



CUMBRIA YOUTH OFFENDING SERVICE

STRATEGIC PLAN: 2017-18

INTRODUCTION

The principle aims of the Youth Offending Service are to:

- Prevent offending and reoffending by young people
- Deal appropriately with those who offend, including encouraging them to make amends for their crimes
- Support victims of crime

Our Vision

To reduce youth crime, its impact on the community and in doing so contribute to developing the potential of young people in Cumbria.

We will achieve our vision by:

- Working in partnership with statutory and third sector organisations to provide a coherent and effective response to youth crime, and, improve outcomes and future life chances for young people.
- Adopting a restorative approach wherever possible and helping young people to understand the consequences of their behaviour.
- Ensuring that we have a competent and committed workforce.
- Placing the prevention and reduction of youth crime at the heart of all resource decisions made.
- Providing a quality service which is effective, efficient and value for money.
- Engaging with and listening to the voice of children, young people, their families, and victims in shaping our services.

Cumbria Youth Offending Service is a partnership, created by the Crime and Disorder Act 1998, and made up of a range of statutory and other key partners. The County Council, under the auspices of the Crime and Disorder Act 1998, are responsible for establishing and maintaining a Youth Offending Service in the county in partnership with core agencies (Police, Probation and Health). As such, the Youth Offending Service Strategic Plan needs to be informed by the priorities and cross cutting themes of a range of organisations and partnerships, and in particular:

- The County Council;
- The Children's Trust Board;
- Cumbria Local Safeguarding Children's Board'
- Safer Cumbria Partnership and
- MAPPA Strategic Management Board.

During the last 12 months Cumbria Youth Offending Service has continued to develop and by engaging in effective partnership working, has contributed to driving forward reductions in Youth Crime in Cumbria.

Achievements and Developments 2016- 2017:-

Particular areas of development and achievement have been:

- ✚ *Cumbria YOS were subject to a Short Quality Screening Inspection in July 2016. Although there is no judgement rating awarded for these Inspections, the feedback received was positive, with improvements in practice being noted by the Inspectors since the last Inspection in June 2014. The report commented on the excellent range of Interventions available through the Junior Attendance Centre and our effective engagement with young people.*
- ✚ *The last 12 months has again seen a reduction in the number of young people receiving custodial sentences, a reduction of 25%.*

- ✚ *There has been continued development of the Interventions available to young people as part of community reparation and court ordered activities.*
- ✚ *Close liaison with Specialist Youth Services and successful development of the ONE awards, offered as part of Junior Attendance centre and Unpaid work requirements, helping to engage young people and raise aspirations.*
- ✚ *Commissioning of the AIM 2 Assessment training for selected staff members, to enable in house delivery of assessment and intervention for young people displaying sexually harmful behaviour.*
- ✚ *Further involvement with the County's Child Sexual Exploitation strategy, with representation and contribution from area Team Practice Managers at the County CSE Oversight group, leading to increased information sharing, mapping and development of multi-agency diversionary approaches.*
- ✚ *Ongoing work with the Children in Custody group, to look at improving the outcomes of young people at arrest stage, including exploration of issues around young people held overnight, PACE beds and safeguarding during detention in Police custody.*
- ✚ *Staff have adapted well to the introduction of ASSET Plus, the new holistic assessment framework, used with all young people on statutory intervention including Youth Cautions.*
- ✚ *Improvements have been achieved in the communication and liaison with the local area SEND teams ensuring that young people's needs are appropriately identified and planned for, both in the community and in custody.*
- ✚ *Improved involvement has been seen in the early help offer for Cumbria, with increased participation in Early Help Panels and multi-agency work with cases stepping down from Children's Social Care.*

STRUCTURE AND GOVERNANCE

The YOS is hosted within the Council's Children and Families Service Directorate but has recently moved from the Early Help and Learning business area to the Children and Families area. In 2016, certain areas of the Directorate, including the Youth Offending Service were subject to a service review - the new structure was agreed in July 2016. This involved changes to the management structure and the shifting of some specialist interventions staff into the newly formed Specialist Youth Service. The County Practice Manager role was replaced by a YOS Service manager, who in effect, takes on the role of Head of Service. YOS continues to be overseen by the Senior Manager for Targeted Youth Support and Early Help. The Senior Manager is line managed by the Assistant Director, Children's and Families, and is also held to account through the multi-agency YOS Management Board.

