

# School Attendance and Support Select Committee

## **Nottinghamshire Youth Offending Service**

- Links between school absence/exclusion and anti-social behaviour and criminality.

### Background

Nottinghamshire Youth Offending Service (YOS) was established by the Crime and Disorder Act 1998 under which every Local Authority had the responsibility to establish a Youth Offending Team. The service was launched when the Act was implemented on 1<sup>st</sup> April 2000. The Nottinghamshire Youth Offending Service is a statutory partnership comprising of: Nottinghamshire County Council Children and Young People's Services; Nottinghamshire Police Service; National Offender Management Service (Nottinghamshire); Nottinghamshire Primary Care Trust and Connexions Nottinghamshire.

The Youth Offending Service report on a quarterly basis to the Youth Justice Board the progress towards national targets. It is through this mechanism that performance is measured. The national target for the engagement of young people with offending behaviour is 90%, however there are local targets as set out in the Nottinghamshire Children and Young People's Plan for engagement of young people who are supervised by YOS and are 16 – 18.<sup>1</sup>

The Youth Justice Board dictate the rules for the counting of the measure. In the case of the Key Performance Indicator of education, training and employment (ETE) this is counted by the amount of hours the young person is in receipt of at the end of their order. The measure is also counted in two parts, those young people who are of statutory school age, and those above statutory school age. It is easier to think of this as post and pre 16.

The measure is broken down below:

(NEET = not in education, employment or training EET = in education, employment or training)

**NEET pre 16** Any young person who is not accessing 25+ hours of school per week.

**NEET post 16** Any young person who is not accessing 16+ hours of education, employment or training per week.

The YOS have seven dedicated education workers (including seconded Connexions Personal Advisers) who work specifically with young people who

---

<sup>1</sup> See appendix i, page 8

are NEET across the County to try and reduce the amount of young people who are not actively involved in education, training or employment.

The role of the Youth Offending Team education worker is crucial to the success of the Youth Justice Board's education, training and employment strategy. This is a relatively new, hybrid role, which carries high expectations around forming strong links at local level between the local Youth Offending Team, the Local Authority Children and Young Peoples Services and the wide variety of post-16 education and training providers in the local area.

## The National Picture

A survey conducted in four Young Offender Institutions between September 2001 – March 2003 concluded that 83% of the young people in custody had been previously excluded from school.

Another report by HM Inspectorate of Prisons and the Youth Justice Board between 2004 – 2006,<sup>2</sup> found that over 80% of young people had said that they had been previously excluded from school.

In the same report, 45% of boys reported that they were under the age of 14 when they were last at school full time, and 77% said that they had truanted in the past. The girls reported similar figures, 41% said they were under the age of 14 when they last went to school full time and 76% had truanted in the past.

It has been ten years since The Social Exclusion Report was published and made links between school absence and anti-social or criminal behaviour, and it has since been acknowledged that

Young people who attend school regularly are more likely to get the most they can out of their time at school, and therefore more likely to achieve their potential and less likely to take part in anti-social or criminal behaviour.<sup>3</sup>

There have been many research projects funded by the Youth Justice Board to explore the links between offending and education.<sup>4</sup> It is a widely held view that engagement in education, training or employment reduces the risk of re-offending by young people and therefore the role of the education worker within the criminal justice system continues to evolve. Many Youth Offending Teams now have a position for a dedicated ETE Manager or Co-ordinator to strengthen the links with post 16 providers through the Learning and Skills Council and partnerships with schools, colleges and the Local Authority.

