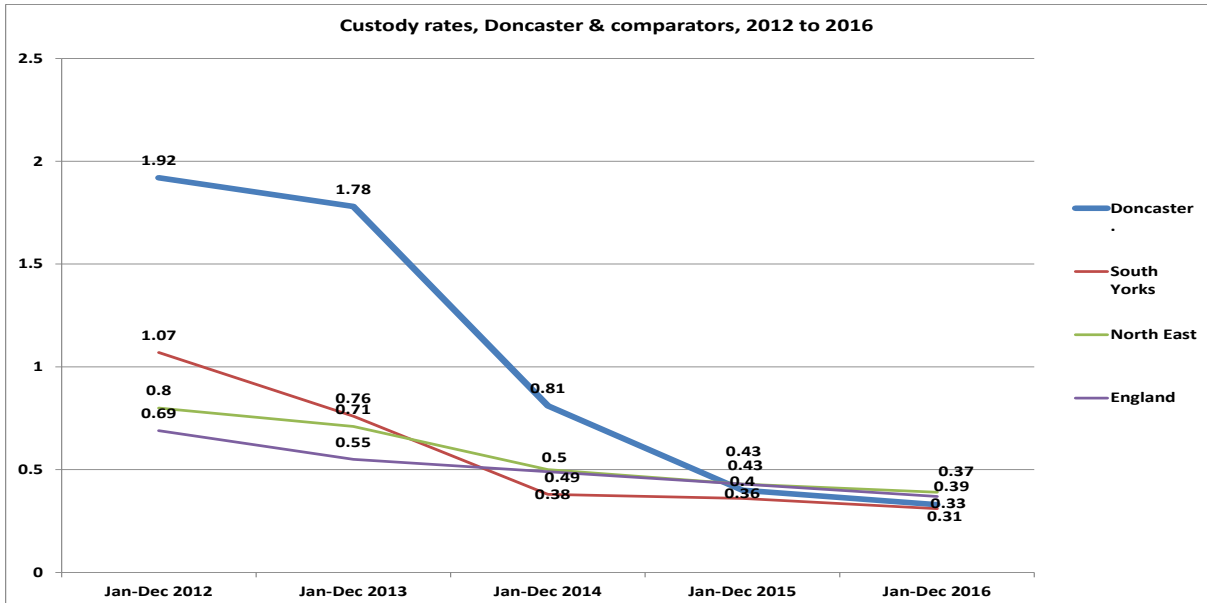
### **Data sources**

The Youth Offending Service (YOS) case management system (Careworks) has been interrogated to extract the required case-level data. The sample is all those young people from Doncaster receiving custodial sentences during calendar years 2015 and 2016. The Youth Justice Board's YOT Data Summary (YDS) has been used to extract the summary performance data.

## The performance data

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Reducing the use of custody is one of the three key indicators by which Youth Offending Teams' performance is judged. Custody rates for the last 5 years for Doncaster, South Yorkshire, North East region and for England are shown in the chart below.



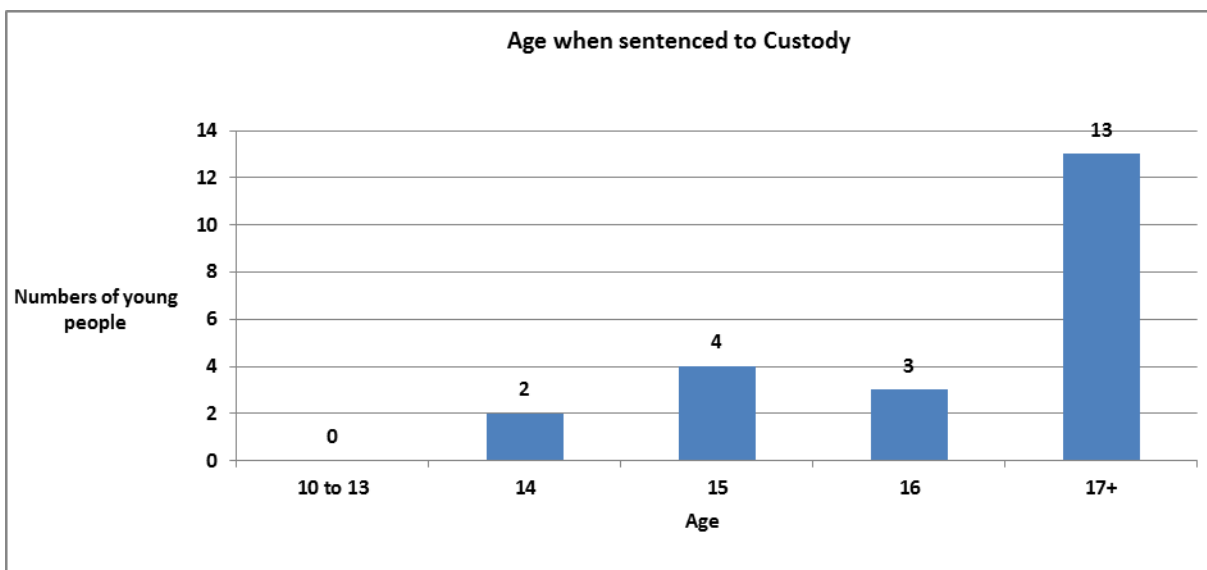
It can be seen that in 2012 and 2013 Doncaster was an outlier with rates well above those for the PCC area, the region and national, but for the last 2 years Doncaster has had rates very close to the comparators, and these have also reduced considerably over the period.

However, in order to improve further we need to understand more about the young people who are still going into custody. The next section looks at the case-level data for those going into custody over the last 2 years when performance has been much better than 5 years ago but still average compared to other areas.

## The case-level data

### Demographics of the sample

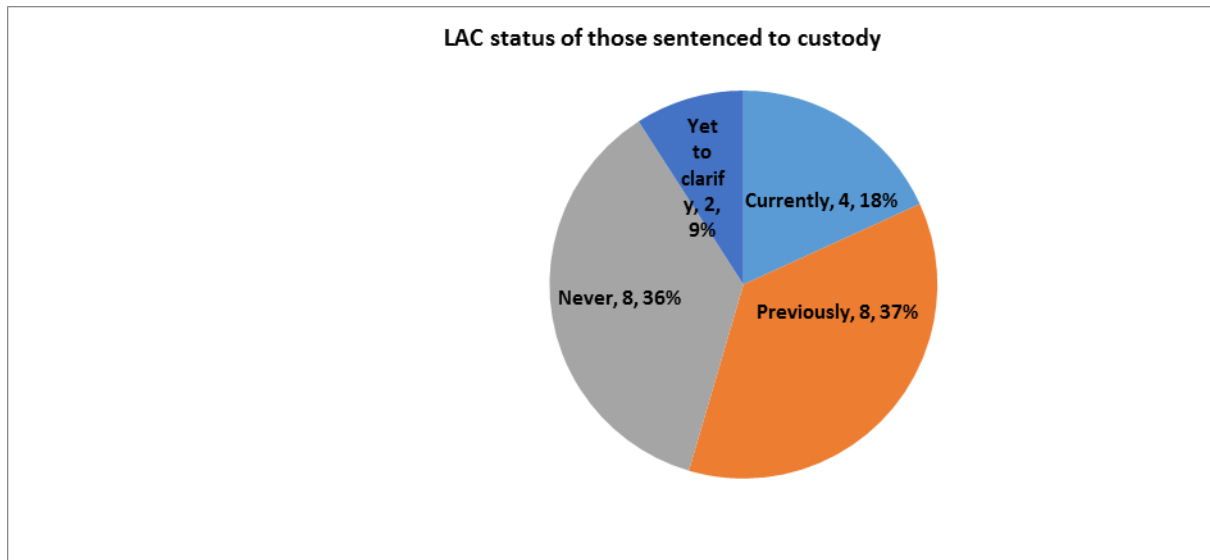
The age profile of those sentenced to custody during this period is shown below:



The majority (59%) were aged 17 when sentenced. Given how many would be close to 18 or over 18 upon release we need to ensure that arrangements are in place for such cases to be transferred to Probation for them to supervise the young person on release as appropriate.

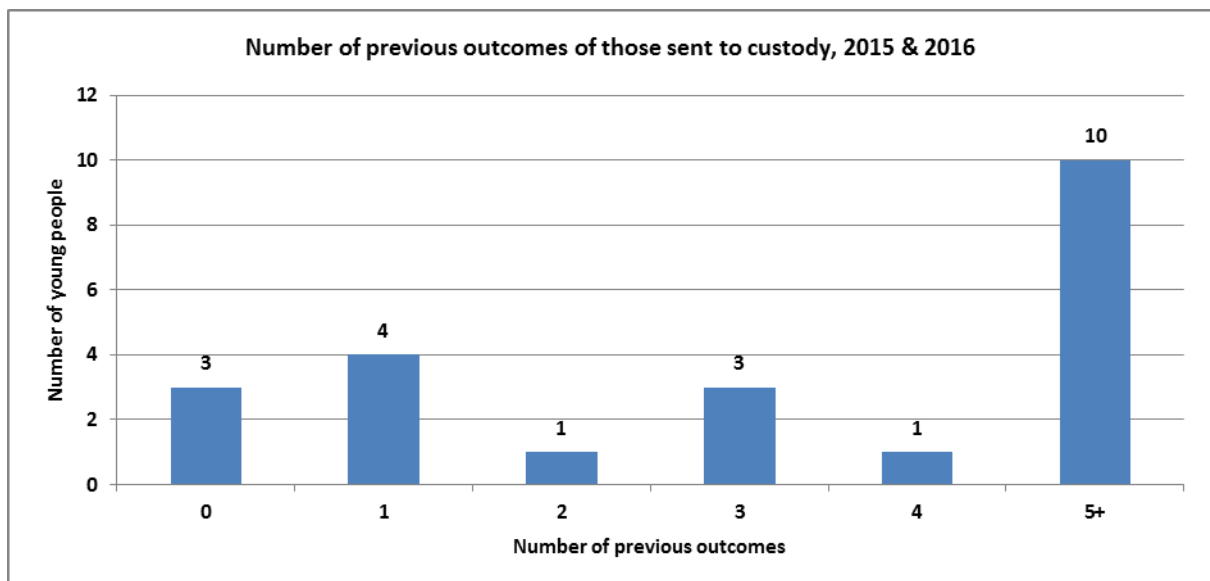
All 22 of the young people were male. 21 of them were white, one was of mixed heritage. This is not disproportionate given the ethnic profile of the borough.

The chart below shows the proportions who were currently or had previously been looked after:



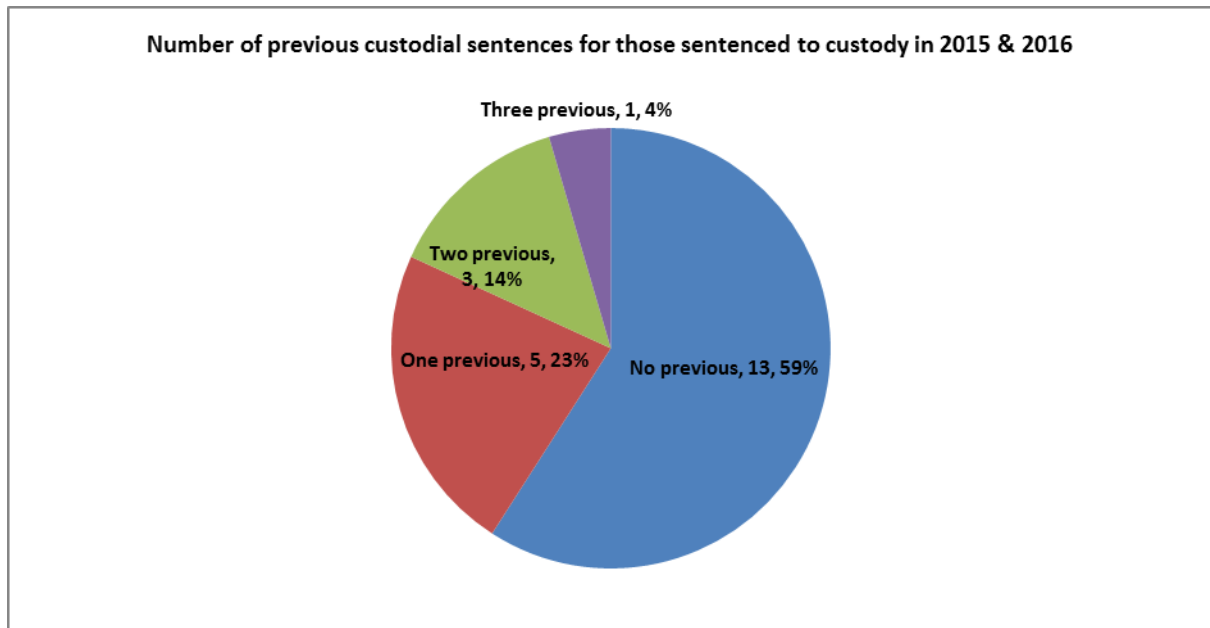
The majority (55%) had been or were currently LAC. 4 (18%) were LAC at point of sentence. As corporate parents for looked after young people the local authority / Children’s Services Trust needs to consider the high proportion of young people going into custody who are currently or previously looked after. However, we also need to recognise that the issues, needs and risks associated with young people who offend are broadly the same as for those who go into care.