The new YOS structure is attached at appendix 1 and the County Council strategic structure is attached at appendix 2.

The service review has resulted in a number of functions within YOS (Restorative Justice, Volunteers, and specific Interventions) merging to form a conduit across the primarily statutory work of YOS and the more Early Help focused work around Alcohol Outreach, Youth Crime prevention, and 16/17 year old homelessness. This structure has removed an element of "separation" which existed previously across these areas and provides an opportunity to build a stronger read across these areas, reducing potential duplication of work with some young people. It also builds opportunities to increase the influence of Restorative Justice, and, community based work (i.e. Junior Attendance Centre's accredited learning and Unpaid Work community projects) to be available for young people out-with statutory supervision, but who may still benefit from structured support in the community.

The YOS Management Board

The leadership, composition and role of the management board are critical to the effective delivery of local youth justice services. The YOS Management Board is made up of senior management representatives from both statutory and other key partners. Board Members are:

- ❖ Cumbria Constabulary Acting Assistant Chief Constable, Sean Robinson(Chair)
- ❖ Cumbria Constabulary, Community Safety Inspector Jon Sherlock
- ❖ Cumbria County Council, Assistant Director, Children and Families Service, Deborah Evans
- ❖ Cumbria Partnership NHS Foundation Trust, CAMHS Strategic Manager, Jacqui McConville
- ❖ Head of Cumbria National Probation Service, Sarah Ward
- ❖ HMTCS, Justices Clerk, Rachel Bates
- ❖ Office of the Police & Crime Commissioner, Head of Partnerships and commissioning, Vivian Stafford
- ❖ CRC Service Manager Louise Fisher
- ❖ Specialist Youth Services Manager Rob Cartner

The YOS Management Board meets quarterly and receives reports from the YOS to facilitate scrutiny and discussion around key service delivery and performance areas. The Board's key purposes are

:

- To determine the strategic direction of the Youth Offending Service.
- To oversee and monitor the work of the Youth Offending Service.
- To ensure the service is adequately resourced to carry out its statutory function of preventing offending by children and young people.

Geographical Locations

We have three operational teams based across the county in Carlisle (which covers Carlisle & Eden), Workington (which covers Copeland and Allerdale), and Barrow in Furness (which covers Barrow and South Lakes).

The operational teams are made up of a number of directly employed staff and seconded staff. Each operational team contains seconded staff in line with the Crime and Disorder Act requirements and national guidance. These are

- Probation Officer
- Social Worker(s)
- Education Representative
- Health (Child & Adolescent Mental Health [CAMHS]) practitioner and
- Police Officer

In addition to these seconded staff, generic Youth Offending Service Officers and Low Risk Case workers are employed directly on a permanent basis.

The staff group is made up of a total of:

- ✚ 33 staff members
- ✚ A "headcount" as at 1st May 2017 of 28 staff members (3 vacant Business support posts, 1 vacant Low risk case worker post and 1 vacant Probation Officer post))
- ✚ 11 (39%) are male and 17 female (61%) and
- ✚ 27 are white and 1 is black British

The Organisational Chart for the YOS is attached at Appendix 1

Cumbria YOS currently has a volunteer workforce, managed by the Interventions Teams within the Specialist Youth Service, in each local area. Numbers as of 1st May are as follows:

- ✚ 20 operational volunteers county wide, trained in Panel matters and Restorative Justice
- ✚ 14 Female volunteers and 6 Male and
- ✚ 19 White British and 1 Black/ Egyptian

RESOURCES & VALUE FOR MONEY

The Youth Offending Service funding is made up of the Youth Justice Board Grant and funding directly from Cumbria County Council. The Youth Justice Board will issue one grant for 2017-2018, which includes a Junior Attendance Centre grant. Additionally the service receives contributions from statutory partners through a combination of cash, in-kind and staffing.

The total Youth Justice Grant for 2017/18 has been confirmed at £0.745m. This has slightly increased from 2016-2017, from £0.742m to £0.745m.