---

<sup>2</sup> Survey was conducted between 01.04.04 & 31.03.06 in YOI's. 2500 15 – 18 year olds were included in the survey. Report is available from [www.inspectorates.homeoffice.gov.uk](http://www.inspectorates.homeoffice.gov.uk)

<sup>3</sup> National Literacy Trust; truancy and school exclusions, background. [www.literacytrust.org.uk](http://www.literacytrust.org.uk)

<sup>4</sup> Reports can be found on [www.yjb.gov.uk](http://www.yjb.gov.uk) education, training and employment section or publications.

|                            |   |
|----------------------------|---|
| <b>April 07 – March 08</b> | Percentage of young people engaged in education, training or employment (ETE) at the end of a supervised Youth Court Order. |
| <b>National</b>            | <b>71.1%</b>  |
| <b>Family * see below</b>  | <b>73.3%</b>  |
| <b>Regional</b>            | <b>73.2%</b>  |
| <b>Nottinghamshire</b>     | <b>78.6%</b>  |

**Figure 1** Table of reported figures for 2007/2008 from the Youth Justice Board for young people engaged in ETE.

\* Nottinghamshire Youth Offending Service belongs to a family of similar Youth Offending Teams, these include: Staffordshire, Northamptonshire, Worcestershire & Herefordshire, Warwickshire, Cheshire, Gloucestershire, Essex, Shropshire & Telford, Leicestershire.

## The Local Picture

The figures I have produced here are for the last financial year, previous to April 07 the YJB counting rules changed and therefore we do not have data which is comparable. The data here will serve as the baseline on which to measure future performance.

| <b>Apr 07 – June 07 (3 months)</b> | Total number of young people supervised | Number of young people in EET | Number of young people NEET | Percentage of young people in EET |
|------------------------------------|---|-------------------------------|-----------------------------|-----------------------------------|
| Pre 16                             | 155                                     | 121                           | 34                          | 78%                               |
| Post 16                            | 132                                     | 105                           | 27                          | 80%                               |
| Total                              | 287                                     | 226                           | 61                          | <b>78.6%</b>                      |

| <b>Apr 07 – Sep 07 (6 months)</b> | Total number of young people supervised | Number of young people in EET | Number of young people NEET | Percentage of young people in EET |
|-----------------------------------|---|-------------------------------|-----------------------------|-----------------------------------|
| Pre 16                            | 263                                     | 199                           | 64                          | 76%                               |
| Post 16                           | 302                                     | 243                           | 59                          | 80%                               |
| Total                             | 565                                     | 442                           | 123                         | <b>78.2%</b>                      |

| <b>Apr 07 – Dec 07 (9 months)</b> | Total number of young people supervised | Number of young people in EET | Number of young people NEET | Percentage of young people in EET |
|-----------------------------------|---|-------------------------------|-----------------------------|-----------------------------------|
| Pre 16                            | 426                                     | 349                           | 77                          | 82%                               |
| Post 16                           | 430                                     | 323                           | 107                         | 75%                               |
| Total                             | 856                                     | 672                           | 184                         | <b>78.5%</b>                      |

| <b>Apr 07 – March 08 (12 months)</b> | Total number of young people supervised | Number of young people in EET | Number of young people NEET | Percentage of young people in EET |
|--------------------------------------|---|-------------------------------|-----------------------------|-----------------------------------|
| Pre 16                               | 544                                     | 449                           | 95                          | 83%                               |
| Post 16                              | 540                                     | 403                           | 137                         | 75%                               |
| Total                                | 1084                                    | 852                           | 232                         | <b>78.6%</b>                      |

**Figure 2** Table of cumulative figures of young people supervised by YOS at 3 months, 6 months, 9 months and 12 months, and their engagement in education, training or employment

A more in depth look at the figures for quarter 4 (01.01.08 – 31.03.08) recently for the Local Authority Education Otherwise Than at School (EOTAS) department showed that of the 24 pre 16 young people whose order closed in the period, 8 were persistent absentees (33.3%), 1 had been permanently excluded (0.04%), 11 were in receipt of some education but not the full 25 hours (46%), and the others were in waiting to start provision or had moved out of the area.

When conducting analysis of the NEET data for pre 16's the main categories for not being in receipt of 25 hours of education per week is due to being a persistent non-attender or the young person is in receipt of provision but not for the full amount of hours as stipulated in the YJB measure.