The chart below shows the number of previous outcomes / court disposals the young people going to custody had received:



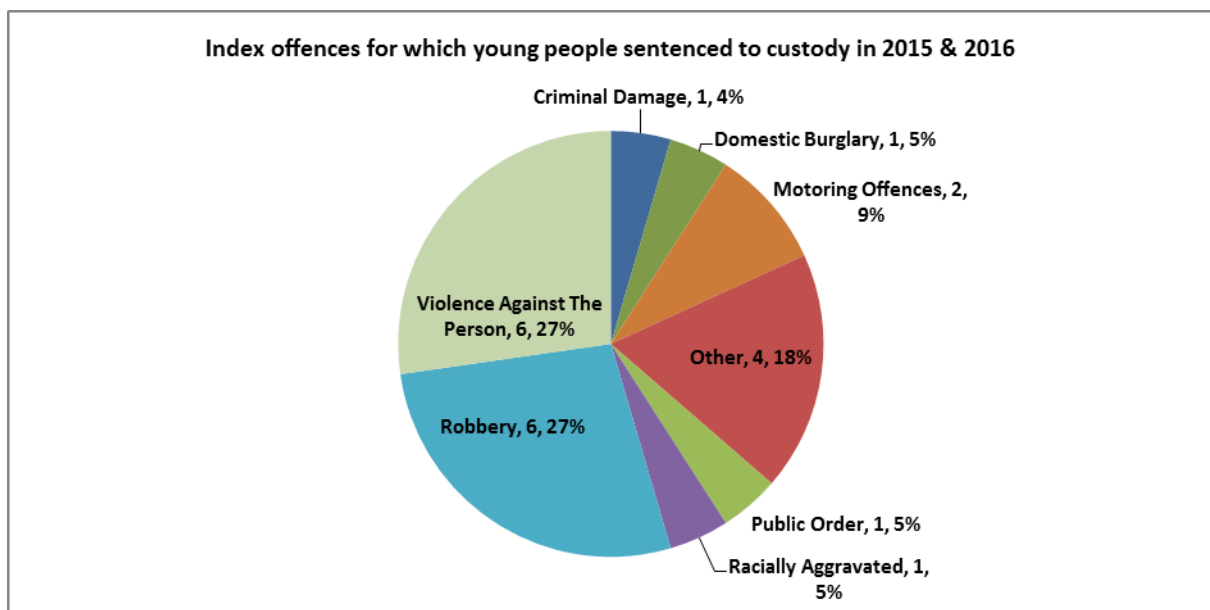
Almost half had had 5 or more previous disposals and 3 young people had had 10 previous disposals. 3 others had never had any previous disposals at all. Those having received no previous disposals were sent to custody for serious offences of Robbery and Violence. The 10 young people with 5 or more previous disposals were sentenced to custody for generally less serious types of offence, and in the majority of these cases this was under breach proceedings for failure to comply with their original order.

The chart below shows how many had been sentenced to custody on multiple occasions:



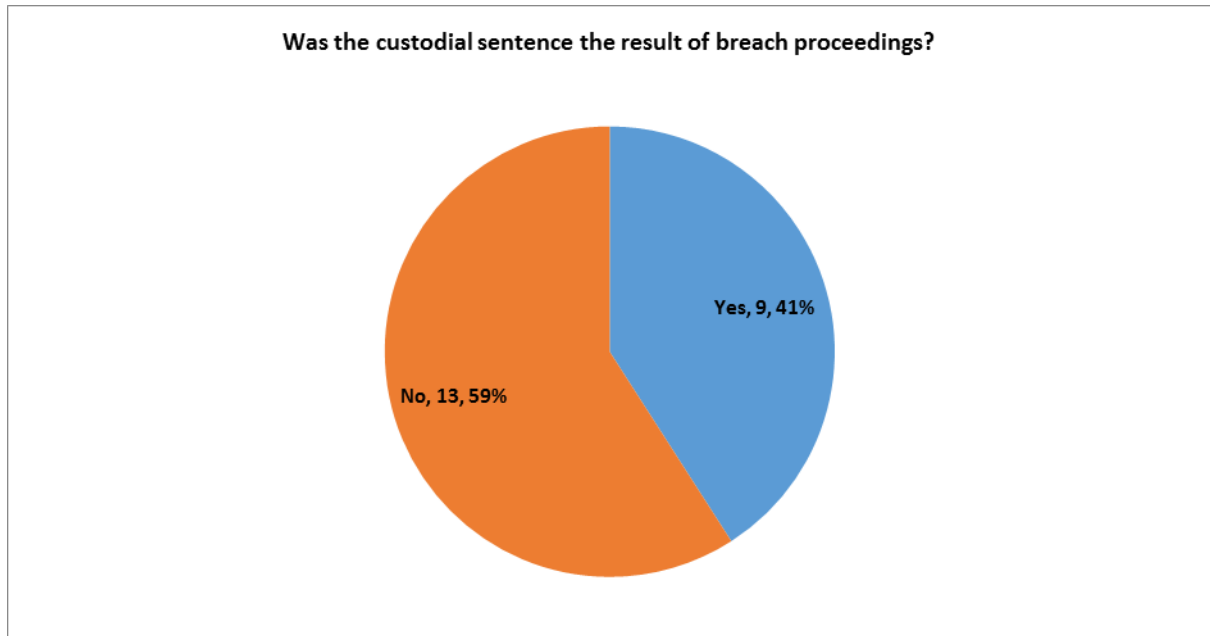
For 9 of the young people (41%) this was not the first time they had been sentenced to custody and for one young person this was the fourth occasion. This shows that the “deterrent effect” of custody for these young people is not strong at all.

The chart below shows the types of offence for which young people were sent to custody:

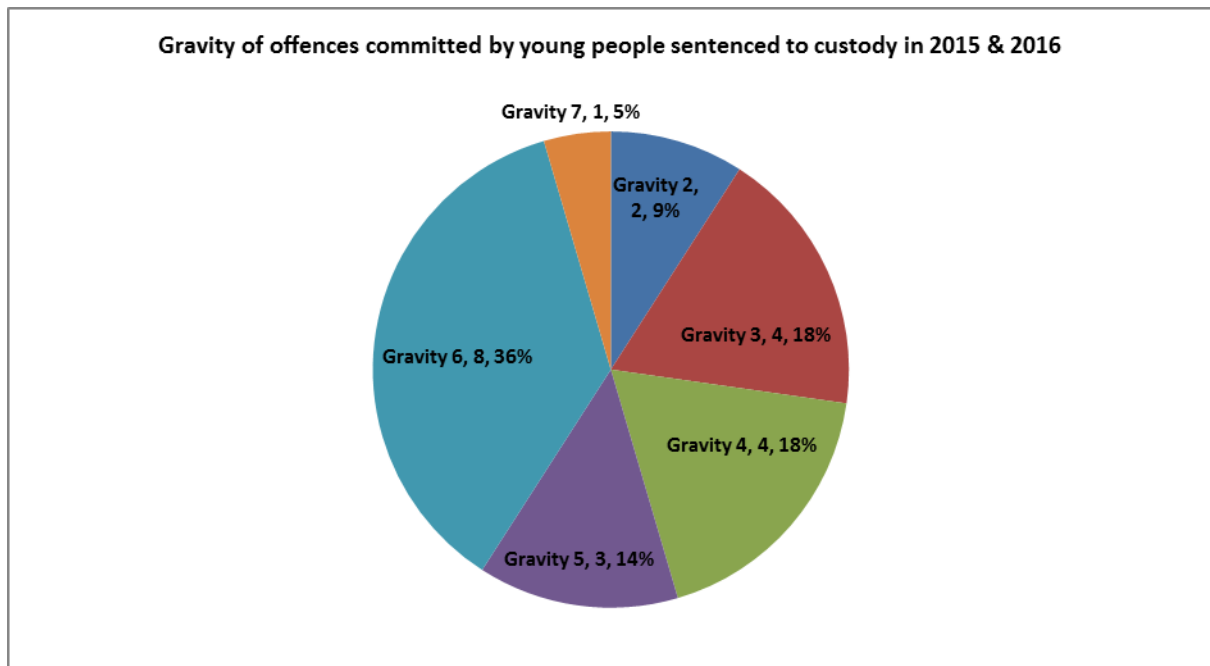


The majority (55%) went to custody for offences of violence or robbery. This suggests that if the custody rate is to be reduced further the courts need to be assured that the YOS can provide robust community-based interventions to address these particular offence types.

As previously mentioned several young people were sentenced to custody under breach proceedings as they had failed to comply with their original order. The chart below gives the breakdown:



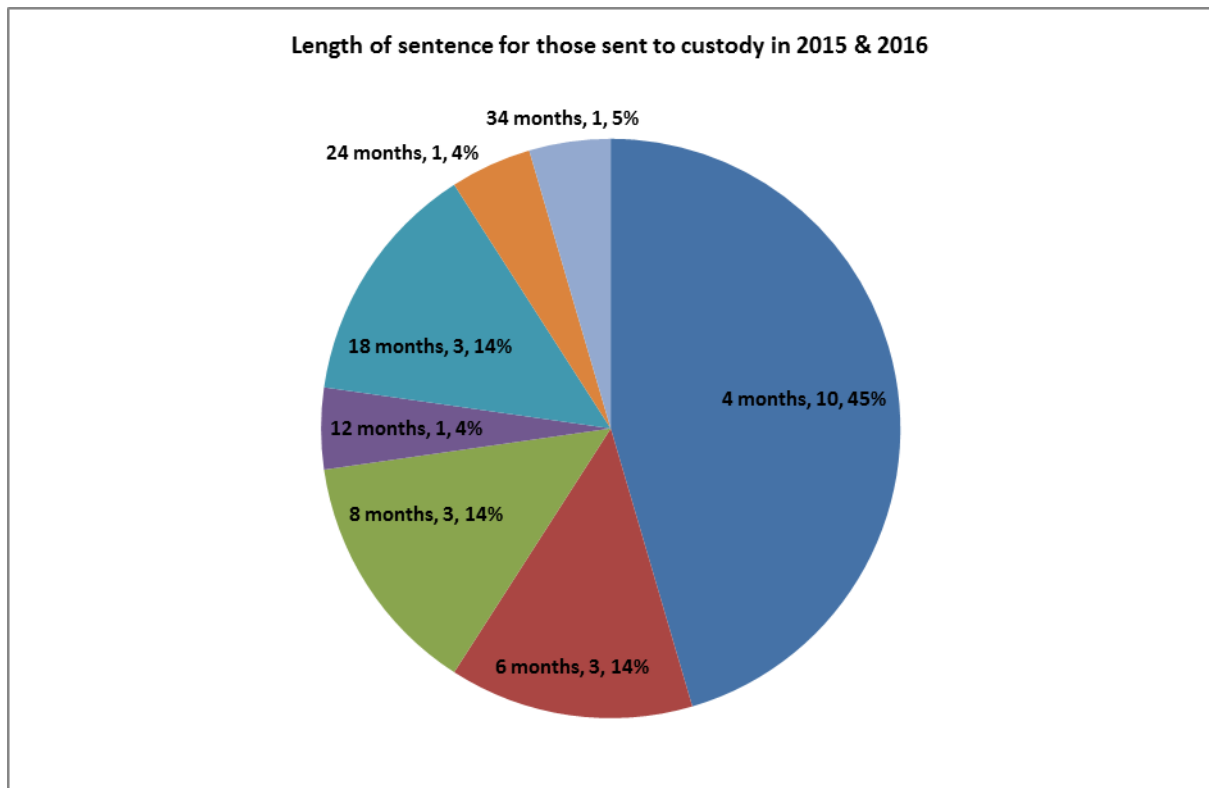
The next chart shows the seriousness of the offences for which they were sent to custody (based on the Youth Justice Board gravity score matrix):



It is of concern that 10 of the young people were sentenced to custody for less serious offences with gravity scores of 4 or less. Only 4 of these were being sentenced under breach proceedings. Neither

of those with offence gravity scores of 2 was being sentenced under breach proceedings, which begs the question as to why they were sentenced to custody at all.

The chart below shows the length of the custodial sentences received:



Whilst almost half (45%) received the minimum sentence of 4 months, over a quarter (27%) received sentences of 12 months or more. Amongst those receiving 4-month sentences the average gravity score was 4. All of those receiving sentences of 12 months or more had offence gravity scores of 5 or 6. As many young people committing offences with gravity score 6 receive community-based disposals it is clearly not just the seriousness of the offending which has resulted in these young people going into custody.

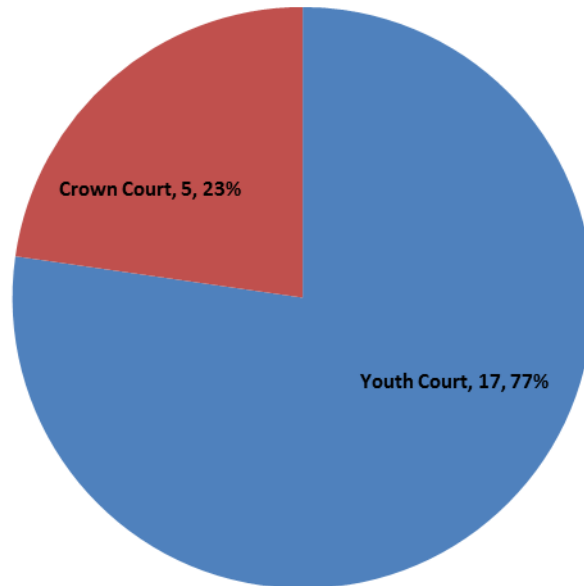
All but one of the young people in the sample was sentenced to a Detention and Training Order (DTO). The one case attracting a Section 90/91 Order was for an index offence of violence and he received a sentence of 34-months.

The Charlie Taylor report into Youth Justice, published in December 2016, calls for the ending of custodial sentences shorter than 12-months (i.e. 6 months in custody, 6 months post-release supervision) as they are not considered conducive to rehabilitation of the young person given the short duration of the custodial episode. If this was to come into force then almost half of the cases in the sample would not be eligible for custody. However, if this provision came into force there is a risk that in cases which might previously have attracted a short custodial sentence courts could opt for longer custodial sentences rather than community-based disposals.

The final chart below shows the type of court passing the custodial sentences:



Type of court sentencing young people to custody in 2015 & 2016



Cases are sent to the Crown Court where the Youth Court magistrates consider that their sentencing powers are too limited (a maximum of 2 years). However only one of the 5 young people sent to Crown Court received a sentence longer than 2 years. Given that Crown Courts are essentially adult courts which are unused to dealing with the complex and specific issues presented by young people, every effort should be made by solicitors and YOS staff to keep cases in the Youth Court.

## Conclusion and Recommendations

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Having achieved a remarkable reduction in the use of custody compared to 5 years ago, the YOS now needs to aim to have lower rates than comparator areas. To achieve this we need to:

- Improve our offer to looked after young people who offend. Too many looked after children are unnecessarily criminalised, (refer to report on LAC in the local youth justice system and 6 case studies) and some go on to receive custodial sentences.
- Develop interventions which are specifically targeted at young people committing offences of serious violence and robbery.
- Invite magistrates to view delivery of such interventions in order that they can be re-assured of their robustness.
- To ensure breach action is taken when young people fail to comply with their orders in order that magistrates have confidence in community-based disposals, whilst ensuring every effort is taken to re-engage the young person concerned before they are brought back to court.

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**Targeted Youth Support Service  
Doncaster Youth Offending Service  
Youth Justice Plan 2017/18**



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## **1) Who we are and what we do?**

Doncaster Youth Offending Service (YOS) is part of Doncaster Children's Services Trust Targeted Youth Support Service (TYS).

TYS is comprised of the YOS, the Care Leaving Service (18 plus) and the newly created prevention service, Team EPIC (Encouraging Potential Inspiring Change). The service is committed to improving outcomes for children, young people and their families, specifically to help them lead happy, safe and aspirational lives.