The YJB grant is utilised to ensure delivery of all requirements as detailed in the YJB Conditions of Grant: ensuring effective delivery of Youth Justice Services as required under the Crime and Disorder Act 1998, and, to enhance practice through support of innovative and progressive practice, in particular:

- ✚ Sustaining and developing a committed workforce and continuing to invest in professional development for all staff
- ✚ Commissioning of training in AIM 2 assessment and intervention for young people who exhibit Sexually Harmful Behaviour
- ✚ Further development of the Interventions Teams located within the Specialist Youth Service to ensure effective development and delivery of Junior Attendance Centres, Unpaid Work, Intensive Supervision and Surveillance, and management of community volunteers
- ✚ Development and delivery of Restorative Justice and Services to victims
- ✚ Improved management oversight and support for developing practice through the management team as demonstrated in the Structure chart at Appendix 1
- ✚ Sufficient service capacity to ensure improving practice, including further engagement in cross cutting areas of work such as the Troubled Families programme, responses to Domestic Violence & Abuse, and identification and prevention of Child Sexual Exploitation

Cumbria County Council Children's Services contribution to the YOS in 2017/18 is £0.296m. This figure has reduced by £0.194m from the contribution in 2016/17. This is due to services (and therefore staff), moving across to the Specialist Youth Service and redundancies within the service over the last 2 years. Included within the Youth Justice Grant is the funding for the Junior Attendance Centres. The Specialist Youth Service run this order requirement and other requirements, including Unpaid Work, Activity Requirements, Reparation and Intensive Supervision and Surveillance, by having an Interventions Team, made of three Coordinators and 6 support workers for the county. Additionally the Restorative Justice Workers are also housed within this service. Therefore Cumbria YOS contributes £0.174m to the Specialist Youth Service.

The Police and Crime Commissioner provided a grant in 2016/17 of £0.060m which has increased for 2017/18 to £0.065m.

Cumbria Constabulary, the National Probation Service (Cumbria) and Cumbria Partnership NHS Foundation Trust contribute to the Youth Offending Service through seconding their own staff. The overall value of the seconded staff from these partners is £0.357m as it was for 2016-2017. This is a decrease from 2015-2016 of £0.058m due to national changes in the staffing contribution from the National Probation Service. We are now provided with a reduced staffing contribution of up to 18.5 hours in each locality area.

The YOS is committed to working with partners both in the statutory and voluntary sector to ensure all opportunities for more effective and efficient service delivery models are reviewed and implemented where possible.

PERFORMANCE OUTCOMES

The Demographic Context

The Youth Offending Service works primarily with children and young people age 10-17 years although some of our prevention programmes will take referrals from those aged 8 years upwards, and some Court orders require us to supervise young people after they have reached their 18th birthday. In Cumbria there are approximately 45,870 young people aged 10-17 years old. In 2016-17 there were 361 young offenders (although this represents less than 1% of the youth population it is an increase from 2015/16 which saw 245 young offenders).

Overall Impact on Youth Crime

As reported in previous Strategic Plans, Cumbria, over recent years has seen a significant reduction in youth crime and numbers of young offenders across the whole system. This is a reflection of the national picture and we are in line with national data on youth crime. Despite the kinds of resource reductions everyone has faced, we have achieved this through maintaining our commitment to focus on evidence-based effective practice with young people who are in the criminal justice system, as well as continued commitment across our partnership to early help in relation to youth crime prevention.

Although within Cumbria and nationally there have been reductions in youth crime over recent years, there have been some increases in numbers for 2016-2017

- The overall number of crimes committed by young people has seen an increase (from 553 offences in 2015-2016 to 611 offences for 2016-2017)
- The overall number of young people involved in the criminal justice system has risen in the last year from 245 young people in 2015-2016 up to 361 young people in 2016-2017
- Reduction in First Time Entrants (FTEs) January 2015 – December 2015 saw a total figure of 174 FTEs. In the same period for 2016 we have seen 172 FTEs, a slight reduction.

(N.B. this data is provided by Youth Justice Board, extracted from Police National Computer)

These increases in numbers of young people in the system are linked in part to our reoffending rates. Although First Time Entrants have slightly reduced and overall youth crime has reduced nationally, young people with entrenched criminal behaviour are remaining in the system for longer and committing offences whilst subject to Court Orders. It is this cohort of young people that we now need to focus on.

