

FENLAND COMMUNITY SAFETY STRATEGIC ASSESSMENT:

CHILDREN AND YOUNG PEOPLE
VERSION 1.0
JULY 2016



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For more information about the team phone 01223 715300

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Description:	The purpose of this document is to provide the Fenland Community Safety Partnership with an understanding of key community safety issues affecting the district. This is the first document that will be produced for 2016/17. The focus of this document will be looking at possibilities for reducing offending by young people in Fenland.
Produced by:	Emily Gutteridge, Research Officer Emily.Gutteridge@Cambridgeshire.gov.uk Leigh Roberts, Research Manager Leigh.Roberts@Cambridgeshire.gov.uk Cambridgeshire Research Group Cambridgeshire County Council
Additional Contributions:	Aarron Locks and Rob Mitchell, Fenland District Council Lisa Riddle, Fenland Locality Manager Jonathan Sloane, Fenland Youth Offending Team Leader
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DOCUMENT STRUCTURE

The purpose of this strategic assessment is to provide the Fenland Community Safety Partnership (FCSP) with an understanding of the crime, anti-social behaviour, and substance misuse issues affecting the district. This will enable the partnership to take action that is driven by clear evidence.

This document and previous strategic assessments can be accessed on the Cambridgeshire Insight pages here <http://www.cambridgeshireinsight.org.uk/community-safety/CSP/fenland>

DOCUMENT SCHEDULE

The partnership has a continuous assessment process that allows for strategic planning throughout the year. Whilst each document will provide an overview of the partnership's performance during the year, the aim of each document will be to gain a better understanding of key issues in the district. The continuous assessment consists of 4 parts:

Document	Key theme	Analysis & Writing	Presentation
1	<i>Children & Young People</i>	June and July	July 2016
2	Domestic Abuse	July to September	October 2016
3	Adult Exploitation	October to December	January 2017
4	Empowering Communities	January to March	April 2017

DOCUMENT STRUCTURE

This strategic assessment document is set out in two main chapters:

- **Key Findings and Recommendations** – this section provides an executive summary of the key analytical findings and recommendations. This section also highlights any major developments that may affect activity and possible ways of working.
- **Priority Analysis** – this section provides an assessment of the district's main problems, illustrating it in terms of where and when most problems occur, the people and communities that are most vulnerable and where possible, who is responsible.

ADDITIONAL DATA

The interactive community safety atlas provides some of the main crime and disorder issues at ward level up to 2014/15. The atlas allows the user to review the data directly on the map or in a chart. It can be accessed here <http://atlas.cambridgeshire.gov.uk/Crime/atlas.html>

The Pyramid of Crime: victim offender interactive profile, is presented at district level and can be accessed here <http://atlas.cambridgeshire.gov.uk/Crime/Pyramid/html%20/atlas.html?select=12UD>. It will be updated shortly.

KEY FINDINGS

At the centre of this report is the concept that the risk factors that increase the likelihood of offending are similar to those that increase the likelihood of victimisation. By applying the same standards and attitudes to youth offending as victimisation, it challenges the partners to consider the wellbeing of offenders ahead of punishments that might be imposed.

International research indicates that the age of criminal responsibility in England and Wales is one of the youngest in Europe and there is a perception that despite the prevention agenda there remains harsh sentencing.

Local data suggests young offenders are committing a range of crimes, including violence against the person. Although not all data sources confirm this, the nature of the violence appears to be more associated within domestic settings, in particular aimed at adults, and therefore less likely to be picked up through certain datasets such as CCTV.

There are other factors as well, particularly within the client group for Youth Offending Service (YOS) that have complex needs including mental health issues.

Recent exclusion data in Fenland reveals that there is more persistent disruptive behaviour rather than violence within educational settings.

Reviewing interventions used nationally indicates that early intervention is preferable as the earlier a child engages in criminal behaviour the higher the likelihood that they will offend for longer.