Youth Offending Teams (YOTs) were formed in England and Wales in April 2000 under the Crime and Disorder Act 1998, providing a multi-agency approach to preventing offending by children and young people. As Doncaster's YOT, the YOS consists of professionals from a range of disciplines including health, probation, youth justice, social work, education, housing, information advice and guidance, substance misuse and systemic family therapy.

The statutory aim of the youth justice system, as laid out in the 1998 Act, is to prevent youth offending. Work to prevent young people from offending and entering the youth justice system is undertaken by Team EPIC, while the YOS helps children who have offended and entered the youth justice system to avoid reoffending. It also works to keep young people safe from harm and to protect the public from young people who may pose a risk of causing serious harm. The YOS conducts these responsibilities through robust risk management processes including engagement with forums such as MAPPA (Multi-agency public protection arrangements).

Team EPIC is a newly created prevention service, designed to divert first time entrants into the youth justice system using a robust triage model to intervene at the point of a young person being charged, where it is safe and proportionate to do so. Team EPIC delivers a number of programmes based on building emotional resilience and consequence awareness, whilst encouraging young people to engage in programmes and interventions designed to increase aspiration and opportunity.

In 2016 the Doncaster YOS adopted the new AssetPlus assessment framework developed by the Youth Justice Board for England & Wales (YJB). AssetPlus deploys a "strengths based" predictive methodology to understand the issues young people face in relation to their offending, to help practitioners formulate an intervention plan to address any presenting needs and to build on the strengths already displayed by young people. The YOS also undertakes specialist work in the areas of young people who present sexually harmful behaviours and also with young people who may benefit from restorative justice interventions with our commissioned partners, The Junction and REMEDI.

Young people referred to EPIC are screened via a specifically designed tool drawing on Signs of Safety. If more detailed assessment is required following the screening then this is carried out using the new AssetPlus assessment tool.

Doncaster YOS is committed to the use of whole family approaches to achieve sustained change to familial cultures which supports better outcomes for children and young people. Therefore we work closely with Doncaster MBC's Stronger Families programme (the local response to the government's Troubled Families initiative) using systemic approaches to strengthen families and improve communities.

The operational work of Doncaster YOS is overseen by its strategic Management Board which is composed of senior managers and leaders from partner organisations who have the operational and strategic expertise to challenge and develop the offer from Doncaster YOS.

The Management Board composition is as follows:-

Mark Douglas (Chair)	Chief Operating Officer, Doncaster Children's Services Trust
Lee Golze (Vice-Chair)	Head of Commissioning, Clinical Commissioning Group
Neil Thomas	Superintendent - South Yorkshire Police
Riana Nelson	Assistant Director Learning and Opportunities DMBC
Claire Scott	Stronger Communities and Families Manager - DMBC
Richard Cherry	Chief Clerk to the Justices
Grant Lockett	Head of Access to Homes – St Leger Homes
Paulette Page	Senior Probation Officer
Cllr Nuala Fennelly	Lead Member for Children, Doncaster MBC
Cllr Chris McGuinness	Lead Member for Crime, Doncaster MBC

The Head of Service is directly managed by the chair of the Management Board ensuring a clear line of sight to the operational practice.

The YOS strategic Management Board also feeds into the following local strategic boards:-

- Safer, Stronger Doncaster Partnership Board
- Strategic Education Attendance Board
- Children Young People and Families Board
- Stronger Families Executive Steering Board

## 2) Overview

### Post-Inspection Improvement Plan

The YOS was subject to a Full Joint Inspection (FJI) conducted by Her Majesty's Inspectorate of Probation (HMIP) in 2015. The outcome was unfavourable in a number of areas, most crucially in terms of the senior governance and oversight by the YOS Management Board.

Following the inspection Doncaster YOS completed a comprehensive improvement plan overseen by the Youth Justice Board, which has affected all areas of strategic and operational practice.

Some of the key developments which have been instigated include:-

- Revised membership of YOS Management Board to ensure it comprises of people with appropriate seniority who can challenge operational practice and strategic decision making.
- Revised data offer and performance information available to the Board.
- Implementation of YJB re-offending toolkit, allowing live reoffending data monitoring and reporting.
- Police Secondees operating in line with national police guidance.
- Embedded police IT systems within the YOS to aid more dynamic intelligence sharing on high risk cases.
- New safeguarding and risk management policies and procedures.
- Revised engagement and compliance procedure, capturing non-compliance earlier.
- Implementation of new Risk Panel to ratify assessment decisions.
- Training programme focussed on outcome based risk and vulnerability planning.
- Improved planning processes, planning now done "With" and not "to" children and families.
- New child friendly planning tool introduced.
- New QA framework, incorporating external auditors.
- Regional work undertaken with regard to the out of court disposal scrutiny panel.
- Support from YJB in terms of Board functioning and practice.
- The TYS reach increased through creation of new prevention service, Team EPIC.
- Voice of the child better represented through the body of the casework, better practitioner understanding of how to capture this.
- Improved CAMHS provision.
- Use of whole family approaches and systemic family psychotherapy.
- Continued reduction in custody rate.

The improvement plan was completed during 2016/17 and has now been signed off by the YJB. The YJB improvement partner expressed her admiration for the speed with which the improvement plan had been completed.

In order to ascertain whether the above actions had resulted in improved quality of casework, the former Head of YOT Inspections at HMIP was commissioned to carry out a review of recent cases in Doncaster YOS in November 2016. The findings of her review are most encouraging. Whilst there are still some areas for further improvement the overwhelming view was that considerable progress had been made and that the casework quality was generally far higher than it had been when the inspection took place in 2015.

The last year was also notable for the introduction of AssetPlus which represents the most significant change to youth justice assessment methodology since the creation of the Asset framework seventeen years ago.

### **The Charlie Taylor Report**

In December 2016 the Report into Youth Justice commissioned by the Ministry of Justice (MoJ) and carried out by Charlie Taylor was published. The key findings and recommendations which have been taken on board by the MoJ are:

- Health, Social Care and Education need to intervene earlier, before offending occurs.
- Devolving responsibility for youth justice to local authorities will enable the support services to be aligned.
- Practitioners will be judged by the outcomes they achieve rather than the procedures they follow
- Youth custody will be provided through a network of secure schools commissioned through regional consortia of local authorities.
- Contact with the criminal Justice system can 'taint' young people so that they actually become more likely to offend.
- The key factor in helping young people not to reoffend is the quality of the worker.
- Magistrates need to have much greater, more active role in tailoring plans for young people and holding the parent, child and agency to account.
- Reduced numbers of young people in the system and reduced funding means local authorities are now having to think about new delivery models
- An unintended consequence of having specialist YOTs is that the other agencies step back, so that YOTs are often unable to bring about the very contributions from other agencies which they were set up to do
- Some areas have brought Troubled Families and YOTs together as the overlapping criteria mean a joint response is essential.
- The YOT model can be adapted locally to bring about better co-ordination such as by co-locating with children's services.
- YOTs have merged across local authority boundaries to achieve economies of scale.
- A narrow criminal justice response is insufficient for those still left in the system.



- CAMHS often does not intervene early enough so the child / young person offends and a criminal justice response is then required. Outreach is a much more useful model for CAMHS service delivery

A key priority for Doncaster YOS management Board and management team during 2017/18 will be to implement the Taylor Report recommendations within the local context. However, the Doncaster YOS is already doing many of the things the report calls for. A key example is the way in which the YOS is closely aligned and integrated within the Targeted Youth Support Service and the wider Children's Services. This ensures that a holistic approach is taken with children and young people who offend and that they are seen first and foremost as children rather than as offenders.

### 3) Performance against last year's plan

In last year's plan a number of key performance indicators were set to demonstrate the YOS's progress against its strategic and operational goals. This section highlights progress in these key areas and provides narratives to how targets were achieved and what further action may be required to consolidate improvements.

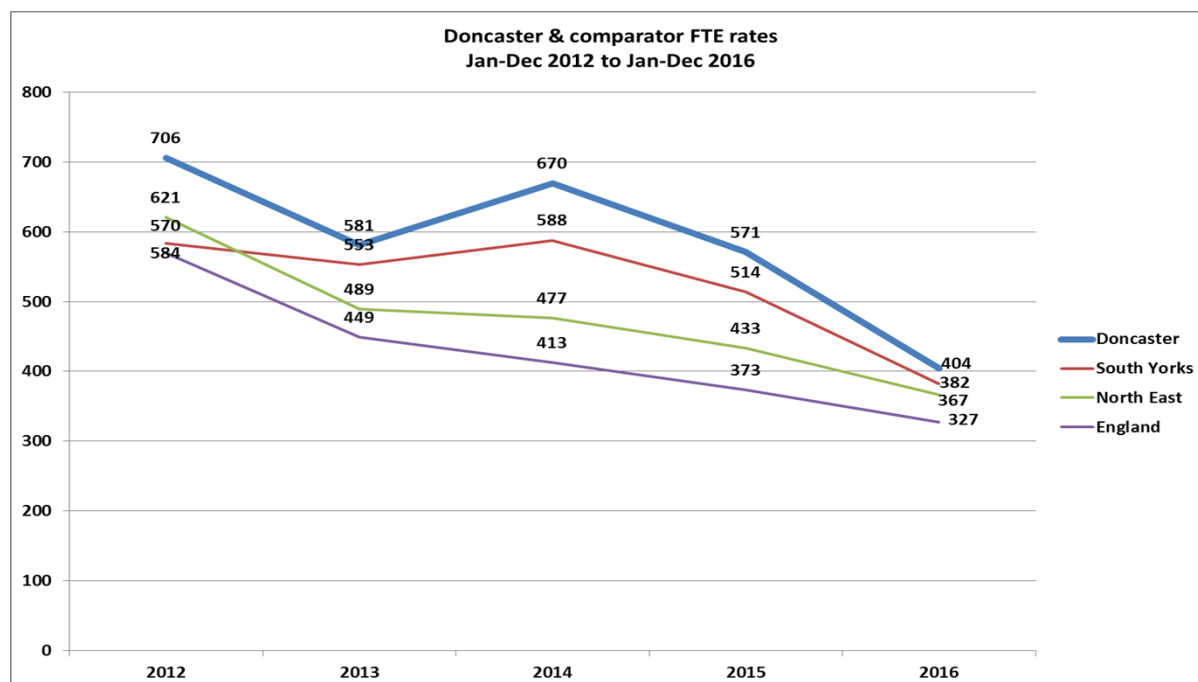
#### Reducing First Time Entrants

Young people who enter the youth justice system for the first time are known as First Time Entrants (FTEs). Entering the youth justice system can have a severe impact on young people's career prospects as they acquire a criminal record which may have to be disclosed to prospective employers. There is also a risk that bringing young people into the youth justice system prematurely can "criminalise" them, such that they start to see themselves as "offenders" and begin to adopt pro-criminal associates and lifestyle. Therefore bringing young people into the youth justice system should be a last resort, taken only when all other viable options for diversion have been exhausted.

In 2015/16 Doncaster had the 5<sup>th</sup> highest FTE rate in England, and South Yorkshire as a whole had the highest rate amongst all policing areas in England. Therefore the 2016/17 youth justice plan for Doncaster set a target of reducing the number of FTEs by 15% in 2016/17 and by a further 15% in 2017/18.

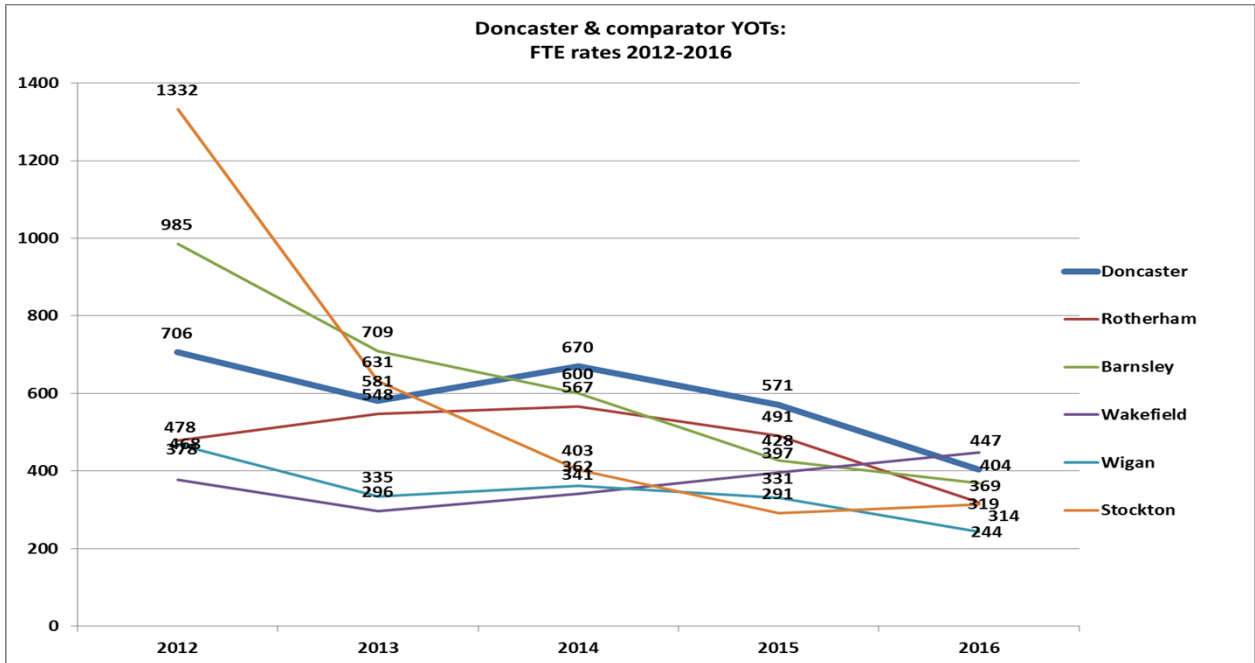
Thus far the strategy for achieving this has been to establish Team EPIC and to provide robust alternatives to Police Cautions, Police Conditional Cautions and prosecutions where young people have begun to offend.