National Outcome Measures

The Youth Justice Board uses a risk-based monitoring programme, focused on three key outcomes:- therefore, the performance indicators for 2016/2017 against which the Youth Offending Service was measured have been as follows:-

- Reducing the number of first time entrants (FTE) to the youth justice system: These are classified as young people living in England and Wales who receive their first caution, second or conditional caution or conviction based on data gathered by the Police (represented as a rate per 100,000 young people).
- Reducing reoffending: This measure relates to the frequency (number of offences committed per offender) and the binary (% of young people who re-offend within 12 months of being dealt with for their crimes) rates of criminal activity.
- Reducing the use of custodial sentences (represented as a rate per 1000 young people)

These indicators are applied to all Youth Offending Teams within the country and are nationally determined.

Reducing First Time Entrants (FTE):

A key impact of the county's crime prevention work (including the Youth Crime Prevention service and broader early help/early intervention from partner organisations), has been a decline in First Time Entrants to the Youth Justice System. There has been a dramatic reduction in the number of young people who enter the system with the exception of 2014/15 data which showed a 23% increase. January 2015 – December 2015 saw a total figure of 174 FTEs. In the same period for 2016 we have seen 172 FTEs.

This information is drawn from the Police National Computer (PNC), and has a 3 month time lag on its release from the national Youth Justice Board.

Since May 2017, Cumbria YOS have been working closely with the Police in all three operational areas to review files and contribute to decisions around disposal outcomes for young people. Cumbria YOS are also members of the Out of Court Disposal Scrutiny panel, led by the Office of the Police and Crime Commissioner.

Continuation of this work should further contribute to reducing the rates of First Time Entrants and should also ensure that young people are given the most appropriate disposal consistently across the county.

Reducing The Use of Custodial Sentences

There has been a 25% reduction in the number of custodial sentences in 2016/17 compared to 2015/16.

| | April 2011- Mar 2012 | April 2012- Mar 2013 | Apr 2013- Mar 2014 | Apr 2014- Mar 2015 | Apr 2015 – Mar 2016 | Apr 2016 – Mar 2017 |
|---------------------|----------------------|----------------------|--------------------|--------------------|---------------------|---------------------|
| Custodial Sentences | 40 | 32 | 29 | 32 | 16 | 12 |

Nb this is shown as a rate per 1,000 10 to 17 year old population

Work has been ongoing since 2015 to reduce the number of young people receiving custodial sentences and secure remands.

Work around ensuring compliance with orders, through compliance panels and innovative approaches to engagement, has contributed to this success. The use of the Interventions Teams to deliver Unpaid Work requirements, Intensive Supervision and Surveillance and the Junior Attendance centre programme has also contributed to this reduction in rates. The Interventions team offer young people a more tailored, individual needs led approach, to activity within statutory court orders which has increased programme completion rates.

Historically, Cumbria YOS have had higher custodial rates than those in the family YOTS comparison group. We are now starting to fall more in line with this national picture. It is however, important to note that the original analysis used to calculate YOT families (based on socio-economic factors) is almost 10 years old. Over time, demographics and socio-economic factors of the local areas has changed. Caution therefore must be used when using these YOTs families to compare information.

Recent analysis of the custodial population for 2016-2017 has shown that 10 young people received custodial sentences, with 1 young person receiving three sentences in this period. Out of the 10 young people sentenced to custody, all but one was previously known to the YOS and had an offending background. Of these, 6 were sentenced for breach of their current orders in addition to committing new offences. Work in 2017-2018 will focus around ensuring the compliance of these complex and hard to reach young people, who

receive multiple court orders.

Reducing Reoffending

It is important to note that the impact on these rates is tied in with a significant time lapse (12 months) and in this instance covers the period July 2014 – June 2015. In comparing this period to the same period in 2013-2014 there has been an increase in the reoffending frequency rate but a decrease in the overall reoffending rate.

