



Derby City Council

CORPORATE PARENTING COMMITTEE 23 February 2016

ITEM 8

Report of the Acting Strategic Director for
Children and Young People

Looked After Children - Substance Abuse and Youth Offending

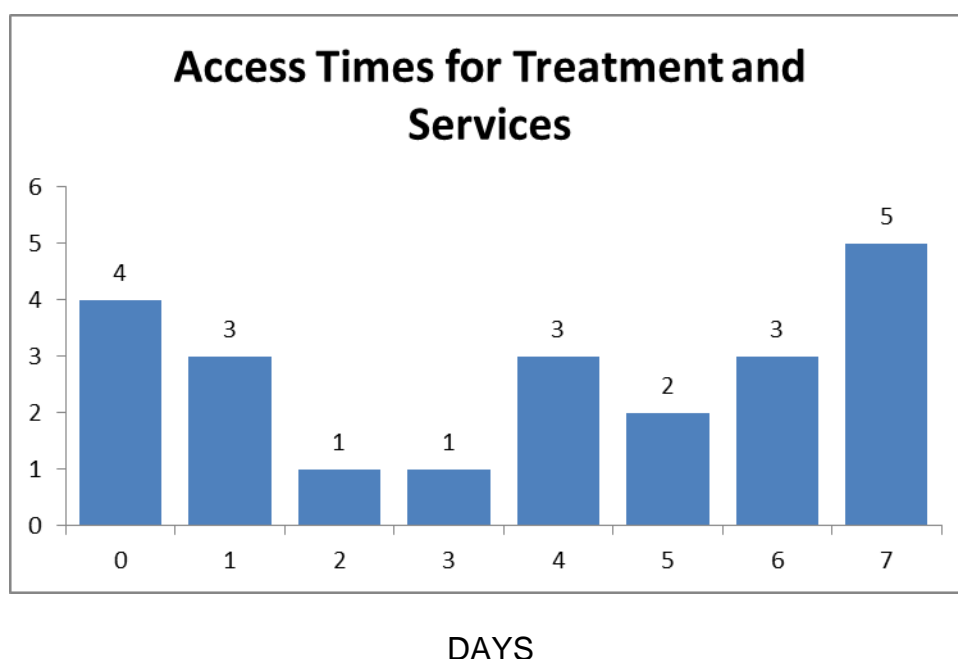
SUMMARY

- 1.1 Children and young people aged 10-17 in contact with Youth Justice System and accessing Youth Offending Services are known to experience poorer health outcomes and consequently have increased complex health needs in comparison to young people in the wider non-offending population. Research has well established that this specific cohort of children and young people are associated with higher levels of substance misuse. For those who are also Looked After, the complexity increases with the range of additional emotional, social and behavioural challenges brought about through historic abuse and neglect.
- 1.2 On 23 June 2015, Lord Laming launched an independent review of looked after children, 'Keeping children in care out of trouble' on behalf of the Prison Reform Trust. The central question of the review being:
"to consider the over representation of children in care, or with experience of care, in the youth justice system - why, for example, when only fewer than 1% of children and young people are committed to the care of local authorities, yet a third of boys and 61% of girls in custody are, or have been, in care - and to make recommendations as to how the life opportunities for children and young people in care or with experience of care, who are at risk of being avoidably drawn into the youth justice system, can be transformed." The findings are expected later this year.
- 1.3 Since 2009 the Youth Offending Service has had a Joint Working Protocol for Children in Care to ensure there are strong operational practices for those who are Looked After. This includes expectations and timescales for communication, planning and information sharing with relevant social care professionals. Appendix 2.
- 1.4 In December 2015 there were 269 Looked After Children aged 10 to 18, open to the Local Authority. Of these, 12 were looked after children (4.4%). During January to December 2015 the total Looked After Children open to the Youth Offending Service was 29. Of those, 22 had assessed substance misuse needs. The prevalent usage was tobacco 83% cannabis 69% alcohol 72%. However, it is key to note that for Looked After Children, substance misuse was not in itself the primary factor for offending behaviour – s.4.1.
- 1.5 Looked After Children open to the Youth Offending Service are consistently screened for substance misuse needs as part of the standard assessment process and as such specific needs are more likely to be identified. (Appendix 2) Once identified, they have

priority access to commissioned substance misuse services delivered by Breakout. The YOS have access to a number of specific interventions and have maintained a focussed priority on this area. Services are accessed on a tiered basis with interventions ranging from;

- Advice/information/ guidance
- Individual and group based sessions, including dual diagnosis
- Relapse prevention support where appropriate
- Harm reduction interventions
- Referral into specialist substance misuse services

Access times in days for treatment and services for Looked after children were;



1.6 Outcomes for Looked After Children with substance misuse needs

Offending

The table below shows the main outcomes of the offences committed by the young people and compares the main outcomes for LAC compared with the General Cohort.