### What are we doing?<sup>5</sup>

The Youth Inclusion Support Programme (YISP) provides YOS with preventative work for young people between the ages of 8 and 13. YISP work closely with schools, providing group work programmes for young people at risk of offending, as well as individual programmes for young people and their families. Referrals for YISP are accepted from a range of partner agencies, they are also involved in working with the Education Welfare Service providing parenting programmes. The map below shows the areas from which the young people who are referred come from.

<sup>5</sup> Refer to document in Appendix i for an overview of current work and future developments

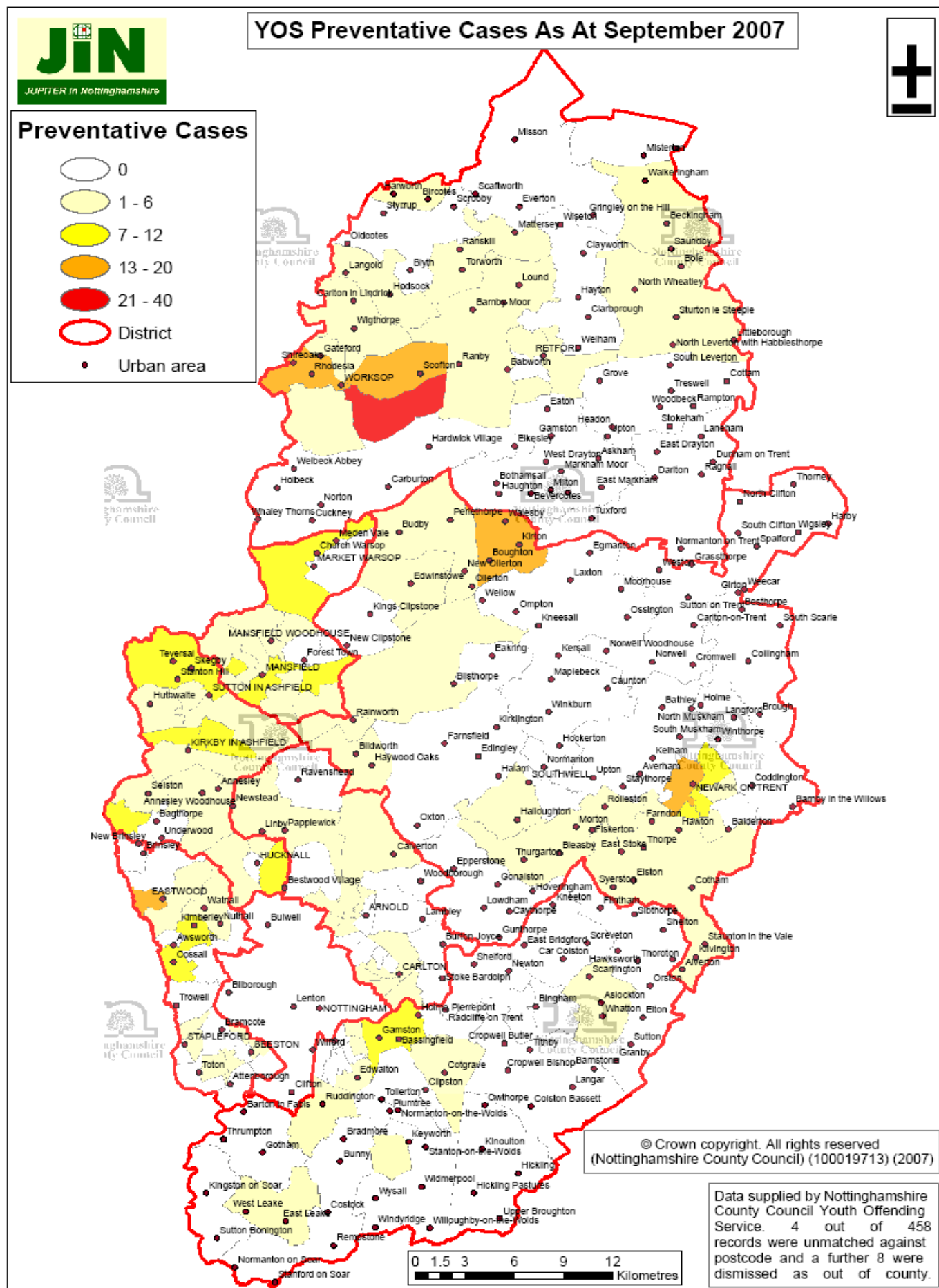


Figure 3 Geographical representation of where young people live who receive preventative services from Nottinghamshire