Interventions with current offenders need to also provide the right level of support, including mental health. The more complex cases take greater level of resource and are likely to be slower to resolve.

RECOMMENDATIONS

The following recommendations are made for the Partnership to consider.

General prevention:

Work with children and young people that have not offended through more general intervention may delay the start or prevent any offending at all. The following are a range of interventions:

- Education and awareness of the impact of crime with younger children (ages 8 to 12) could provide the protective factor needed and prevent offending. An intervention delivered from the police and partners whilst they are still receptive could encourage greater confidence in agencies. This preventative work should be delivered through schools and youth clubs.
- Peer lead targeted work with slightly older children (ages 13 to 17) where engagement with police and other agencies is already declining could provide preventative measures. Again this could be delivered through schools, youth clubs and wider community work.

- Looked After Children (LAC) and families already known to services are often vulnerable and have complex needs. These could be supported in the following ways;
 - Develop relationships with Childrens' Homes and those children resident there to enable them to access support as they need it.
 - Greater support for families in need (e.g. the think family approach)

Preventing ongoing offending:

More specific targeted work with those that are known to services include:

- Restorative justice, whilst currently being very victim focused may be particularly used for young people who do not understand the consequence of their actions. This could be considered for any case, but particularly for older or more entrenched offenders.
- Consider targeting specific groups of females where theft may be a problem with targeted interventions.
- The Problem Solving Group have access to a range of tools and powers to tackle problems, particularly Anti-Social Behaviour (ASB). This should be broadened to include Restorative Justice approaches (as detailed within the Fenland Pilot), as well as Acceptable Behaviour Contracts that are already used.
- Target those that are causing general nuisance ASB, (In March personal ASB) in peer groups where appropriate, using anti-social behaviour contracts, restorative justice and community interventions.
- It would be worth the partnership consider the causes of the environmental ASB in March and Chatteris and consider where the availability of more diversionary activities could reduce this.
- Partnership working through the Family Intervention Programme and Together for Families might enable a greater resource for particular families that pose a problem.

INTRODUCTION

The Fenland Community Safety Partnership (FCSP) adopted the continuous strategic assessment model, where over the course of the year four documents, each one focused on a different priority, is produced, discussed and acted upon. Over a three year period the body of evidence for each topic builds and the focus of each new document extends the Partnership knowledge.

BACKGROUND

Last year a document was produced that focused on the preventing victimisation in children and young people and what they experience¹. For this report the focus is on preventing offending in children and young people. However, it is worth reminding the Partnership of some key points from the previous document that are equally applicable here:

Trust of Police

In 2009 the CSEW was extended to include 10 to 15 year old children², asking questions about experience of crime and other topics related to crime and policing, including perceptions of the police³.

- Children's positive perceptions of local police decrease with age (Figure 7 at Appendix A).
- 10 year olds are almost twice as likely to have a positive opinion of their local police compared to 15 year olds.
- Age and gender influence opinions of the police with boys aged 13-15 least likely to have a positive opinion of the police.
- Differences by ethnic group: positive opinion of the police varying from 61% of Asian or Asian British 10-15 year olds, 55% of White, 49% of Black or Black British and 42% of Mixed.

This provides useful insight into how young people perceive agencies and the potential impact on interventions and awareness raising. It raises the question ***'How does the Partnership deliver interventions that young people can trust and respond to?'***

Children in Care

- The total number of children in care in Cambridgeshire in 2014/15 was 299. Of these 21.7% or 65 were in Fenland.
- Looking at a 'locality team' level the Wisbech Locality had more children in care (44) than the other localities.
- Children are taken into care for a variety of reasons; include neglect, abuse, parental substance misuse, domestic abuse, homelessness, and parent ill health (including mental health). Therefore these children have already experienced/witnessed potentially traumatic incidents and are often moved away from any support network they previously had.

¹ <http://www.cambridgeshireinsight.org.uk/community-safety/CSP/fenland>.