Outcomes	Lac	General
Youth Rehabilitation Order	24%	19%
Detention and Training Order	9.5%	10%
Referral Order	9%	25%
Conditional Discharge	9%	8%
Youth Restorative Disposal	7%	7%
Fine	7%	2%

The main outcome for LAC was YRO's where the general cohorts main outcome was referral orders.

- 1.7 The emerging risks of New Psychoactive Substances on offending behaviour make the exact prevalence of misuse amongst Looked After children and young people in Derby difficult to establish at a local level. This is partly due to the hidden nature of such use and also the current legal status. The City's NPS strategy, developing well pathway and commissioned services aim to begin to bring together the key strands required to coordinate an effective response to the emerging harms caused by NPS use by the key agencies.

The strategy has the following strategic outcomes:

1. To reduce the illicit supply of NPS in Derby City by 50%.
2. Ensure all individuals have access to suitable treatment interventions within 21 days of identification.
3. To make all vulnerable children aware of the harms caused by NPS use.

RECOMMENDATION

- 2.1 To note the content of the report

REASONS FOR RECOMMENDATION

- 3.1 The Youth Offending Services has a statutory duty to prevent and reduce offending behaviour among children and young people and demonstrate what we have done at both at an individual level for the young person and also a strategic level.

SUPPORTING INFORMATION

4.1 Analysis of Offending Behaviour by Looked After Children 2015

4.1.1 Risk Factors

Prevalent risk factors that led to offending behaviour for Looked After Children were:

1. Behaviour – 21 out of 29 young people
2. Family and Personal Relationships – 19 out of 29 young people
3. Living Arrangements - 18 out of 29 young people
4. Motivation to change - 15 out of 29 young people
5. Lifestyle - 12 out of 29 young people
6. Emotional and Mental Health - 11 out of 29 young people
7. Attitudes to offending - 11 out of 29 young people

- 4.1.2 From the YOS assessment audit the key risk factors include risks relating to the individual young person including vulnerabilities due to past abuse, neglect or unstable living arrangements and the risk of peer dynamics and their influence on their offending behaviour. These young people are also likely to have poor coping skills, including the ability to act appropriately, to express themselves adequately and to conform to boundaries. The main focus of interventions by the YOS with the cohort was:
- Consequences of offending
 - Peer Pressure / Influences
 - Anger Management
 - Reparation

4.1.3 **Work to Prevent and Reduce Criminalisation**

Prevention

The Youth Offending Service has developed prevention services and intervention; in particular in relation to Youth Restorative Disposals which enables work in partnership with children's services to reduce offending by looked after children.

Restorative Justice

The use of Restorative Justice has increased over the last year and successful partnership work with children's homes has taken place which has helped avoid criminalising young people. By utilising a restorative justice approach as an integral part of helping and managing children and young people, it can prevent anti-social behaviour becoming a criminal matter and avoid the involvement of the police.

Use of the Police and Prosecution

Historically it was believed that young people were prosecuted for offences within children's homes which would not have attracted police attention in a home environment. Derby City YOS and Residential staff have developed protocols with the Crown Prosecution Service which is widely used to ensure that the inappropriate criminalisation of looked after children through court appearances regarding minor offences in their placements does not take place.

Staff Training and Development

To increase awareness and understanding the Youth Offending Service and to develop partnership working a staff training programme was delivered across residential services and children in care teams. The programme looked at all aspects of the youth justice system including why young people offend and restorative approaches.

4.1.4 Protective Factors

Risk factors can be reduced by the presence of protective factors which can help build a young person's resilience. This along with the appropriate support can help young people resist the negative affect of their risk factors. The main protective factors identified in YOS assessments (ASSET) for the cohort are:

- Professional help and support (11)
- Stable living arrangements (7)
- Strong stable relationship with at least one family member (6)
- Opportunities for change including Education Training and Employment (10)

4.1.5 Partnership Working

Records for all cases evidence on-going liaison with the carers either in the care home environment or in foster care and with the social worker, including attendance at multiagency meetings.