The work of YISP has contributed to the reduction in first time entrants to the Youth Justice System from

Reducing first time entrants is another measure, or Key Performance Indicator, that Youth Offending Teams are measured on.

A first time entrant is classed as a young person who is cautioned by a police officer. This is now called a reprimand and is put onto a young person's record. However it is not classed as a conviction.

Please see figure 4 below

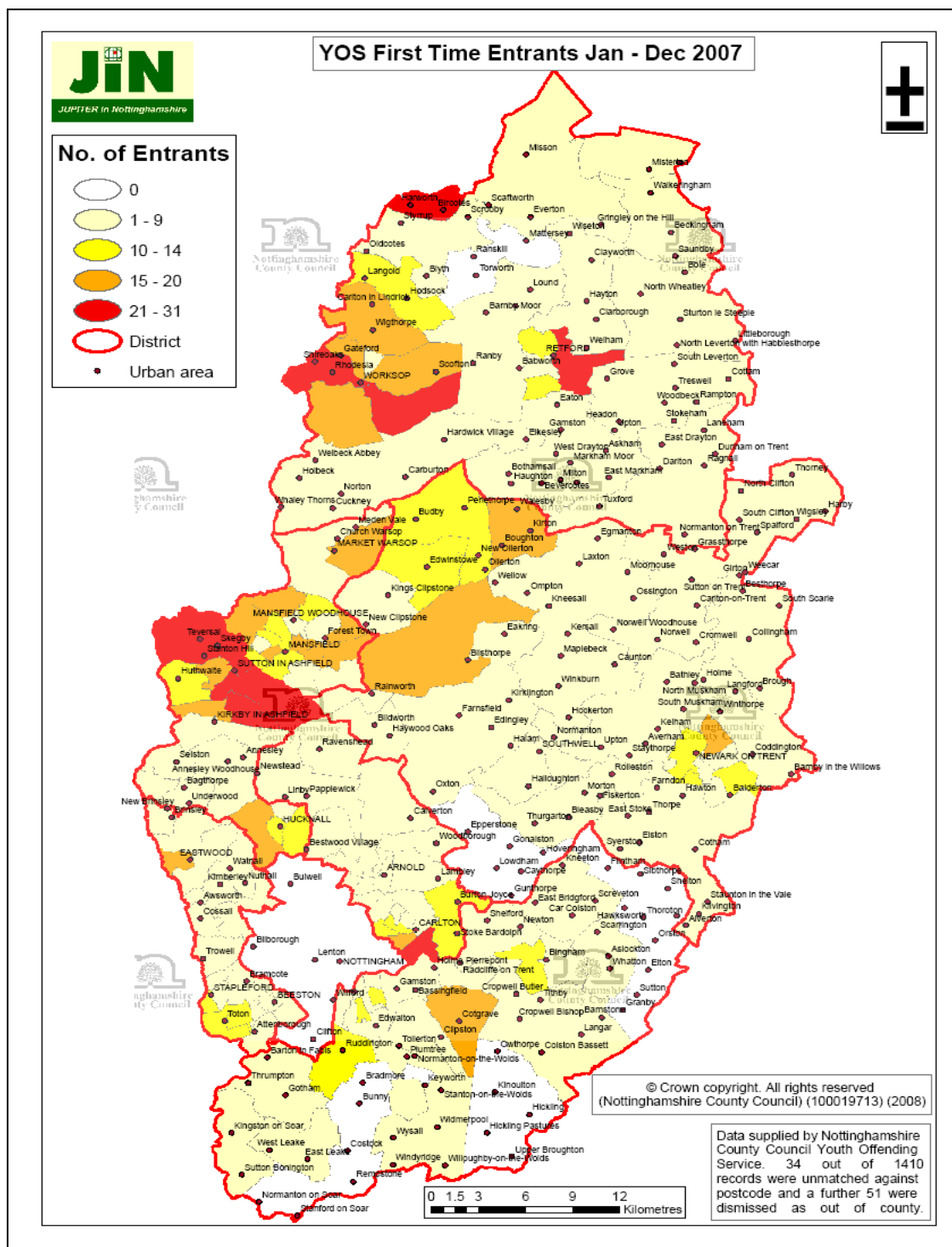
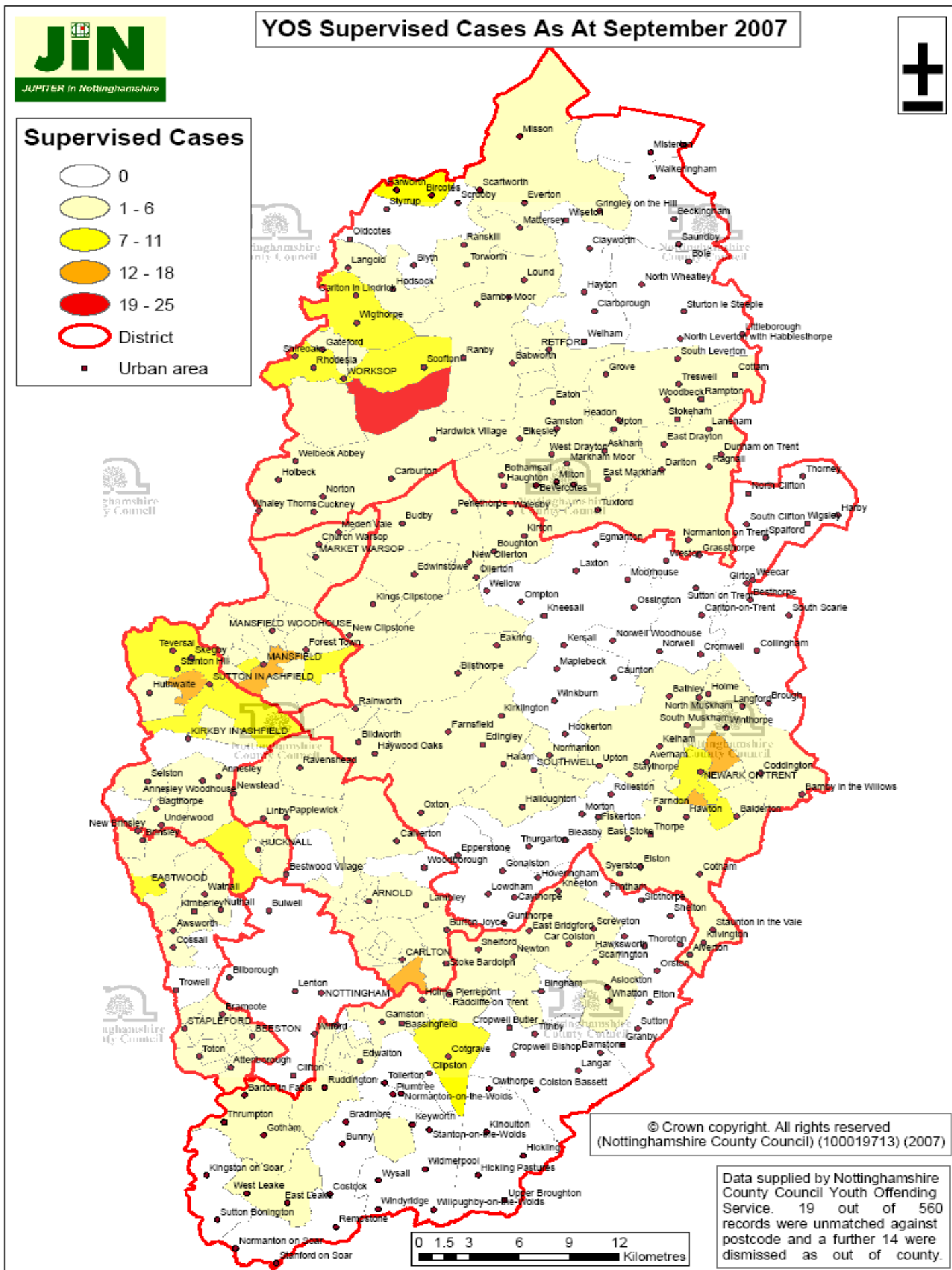