As noted in the SQS Inspection report, many of the children and young people working with Cumbria YOS have significant welfare needs. These complex needs are coupled with entrenched family attitudes to offending in many cases - this impacts greatly on our reoffending rates. Although numbers of first time entrants to the system are gradually reducing year on year, the number of young people reoffending is not. This is in line with the national picture. As the chart below illustrates, reoffending rates are fairly static nationally. Cumbria is just slightly above the national picture and slightly below the North West picture.

The number of reoffenders has fallen from 145 down to 133 but the number of re-offences per reoffender has risen from 2.63 to 3.60 – a picture reflected in our families YOT comparison (2.97 to 3.18).

| Reoffending rates after 12 months | Cumbria | North west | YOT Comparison Group | England |
|---|--------------|-------------|----------------------|--------------|
| frequency rate – July 14 to June 15 cohort (latest period) | 1.42 | 1.46 | 1.08 | 1.26 |
| frequency rate – July 13 - June 14 cohort | 1.08 | 1.37 | 1.02 | 1.18 |
| change from selected baseline | 31.3% | 6.2% | 6.4% | 6.4% |
| binary rate – July 14 to June 15 cohort (latest period) | 39.3% | 40% | 34% | 37.7% |
| binary rate – July 13 – June 14 cohort | 41% | 40% | 34.2% | 37.7% |
| percentage point change from selected baseline | -1.6% | 0.0% | -0.3% | 0.0% |

Performance for 2016-2107 in the three key areas has continued to build on the positive steps made in previous years. Custody rates are significantly reduced and there now needs to be a focus on evaluating the impact of our work on Community sentences and Reoffending.

A number of areas of work will be launched in 2017-2018, with the aim of addressing this balance and targeting those hard to reach young people, who are entrenched in harmful and criminal behaviours. These will include:

- Continued development of the YOS Quality Assurance programme – much of the work over the last year was focused upon the quality of ASSET Plus assessment – the focus will now move on to a more outcomes led approach
- Launch of a reducing reoffending strategy, focusing around a cohort of complex young people, who will be given extra intensive support through enhanced case management.
- Increased opportunities for young people to participate in the shaping of services delivered by the YOS and wider youth work offer – by identifying a Participation Champion for the Service and further developing links with the Youth Commission and other initiatives.
- Continued work around encouraging compliance in order to further reduce non-compliance rates
- Utilising the services of a data analyst to assist in identifying wider patterns of criminal behaviour and offending through the county in order to appropriately target resources
- Building of the effective collaborative working between YOS and wider Children's Services teams, especially in relation to Looked after Children, with the development of good practice processes for wider dissemination.

PARTNERSHIP ARRANGEMENTS

Being a multi-agency partnership itself, the YOS works closely with a range of other agencies, seeing this as a key method of ensuring that our priorities and objectives are closely aligned with those of the key strategic partnerships in the county as well as ensuring the most effective use of resources.

The YOS has a key role to play in making the link between criminal justice and social welfare systems.

Through key partner and line management representation, the work of the YOS is represented in the Children's Trust Board.

In the Safer Cumbria Delivery Board, the YOS remains a key and valued partner that works closely with other Criminal Justice and community partners to support the reduction of crime in the county. This in turn improves victim satisfaction, and works towards supporting a more effective, transparent and responsive criminal justice service for victims and the public.

The YOS is also a core member of the MAPPA (Multi Agency Public Protection Arrangements) Senior Management Board which continues to provide a framework for managing the risks to the public presented by sexual and violent offenders.

Additionally, and as a member of the Local Safeguarding Children's Board, the YOS is fully engaged in ensuring the safety of children and young people in Cumbria and has been heavily involved in learning and development around Multi Agency Safeguarding training and Learning from Serious Case Reviews. The YOS is represented on both the LSCB's working and strategic groups in respect of Child Sexual Exploitation and Missing From Home.

The YOS works in partnership with the Focus Families initiative in Cumbria. Focus Families workers are fully involved in the Prevention strategy and are also well established within the Early Help panels. The YOS Service Manager currently chairs one of the Early Help panels to ensure a reach across into this service.

RISKS:

Given the complexities of some of the young people we are working with, Cumbria YOS needs to ensure that we continue to supervise young people with skilled and motivated teams, who are equipped to manage risk and vulnerability, to carry out the statutory aims of the service whilst ensuring the voice of the child is heard, valued and used to inform future practice.