4.1.6 Use of Custody and Compliance

- Of the 29 cases that were subject to substantive outcomes 8 young people received more than 1 sentencing episodes either as a result of further offending or noncompliance with their court order.
- One young person was remanded into custody following several breaches of bail and breach of community orders.
- Two of the young people were sentenced to custody both of whom breached their Youth Rehabilitation Orders.
- The East Midlands Resettlement Consortium also has provides access to resources during custody and upon release to support rehabilitation for both Looked After young people.

4.2 Alcohol Pathway

As a result of the Police and Crime Commissioners Alcohol Summit in 2014, the Youth Offending Service and National Probation Trust developed an alcohol pathway that commences in police custody. Young people are referred from Southern Derbyshire Magistrates Court for screening at court prior to sentence and offer appropriate alcohol treatment where identified to be necessary. In order to address the health needs of young people the Service has developed a Health Clinic that offers a range of screening, advice, interventions and referral to specialist services to ensure young people are able to access treatment at the earliest opportunity. See appendix 3

4.3 Derby Youth Offending Service Substance Misuse Report - January to December 2015

Between January and December 2015 Derby YOS completed a Substance Misuse audit for young offenders, during this period 199 young offenders who were assessed. The demographic breakdown of the cohort is as follows.

Gender	Total
Female	21
Male	178
Ethnicity	Total

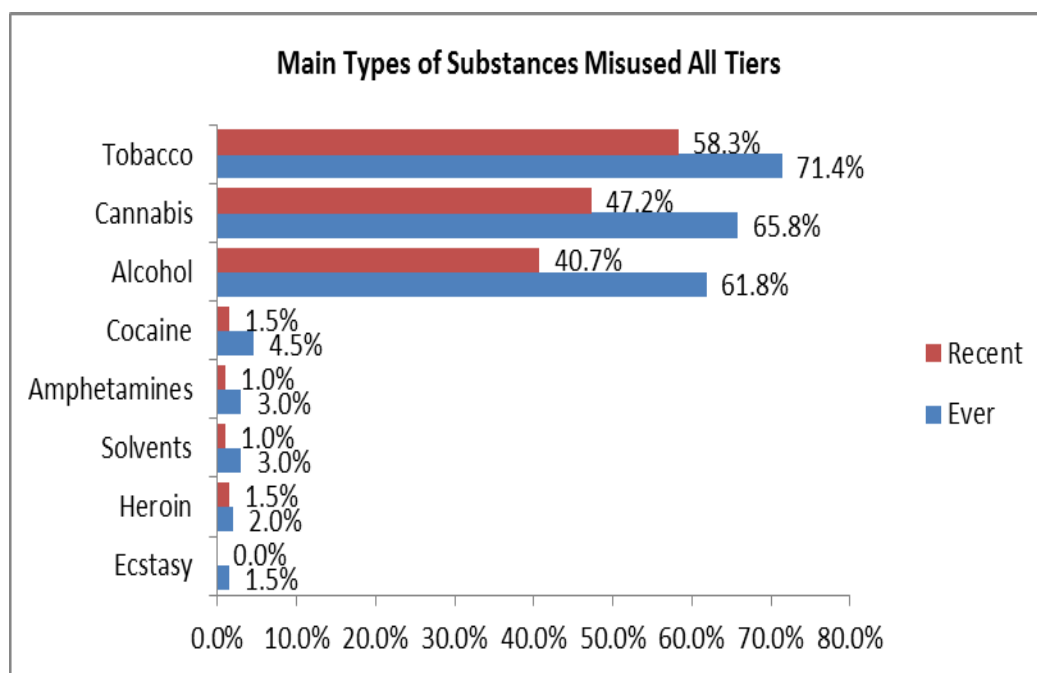
Ethnicity	Total
Any Other Asian Background	4
Any Other Black Background	9
Any Other Mixed Background	2
Any Other White Background	19
Black - African	2
Black Caribbean	6
Indian	2
Pakistani	14
White - British	129
White and Asian	7
White and Black Caribbean	5

