

**Cambridgeshire and Peterborough
Joint Youth Justice Plan
2018 – 19**

Forward

This Youth Justice Plan reviews the performance outcomes and service delivery of Cambridgeshire and Peterborough Youth Offending Services over the past 12 months. The plan also outlines key strategic objectives and priorities for the forthcoming 12 months to ensure that services continue to improve, that we achieve effectiveness and deliver value for money.

During the last 12 months both Cambridgeshire and Peterborough Local Authorities have embedded a Joint Strategic Leadership Team and a new Joint Head of Service has been appointed across both Youth Justice Services. The joint governance Youth Justice Management Board has now been functioning for 12 months and Assistant Chief Constable Dan Vajzovic, Cambridgeshire Constabulary, has been appointed as an independent Chair. This will provide an external and independent position of challenge for the local authority (YOT hosts) and the wider Youth Justice Partnership.

During the last 12 months we have seen a period of change for local authorities and the wider partnership and it is essential that we review how agencies are collaborating and working together to meet the needs consistently of young people at risk of entering the youth justice system, those re-offending and presenting risk of harm to the public. We are committed to better understanding our cohort and the needs and challenges facing young people so we can support them with interventions that allow them to progress to adulthood and achieve the best possible personal outcomes.

Both Youth Offending Services, local authorities and the wider partnership will be ensuring we are doing what we can in the next 12 months to deliver quality services to young people, families and victims that meet the expectations of our new HMIP framework and standards.

Structure and Governance

Cambridgeshire and Peterborough Joint Youth Justice Management Board launched in February 2017 and the new chair Assistant Chief Constable Dan Vajzovic was appointed in January 2018. The Board now has appropriate membership from across the partnership with senior representation from Social Care, the National Probation Service, Cambridgeshire Constabulary, the Police and Crime Commissioners Office, Clinical Commissioning Group, Education and voluntary sector. The board has made clear the requirement to send appropriate deputies and informed all members of the statutory requirement in respect of partnership governance. New board members received an induction in respect of their role and the statutory functions of Management Board in May 2018.

The Joint Youth Justice Management Board holds the partnership to account and oversees the delivery of Youth Justice Services in Cambridgeshire and Peterborough. The Board will continue to oversee any Inspection preparation and Improvement Plans for both services.

Reports and updates are regularly provide to the Board with regards to Performance against:

- National Indicators: Re-offending, First Time Entrants, Disproportionality, Custody
- Locally Agreed Indicators: Education, Training and Employment, Accommodation and Remands
- National Standards Audits
- Qualitative Core Case and Thematic Audits in line with HMI Probation Criteria
- Transfer of Information to the Secure Estate
- Partner themed deep dive analysis
- Case Studies and recommendations prepared by the YOS and wider partnership

The board supports the Youth Offending Services in overcoming barriers to effective multi-agency working and ensures that partner agencies make an effective contribution to delivering against key youth justice outcomes. Youth Justice Priorities sit within the wider Directorate Service Plans, Strategic Needs Assessments, Community Safety Plan and Police and Crime Commissioners Plan. The partnership is currently supporting the YOS in respect of multi-agency working arrangements and any challenges in respect of youth justice outcomes are raised through the board.

The Youth Justice Management Board is responsible for decision making in matters in relation to youth justice and members should ensure that they have the delegated authority from their own organisations to be able to make determination decisions. As such the Board is constituted as a board with decision making power.