Given the financial challenges that all authorities are facing we must ensure that our structure is fit for purpose and that we can continue to deliver a service that meets the needs of children and young people. It is crucial that we have the right information from data collection to inform future service development and delivery.

The Youth Offending Service Management Board must remain a strong presence, giving direction and challenge and ensuring that partners are fully committed to help support our key objectives.

Should we do nothing to try and tackle our reoffending rates; we will see the numbers of young people back in the system further increase and ultimately impact on our custodial figures. Cumbria YOS needs to ensure that resources are deployed in the right areas to ensure the right interventions are used and gaps in service provision must be picked up and acted upon.

CONCLUSION

Although over the last 3 years performance has improved in all three areas, there is still much work to be done

in targeting our reoffending rates and thus improving the outcomes for those children and young people involved in the Criminal Justice system. The Short Quality Screening Inspection in July 2016 acknowledged that performance had improved since 2014 but also that Cumbria faced challenges in breaking the cycle of behaviour for those young people and families with entrenched offending behaviour. This plan sets out clear objectives for the year ahead in how we can begin, by continuing our partnership working, to break this cycle and improve outcomes for our children and young people.

APPROVAL & SIGN OFF

The Plan has been taken through the formal approval routes for all partner organisations, including full County Council. Approval was provided at the YOS Management Board on 14th June 2017 with the signature of the Chair of the Board below confirming this:

TO BE SIGNED ONCE ALL PARTNERS APPROVE THE PLAN

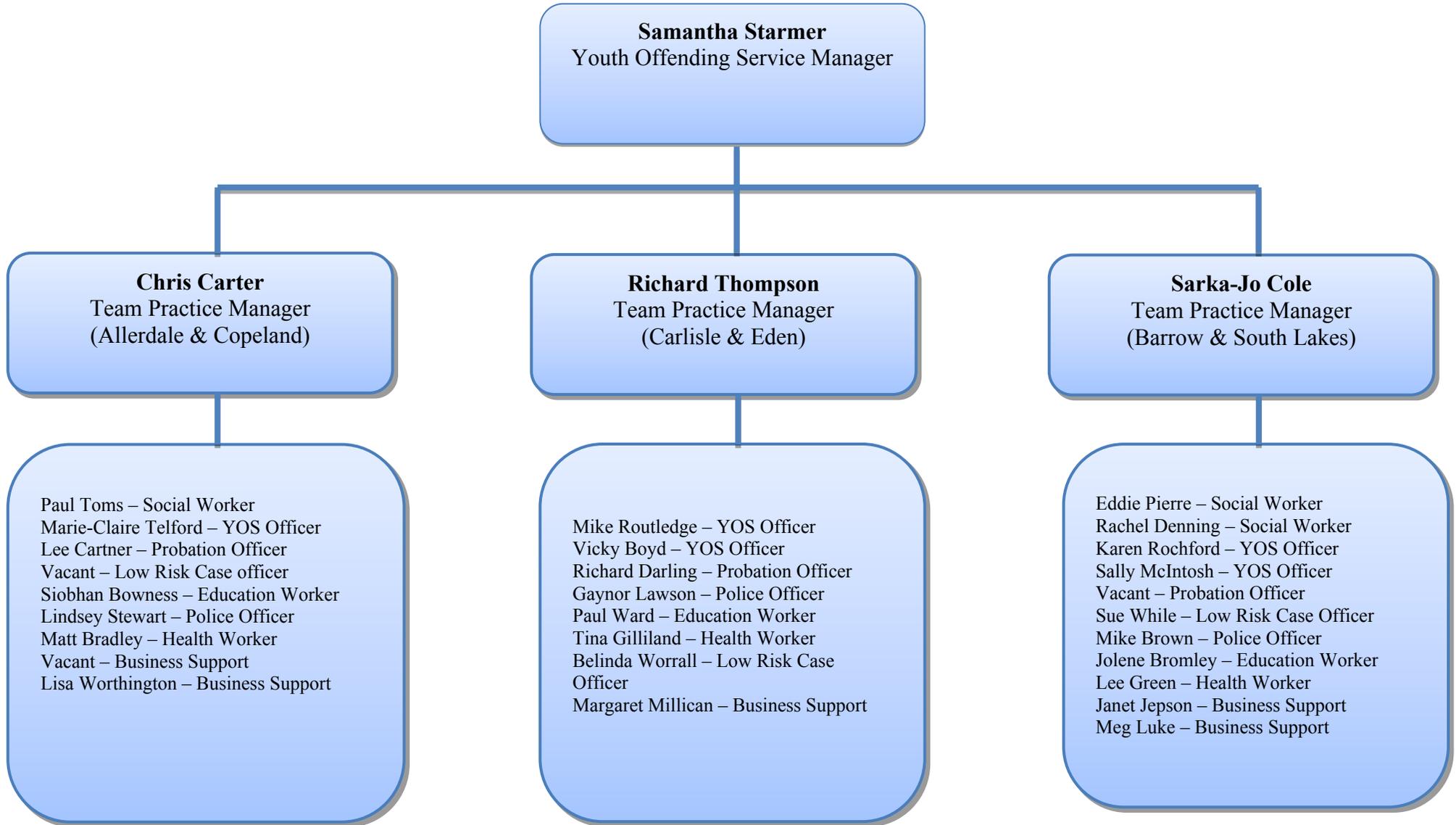
Sean Robinson: Acting Assistant Chief Constable Cumbria Constabulary / Chair of YOS Management Board