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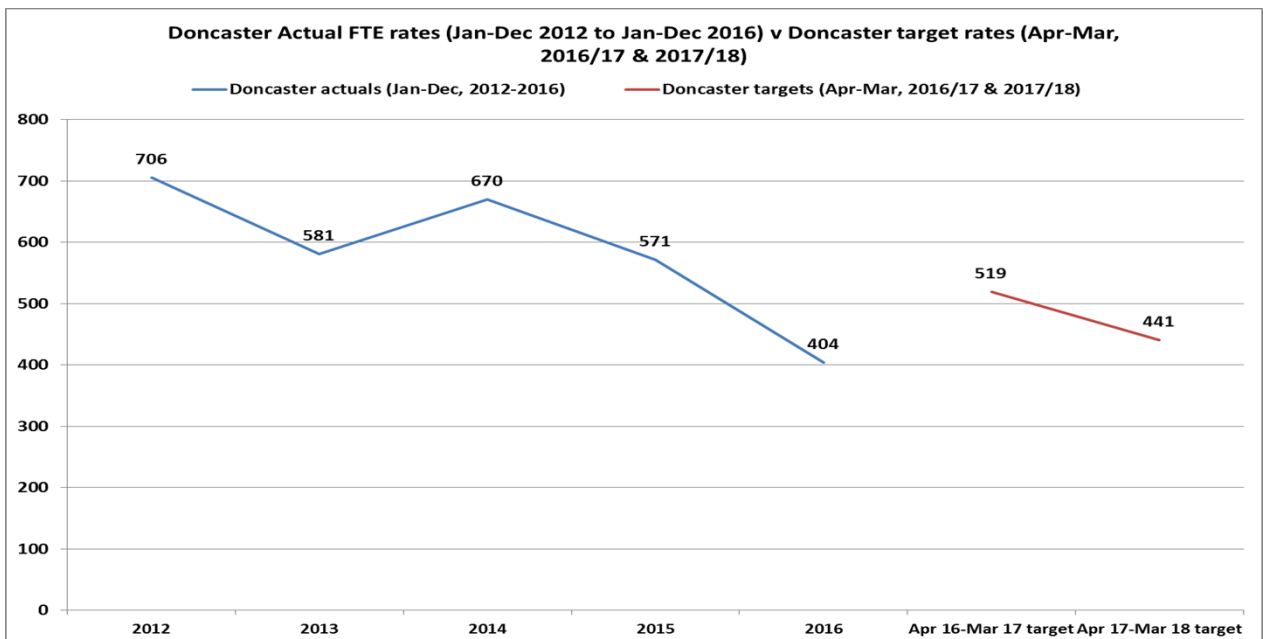
It shows a strong downward trajectory over the last 2 years, although the Doncaster rate is still higher than regional and national averages, because these have also reduced over the period.

The following chart indicates Doncaster’s performance compared with the 5 most similar areas:



Despite significant reduction in the local rate over the last 2 years, Doncaster’s rate remains higher than all but one of the comparator areas.

However, the chart below shows how latest FTE performance compares with the targets set for 2016/17 and 2017/18 as laid out in last year’s youth justice plan:



This shows that we significantly exceeded the target set in last years plan and nearly reached the year two target.

However, if further progress is to be made in reducing the number of FTEs in Doncaster so that it is lower than comparator areas then there needs to be a process change in addition to the availability of EPIC. An analysis has been conducted of all young people who became FTEs in Doncaster during 2016. This analysis is at Appendix A to this report, but a key finding to note here is that a high proportion of the FTEs entered the youth justice system and received a criminal record without ever having been considered for a Community Resolution. Many of them had no previous offences or Community Resolutions and most had only committed low-level offences at gravity score 2 and 3.

It appears that some police officers remain unaware of the triage process and the availability of EPIC as a means of diverting low level offenders away from the youth justice system.

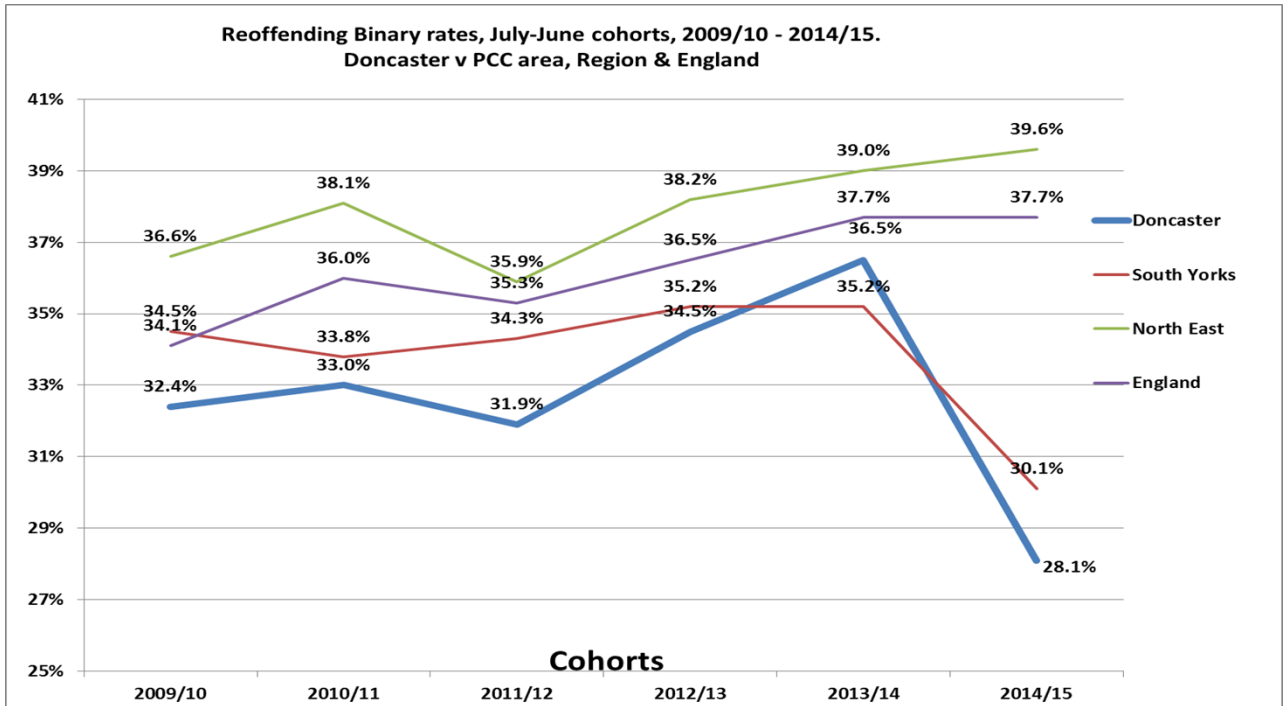
In order to tackle this problem a flow chart has been drawn up showing the way in which all youth cases should be dealt with. If the proposed process is adopted it would ensure that no young person could become an FTE without their case having been referred to and discussed by the Triage Panel. This would ensure that options for diversion are considered in every case where there is an admission of guilt and the young person could enter the youth justice system for the first time.

A meeting was held with the Police and Crime Commissioner and South Yorkshire Police senior commanders in February 2017 and it was agreed that a new triage process needs to be adopted in Doncaster, ensuring that all potential FTEs are referred to and discussed by the triage panel to ascertain whether the young person may safely and appropriately be diverted from the formal youth justice system. Work is now underway to establish the membership and terms of reference for the panel.

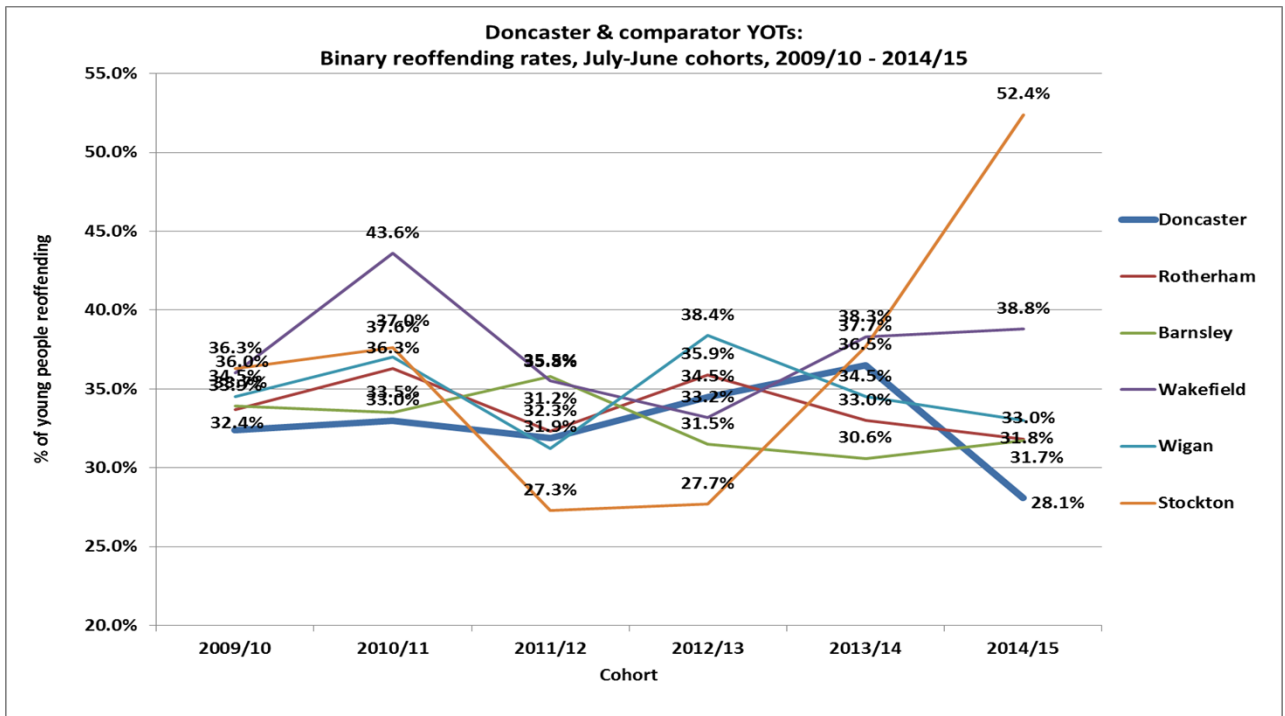
## **Reducing Re-offending**

Reducing reoffending by young people is perhaps the primary reason for YOTs' existence. The measure is based on a cohort of young people receiving pre-court and court-ordered disposals or being released from custody during a 12-month period. Their proven reoffending is then tracked over 12 months from the date of the disposal. To allow for court proceedings to be completed there is a time lag in data being published. This means that the latest official data is for the July 2014 to June 2015 cohort.

The charts below show Doncaster's binary reoffending performance for the last 6 years as against that for the South Yorkshire PCC area, the North East region and England:



The chart below shows how Doncaster's binary reoffending rate compares with that for the most similar areas:



With a binary rate of 28.1% Doncaster now has the 4<sup>th</sup> best reoffending rate amongst all YOTs in England.

It should be noted that over the last decade the numbers of young people in the national and local cohorts has reduced by around two thirds. This means that those young people remaining in the cohort have, on average, far greater needs and risks than those in earlier cohorts, and thus the likelihood of their reoffending is higher. Given that context, these results are particularly encouraging.

However, the activity to produce these results took place between one and two years ago and the results of the work the YOS is doing now will not be known for another 2 years. In order to improve the reoffending rate of those young people in the current cohort (2017/18) we are using the YJB Reoffending Live Tracker. This includes all the young people in the cohort (whether currently on the YOS caseload or not) and enables a strategic view to be taken, looking at trends but also enabling us to ensure that young people get the right intervention at the right time to prevent them from reoffending or at least to reduce the frequency if they have already begun.

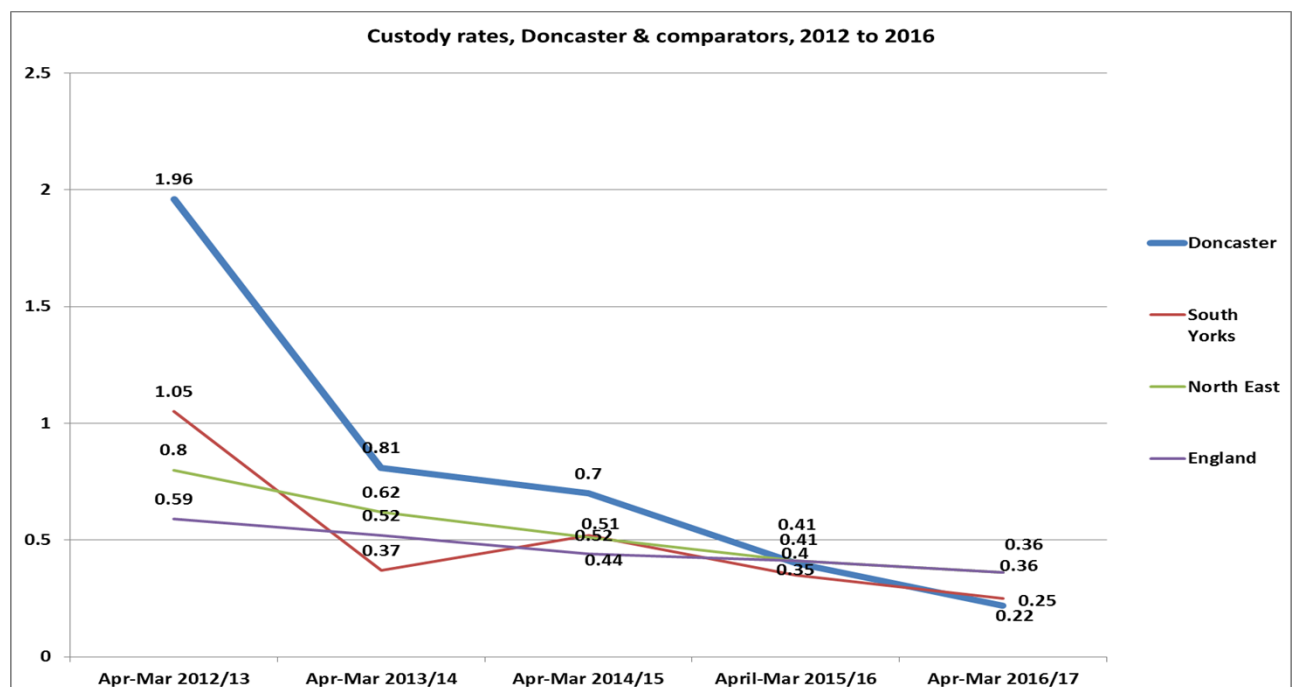
### Reducing the use of custody

The YOS set itself an aspirational target of reducing the numbers of young people going to custody to the national average of 0.37 per 1000 of the 10-17 population in 2016/17. This was to be achieved by improving the confidence of the courts in the community based alternatives to custodial sentences offered by the YOS.

Outcome: Doncaster’s achieved a custody rate of 0.22 per 1000 of the 10 to 17 population for 2016/17, well below the target set.