Figure 4 geographical representations of first time entrants into the Youth Justice System





**Figure 5** Geographical representation of where young people live who are supervised by Nottinghamshire Youth Offending Service.



## CYPP 2007/2008 Performance Monitoring

| Indicator Description |   |
|-----------------------|---|
| 5.1d                  | Increase the numbers of young people aged 16-17 supervised by YOS participating in employment, education or training. |

|                                 |
|---------------------------------|
| <b>Identified Lead Officer:</b> |
| Jill Holbert                    |

|                       |
|-----------------------|
| <b>Target 2007/08</b> |
| 74%                   |

|                      |
|----------------------|
| <b>2007/08 Data:</b> |
| 74.6%                |

### Commentary

#### *Activities undertaken during 2007/08*

The virtual ETE team and ETE Co-ordinator are now well established and have been able to initiate developmental work. There is a strategy in place which outlines the policy, procedure and practice of the team and how they link strategically with other departments within the Local Authority (LA).

The main focus of work this year has been on partnerships, information sharing, protocols of practice, risk assessments for educational environments and risk led approaches. The emphasis of working in closer partnership, to manage the risk young people may pose to themselves and to others, and to foster trust with educational establishments in our ability to assess risk (but also to advise on how to support and nurture vulnerable young people). Information sharing protocols are now in place with our largest Entry to Employment (e2e) provider and the largest further education provider in Nottinghamshire. The strengthening of these partnerships has lead to planning of day 1 release placements with the Nottinghamshire County Council's Acorn Initiative (Entry to Employment schemes).

Information, titled *Reducing Crime through Partnership*, has also been produced for schools explaining the role of the ETE worker in YOS, emphasising the need to work together.

Other activities have included participating to the multi-agency action plan for improving school attendance, contributions to the Looked After Children education multi-agency steering group, and the recent Special Educational Needs county wide review (these are all LA initiatives).

The Offender Learning and Skills Service (OLASS) have run a number of programmes for young people with offending behaviour this financial year. Nottinghamshire Youth Offending Service have contributed referrals, and young people have participated



across a range of projects which have included: short term courses in the FE sector, an 8 week outward bounds course and work with young people in custody.

Nottinghamshire YOS have also launched a new network of education workers (from within the youth justice system) across the East Midlands region. The *Post Custody Education Forum* is in its infancy but has been formed to increase the outcomes for young people leaving custody.

*What impact have these activities had on the outcomes for children and young people*

An interim report of the risk sharing protocol showed that of the 14 young people involved in the pilot (the pilot included only those young people who posed a risk to themselves or other members of the public and may not have normally been successful in the FE route), only 1 was unsuccessful in an application for a FE place, 2 required further consultation regarding potential risk, and a total of 11 young people were offered places.

Through co-ordinating the opportunities available from OLASS young people have progressed from short intensive courses into not only further learning and more substantial training courses, but also into employment.

*What pressures or difficulties have been encountered that may have impacted on performance. Where applicable please comment on how these have been overcome and what lessons have been learnt.*

New monitoring procedures have been introduced by the ETE co-ordinator and it takes some time to produce quality data, and/or reveal patterns of provision, pockets of young people who are NEET etc. Implementation of any plans for improvement, including the identification of realistic resources can take time.