² <http://www.crimesurvey.co.uk/10-15yearOldsSurvey.html>.

³ http://web.ons.gov.uk/ons/dcp171776_365182.pdf?format=hi-vis

PERCEPTIONS OF YOUNG PEOPLE

The age of criminal responsibility within England and Wales is one of the youngest in Europe at 10 years old, and is part of a widely debated topic concerning the youth justice system. It is argued that despite the preventative and rehabilitative ethos of the youth justice system in England and Wales, there remains harsh sentences in an attempt to satisfy perceived public anxieties⁴. Further, as noted by Frances Crook, Director of the Howard League for Penal Reform, there is an increasing blurring of the lines between what should be social welfare policy and what should be seen as criminal justice policy. It is therefore noted that the balance between perception of youth crime and prevention of youth crime is a sensitive topic.

For the Partnership, the focus should be preventing young people entering into offending and working with young people already known to the Problem Solving Group, putting each young person into focus. This should include working with those at risk to decrease the chance of that child ending up in the youth justice system. Extending this to young people who are already showing signs of delinquent behaviour it is argued that “only by addressing the needs of the whole child can enduring solutions be found”. This document will aim to set out clear recommendations to address this. It is noted that the danger or perhaps fear of stigmatising children below the age of criminal responsibility as ‘potential offenders’ has generally guided policy makers away from targeting individual children towards preventative approaches that target communities or schools.⁵ It is therefore necessary to look at a range of approaches to best suit the local area and vulnerable young people, helping to prevent offending.

YOUNG PEOPLE AT RISK OF OFFENDING

The Victim and Offender Needs Assessment produced by Cambridgeshire County Council in 2012⁶, included analysis of young offenders in Cambridgeshire and Peterborough and why young people offend. Highlighting key findings from the 2005 Youth Justice Board research, the report summarised that risk factors for youth offending overlap with risk factors for other outcomes in adolescence including substance misuse, mental ill-health, low educational attainment and young parenthood.

The risk factors cluster together in the lives of the most disadvantaged children; and the chances that those children will become anti-social and become criminally active increases in line with the number of risk factors. This may help focus interventions with groups falling into these categories.

⁴ <http://howardleague.org/wp-content/uploads/2016/05/HL-Punishing-Children-Report-Print1.pdf>

⁵ Youth Justice Board (2005) The Risk and Protective Factors

⁶ http://www.cambridgeshireinsight.org.uk/files/caminsight/VONA_v1.5_2013_update.pdf

Risk factors for offending broadly fall into the following four categories:

Family factors

(These risk factors can first be identified at the prenatal and perinatal stages, and persist in influence throughout childhood and adolescence).

- Poor parental supervision and discipline
- Conflict within the household (including domestic violence)
- History of parental criminal activity
- Parental attitudes that condone anti-social and criminal behaviour
- Low income
- Poor housing

Schooling

- Low achievement beginning in primary school
- Aggressive behaviour (including bullying)
- Lack of commitment (including truancy)
- School disorganisation

Community

- Living in a disadvantaged neighbourhood
- Disorganisation and neglect
- Availability of drugs
- High population turnover and lack of neighbourhood attachment

Personal

- Hyperactivity and impulsivity
- Low intelligence and cognitive impairment
- Alienation and lack of social commitment
- Early involvement in crime and drug misuse
- Friendships with peers involved in crime and drug misuse

Source: Youth Justice Board, 2005

The age of a young person also affects the likelihood for them to enter into criminal activity: official records show that individuals more often break the law when they are young. The 'peak' ages at which they are most likely to be found guilty or cautioned are between 15 and 19. Further, the Joseph Rowntree Foundation recognise that criminal involvement typically starts before the age of 15, but declines markedly once young people reach their 20s.⁷ For the preventative interventions and diversionary activities it is therefore key to target younger children. It is important to recognise that not all young people exposed to these risk factors will become offenders, and preventing stigmatisation should be at the core of all interventions.