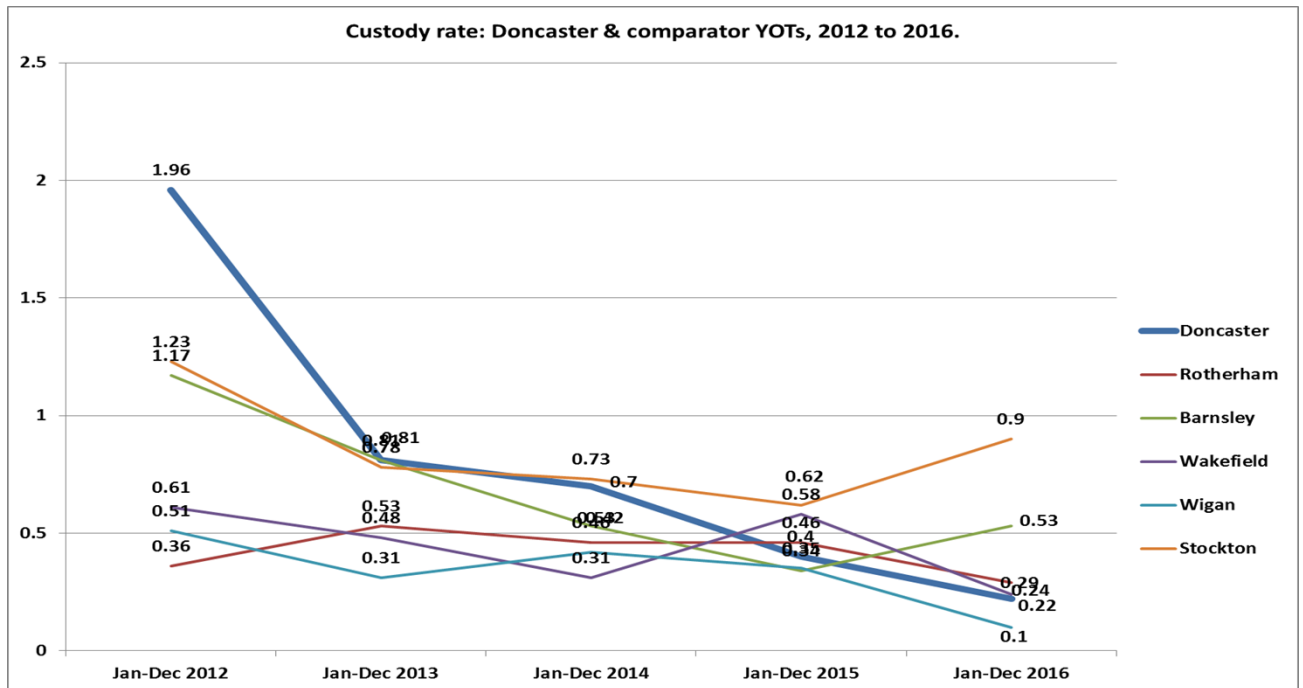
In real terms, this represents a reduction in the number of custodial sentences from 11 in 2015/16 to 6 in 2016/17.

Doncaster’s custody performance against comparator areas is shown in the charts below:



This shows that having been an “outlier” with a rate well above those for the PCC area, region and national in 2012 and 2013, Doncaster is now performing better than the South Yorkshire PCC area, the North East region and England as a whole.

The following graph highlights Doncaster’s custody performance compared with that for the most similar YOTs:



Again this shows that having had by far the highest rate amongst comparator YOTs in 2012, Doncaster now has the 2<sup>nd</sup> lowest. This is testimony to the confidence the local courts now have in Doncaster YOS’s community-based alternative to custodial sentences.

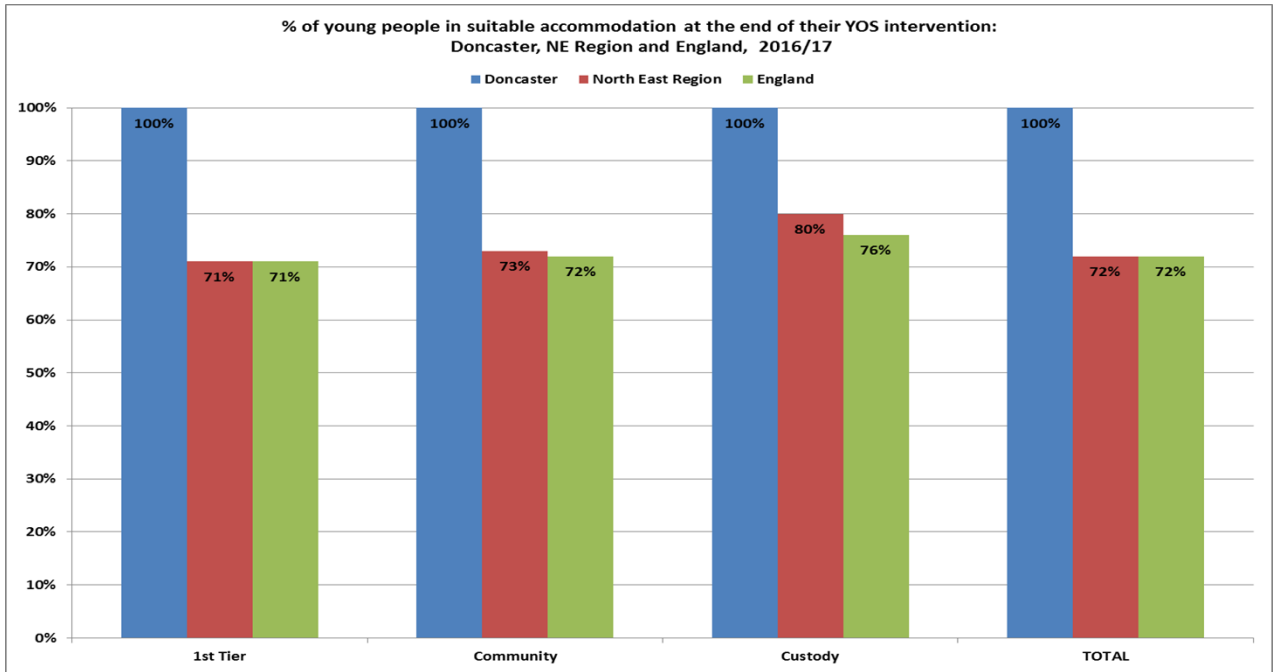
Ensuring Young People who offend are in suitable accommodation and in appropriate full-time education, training or employment at the end of the order

If young people are to avoid reoffending then it is crucial that they are in appropriate accommodation and in appropriate education, training or employment by the time they come to the end of their YOS intervention.

**Accommodation:** the target set in the 2016/17 youth justice plan was for 100% of young people to be in suitable accommodation by the end of their court order.

The strategy for achieving this has been for the YOS to continue to develop good professional relationships with partner agencies such as YMCA who notify us when they have vacancies coming up; case managers are proactive in supporting young people to access this support by attending interviews with them. The YOS are also represented at Homelessness Partnerships meetings which involve DMBC, St Leger Homes and charitable organisations, so that we are aware of changes to policy and procedure and can make wider links with specialist support. We also work closely with Children’s Social Care and offer family support so that where appropriate young people can remain at home, or with wider family members or in their social care placements.

The chart below shows this 100% target has been achieved in 2016/17. The North East region and England as a whole only achieve just over 70% of young people being in suitable accommodation at the end of their court orders.



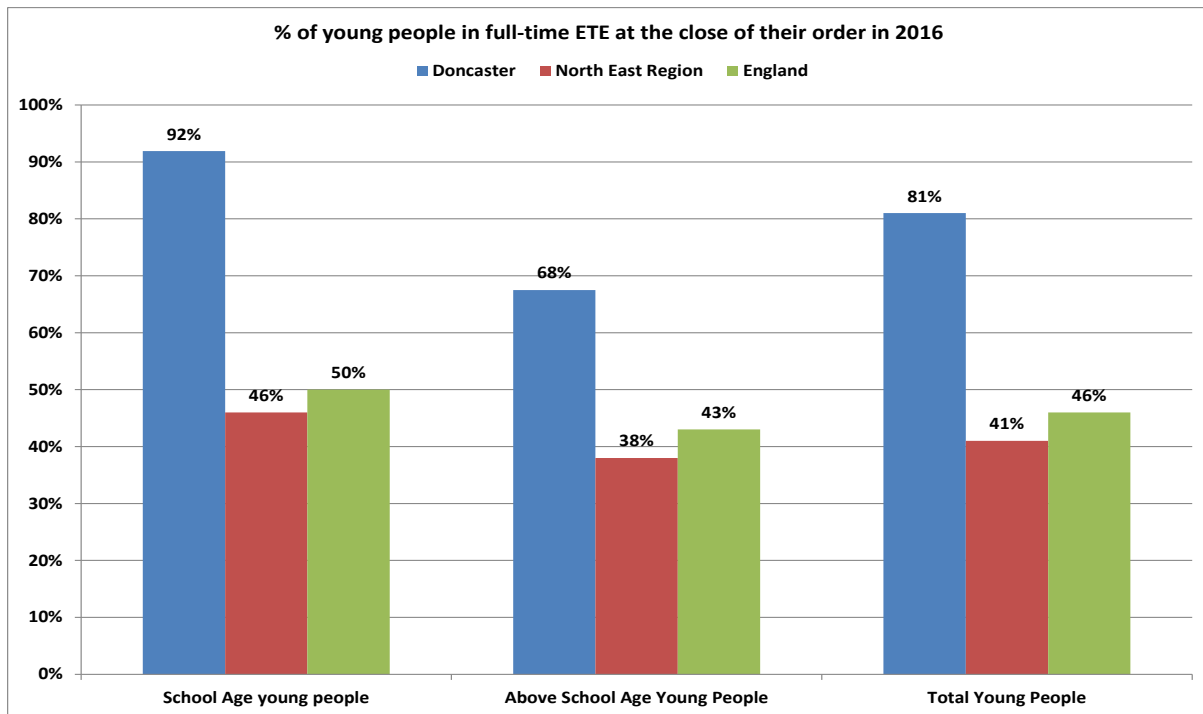
**Education, training and employment (ETE):**

Again the YOS set a very aspirational target of 90% of all young people being in suitable ETE provision on the final day of their order.

The Doncaster YOS has a particularly strong ETE offer for both school-age and post-16 young people. Strong links exist with local secondary schools and academies, Doncaster College and Wetherby Young Offenders Institution, with whom working protocols are in place, which are frequently reviewed. This is further supported by the maintenance of positive professional relationships. In order to advocate on behalf of some of our more challenging young people, the YOS Education Co-ordinator is a standing member of the secondary inclusion panel and the Head of Service sits on the strategic education board.

The graph below shows how Doncaster YOS performed against this demanding target in 2016 and how this compares with performance across the region and England.





This shows that the target was achieved for those young people of school age. However there is still some way to go for those over school age, and this brought the overall figure down to 81%. Doncaster has far better rates than the region and England for both school-age and post-16 young people.

The Doncaster YOS has a particularly strong ETE offer for both school-age and post-16 young people. Strong links exist with local secondary schools and academies, Doncaster College and Wetherby Young Offenders Institution, with whom working protocols are in place, which are frequently reviewed. This is further supported by the maintenance of positive professional relationships. In order to advocate on behalf of some of our more challenging young people, the YOS Education Co-ordinator is a standing member of the secondary inclusion panel and the Head of Service sits on the strategic education board.

#### 4) Strategic Objectives for 2017/18

The key priorities of the Youth Offending Service in 2017/18 are:

- reducing the number of first time entrants into the youth justice system
- reducing the proportion of young people re-offending and the number of offences they commit
- reducing the use of custody and
- keeping young people and communities safe.

The following sections highlight the key work which the Youth Offending Service will undertake to achieve these aims.

##### Preventing young people from entering the youth justice system

Although according to the latest data (for October 2015 to September 2016) the number of first time entrants has reduced by 29.2% compared to the same period the previous year, Doncaster's rate remains higher than all comparators in terms of young people entering the criminal justice system.

Preventing offending is integral to our shared vision of Doncaster becoming the best place to grow up in Yorkshire. Doncaster Children's Services Trust and its partners are keen to ensure that Doncaster becomes and remains a positive place to live, a place where young people are safe, nurtured, healthy, achieving, active, respected, responsible and included.

We believe that as far as possible children and young people should be kept out of the Criminal Justice System because bringing them in too quickly can criminalise them and it gives them a criminal record which can blight future prospects. That is not to say that early offending should be ignored. Where offending does take place, good quality assessments leading to effective and timely interventions are needed to address that behaviour and its causes.

We take a whole family and child-centered, preventative approach focused on the following outcomes:

Helping ensure communities are safe from crime and disorder

Improving life chances for children and young people involved in or at risk of offending

Enabling all children and young people to be confident individuals, effective contributors, successful learners and responsible

Prevent first time entrants into the Youth Justice System

Families have a crucial role in supporting children and young people who begin to offend. Team EPIC will work in partnership with families, recognising that they will remain in place long after the professionals have completed their interventions and therefore are key to sustaining change in young people's lives. Without harnessing the support of parents and families we are unlikely to bring about enduring improvements in young people's capacity to avoid offending.

Children may need help to take responsibility for their decisions and actions in line with their stage of development and understanding. Most children and young people who offend will mature into responsible adults.

Research shows that early intervention is central to preventing youth crime. The most cost-effective way to reduce youth crime is to prevent young people from getting into trouble in the first place. Preventing youth crime brings about huge savings of economic and social costs.

Local Authorities bear the largest share of the cost at £6.5 billion followed by welfare system at £3.7 billion and the NHS at £3 billion. There are also high long-term costs to young people committing crime because we know that crime is associated with a range of poor economic and social outcomes. Preventing youth crime can therefore reduce these economic and social costs. We can achieve this by dealing with those problems that make it more likely young people will commit crime or anti-social behaviour.

£3,620: Estimated average cost of a first time entrant (under 18) to the criminal justice system in the first year following the offence.

£22,995: Estimated average cost of a first time entrant (under 18) to the criminal justice system, nine years following the offence

£113,000,000: Estimated savings if one in ten young offenders were diverted toward effective support

It is against this backdrop that Doncaster Children’s Service Trust along with key partners, young people and families have co-designed our first **Youth Crime Prevention Strategy**, which will contribute to preventing children and young people in Doncaster from becoming involved in criminal and anti-social behaviour.

Team EPIC is central to this strategy by offering a robust programme of intervention for children and young people who would otherwise be issued with a caution, conditional caution or prosecuted and thereby brought into the formal youth justice system. By deploying this approach, Team EPIC aims to achieve a 15% reduction in first time entrants in 2017/18

Performance Indicator	Out Turn 2015/16	Target 2016/17	Target 2017/18
First Time Entrants (FTE) PNC rate per 100,000 of 10-17 population YJB data. The number of first time entrants to the youth justice system. This comprises young people who receive a Police Caution or a Sentence.	571	485	412

As can be seen from the data in the previous section, good progress has already been made in reducing the FTE rate in Doncaster, with a rate of 404 for the calendar year 2016 (so the rate is already lower than the targets for the financial years 2016/17 and 2017/18). This success has been largely through the inception of EPIC, giving the police a further option in dealing with young people outside of the formal youth justice system.