CUMBRIA YOUTH OFFENDING SERVICE: Where do We Need to Be?

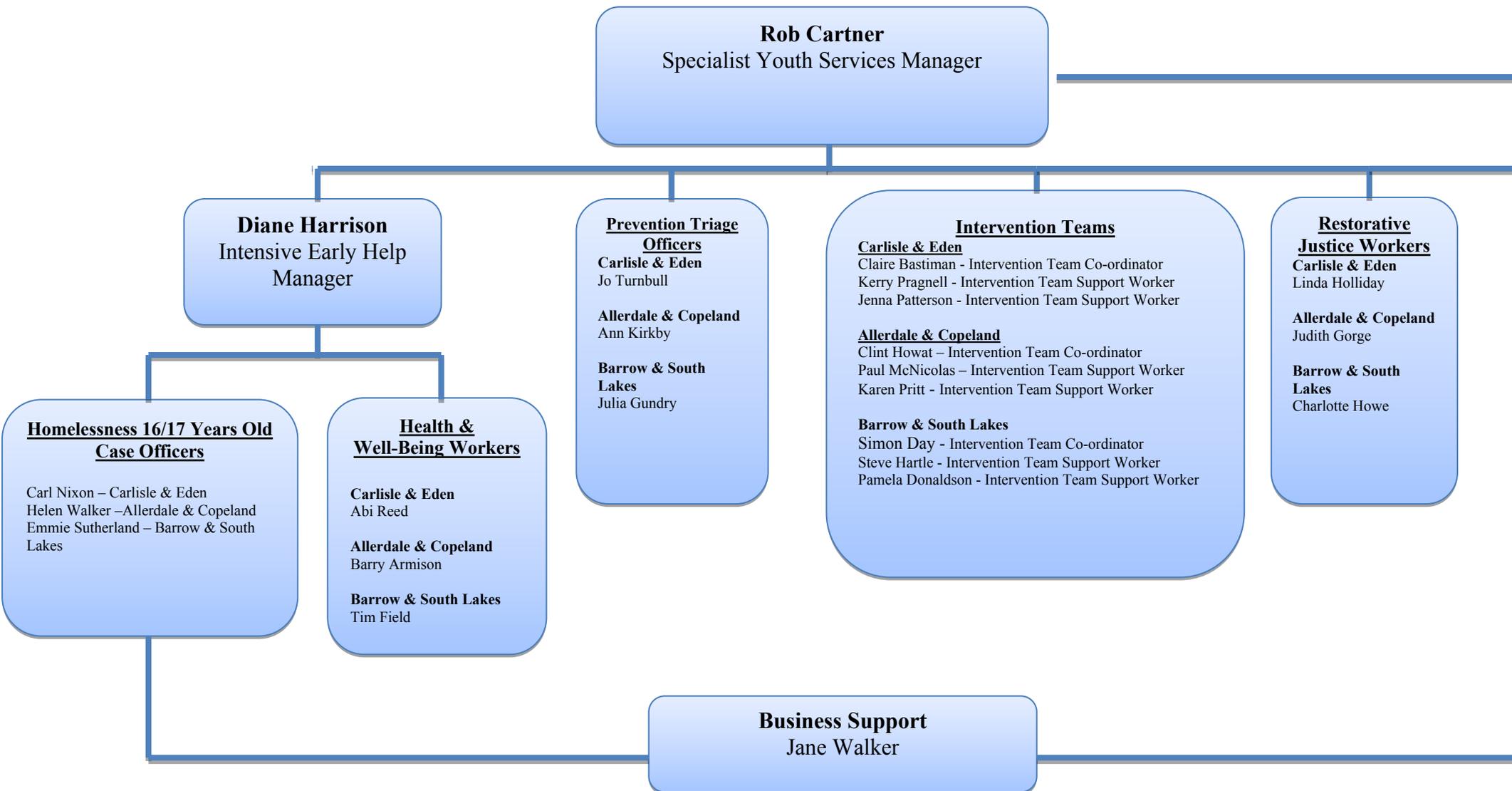
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| Cumbria County Council priority | To Safeguard children and support families and schools so that all children in Cumbria can grow up in a safe environment and fulfil their potential | | | |
| Safer Cumbria Cross Cutting themes | Reoffending and Restorative Justice | | Alcohol and substance misuse | |
| Youth offending service priority work areas for 2017-18 | Victim and witness support | | An effective and efficient criminal justice system | |
| *Key Actions | Prevent Youth Crime (onset and reoffending) | Work with Families and Carers to support young people to make better life choices | Supporting vulnerable groups of young people to achieve their full potential | Increase Public Confidence in CJS |
| | <ul style="list-style-type: none"> • Launch of the Reducing Reoffending programme – tackling a cohort of young people with entrenched criminal behaviours offering enhanced case management. • To further develop the One award scheme and increase the number of young people receiving accredited awards as part of court orders • Complete staff training in AIM 2 Assessment and interventions to address the increase of Sexually harmful behaviours in young people • To develop work around mapping and profiling using data analysis • To further develop the YOS Quality Assurance process to look at how we can measure impact and move to an outcome approach | <ul style="list-style-type: none"> • Develop a strong volunteer workforce committed to working with young people and victims of crime • Increase offer of support at the first available occasion – by offering support, intervention and signposting