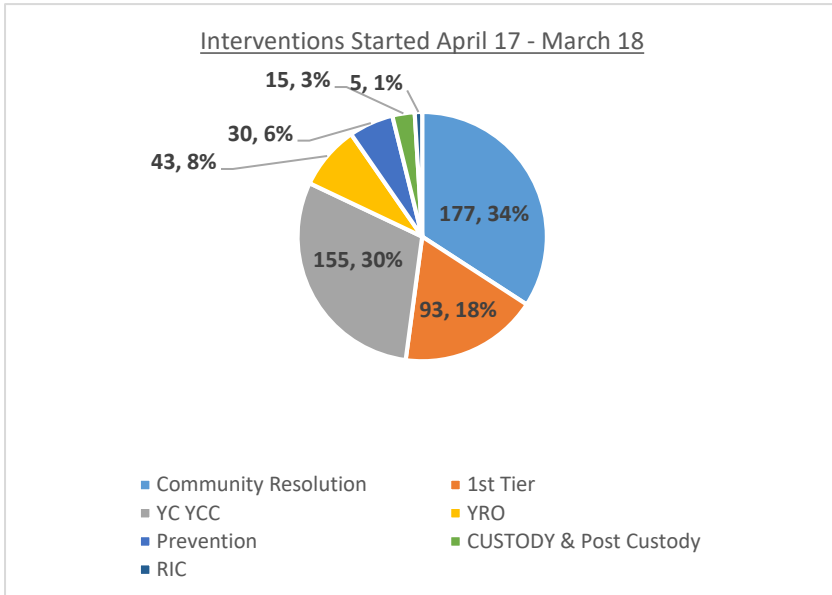
The Board will ensure that appropriate updates and reports are sent to the Countywide Safer Community Partnership Board and Executive Safeguarding Board. The performance and work of the Youth Justice Partnership Services will also be reviewed by Cambridgeshire and Peterborough Local Authority Scrutiny Committees and other relevant strategy and performance boards as appropriate and requested.

Following each Youth Justice Management Board the lead officer will prepare a summary report detailing:

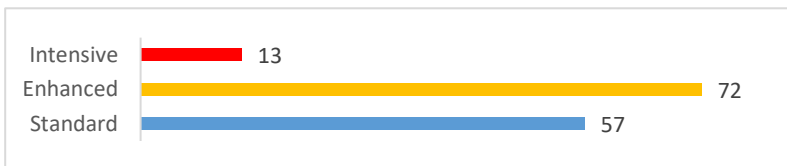
- what the board has achieved in the last quarter
- support required from other partner boards
- our priorities for the next 3 months
- identified risks going forward

Cambridgeshire YOS was tasked by the Board to implement a Live Re-offending Toolkit exercise and this was achieved in January 2018. The Board is currently considering this data to explore how we can respond to young people most at risk of re-offending and any trends and patterns relevant to this cohort. The toolkit provides access to current data on a cohort of young people across all intervention from early help, out of court disposals and post court interventions. The partnership's aim is to understand more about the cohort in respect of age, ethnicity, offence type, gender, disposals, geographic location, pattern of repeat offending, other needs and status, intervention effectiveness. The YOS management team is now implementing the toolkit as a management supervision tool to identify our priority young people and assign, monitor and evaluate tasks allocated to cases. Peterborough Information Analysis Team are currently looking at implementing the Live Tracker Toolkit and will have an initial analysis ready for July 2018.

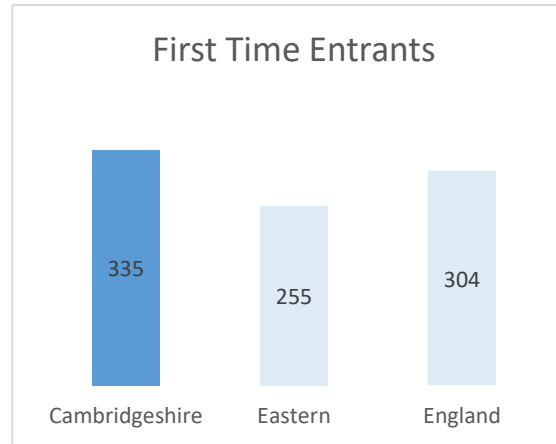
Practice and Performance
Cambridgeshire



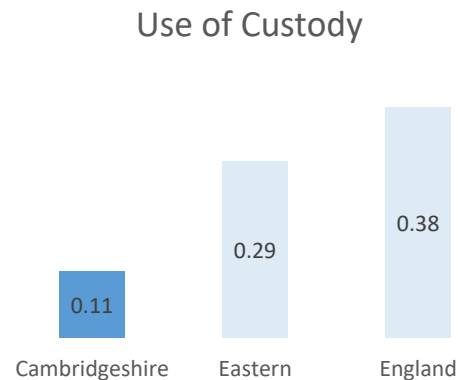
In 17/18 there were 518 disposals for a total of 443 young people. The most frequent was Community Resolution (34%) followed by YC YCC (Youth Caution & Youth Conditional Caution) 30%