⁷ <https://www.jrf.org.uk/sites/default/files/jrf/migrated/files/sp93.pdf>.

LOCAL PICTURE OF YOUTH OFFENDING

As detailed within the 2015/16 Q4 Strategic Assessment, Fenland has a growing but ageing population. By 2036, the proportion of children and young people that make up the population is forecast to decrease while the proportion of older people increases. Under 18's make up 19.9% of the total population of Fenland, the second lowest, after Cambridge City (16.3%) and slightly lower than the County (20.4%) (see Appendix A). That said, the rate of youth offending within the district does not appear to be falling at the same rate. While this does indicate a change in the demography which does need to focus on older generations, it also highlights the need to continually develop interventions to address the needs of young people effectively and with limited resource.

This section analyses local Youth Crime, Youth Anti-social Behaviour (ASB), First Time Entrants (FTE) to the Youth Offending Service (YOS) and CCTV data to help understand the current pressures surrounding youth offending which may help inform specific and targeted interventions which are relevant to young people living within Fenland.

CRIME DATA

Table 1: Offence Summary of young people in Cambridgeshire, by crime type and age, 2015/16

Crime Type	Rolling 12 months to Feb-16			
	Male (age)		Female (age)	
	10-15 years	16-17 years	10-15 years	16-17 years
All Crime	122	64	63	27
Assault with Injury	13	6	13	<5
Burglary	6	<5	0	0
Common Assault	27	14	24	13
Criminal Damage	40	14	9	<5
Drugs Offences	9	9	0	<5
Other Offences	<5	5	0	0
Other Violent Crime	6	<5	<5	0
Robbery	<5	<5	0	0
Sexual Offences	<5	<5	0	0
Theft and Handling	13	6	15	7
Vehicle Crime	<5	<5	0	0
Knife Crime	5	<5	0	<5
Gun Crime	<5	0	0	0
Alcohol Related Crime	0	11	0	<5
Drug Related Crime	0	0	0	0
Child Abuse	<5	0	0	0
Total	241	129	124	47

Source: Children and Young Persons Performance Report - Offence Summary, Cambridgeshire Constabulary 2016

Table 1 above lists the number of police recorded youth crimes, with the following key findings:

- 10-15 year olds, particularly males (44.2%), are common offenders.
- Almost a quarter of all crime was recorded as criminal damage (22.8%). Criminal damage and associated issues are analysed further later in this.
- Common assault and assault with injury is high (28.3%). This reflects the YOS data later in the report and highlights that violent behaviour is a problem for young people within Fenland.
- Theft and handling appears more prevalent with female offenders. This may be an area for further intervention work.

ASB DATA

It is noted that ASB is affected by an individual's perception and experience and it is widely acknowledged that what is considered anti-social to one person may not be by another. Locally the Policing in Community (PIC) survey has shown that overall perceptions of ASB are generally good, with low levels of people believing ASB to be a problem or big problem.

Nationally, a steady decline of ASB has been observed in recent years, with a County figure of 13,883 ASB incidents recorded in 2015/16 compared with 15,559 in 2014/15 (a reduction of 10.8%). Fenland specifically showed a 12.8% reduction in ASB recorded incidents, with 2,907 recorded in 2015/16.

9.5% of all ASB incidents recorded in Fenland in 2015/16 had a marker that indicates the event is Youth related, which is slightly higher than proportion of youth ASB within the County (8%).

The volume of youth related ASB has been calculated into a rate per 1000 population of under 18's within each district, shown in Table 2: below. This allows for a reflection of the different demographics across the County, which indicates that after Cambridge City (16.3%), Fenland has the smallest proportion of 0-17 year olds (19.9%) as a total of its overall population.