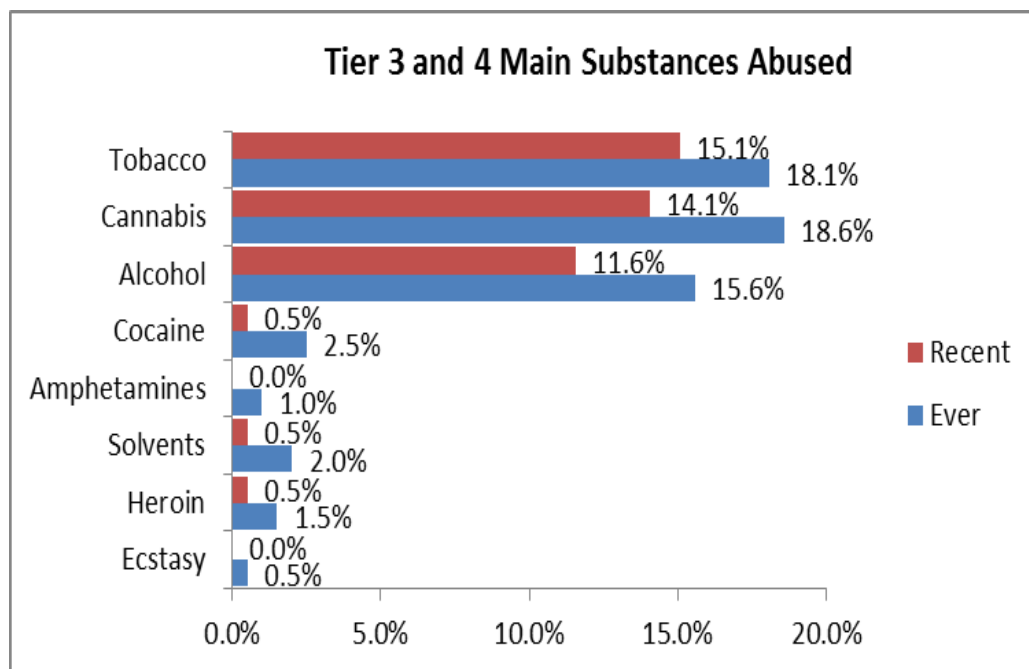
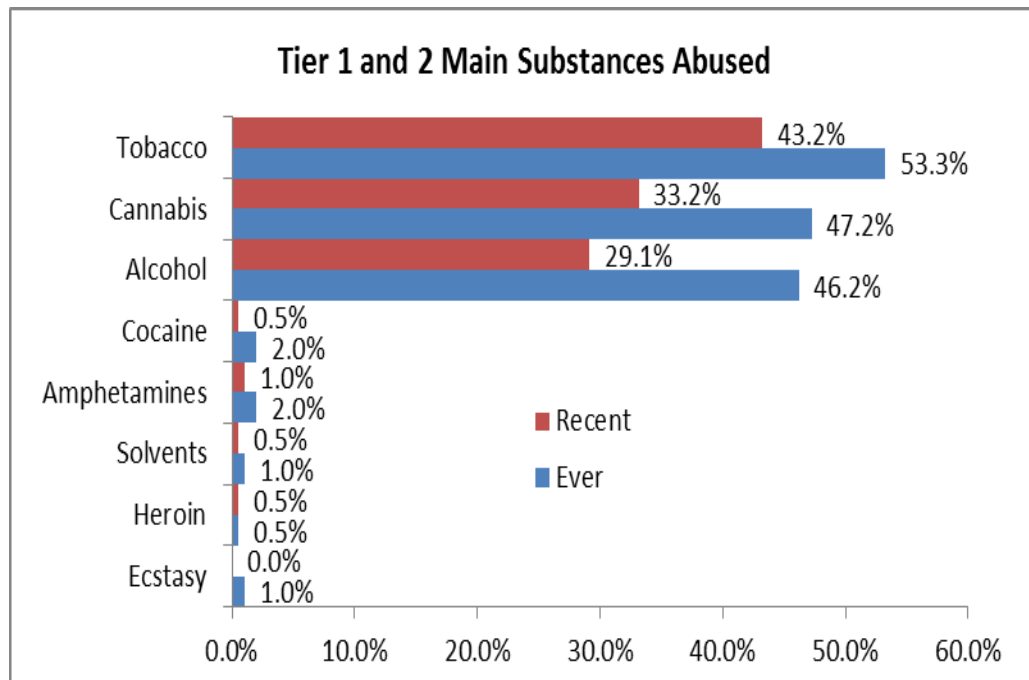
4.2.1 Prevalence of drug and alcohol use amongst young offenders

The Substance Misuse section of the needs assessment was based on an audit of ASSET, an assessment tool used to assess the needs of Young Offenders, where it was found that substance misuse was the third highest rated category.