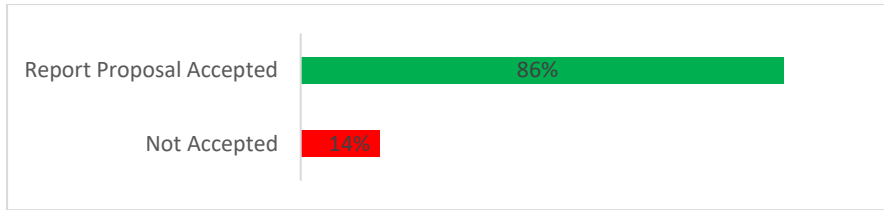
Young people assessed using Asset plus (i.e. all except community and custodial post court disposals, youth conditional caution and youth caution with conditions and prevention disposals) the most frequent level was enhanced.



The latest PNC derived first-time entrant rate period is October 16 - September 17. Cambridgeshire had a rate of 335 per 100k population compared to 257/100k for the Eastern Region and 304/100k for England.

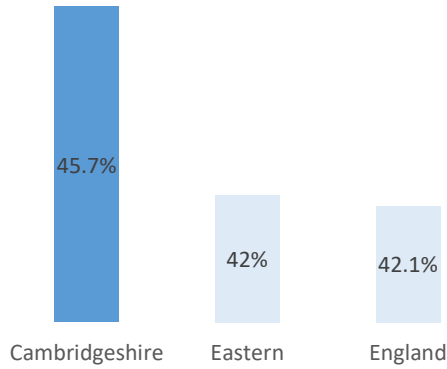


The custody rate for Cambridgeshire in 2017 (Jan-Dec) was 0.11/1k population compared to 0.29/1k for the Eastern region and 0.38/1k for England. Custodial sentences accounted for 2.3% of all court disposals

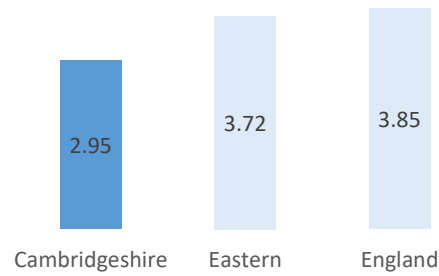


Courts accepted report proposals 86% of the time during 2017/18.

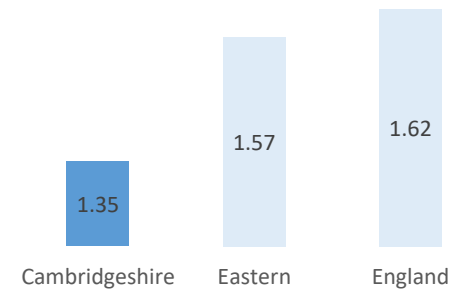
Reoffending Rate



Reoffenders Frequency Rate



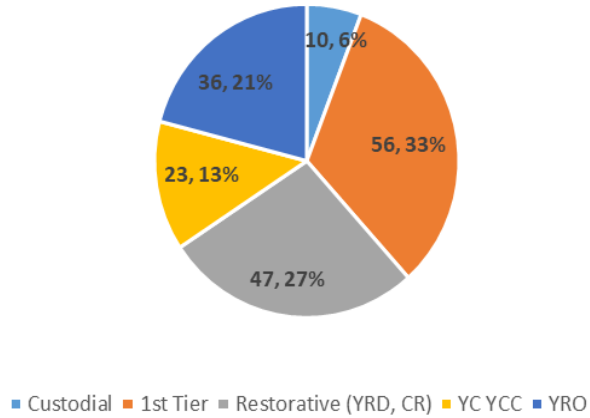
Whole Cohort Frequency Rate



The latest reoffending rate period is Jan - Mar 16. Cambridgeshire had a binary rate of 45.7% compared to 42.3% for the Eastern Region and 42.1% for England. Frequency rate 1 (re-offenders only) for Cambridgeshire was 2.95 compared to 3.72 for the Eastern Region and 3.34 for England. The whole cohort frequency rate (rate 2) was 1.35 for Cambridgeshire compared to 1.57 for the Eastern Region and 1.62 for England