Table 2: Rate of ASB with a Youth marker per 1000 of the 0-17 aged population, by district

District	Total ASB Incidents with youth marker (2015/16)	Rate per 1000 population of under 18's
Cambridge City	250	12.0
East Cambridgeshire	117	6.2
Fenland	277	14.5
Huntingdonshire	306	8.2
South Cambridgeshire	162	4.8
Cambridgeshire excluding Pet.	1112	8.6

As highlighted above, Fenland has the highest rate of ASB with a youth marker compared to all other districts and the County as a whole. It should be noted that incidents that involving young people that have not been marked with a youth flag will not be included in the figures; however, it does give an overview of the types of incidents that Cambridgeshire Constabulary has classified as youth ASB.

An examination of the police recorded youth ASB data by classification has been conducted for Fenland. During the period April 2015 to March 2016, the largest proportion of ASB was classified as nuisance (71.8%), followed by personal ASB (23.5%) and environmental (4.7%). A comparison of these proportions with other districts within the County reveal similar ratios of youth ASB, with Fenland overall showing the highest proportion of personal ASB (23.5%, with the County at 21.7%), and the lowest proportion of nuisance ASB (71.8%, with the County at 73%).

The breakdown of youth ASB data by classification is shown at Figure 1, with a breakdown of **all** ASB in the district detailed beneath it at Figure 2.

Figure 1: Categories of police recorded anti-social behaviour incidents with a youth marker reported in Fenland during the financial year 2015/16

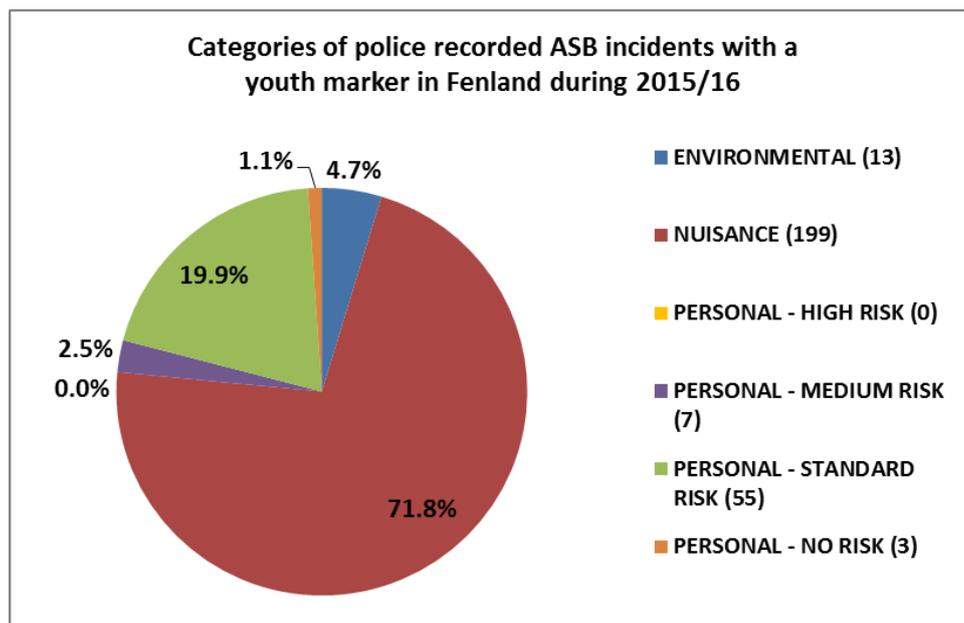
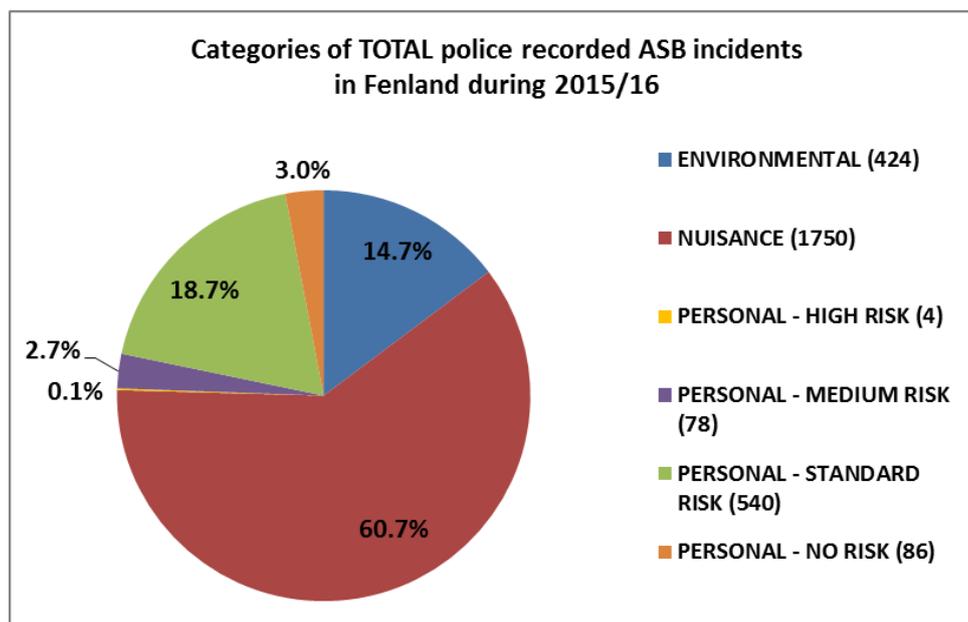