Within ASSET sections are scored from 0 to 4, 0 being not associated and 4 very strongly associated with offending behaviour. As part of their assessment their misuse of substances was recorded. Where a young person has ASSET scores of 2 or more a referral is made to Breakout for further assessment and intervention.

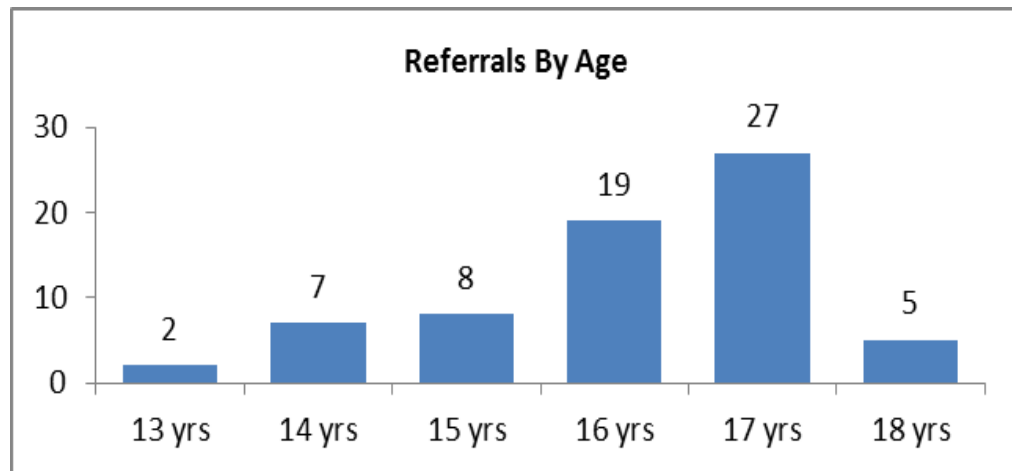
The graph below shows the main types of substance misuse by all tiers and clearly shows that the main types were tobacco, cannabis and alcohol. All three have shown to have been used recently when the assessment was completed.





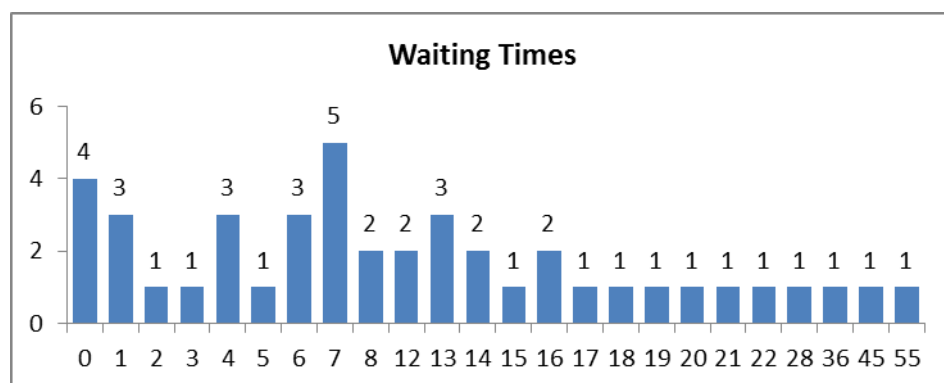
YOS Referrals to Breakout Substance Misuse Services

During 2015 68 referrals were made by the YOS to Breakout

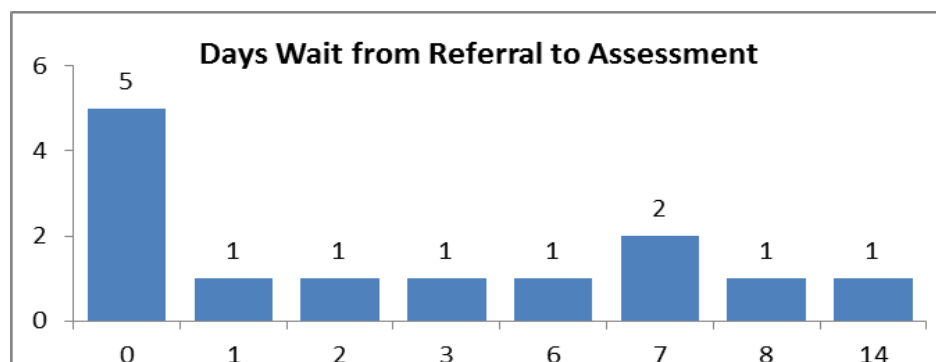


For Tier 3 cases an assessment of the young persons needs is undertaken within 5 working days of receiving the referral by the Substance Misuse Worker. However due to the complex needs of some young people it takes a longer period of time to engage with the them. There are no national waiting times targets for tier 2 referrals.