Peterborough

Interventions Started April 17 - March 18



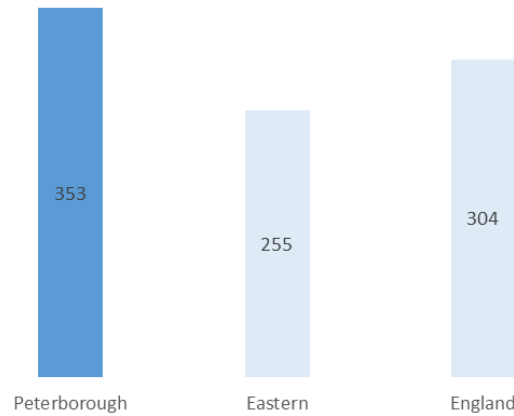
In 17/18 there were 172 disposals. The most frequent outcome type was 1st tier (32.6%) followed by Youth Restorative Disposals / Community Resolutions (27.3%) and Youth Restorative Orders (20.9%)

Scaled Approach



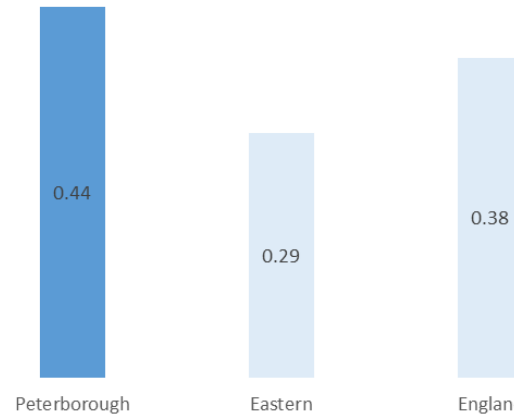
The most frequent intervention levels for young people assessed using AssetPlus between July 2017 and June 2016 were 'Intensive' and 'Enhanced', reflecting an early focus of AssetPlus assessments on the most complex cases.

First Time Entrants Rate

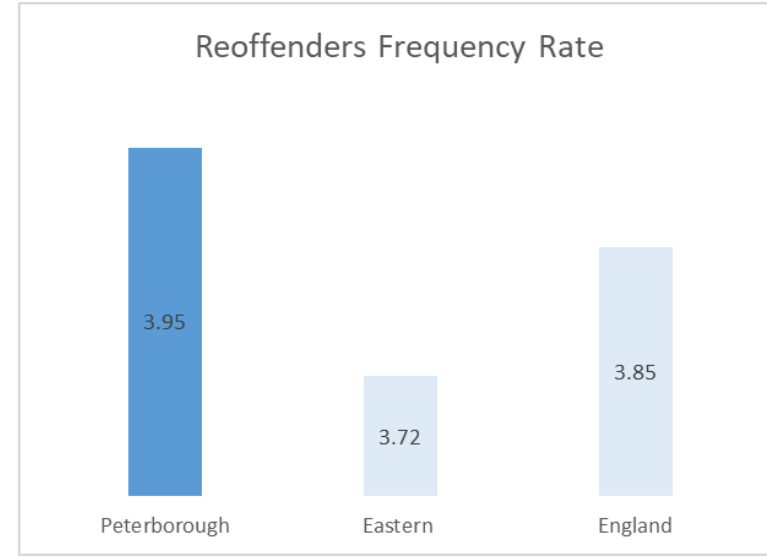
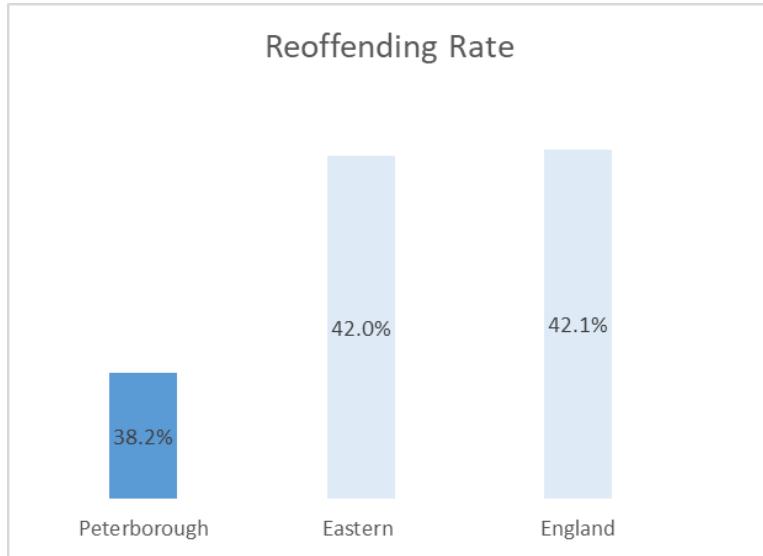


The latest PNC derived first-time entrant rate period is October 16 - September 17. Peterborough had a rate of 353 per 100k population compared to 255/100k for the Eastern region and 304/100k for England.