Figure 2: Categories of total police recorded anti-social behaviour incidents reported in Fenland during the financial year 2015/16

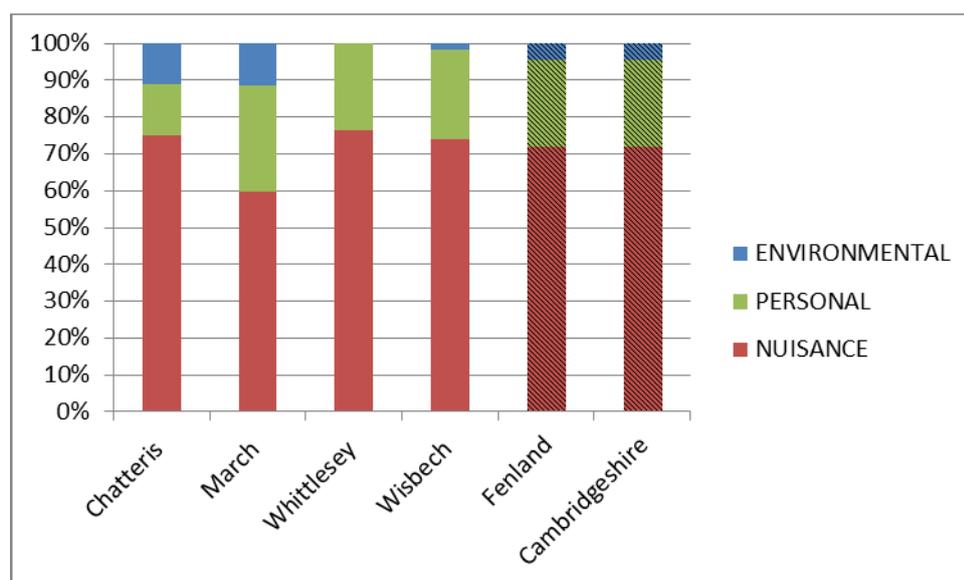


As shown, there appears to be a larger proportion of nuisance ASB amongst young people (71.8%) compared with total ASB within the district (60.7%). This may provide an opportunity to develop and deliver more targeted group interventions explaining the effects of ASB on the community which may be more appropriate for young people. Environmental ASB is notably different, with only 4.7% of youth ASB of incidents within this category, compared to 14.7% of total ASB in the district. Personal ASB is broken down into four categories of severity, from no risk to high risk, with similar ratios noticed between Youth and all ASB, albeit a slightly higher “standard risk” and lower “no risk assessment” reflected in the youth figures.