Tier 2



Tier 3



Interventions

The assessment is used to plan an individual intervention plan with the aim of reducing the level of substances misused. From initial assessment to discharge reviews are completed at 4 week intervals to monitor change in substance and physical health as well as emotional and other psychological factors. Improvement is determined by reduction of scored risk comparison between onset and completion of intervention. The plan is then reviewed every three months to determine continuation and progress.

Intervention is delivered in a Tiered approach, and every effort should be made to meet children's needs in the lowest possible tier.

Tier 1 ensures universal access and aims to identify and screen those with vulnerability to substance misuse and identify those with difficulties in relation to substances. The main focus is on education improvement, maintenance of health, educational attainment and identification of risks or child protection issues.

Tier 2 intervention offered by practitioners and focuses on the reduction of risks and vulnerabilities, reintegration and maintenance of young people in mainstream services.

Tier 3 is delivered by young people's specialist drug services and aims to deal with complex and often multiple needs of the child or young person and not just with the particular substance problems.

Tier 4 interventions provide very specialist forms of intervention for young drug misusers with complex care needs. It is recognised that, for a very small number of people, there is a need for intensive interventions, which could include short-term substitute prescribing, detoxification and places away from home.

Interventions offered at each level includes:

Tier 1 Pre – contemplation Sexual health: Condom Sexual health advice Relaxation Health promotion Healthy eating	Tier 2 Harm minimisation Referrals on Pre – contemplation Sexual health advice Relaxation Health promotion Healthy eating Brief Interventions
Tier 3/4 Treatment Art interventions Acupuncture Black box Reduction programmes Achieving abstinence Relapse prevention Group work Referrals on Pre – contemplation Sexual health advice Relaxation Health promotion / screening Complex needs Pharmacological Mental health Referral to rehabilitation Harm minimisation Psychosocial Criminal justice Parent/carer support Motivational Interviewing Cognitive Behaviour Therapy	

OTHER OPTIONS CONSIDERED

5.1 N/A

This report has been approved by the following officers:

Legal officer Financial officer Human Resources officer Estates/Property officer Service Director(s) Other(s)	Hazel Lymbery: Director Specialist Services 01332 642669, hazel.lymbery@derby.gov.uk Julia Crane, Deputy Head of Service YOS
For more information contact: Background papers: List of appendices:	Suanne Lim 01332 642444 Suanne.lim@derby.gov.uk None Appendix 1 – Implications Appendix 2 - YOS/CIC Joint Working Protocol Appendix 3 - ASSET Screening Assessment Appendix 4 - Alcohol and Substance Misuse Pathway

IMPLICATIONS

Financial and Value for Money

- 1.1 The Youth Offending Service contributes approximately 25k towards delivery of a wider City based substance misuse service for young people commissioned by Public Health.

Legal

- 2.1 The Youth Offending Service has a statutory duty to prevent and reduce offending behaviour.

Personnel

- 3.1 N/A

IT

- 4.1 N/A

Equalities Impact

- 5.1 N/A

Health and Safety

- 6.1 N/A

Environmental Sustainability

- 7.1 N/A

Property and Asset Management

- 8.1 N/A

Risk Management

- 9.1 N/A

Corporate objectives and priorities for change

- 10.1 Safeguarding vulnerable children and young people

Youth Offending Service Joint Working Protocol For Children In Care.

Principles

- Public protection, reducing re-offending and safeguarding are paramount.
- Clarity at all times about who is the responsible for actions and interventions.
- Effective and timely communication must occur between the Case Manager and CYPD worker
- A designated point of contact is to be nominated by each agency to oversee YOS/ CiC procedures
- Relevant documentation will be forwarded as identified within 14 working days
- The planning meeting will be convened by the Derby City YOS case manager in collaboration with the allocated CYPD worker. This meeting will be held at either the offices of Derby City Youth Offending Service or Residential Establishment and be chaired/ recorded by the host service.