However, in order to contribute to the vision of Doncaster being the best place to grow up in Yorkshire, there now needs to be a system-change in the way decisions are made regarding which young people need to be cautioned / charged and who can be safely diverted from the system.

Currently in the vast majority of cases it is the police alone who decide whether young people who have never previously been in the youth justice system but

have now offended should be cautioned, taken to court or diverted from the system altogether. This restricts the ability of the Partnership to reduce the number of first time entrants and is out of kilter with practice across England and Wales.

This issue was discussed with the Police and Crime Commissioner for South Yorkshire along with senior officers from South Yorkshire Police in February 2017 and it was agreed that a Diversion Panel should be established comprising officers of appropriate seniority from South Yorkshire Police and the Doncaster Youth Support Service meeting weekly to discuss cases where young people may become FTEs and to decide whether they may be diverted or not. Discussions are currently underway between the Police and the YOS in Doncaster with a view to establishing this panel.

With an effective Diversion Panel in place and a credible and viable alternative disposal available (EPIC) then the prospects of achieving and surpassing the FTE reduction targets in the next year are very good.

### Reducing Re-offending

Reducing re-offending remains a key priority for the YOS. The cohort of young people involved in the youth justice system has reduced substantially both nationally and locally over the last decade. This has resulted in a current cohort of young people who on average have more previous offences, more previous disposals and who are more entrenched in offending than earlier cohorts, and this increases the average likelihood of reoffending, making performance improvement very challenging.

In January 2016 the MoJ introduced an additional measure of frequency of re-offending. As well as the average number of re-offences per offender, known as the 'frequency rate', there is now the average number of re-offences per re-offender.

During 2016/17 the Doncaster YOS adopted live tracking of the reoffending cohort. This is not simply to gain more up-to-date performance data (although this is useful) but also to seek to improve reoffending performance by ensuring the right action is taken at the right time with the right young people to prevent reoffending or at least to reduce its frequency once young people have begun to reoffend.

In order to work effectively with this more challenging cohort, the YOS has adapted its intervention offer to improve outcomes for young people. This has been informed by the recruitment of a trainee forensic psychologist to support

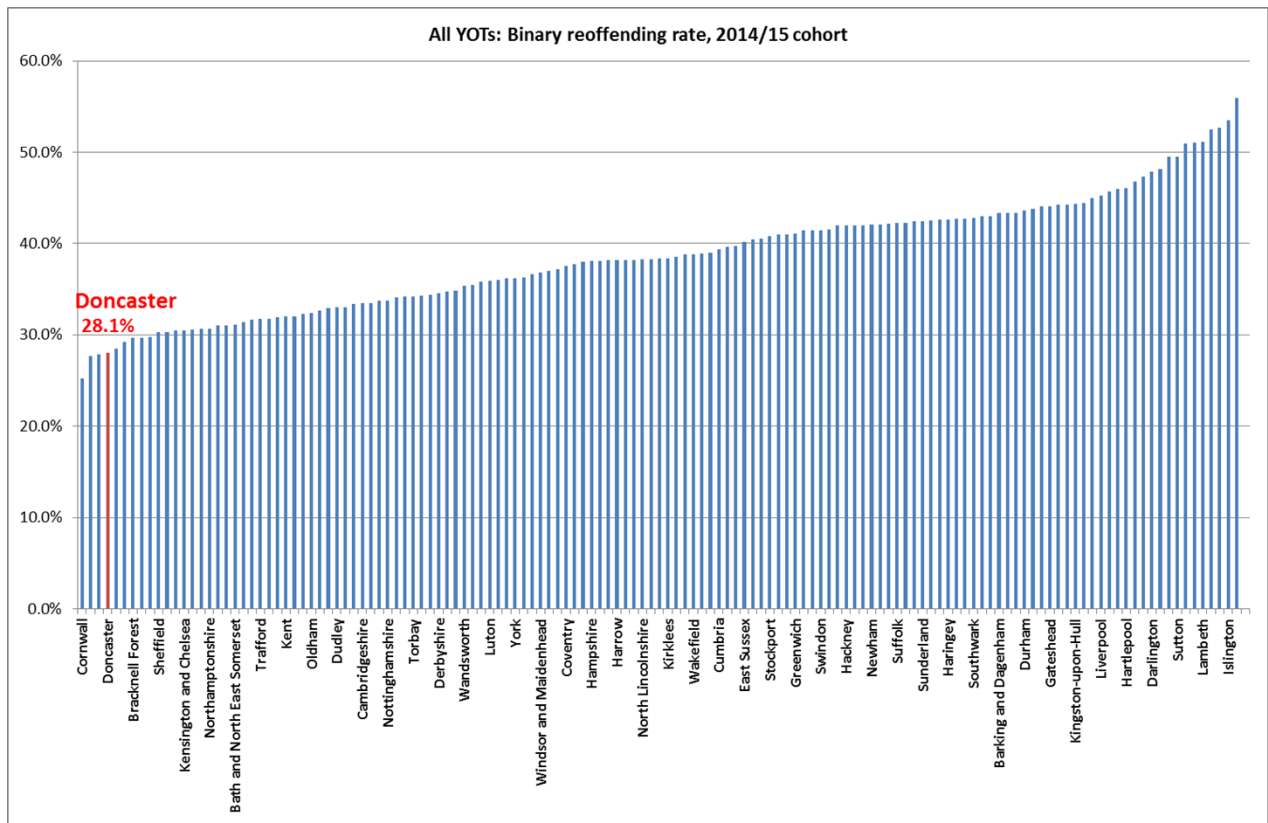
the re-evaluation of existing interventions and create new ones to respond to the challenges identified in the cohort

In addition, the recruitment of a speech and language therapist has assisted the YOS in re-framing the largely language-based interventions that the YOS currently uses with young people. Revising these interventions and providing materials which are more meaningful to young people with speech, language and communication difficulties is increasing their efficacy thereby reducing the number of young people who go on to commit further offences.

In addition to the revised intervention offer the YOS understands the need for the development of a more robust use of intelligence to predict thematic issues arising from the cohort. The subsequent operational changes to practice which are required to address these issues will be pivotal to our success.

In 2016/17 the YOS embedded the use of the YJB's "Reducing Re-offending Toolkit", enabling live tracking of the cohort for the first time. There are now monthly meetings of key managers within the YOS to review the cohort, identify young people who may reoffend, ensure action is taken to reduce this likelihood and to detect overall trends in the cohort membership and issues such as offence types.

For the latest cohort reported on (July 14-June 15) Doncaster achieved a binary reoffending rate of 28.1%, which is the 4<sup>th</sup> best in the country. This is exceptionally good given the association between social and economic deprivation and offending rates. The chart below illustrates this:



In the 2015/16 Youth Justice Plan the reoffending target was to reduce the binary rate from 36.5% to 33.5%. With the latest official data showing a rate of 28.1% the YOS has clearly surpassed this target. However, in setting future performance targets we need to be aware that given Doncaster’s current very good performance there is limited scope to improve further.

There is also another factor which may reduce Doncaster’s scope for further improvement in the reoffending rate. We are determined to reduce the FTE rate and have a clear strategy in place to achieve considerable further reductions. However, reducing the number of young people in the youth justice system will inevitably mean that it is the lower-level, less frequently offending young people who will be diverted, kept out of the youth justice system and thereby kept out of the reoffending cohort. Therefore future cohorts for Doncaster are likely to be smaller but made up of young people who are on average more likely to reoffend than those who were in previous cohorts. Therefore to a certain extent, any success we have in reducing FTEs is likely to put pressure on our reoffending rate.

It is for these reasons that we propose a target of simply maintaining our current binary reoffending rate of 28.1% for the next 2 cohorts.

Performance Indicator	Out Turn 2014/15	Target 2015/16	Target 2016/17
	28.1%	28.1%	28.1%

	cohort	cohort	cohort
Proven binary re-offending rate for cohort members. This is the percentage of young people who re-offended in the identified cohort	28.1%	28.1%	28.1%

It should also be borne in mind that the next cohort (2015/16) has already completed, although the result will not be known until January 2018 – and therefore there is no action that can be taken now to improve the result.

### Reducing the use of custody

Nationally there has been a huge reduction in the use of custody for young people over the last decade. In February 2017 there were 829 young people in custody and this compares with 3,000 in custody 10 years ago. However, Doncaster has been an historic outlier in terms of its use of custody over the past decade, with rates significantly higher than national average. In 2016 Doncaster reduced its rate to be in line with comparator areas.

An analysis has been undertaken of the use of custody for young people in Doncaster during 2015 and 2016 and the report is at Appendix B. The key recommendations from the analysis are that we need to:

- improve our offer to looked after young people who offend. Too many looked after children are unnecessarily criminalised, and some go on to receive custodial sentences.
- develop interventions which are specifically targeted at young people committing offences of serious violence and robbery.
- invite magistrates to view delivery of such interventions in order that they can be re-assured of their robustness.
- ensure breach action is taken when young people fail to comply with their orders in order that magistrates have confidence in community-based disposals, whilst ensuring every effort is taken to re-engage the young person concerned before they are brought back to court.

Changes to operational practice and delivery including the implementation of risk ratification panels, revised risk management procedures, more effective use of engagement panels to intervene with non-compliance earlier and improved quality assurance work undertaken on pre-sentence reports have all significantly contributed to the reduction in young people going to custody.

The following chart outlines PSR congruence rates between YOS proposals and court outcomes. It is inevitable that in some cases there will not be congruence,



particularly where the YOS proposes community disposals for young people who are most likely to be facing a custodial sentence. However, the congruence rate is a general guide to the confidence of sentencers in the reports provided and the community-based options offered by the YOS.

Pre-Sentence Reports prepared for Youth and Crown Court 1 April 2016 - 31 March 2017									
Court Outcome									
Recommendation	Absolute Discharge	Conditional Discharge	Deferred Sentence	Fine	Compensation Order	Referral Order	YRO + Requirements	DTO	Custodial
Absolute Discharge	1					1			
Conditional Discharge		1							
Deferred Sentence						1			
Fine									
Compensation Order									
Referral Order						11		2	1
YRO + Requirements							21	7	
DTO								1	
Custodial									

The table above shows that in 35 out of 47 cases in 2016/17 the Pre-sentence Report proposal was followed by the court. This gives a congruence rate of 74% which is very acceptable and suggests courts have a high degree of confidence in the reports, the proposals and the YOS's community-based interventions. In half of the cases where the proposal was not followed by the court the actual sentence was a custodial, and the YOS always seeks to offer a non-custodial option to the court wherever possible and viable. In only 1 of the 9 custodial sentences in 2016/17 was the proposal for custody.

The Youth Justice Plan 2016/17 set a target for 2016/17 of 0.37 custody cases per 1,000 local youth population. The latest data, for calendar year 2016 gives a rate of 0.33 and therefore the target has already been surpassed, albeit that the known result is for a period one quarter before the period the target was set for.

Having already made considerable reductions in the local custody rate, further reductions may be challenging to achieve. However, Doncaster YOS aims to have a custody rate lower than the national average. In 2016 the average custody rate in England was 0.37 per 1,000 of 10 -17 population and therefore we set a target of 0.30 for Doncaster in 2017/18 and 2018/19.

Performance Indicator	Out Turn 2016	Target 2017/18	Target 2018/19
Use of custody rate per 1,000 of 10 -17 population	0.33	0.30	0.30

## Keeping young people and communities safe

Keeping young people safe is not a role for the YOS in isolation. The work across the Team Doncaster partnership is crucial to ensuring safe outcomes for children, young people, families and their communities.

The YOS has a significant role to play in ensuring this. Following the HMIP inspection significant changes to the safeguarding and risk management policies of the YOS were implemented to ensure the safety and wellbeing of service users was a key priority of operational staff.

These changes included:-

- Police Seconded operating in line with Police national guidance.
- Embedded police IT systems within the YOS to aid more dynamic intelligence sharing on high risk cases.
- New safeguarding and risk management policies and procedures.
- Revised engagement and compliance procedure, capturing non-compliance earlier.
- Implementation of new Risk Panel to ratify assessment decisions.
- Training programme focussed on outcome based risk and vulnerability planning.
- Improved planning processes, planning now done “With” and not “to” children and families.
- New child friendly planning tool introduced as part of AssetPlus
- Voice of the child better represented through the body of the casework, better practitioner understanding of how to capture this
- Use of whole family approaches and systemic family psychotherapy.

This has resulted in service provision that responds more effectively to dynamic risk issues as they occur and allow us to play a significant role in the Team Doncaster response to keeping children safe.

It is recognised that young people engaged in appropriate education, training or employment (ETE) are at a significantly lower risk of reoffending and being at risk of harm. We can report that in 2016 the proportion of young people engaged in appropriate ETE at the end of their YOS intervention was 81%. In the Youth Justice Plan 2016/17 the target set for ETE was 90%, and therefore this has not been met. However, we remain aspirational and therefore the 90% target will be extended to 2017/18.

Another area which the YOS is responsible for is ensuring that all young people have suitable accommodation which meets their needs at the end of their order. We

can report that for the third consecutive year this figure is 100% and we will once again aim for 100% in 2017/18. Our work with partners (most notably St Leger Homes and the Resettlement Consortium), have been pivotal in this performance.