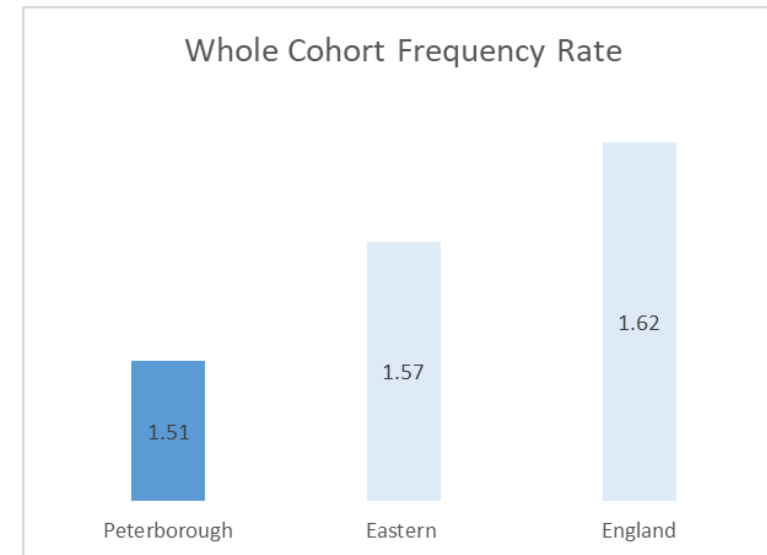
Custody



The custody rate for Peterborough in 2017 (Jan-Dec) was 0.44/1k population compared to 0.29/1k for the Eastern Region and 0.38/1k for England. Custodial sentences accounted for 8.7% of all court disposals



The latest reoffending rate period is Jan - Mar 16. Peterborough had a binary rate of 38.2 % compared to 42.3% for the Eastern Region and 42.1% for England. Frequency rate 1 (re-offenders only) for Peterborough was 3.95 compared to 3.72 for the Eastern Region and 3.85 for England. The whole cohort frequency rate (rate 2) was 1.51 for Cambridgeshire compared to 1.57 for the Eastern Region and 1.62 for England



Resources and Value for Money

Cambridgeshire and Peterborough implemented ambitious plans for service development last year. This has led to positive outcomes across some areas and identification of future priority and further improvement. For the coming year the services will seek to improve their current performance in areas of decline and sustain positive achievements in relation to the relevant key national performance areas. The partnership will need to focus particular attention on improvements in respect of re-offending which has deteriorated across the board in both Cambridgeshire and Peterborough areas. The board will ensure a focus on achieving improvements and ensuring the Youth Justice Board grant is used for its intended purpose. The Grant will also be used to achieve the strategic objectives outlined in this year's plan.

Both Cambridgeshire and Peterborough YOS continue to be funded by a full range of partnership contributions as detailed in Table 1.

Both Youth Offending Services have seen a static budget position in the last 12 months, and our continued contributions can be seen below. The Youth Justice Board Effective Practice and Remand Grant have now been published and whilst we have seen no reduction with the former, Peterborough have seen a £40,821 (80%) reduction with their Remand Grant. Cambridgeshire have seen an increase to their Remand Grant for the first time in 3 years. The Youth Justice Board have announced that there will be a full review of grant formulation and allocation in 2018/19 which could bring risks to both Youth Offending Services across Cambridgeshire and Peterborough.

In line with the Crime and Disorder Act 1998 Cambridgeshire and Peterborough Youth Offending Services have their full complement of seconded staff. Both services have Social Workers, Psychologists, Police Officers, Probation Officers and Education, Training and Employment Workers. All of these staff make a significant and valued contribution to the work of the service. The services now share a full time seconded Probation Officer which will assist transitions for young people within the county and to adulthood.