Role of Derby City Youth Offending Service

As established under S.38 (4) of the Crime and Disorder Act 1998, Derby City YOS will provide and or co-ordinate the provision by others of the full range of services to children and young people who offend. These include the following:

- Pre-court services, Youth Restorative Disposals, bail provision, out of court disposals
- Court services including the provision of pre-sentence reports (PSRs)
- The supervision of offenders aged 10-17 for offence focused work.
- Provide Information as appropriate in relation to Court outcomes, Sentencing, any assessments including ASSET and Interventions

Role of the CYPD

- Derby City CYPD staff will provide relevant information to the Derby City YOS including any care plans
- Derby City CYPD staff will invite Derby City YOS to CYPD Statutory planning meetings and reviews.
- Attend planning meetings at the YOS

Reports and Court Work

- Derby City YOS staff will provide relevant details to the CYPD within one working day of the court appearance. This includes notification of adjournments or requests for Reports.
- Derby City YOS staff will write all Court reports on offenders aged under 18 at the point of conviction.
- Derby City YOS will consult with the relevant CYPD worker / Carer regarding the content and recommendation of any reports.

Case Management

A YOS Planning / Review Meeting will be arranged between the CYPD worker and YOS Case Manager within ten working days of sentence and at 3 monthly intervals. This meeting should include the young person and their parent/carer if applicable. A written summary / supervision plan / review / ASSET as outlined in National Standards (2009) will be completed for the meeting and will include the risk / vulnerability status of the young person.

This meeting should provide the young person's background information, review of all work undertaken to date and who was involved, clarify responsibilities and agree frequency of future meetings and liaison. Effective and timely communication and information sharing must occur between the Case Manager and CYPD worker this includes the sharing of all contact, risk, third party, and victim and intelligence information.

Where possible both services planning and review framework should be combined

Provision of Information

The provision of accurate and timely information is critical to the effective management of any case. There are no barriers to sharing information which is the responsibility of the YOS Case Manager and CYPD worker

Derby City YOS will provide the following information:

A copy of the relevant order or licence/notice of supervision

- The most recent PSR or Expedited Report
- An up-to-date ASSET assessment, a full risk assessment and a transfer summary
- Previous convictions
- Any details of risk to staff, offenders, children, etc
- Reports or assessment outlining work completed or undertaken to reduce risk or address re-offending
- List of key people/contacts
- Relevant 3rd party information
- MAPPA minutes (where applicable)
- Date of next/first appointment with YOS Case Manager
- Copy of the Intervention Plan
- Any other information needed to ensure the effective assessment and management of the case

In the event that new information comes to the light or contact occurs the YOS Case Manager is required to share that information with the responsible CYPD worker within 1 working day or immediately if necessary. If this information is sensitive it maybe shared via the Designated Managers in the first instance.

Risk / Vulnerability Management

Effective communication and planning is an essential requirement of public protection. All high risk / Vulnerability cases must be subject to Risk / Vulnerability Management procedures. Risk / Vulnerability Management meetings will be convened by Derby City YOS including any Multi-Agency Public Protection Strategy Meetings. The meeting will be held at either YOS and chaired/ recorded by the YOS. Cases subject to MAPPA level 2 maybe referred to the higher level 3 MAPPA process during which both agencies will fully engage to support the MAPPA level 3 assessments and management.

Training

Training will be arranged as necessary and the Youth Offending Service and the Children and Young People Looked After team will assist each other's organisations in the provision of training.

Remands to Local Authority Care / Accommodation

Remanding a young person to Local Authority Accommodation involves the young person being looked after by the Local Authority. As with bail, conditions can be applied to remands to local authority accommodation. Unless the type of accommodation is a condition of the remand made by the court the local authority can choose what type of accommodation it provides for the young person. The Youth Offending Service will undertake the initial 72 hour placement planning meeting and arrange the 28 day review where required on behalf of the local authority.

The placement and the Youth Offending Service will ensure effective and timely communication and information sharing must occur between the Case Manager and CYPD worker this includes the sharing of all contact, risk, third party, and victim and intelligence information.

Non Open Cases to Children's Social Care

A young person Remanded to Local Authority Accommodation will be viewed as a Child in Need. The YOS will contact the Head of Service (Residential and Leaving Care) to request a placement. The Youth Offending Service will complete the initial LAC forms; manage the remand placement and send information to the single point of access

The YOS will arrange and chair the 72 hour meeting, complete the LAC paperwork and send to relevant Single Point of Access clerk and IRO team. Where other services are required this will be undertaken via referral to the respective Vulnerable Children's Allocation Meeting. The YOS will be responsible for completing any Pre-Sentence Reports, addressing criminal behaviour and managing any specific programmes of intervention contained within the remand programme. The preparation of formal Court reports by the YOS will include consultation with residential and fieldwork staff.