Performance Indicator	Out Turn 2016	Target 2017/18
Percentage of children and young people known to the YOS receiving their statutory entitlement to education or training	81%	90%
Percentage of children and young people known to the YOS in suitable accommodation	100%	100%

### **Prevent and Channel**

As with all areas Doncaster is committed to preventing radicalisation of young people which could result in offending and re-offending

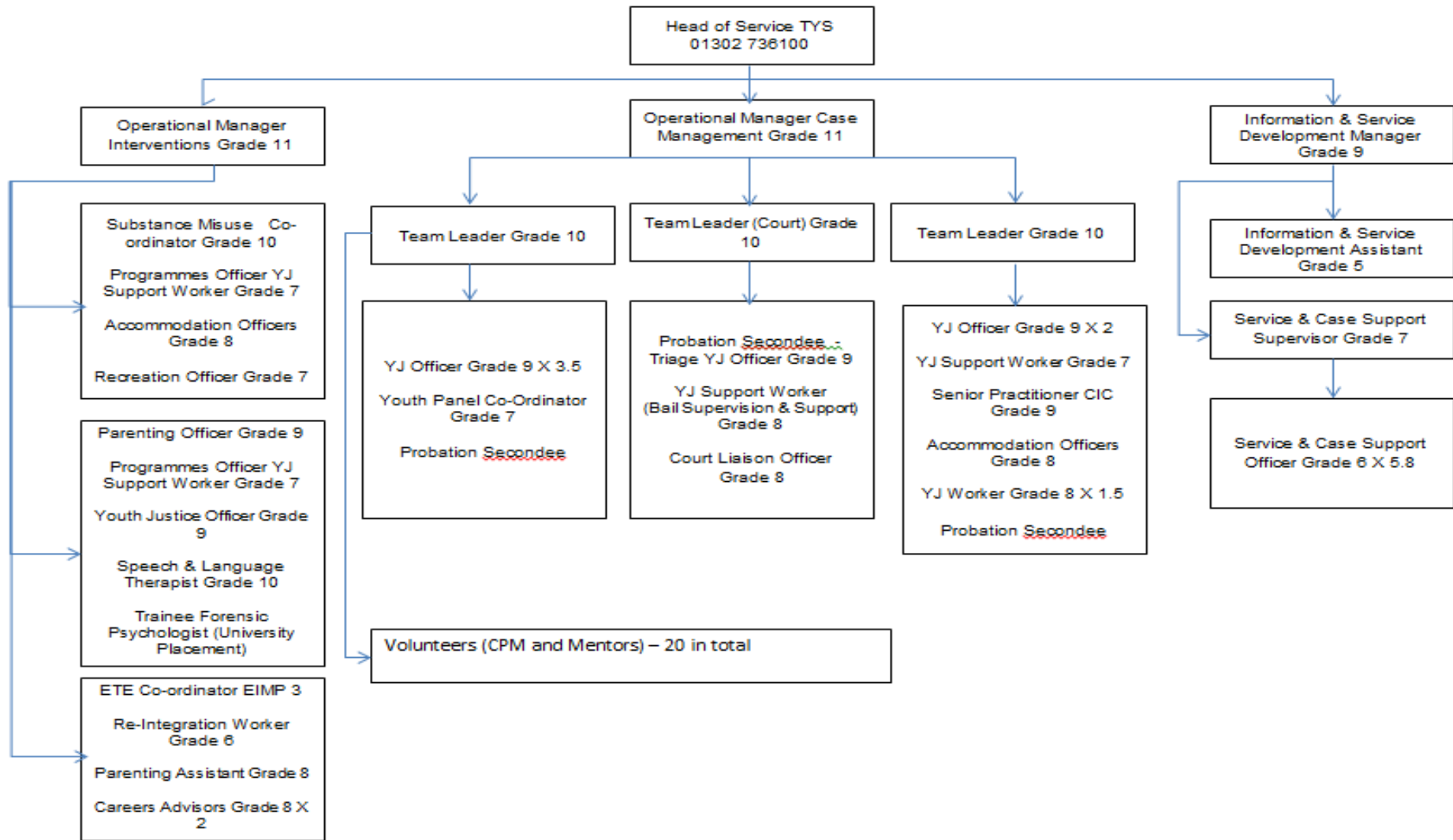
Radicalisation issues in Doncaster are not currently prevalent and the issues which do exist have so far tended to be focussed on far right groups and have mainly involved adults.

To ensure that practitioners within YOS are well sighted on radicalisation issues and the signs to be aware of when undertaking assessments, all operational staff have completed mandatory e-learning models in “ Prevent and Channel”.

Operational managers have undertaken Wrap 3 training which is the standard, Home Office-approved training for practitioners in relation to identifying and preventing radicalisation and extremism and is a key part of the Government’s Prevent agenda.

## **5) Resources and Value-for-Money**

The chart below shows the staffing structure of the Youth Offending Service.



## **Budgets and Variance 2016/17 to 2017/18\***

<b><u>Source</u></b>	<b><u>Cash (£)</u></b>	<b><u>Kind (£)</u></b>	<b><u>Total (£)</u></b> <b><u>2016/17</u></b>	<b><u>Notification</u></b> <b><u>of budget (£)</u></b> <b><u>2017/18</u></b>	<b><u>Variance</u></b> <b><u>from</u></b> <b><u>2016/17 (£)</u></b>
<b>YJB</b>	580,632	0	580,632	582,954	2,322
<b>DCS Trust</b>	930,480	0	930,480	1,003,462	72,982
<b>Probation (Inc. 3 Probation staff)</b>	0	109,218	109,218	109,218	0
<b>PCC cash contribution</b>	152,000	0	152,000	152,000	0
<b>Health (Inc. seconded Speech &amp; Language therapist and CAMHS)</b>	57,348	67,832	125,180	125,180	0
<b>Police (seconded Police Officers)</b>	0	132,126	132,126	132,126	0
<b>JACs</b>	21,367	0	21,367	21,452	85
<b>Totals</b>	<b>1,741,827</b>	<b>309,176</b>	<b>2,051,003</b>	<b>2,126,392</b>	<b>75,389</b>

\* Please note that these figures may change slightly depending on the outcome of pay award negotiations

As with all Youth Offending Services, Doncaster has experienced significant cuts in the Core Youth Justice Grant as part of the package of savings which the Ministry of Justice has been required to make.

Doncaster YOS is committed to continuous review of its provision to ensure it offers a quality service to young people in the borough whilst ensuring value-for-money.

It is nationally recognised that more than 60% of young offenders have speech, language and communication needs. It is therefore safe to assume that any young person being supported by the Youth Offending Service has communication needs until proven otherwise. The impact this has includes:-

- Many young people have difficulty understanding vocabulary commonly used in the justice system and in courts, such as the words “remorse”, “victim” and “breach”.
- Offender treatment programmes are largely verbally mediated. Evidence shows that around 40% of offenders find it difficult or are unable to access and benefit from verbally mediated interventions such as anger management and drug rehabilitation courses.

Consequently the recruitment of a speech and language therapist, coupled with training operational staff in ELKLAN, a method of assessing and understanding speech, language and communication skills will allow the YOS to work more effectively with a range of young people involved in the youth justice system.

In addition, the YOS has entered into regional commissioning arrangements with REMEDI for provision of restorative justice, victim and reparation services and with The Junction, in terms of specialist interventions for young people presenting sexually harmful behaviours. This has saved the YOS in excess of £25,000 without reducing the intervention offer to children, young people and their families.

The Management Board can be assured that the YOS will continue to seek opportunities to develop its service provision to mirror those deployed in exemplar services, but with a creative approach to sourcing and funding these provisions, which we believe demonstrates strong financial governance in a climate of fiscal uncertainty.

### **Grant Funded Activities**

The core YOS grant from the YJB along with the funding from other partners is used for all direct delivery activities, the largest proportion of which is allocated to fund the staffing establishment. However it should be recognised that the majority of the contribution from partners is an “In Kind” resource in terms of the provision of staff as listed in the table above.

In addition part of the YJB Core Grant is used to fund restorative justice provision and an appropriate adult scheme, which is commissioned on a regional basis with the providers REMEDI and SOVA respectively.

Doncaster YOS continues to offer a Junior Attendance Centre, and this is now staffed from the core YOS establishment as this provision becomes more closely aligned with core delivery.

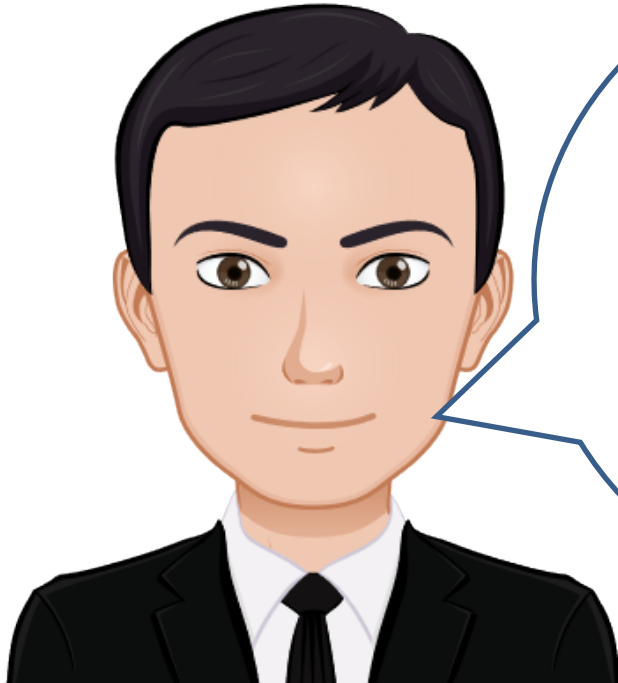
## 6) Young People's Youth Justice Plan



# *Targeted Youth Support Service Doncaster Youth Offending Service Young People's Youth Justice Plan 2017/18*

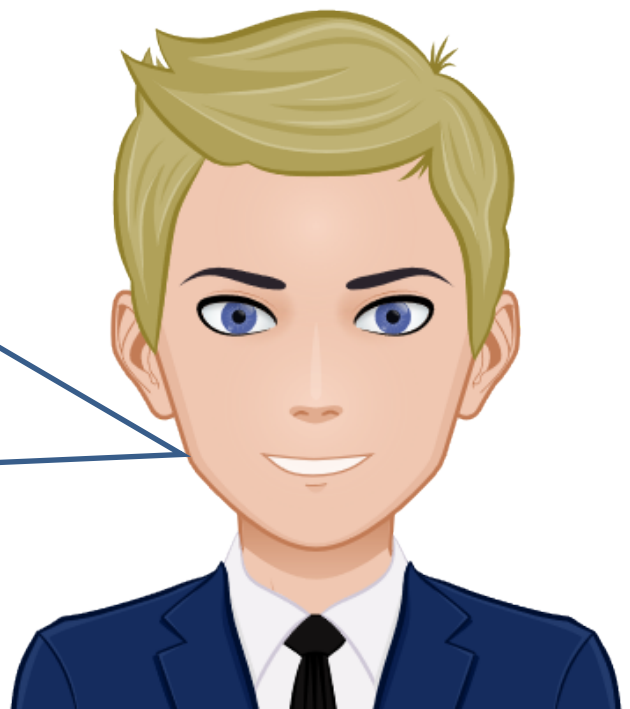


## Meet the team

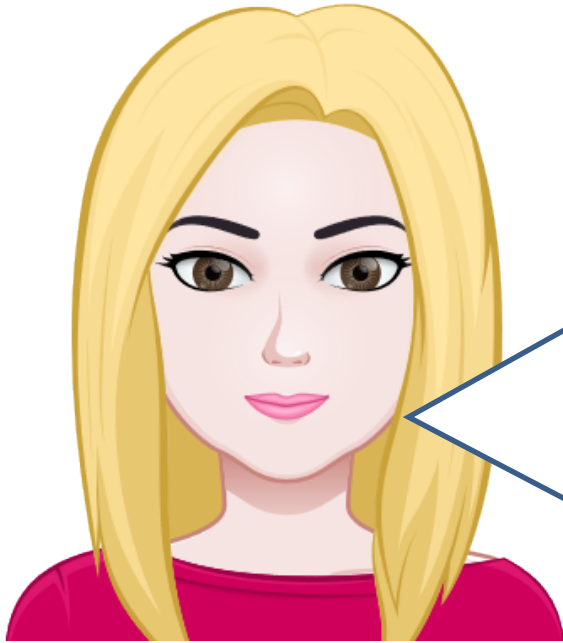


Hi, I'm Mark Douglas. I'm chair of the YOS Management Board. That's a group of people that keeps track of what is happening in YOS and makes sure that Andy and his team do what they say they are going to do. It's important that what you think and feel about the YOS helps shape the service in future, so if you think we can do things better then let Andy know and I'll make sure the Board thinks about if it can be done.

Hi, I'm Andy Hood. I'm the Head of Service, it's my job to make sure that the YOS has everything it needs to give you a good service. It's my job to write this plan. I manage Helen and Kathryn and make sure that you are getting all the help you need to stay out of trouble and lead a happy and healthy lifestyle. If you think we can do anything better at YOS you need to let me know and I'll look into it. If we can do it, then we will; if we can't then I'll let you know the reasons why.



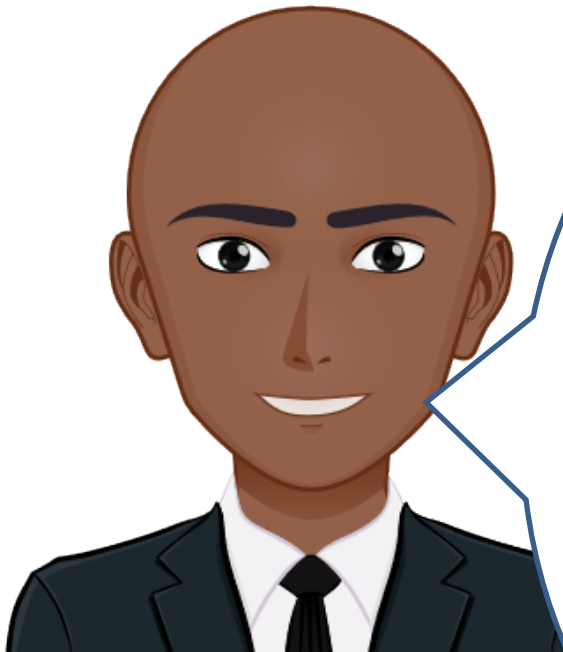




Hi, I'm Kathryn West. I'm the Operational Manager of the Court and Case Management Team. It's my job to make sure you are safe and that you don't harm yourself or anyone else. I manage the Youth Justice Officers who work with you on a day to day basis and who write your Pre-Sentence Reports and do your assessments. It's my job to make sure these are of a good quality and help you to make plans that will keep you out of trouble. If you are not happy with something that is happening on your order then you need to let me know and I will look into it and let you know if there is anything we can do better.

My name is Helen Jones and I'm the manager of the Interventions Team; what I do is manage a group of people who can help you with a whole range of stuff so if you are on a Court Order or YCC you might have help from; a careers advisor, support to attend school, substance misuse worker or support with feeling low, or if you feel like harming yourself. You might also want to meet with a family worker who helps you and your mum, dad or carer to get along better. You might also be asked to attend a group programme to look at the way you deal with situations and how different people are affected by crime. Together we make up the Interventions team and we will work with you and your YOS worker to help you improve things in your life so that you don't get into any more trouble and are happy and healthy.





My name is Marcus Isman-Egal, I'm the programme lead for Team EPIC. As a team we bring creative learning to life! And it all starts with a Yes. My team can help you with lots of different stuff and can get you involved you in things like sports, music, dance, media, the world of work, enterprise, volunteering and helping you stay focussed on the things that are important to you.