Table 1 - Contributions to the youth offending partnership pooled budget 2018/19

	Cambridgeshire		Peterborough		
Agency	Financial Contribution	Payment in Kind	Financial Contribution	Payment in Kind	Total
Local Authority	£952,016	-	£443,179	-	£1,395,195
Police	-	£90,000	-	£45,000	£135,000
PCC Office	£127,000	-	£136,000	-	£263,000
Public Health	£95,000	-	-	-	£95,000
Clinical Commissioning Group	£28,220	£45,150	-	£70,000	£1433,370
National Probation Service	£10,000	£60,000	£5,000	£20,000	£95,000
YJB Effective Practice Grant	£547,183	-	£453,256	-	£1,002,439
YJB Remand Grant	£27,790	-	£9,565	-	£37,355
Peterborough CCC	£40,415				£40,415
Total	£1,827,624	£195,150	£1,047,000	£135,000	
	£2,022,774		£1,182,000		

Junior Attendance Centre Grant

Cambridgeshire and Peterborough YOS Services continue to manage and run Attendance Centres both in Peterborough, Fenland and Cambridge City using the allocated Attendance Centre Grant. New sessionals and volunteers have been recruited to support this service provision and a programme of work continues to be delivered through the centres lead by both Officers in Charge.

Cases are now referred to the centres across all interventions offered other than Prevention, which includes Intensive Supervision and Surveillance programme, Youth Rehabilitation Order, Referral Order and Pre-court disposals such as Youth Conditional Cautions and Youth Cautions. Both service will continue to develop their programmes of interventions and ensure spaces are utilised for the future across the caseload and as directed by the Courts.

PACE/Appropriate Adult Service/Reparation Service

Cambridgeshire and Peterborough have gone through a joint successful tender process in respect of our Appropriate Adult /Reparation provision. This process has incurred small savings for both services and will ensure a consistent delivery across Cambridgeshire and Peterborough. The contract has been awarded to the YMCA Cambridgeshire and Peterborough and will be monitored through a contract board where issues will be subsequently reported to the Youth Justice Management Board. In addition both Local Authorities are exploring joint commissioning of a PACE bed that is accessible and meets the needs of vulnerable young people as an alternative to being held in police custody. We have seen the use of the PACE bed in Cambridgeshire increase during 2017/18 which would indicate that PACE duties are being implemented appropriately.

Cambridgeshire Constabulary and Cambridgeshire and Peterborough Local Authorities are also looking at the development of a Looked After Children's Protocol to ensure that the partnership are ensuring that Children in Care are not bought into the Criminal Justice System.

Youth Justice Service Objectives 2018/19

During 2017/18 Cambridgeshire and Peterborough Youth Offending Services have worked with their Joint Management Board stakeholders and staff to create a service vision and strategic objectives that can be owned and aspired to by all. The vision and strategic objectives can be seen below along service priorities and delivery plans for 2018/19.

Youth Justice Vision

'To work together as a partnership to support families, reduce and prevent offending and harm caused by young people, and keep victims and the community safe'.

Strategic Objectives

- To increase young people known to YOS engagement in ETE and reduce the number of young people who are NEET/ Missing from Education
- To ensure young people have effective transitions and support to move from young people's to adult facing services
- To ensure that health and social care services are integrated with youth justice and that young people have access to services that promote and improve their health, wellbeing and life chances
- To implement a partnership response to re-offending data and set priorities for reducing the number of young people who reoffend
- Develop a partnership wide Prevention Strategy to reduce the number of young people entering the youth justice system and going on to be adult offenders
- To ensure that there are robust partnership arrangements to prevent custodial sentences/remands and facilitate effective post custody resettlement
- To ensure that the partnership is responding to the complex cohort of exploited children by identifying young people, safeguarding them and bring perpetrators to justice

Service Priorities

Cambridgeshire and Peterborough will share some Service Priorities for 2018/19, however, there will also be differing priorities as a result of varying individual service needs. These are outlined and detailed further below.