If at the 28 day review stage the child or young person remains remanded to local authority accommodation, the YOS will convene the statutory review and complete the paperwork. The YOS will invite the Independent Reviewing Officer and Children's Social Care where need has been agreed at the respective locality Vulnerable Children's Allocation Meeting. If prior to the 28 day review the child or young person is sentenced and returns home (or to alternative non local authority accommodation), the YOS will cancel the planned statutory review. If prior to the 28 day review, the remand status has ended but the young person still requires accommodation under s20, a YOS manager will refer the young person at the earliest opportunity to the relevant locality team's weekly vulnerable children's meeting in order to request a placement and allocation of a Social Worker. The locality team will be responsible for the care plan and convening future reviews from this point onwards. The YOS will support the review process and attend all meetings.

Open Cases to Children's Social Care

The YOS will inform the relevant Social Care Manager and allocated social worker of remand status and contact the Head of Service (Residential and Leaving Care) to request a placement. The YOS will undertake to arrange and chair the 72 hour meeting, complete the LAC paperwork and send to the allocated Social Worker and IRO team. The allocated Social Worker will attend the 72 hour meeting.

- If at the 28 day review stage the child or young person remains remanded to local authority accommodation, the YOS will convene the statutory review and complete the paperwork. YOS will invite the Independent Reviewing Officer and the allocated social worker.
- If prior to the 28 day review the child or young person is sentenced and returns home (or to alternative non local authority accommodation), the YOS will cancel the planned statutory review.
- If prior to the 28 day review, the remand status has ended but the young person still requires accommodation under s20, a YOS manager will notify the allocated social worker at the earliest opportunity to request a placement. The locality team will be responsible for the care plan and future reviews from this point onwards. The YOS will support the review process and attend all meetings.

Asset Screening Tool Appendix 3

6. Substance use

Please answer the questions below to give details of substance use (based on the information currently available).

	*Ever used	*Recent use	Age at first use	Not known to have used
Tobacco	<input type="checkbox"/>	<input type="checkbox"/>	<input type="text"/>	<input type="checkbox"/>
Alcohol (Please specify types of alcohol in evidence box.)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="text"/>	<input type="checkbox"/>
Solvents (glue, gas and volatile substances e.g. petrol, lighter fuel)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="text"/>	<input type="checkbox"/>
Cannabis	<input type="checkbox"/>	<input type="checkbox"/>	<input type="text"/>	<input type="checkbox"/>
Ecstasy	<input type="checkbox"/>	<input type="checkbox"/>	<input type="text"/>	<input type="checkbox"/>
Amphetamines	<input type="checkbox"/>	<input type="checkbox"/>	<input type="text"/>	<input type="checkbox"/>
LSD	<input type="checkbox"/>	<input type="checkbox"/>	<input type="text"/>	<input type="checkbox"/>
Poppers	<input type="checkbox"/>	<input type="checkbox"/>	<input type="text"/>	<input type="checkbox"/>
Cocaine	<input type="checkbox"/>	<input type="checkbox"/>	<input type="text"/>	<input type="checkbox"/>
Crack	<input type="checkbox"/>	<input type="checkbox"/>	<input type="text"/>	<input type="checkbox"/>
Heroin	<input type="checkbox"/>	<input type="checkbox"/>	<input type="text"/>	<input type="checkbox"/>
Methadone (obtained legally or illegally – specify in evidence box)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="text"/>	<input type="checkbox"/>
Tranquilisers	<input type="checkbox"/>	<input type="checkbox"/>	<input type="text"/>	<input type="checkbox"/>
Steroids	<input type="checkbox"/>	<input type="checkbox"/>	<input type="text"/>	<input type="checkbox"/>
Other (Please specify in evidence box.)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="text"/>	<input type="checkbox"/>

Please indicate whether any of the following apply to the young person.

	Yes	No	Don't know
*Practices which put him/her at particular risk (e.g. injecting, sharing equipment, poly-drug use)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
*Sees substance use as positive and/or essential to life	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
*Noticeably detrimental effect on education, relationships, daily functioning	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Offending to obtain money for substances	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other links to offending (e.g. offending while under influence, possessing/supplying illegal drugs, obtaining substances by deception)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Evidence (Please explain reasons for any 'Don't know' responses.)

*Rate the extent to which the young person's substance use is associated with the likelihood of further offending.

0	1	2	3	4
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(0 = not associated, 4 = very strongly associated)

Alcohol and Substance Misuse Pathway

Appendix 4