*Planned future activities to further improve performance*

- A countywide roll out of the information sharing protocol and risk assessment tool for educational placements.
- The launch of the CD Rom, *Ryan's Story*, an interactive drama resource for school and youth groups on restorative justice using the Government's new Functional Skills Programme.
- Continued improvements in recording education information through increased access to the EMS database (exclusions), Connexions insight (SEN data) & new ETE intervention plans (using S140 assessments)
- Implications for future protocols regarding the new YRO and ETE requirement
- Day 1 release placements on e2e courses with The Acorn Initiative
- The Post Custody Education Forum to develop terms of reference and a joint regional action plan
- Continued membership on the Arts Partnership Board (Nottinghamshire) in preparation for some joint working early in 2009.

## Appendix ii

### **Report on destination information for those young people whose order closed in May 07**

This report has been written using data collected during the period 01.05.07 – 31.05.07. The data was taken from the Nottinghamshire Youth Offending Service database *Careworks*. The data collected only relates to those young people who were EET at the close of their order. The YJB counts EET as:

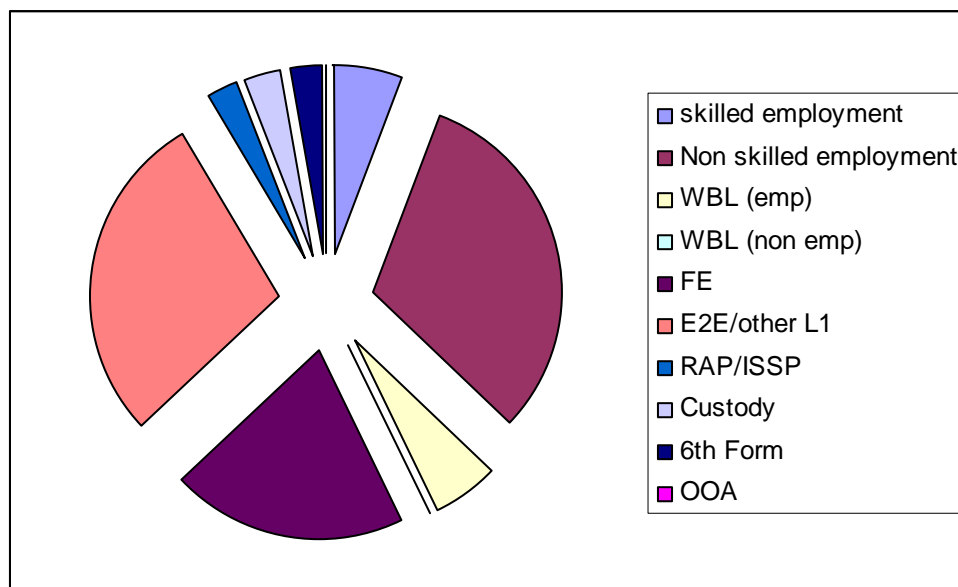
Those young people who are above statutory school age and are accessing 16+ hours per week of ETE

This data has been collected for those young people whose orders were closed within the month of May 07 and have been recorded on *Careworks* as having satisfactory ETE requirements under the definition above.

This report is to show a quick snapshot of where those young people who are counted as EET are, it is not designed to be anything other than providing information on a period in time.

Once reports have been gathered on a regular basis it may be possible to look at patterns throughout the year.

### **Post 16**



**Figure 2**

From Figure 2 the most frequent destination for this cohort has been E2E/other level 1 provision, and unskilled work.

The next frequent destinations are those young people who are attending courses at FE (some of these were level 1 courses).

The majority of those in unskilled positions were assisting in unofficial apprenticeship placements. The trades were the most prevalent (plastering, labouring etc), and most placements had been found through friends of family or close relatives.

| Skilled Employment | Non-Skilled Employment | WBL Employed | WBL Non-employed | FE | E2E | RAP ISSP | Custody | OOA | 6 <sup>th</sup> Form | Other |
|--------------------|------------------------|--------------|------------------|----|-----|----------|---------|-----|----------------------|-------|
| 2                  | 11                     | 2            | 0                | 7  | 10  | 1        | 1       |     | 1                    |       |