- Case File Audit and Quality Assurance – Both YOTs will be implementing a new management Quality Assurance Case File Audit process that will include a 5% sample of the caseload every 8 weeks using a HMIP Audit tool. This will seek to identify areas for improvement against the new HMIP Framework and enable the YOTs to focus on improving case quality. Both services will also implement peer auditing processes at least twice a year.
- Re-offending Live Tracker Toolkit – Both YOTs are now using the YJB Re-offending Tool Kit and will be further developing its use in respect of providing analysis for the Board and also as a case Management Tool for managers and practitioners. We will also be developing local field in the tool to enable us to understand more about the harm presented and safeguarding/welfare needs of our offending population. .
- Asset Plus – Cambridgeshire and Peterborough have now embedded Asset Plus. Cambridgeshire have been using the tool for over two years and improvements in respect of quality can be seen. Cambridgeshire will continue to monitor the quality of Asset Plus and will address areas for improvement through Case File Audit. Peterborough is still a new adopter of Asset Plus following the introduction in September 2018. They will be focussing on areas of improvement identified through Case File Audit and will develop and Asset Plus Improvement group and further training support.
- Targeted Youth Support Service (TYSS) Peterborough – The new TYSS will go live in Peterborough in September 2018. This will see Adolescent Services bought together across Early Help, YOS and Social Care Child in Need and Edge of Care using a YOT multi-agency approach model. The YOT will sit in the intensive Team within the Service with a specialist Youth Justice Team.
- MAPPA and Public Protection Procedures and Practice – The Management Team will continue to monitor any cases that hit the MAPPA criteria and cases will be discussed every month during Management Meetings and in supervision with case holders. Training and development in respect of MAPPA will be offered across both areas.
- Criminal Exploitation – During 2018 the Safeguarding Board has agreed a new Criminal Exploitation Policy that both YOTs will embed into practice. Each service will ensure they are identifying, tracking and assessing this cohort appropriately to ensure a partnership approach to management and safety and wellbeing. Both services will also develop the use of the NRM process and ensure young people are considered where appropriate. Further identification of interventions will also be explored for criminal exploitation across the County.
- Effective Interventions – Both YOTs are in the process of developing a library of effective interventions and associated training needs for staff. Areas are also sharing resources and knowledge

- Prevention and Pre-Court – Both Cambridgeshire and Peterborough will have a structure where Prevention and Pre-court cases are held by YOS Officer or Youth Justice Officer alongside the post court caseload.
- Data, information and performance analysis – Both Cambridgeshire and Peterborough are implementing a common performance framework for both areas to monitor performance against national and local indicators. Peterborough have had limited access to data analysis during the last 12 months and from August 2018 will be allocated specific support to allow the service to monitor and analyse data in a timely way and respond to areas of concern. Peterborough are currently experiencing issues in respect of their CAPITA database that are being reported to the supplier, Management Board and Youth Justice Board.
- Health Needs and Intervention – Both YOTs will continue to identify health need and gaps and respond accordingly. We are currently raising areas of unmet need through the Health and Wellbeing Board in respect of intervention to meet the needs of young people experiencing trauma and speech and language needs.

Partnership Arrangements

Cambridgeshire and Peterborough YOS Services are respected and supported locally by partners. Both services are represented at Countywide Safeguarding Boards and are closely aligned with wider early help and children services. In addition they are represented at wider children and young people strategic meetings locally. Both services have either been through or are experiencing pending structure changes which will require a review of joint working process with children's services partners to ensure that information is shared and joint work between services is retained and strengthened.

As stated in the governance section the joint Youth Justice Management Board is attended by partners of a senior appropriate level. This Board also reports to the County Community Safety Partnership where youth justice issues are escalated by the Management Board. Partners are meeting their statutory duties in respect of seconded staff and financial partner contributions to Youth Justice Service across the two areas.

The Head of Youth Support Service across both services chairs the Cambridgeshire and Peterborough Channel Panel and sits at the Strategic Prevent Board, Safeguarding Delivery Board and Safeguarding Boarding Exploitation Strategy Group. Both Councils are aware of their Prevent duties and are engaged with partners to screen, assess and intervene with young people at risk of extremism. YOS Services are represented at MAPPA Strategic Boards and Integrated Offender Management Reducing Re-offending Groups. There is a commitment locally to improve Public Protection Practice following Cambridgeshire's Full Joint Inspection in 2016 and this was outlined in their Inspection Improvement Plan.