at bail stage • Developing trauma based approaches to working with young people who offend | <ul style="list-style-type: none"> • Continued work around Child Sexual Exploitation – by tackling and identifying links to youth crime • Work around successful transitions from YOS to adult criminal justice services • To hold a Cumbria YOS Celebration event – to recognise progress made by some of the most vulnerable young people in our communities. • Continue work started with Cumbria Police to prevent unnecessary criminalisation of Looked After Children. • To continue work with Children’s Social Care teams to look at best practice approaches for children and young people leaving custody | <ul style="list-style-type: none"> • Identification of a Participation champion for Cumbria YOS • Work and contribute to actions as part of the PREVENT board for Cumbria • To increase community reparation and to increase further public awareness of these schemes and initiatives • To further develop work around Restorative Justice, to increase the number of direct restorative approaches |

Cumbria Youth Offending Service Structure

Appendix 1



Specialist Youth Services Structure



| Funding Source: | 2016/17 (£000) | 2017/18 (£000) | Variance (£000) |
|--|---------------------------|---------------------------|----------------------------|
| Youth Justice Board Grant | 742 | 745 | +3 |
| Cumbria County Council | 490 | 296 | (194) |
| Police Commissioner | 60 | 65 | +5 |
| National Probation Service (NPS) cash contribution | 10 | 10 | 0 |
| YOS Budget | 1302 | 1116 | (186) |
| | | | |
| NHS Cumbria | 145 | 145 | 0 |
| Cumbria Police | 153 | 153 | 0 |
| National Probation Service | 59 | 59 | 0 |
| Total Contributions to the YOS | 1,659 | 1473 | (186) |