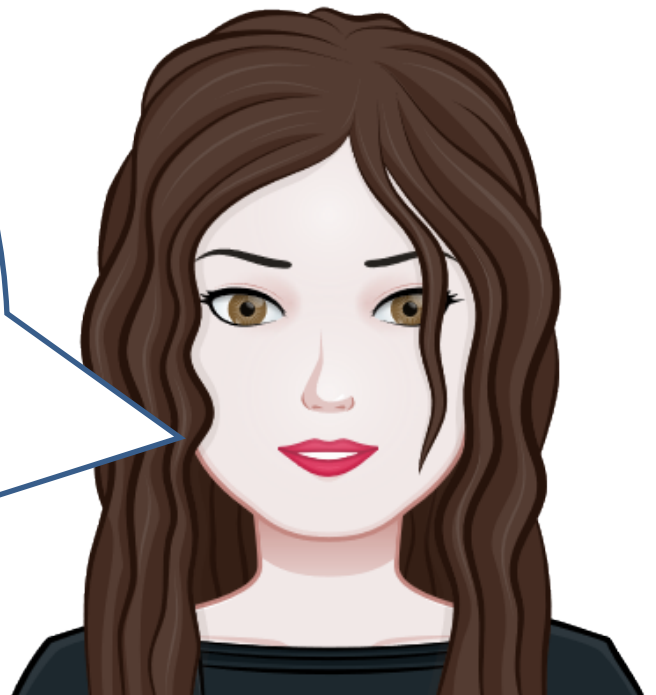
If you have got in trouble with the Police for the first time, or you feel like you might, then we are the team that will help you get back on track.

As they say a belly laugh a day keeps the doctor away, we're a fun bunch and enjoy creating positive learning opportunities that can help you move away from things that might be causing you to get into trouble and help you unlock your true potential.

My name is Jean Clarke, and I am a Systemic Family Psychotherapist which simply means a person who talks to families about their thoughts and feelings. Talking together with your family or on your own can help you manage and cope with:-

- Feelings and thoughts that you don't understand and are difficult to handle.
- Feeling physically unwell or low.
- Difficult experiences.
- Being able to talk to you and your family about difficult situations or arguments between you and your parents.

We also work with you and your family to keep you safe and out of harm.





Hi I am Rachel Ely Hiscock one of three police officers work at the YOS. Our police officers do not wear their uniforms (most of the time) to help build positive relationships with you so that you are not put off by our uniform and see us as people who are here to help you.

It's our job to protect you from becoming victims of crime, safeguarding you against people who might want to cause you harm and help you to achieve positive outcomes. We will offer you positive encouragement but also explain consequences of your behaviour and what further offending might mean for you. Sometimes we might have to pass information you may give us to our police colleagues to protect you and your family in the community.

### What is the YOS and what does it do?

The YOS is a multi-agency team of professionals. That means that people from different areas of work come together to try and help you to stay out of trouble and lead happy, healthy positive lives. Some of the people who work here are social workers, probation officers, police officers and there are lots of others from different areas of work, all here to help you.

We work with young people who have got in trouble for the first time, through Team EPIC




(remember Marcus, he's the manager of that team) we also work with young people have got in trouble more than once and have got a Court Order. We also work with young people who have either done something very serious or have got into trouble several times



and have ended up going to custody (remember Kathryn, she's the manager of that team). Although we try everything we can to make sure that doesn't happen to you,


Kathryn's  team will write reports to the Court about why you got in trouble and what


help you might need to get back on track. Kathryn's  team are helped by doing assessments about you, your family and your needs. These assessments are called ASSET Plus and you can ask to see yours anytime you want.


We know that everyone needs a bit of help sometimes, including you. We can help with lots of different things in your life; this might be help at school or finding a job, help at home if things aren't going well for you, helping you find somewhere safe to live if you need it and help with stopping using drugs or alcohol. We have a team of people of can work with you to

make these things in your life better (remember Helen , she's the manager of this team).

Every year the YOS has to produce a plan to say what it's going to do to help young people. This is the first year though, that we have produced a plan for you. We think you should know what we are trying to do and why we are trying to do it.

This plan is written by Andy (remember Andy , he's the Head of Service) its Andy's job to look at what happened last year and to make plans for this year to make sure that you all have everything you need to stay out of trouble and lead safe, happy lives. For example last year lots more young people in Doncaster got in trouble for the police for the first time

than they had before. This means that Mark (remember Mark , he's the chair of the

management board) looked at what was happening and told Andy  he needed to do something to make sure this didn't happen again. So we created Team EPIC, who will work with you if you have got in trouble for the first time making sure there would be lots of people who could help you back on track and have some fun doing it as well.

So that's what the YOS does. It helps you with lots of different things, and hopefully stops you getting into trouble with the police again.

### **What are trying to do this year?**

There are things that the YOS has to report on to the government; these are called performance indicators. What that means, is it is a measure of how well we are doing in different areas to help you to stay out of trouble.

The most important of these are:-

First time Entrants - All this means is the number of young people who get in trouble for the first time. It's important that we stop as many young people as possible getting into trouble and if you get into trouble it's our job to make sure that this doesn't happen again. That's why we created Team EPIC.

In the last few years more young people have got into trouble for the first time in Doncaster than in other places.

If you get into trouble now, Team EPIC will help you get back on track. You might have to do some programmes to help you understand the consequences of what you have done for you and your family, but also there will be lots of fun stuff for you to do including sports, dance, music and meeting other young people interested in the same things as you.

This year we want 15% less young people getting into trouble than there were last year and a further 15% next year. What that means is if 20 young people got in trouble last year, this year we hope that number of young people will only be 17.

If you get the chance to go onto Team EPIC, we think they will help you with whatever you need to get back on track and that you will have some fun whilst you are doing it. If you think things can be done better in Team EPIC then let Marcus



know. What you think is important to us and makes us better at helping you.

Reducing Re-Offending - All this means is bringing down the number of young people who commit another offence after getting a court order or becoming part of Team EPIC.

We do very well in Doncaster in helping you not to get in trouble again after you start working with us. Last year the number of you getting into trouble again after starting to work with us went down massively, from over 4 in 10 to less than 3 in 10! That looks like a small number, but it's a lot in youth justice terms.

We are really pleased with this and if you stick to your order you can really help us bring this number down even more.

We know that quite a few of you have trouble with speech, language and understanding things. We know it's hard when you don't understand something and sometimes you don't want to ask because you don't want to feel different from other young people. Sometimes this means you stop coming to the YOS or you don't ask for the help you need. To try and make this better we are going to employ a speech and language therapist to help you. This is a person who is good at explaining things in different ways so that you understand and it makes sense to you. We think this will help some of you do better on your orders and stop you getting into more trouble in the future.

We also know that sometimes the help we offer needs to change to meet your needs. Some of our programmes to help you, like the Core Thinking Skills Programme, have been around for quite a while. We think that these programmes need to be looked at again, so we have now got a trainee forensic psychologist to help us. This is a person who is good at looking at different problems and coming up with good ideas to make things better. They are also good at talking to young people who might be confused about some of the things they are thinking or feeling and helping to make sense of their ideas. This person is called Jodie, and Jodie will look at our programmes and see what needs to change. Jodie will talk to you about what you think about the programmes and make changes based, in part, on what you say.

We want to know what you think about the help you get from YOS so if you have any



ideas about how we can do things better then speak to Kathryn .

**Reducing the use of custody-** All this means is bringing down the number of you that end up getting a custodial sentence. In Doncaster we used to have a lot of young people going to custody, more than in lots of other places. Last year we did our best to change this and the number of young people going to custody was the lowest it's ever been.

We don't think going to custody is good for young people, but sometimes you might do something so serious that the Court decides that you have to.


We will try everything we can to stop this happening. That might mean you getting an Intensive Supervision and Surveillance (ISS) order that means you have to come here every day and do lots of different things, like going to school or training, going on programmes and doing in activities. We promise that if this happens to you we'll try and make sure that everything you do is helping you and that you feel it means something.

What is important is that you keep coming to appointments, because if you don't, you might get sent back to Court and sometimes this can also mean going to custody.

We are now just below the national average for the number of young people going to custody. This means that if you live in Doncaster your risk of getting a custodial sentence is a bit lower than if you lived anywhere else in the country. We think we can do better and some of the things we mentioned earlier like employing the speech and language therapist and Jodie, the trainee forensic psychologist, will also help some of you not to get in trouble again and bring down the chances of this happening to you. Next year, it's our aim to be in line with the national average or, hopefully, even better.

Keeping young people and Communities Safe - This is the easiest one to explain, it's our job to make sure you are safe. Sometimes there are people who might try and harm you, sometimes you might feel like or, even actually, harm yourself and sometimes the things you do might harm others.

To stop somebody harming you we have police officers who work here, who will help protect you and your family if somebody threatens you or tries to harm you


(remember Rachel , she's one of our police officers). You can ask to see one of our police officers anytime you want.

Sometimes our police officers might have to share information about you if you are doing things that might harm you or someone else.

Sometimes if you are harming others your case manager will have risk management meetings. These look at what more support you might need from Helen's team to stop you doing these things in future. We think that if you are harming other people then you are probably not very happy and there are things about yourself you will want to change and we will help you to make those changes.

Sometimes these things are about what is happening in your family. Our systemic

family psychotherapist (that's Jean  , remember her) will help you say things to

your family that you might have found hard to say in the past. Jean  will help you understand your thoughts and feelings about your family and will help you, or mum, your dad or your carer to get along better and hopefully make things better for you at home.

Lastly we think that you will be safest and happiest if you are doing education or training or are in a job that you're really enjoying. We know that sometimes you might not have had a great experience of these things in the past. Last year we helped 87.4% young people get into something they enjoyed. That's a lot, but we think we can do better this year and we aiming to get 90% into education, training or employment that you want to do.

What that means is that for every 10 of you, we hope that we get 9 of you into something you enjoy. You might ask why not 10? and you would be right, but we know sometimes that for a lot of different reason you might not be ready to go into formal education, training or employment, but we will help you with different courses to makes sure than when you do feel ready you have all the skills you need to be whatever you want to be.

So that's the plan; I hope it makes sense and you know what we are doing and why we are doing it, but if you are not sure just ask to see me when you come to YOS and I'll explain it to you. If I'm not here, then your case manager will make an appointment for you to see me when you are next here. Thanks for reading this and if you think there is anything that we can do better, then just let me know.

Andy Hood 

Head of Targeted Youth Support Services

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## **To the Chair and Members of the Overview and Scrutiny Management Committee**

### **OVERVIEW AND SCRUTINY MEMBERSHIP – PROPOSED AMENDMENTS**

#### **EXECUTIVE SUMMARY**

1. The purpose of this report is to advise Members that Councillor Steve Cox will replace Councillor Jane Cox, as the Conservative Group representative on the Regeneration and Housing Overview and Scrutiny Panel and appoint Jane Cox to the vacant seat on the Children and Young People Scrutiny Panel.

#### **RECOMMENDATIONS**

2. That the Committee:
  1. Note that Councillor Steve Cox has been appointed to replace Councillor Jane Cox as the Conservative representative on the Regeneration and Housing Overview and Scrutiny Panel; and
  2. Appoint Jane Cox to the Children and Young People Scrutiny Panel.

#### **WHAT DOES THIS MEAN FOR THE CITIZENS OF DONCASTER?**

3. The Council is committed to maintaining the highest standards of governance. By appointing to Committees in line with recommendations within this report, the Council satisfies its legal requirements for appointments to Committees.

#### **BACKGROUND**

4. As Members will be aware, the appointment of the memberships and Chairs and Vice-Chairs of Committee and Sub-Committees of the Council, was determined at the Annual Council Meeting on Friday 19th May, 2017. The Conservative group was allocated 1 seat on the Regeneration and Housing Overview and Scrutiny Panel and the representative appointed at Council was Councillor Jane Cox.
5. The Conservative Group has subsequently requested that the membership be amended and that Councillor Jane Cox be replaced on the Regeneration and Housing Overview and Scrutiny Panel by Councillor Steve Cox. This change in membership has been requested by the relevant Political Group and the Committee is therefore asked to note this change of membership.

6. The Conservative Group has also appointed Councillor Jane Cox to the vacant seat on the Children and Young People Scrutiny Panel.

### **OPTIONS CONSIDERED AND REASONS FOR RECOMMENDED OPTION**

7. There is a duty to comply with the requirements of Sections 15, 16 and 17 of the Local Government and Housing Act, 1989, in the allocation of seats to Political Groups to ensure political balance. A request has been made by the Conservative Group to replace Councillor Jane Cox with Councillor Steve Cox. Therefore, no other options are considered appropriate.

### **IMPACT ON THE COUNCIL'S KEY OUTCOMES**

8. Ensuring the membership of the Council's Committee's is in place to effectively discharge its responsibilities will ensure that the Council is able to contribute to the delivery of all of the Council's Key Priorities. In particular, these arrangements will assist the council in working with our partners to provide strong leadership and governance.

### **RISKS AND ASSUMPTIONS**

9. There are no risks identified or assumptions relevant to this report.

### **LEGAL IMPLICATIONS**

10. Sections 15, 16 and 17 of the Local Government and Housing Act 1989 (as amended) set out the duties of the Local Authority and the allocation of seats to political groups on Committees to ensure political balance.
11. The cumulative effect of these duties is to require "proportionality" across the formal activities of the Authority, representing the overall political composition of the Authority, so that there can for example, be no one party Committees so far as they are constituted as formal Committees or Sub-Committees of the Council.
12. The Local Government (Committees and Political Groups) Regulations 1990, provide the mechanism by which the wishes of Political Groups are to be ascertained.
13. This is to comply with a request made by the Conservative Group to replace Councillor Jane Cox with Councillor Steve Cox. Therefore, no other options are considered appropriate.
14. Exceptions to these requirements of political balance may be made where arrangements are approved by the Council without any Member of the Council or a Committee, voting against them.

### **FINANCIAL IMPLICATIONS**

15. There are no specific financial implications associated with this report.

#### **HUMAN RESOURCES IMPLICATIONS**

16. There are no human resources implications associated with this report.

#### **TECHNOLOGY IMPLICATIONS**

17. There are no technology implications associated with this report.

#### **EQUALITY IMPLICATIONS**

18. There are no specific equality implications arising from this report.

#### **CONSULTATION**

19. The Conservative Group Leader, Councillor R. Allan Jones, has been consulted and provided a nomination to serve on the Panel as outlined within this report.

#### **BACKGROUND PAPERS**

20. Report to Local Government And Housing Act 1989 - Review of the Allocation of Seats on Committees and Sub-Committees – Council – 19th May, 2017

#### **REPORT AUTHOR & CONTRIBUTORS**

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