The Joint Youth Justice Management Board sits as a subgroup of the Cambridgeshire and Peterborough Safer Communities Board. The Police and Crime Commissioners Office are engaged with the Youth Justice agendas and the PCC chair the latter Board. Youth Crime is detailed and recognised appropriately within the Police and Crime Commissioners Plan.

Risks to Future Delivery against the Youth Justice Outcome Measures

Cohort

During the last 12 months Cambridgeshire have seen an increase in caseloads with 459 cases in 2016/17 and 518 in 2017/18, a 11% increase. The most common disposal is Out of Court disposal which make up 64% of the caseload. Peterborough have seen a decrease in caseload during the last 12 months with 290 cases in 2016/17 and 172 in 2017/18, a 31% decrease. The most common disposal is Tier 1 Referral Orders, which make up 33% of the caseload. Both services are seeing an increase in complexity of cases in respect of both re-offending, risk of harm to others and safety and wellbeing. This is evidenced through the high number of cases managed at the intensive and enhanced scaled approach levels. Process are in place to robustly manage these high risk cases through Risk/Safety and Wellbeing meetings and multi-agency systems to track and manage Child Sexual and Criminal Exploitation young people.

Recidivism

After a period for both Cambridgeshire and Peterborough Youth Offending Services experiencing low re-offending rates, both in respect of binary and frequency rates, we have seen a deterioration in re-offending against the National Outcome Measure during the last four years. Whilst Peterborough have seen a slight decrease in their binary re-offending rate their frequency remains high and would indicate a smaller cohort of complex young people. Cambridgeshire have continued to see an increase in re-offending and are not performing as well as their regional and national comparators. It is to be noted that this measure tracks an old Cohort and does not provide a live analysis of re-offending. The Management Board and both services have now launched the Live Tracker Toolkit to ensure that we better understand our current cohort of re-offenders and further understand how to strategically and operationally respond to reduce re-offending. Early indication from this tool shows that reoffending rates with our live cohort is much lower and that we are performing well.

Custody

Cambridgeshire have historical low custody rates and strong performance in respect of the National and Regional average. This has continued through the last annual period with robust high intensity community packages offered to the Courts. Peterborough have experienced an increase in custody numbers during the last two years, after a decreasing trend during previous years. Peterborough are also implementing a new High Risk and ISS Worker post and interventions within their TYSS structure to provide appropriate alternative interventions to custody. Cambridgeshire and Peterborough will be working together to ensure that they provide robust interventions across the county for their current complex cohort to continue to maintain low custody rates in the future.

Whilst remands to custody remain low for both areas the decreasing YJB Remand Grant in Peterborough may create a risk for the Local Authorities if remands peak in the future. In addition Cambridgeshire have also experienced a number of high cost remands early in the new financial period which may create a risk if this pattern continues.

First Time Entrants

Cambridgeshire have seen a decrease in First Time Entrants in the last 12 months, however this rate is still higher than the national and regional average. Peterborough have also seen an increase and have a higher rate than the regional and national average. Both YOTs are working with Cambridgeshire constabulary to expand the use of Youth Restorative Disposals to reduce the rate of first time entrants in the future. In addition both services have changed the structure for the management of prevention cases which is hoped to see an impact on the reduction of First Time Entrants. The implementation of the TYSS in Peterborough should also see a reduction in First Time Entrants and will be one of the key indicators and expected outcomes for the service.


Other risk for Youth Justice Services

As with most local authorities and the whole of the public sector the largest risk to future delivery remains the financial challenges they face. Cambridgeshire and Peterborough Youth Offending Services are also aware of other risk such as:

- Performance against the new HMI Probation Inspection Framework
- Retention and recruitment of a skilled workforce
- The changing nature and complexity of the young people who offend
- The changing structure and landscape for partner agencies and the need to sustain joint working relationships

The Joint Youth Justice Management Board and both Local Authorities will continue to focus on how they can consider and mitigate against these risks. One of the key actions is to understand and respond to the complex cohort in respect of criminal exploitation and county lines and fully implement the new Safeguarding Board Criminal Exploitation Strategy and Action Plan across the partnership.

Approval

Chair of Youth Justice Management Board	Assistant Chief Constable, Cambridgeshire Constabulary
Name	Dan Vajzovic
Signature	
YOS Manager	Head of Youth Support, Cambridgeshire and Peterborough
Name	Anna Jack
Signature	