Figure 3 below presents the four Fenland parishes with highest numbers of ASB incidents by type of ASB. Fenland and Cambridgeshire data is also plotted for comparison. Fenland appears to be comparable with the County figures, with higher variation between the parishes. March parish recorded the lowest number of nuisance ASB (59.6%) and the highest proportion of personal ASB (28.8%). This indicates that interventions with young people in March may benefit from also focusing on the effects of personal ASB on individuals, due to the apparent variation of ASB in the town. The impacts of both personal and nuisance ASB are discussed later in this report within the context of Restorative approaches, that may help reduce reoffending by helping young people realise the consequences of their actions.

March also recorded the highest proportion of environmental ASB (11.5%), closely followed by Chatteris (11.1%). Whittlesey reported no environmental ASB and figures for Wisbech was very low. Interventions tackling environmental ASB and open spaces should be targeted within March and Chatteris, although it is noted that many of these issues stem from a lack of access to facilities for young people across the whole of Fenland. Further, there needs to be a concerted effort to engage with all young people across the district.

Figure 3: Parishes with the highest number of ASB incidents by type of incidents compared to District and County data during 2015/16



A chart detailing the three year trend of these parishes is at Appendix B of this report. As anticipated, the parishes with a larger population have the highest amount of youth ASB, and all parishes have noted a long term downward trend. During 2014/15, Whittlesey appears to have

stabilised, with 10.5 cases of youth ASB on average across the year. Wisbech reports a slight increase in cases at the beginning of 2016, although this follows national trends which show a rise of ASB moving out of winter months.

YOUTH OFFENDING DATA – FIRST TIME ENTRANTS

The Youth Justice System (YJS) in England and Wales works to prevent offending and reoffending by young people under the age of 18. Local areas have Youth Offending Teams that work to specifically address the needs of young people. Nationally, the overall number of young people in the YJS is reducing.

It is widely acknowledged that reducing the number of First Time Entrants (FTE) will lower the risk of young people committing a further offence as the older an individual is the less likely they are to continue to offend. By identifying the types of offences committed by FTE and also the profile of FTE, the Partnership can adapt interventions to tailor the needs of those most at risk of entering YOS, and thus help to reduce overall numbers of youth offending.

Nationally, the number of FTE to the YJS has continued to fall. The number has fallen by 79% in 10 years (from 96,165 to 20,544 in the years ending March 2005 to March 2015). In the last year, it has fallen by 9% (from 22,648 to 20,544 in the years ending March 2014 and March 2015)⁸.

Within Cambridgeshire, FTE to the Youth Offending Service reduced by 13.3% from the years ending March 2015 to March 2016 (from 180 to 156 young people). This reduction is slightly higher than the national figures, although it is noted that national figures are for 2013/14 and 2014/15 and are not available for the most recent financial year. In Fenland, these figures have reduced by 11.8% from 34 FTE in 2014/15 to 30 in 2015/16.

The volume of FTE to YOS has been calculated into a rate per 1000 population of 10 to 17 year olds within each district, shown in Table 3 below. As with the youth ASB data, this allows for a comparison across the County. As shown, Cambridge City has the highest rate of FTE entering to YOS (3.9), followed by Fenland with 3.5 FTE per 1000 of the population of 10 to 17 year olds in the district. Both districts record a higher than the rate of FTE compared to the County as a whole, which is calculated as 2.8 FTE per 1000 of the 10 to 17 year old population. Note Huntingdonshire was the only district to show an increase in rate of FTE.

⁸<https://www.gov.uk/government/statistics/youth-justice-annual-statistics-2014-to-2015>.

Table 3: Rate of ASB with a Youth marker per 1000 of the 10-17 aged population, by district and year

District	Rate per 1000 population aged 10-17 – (2014/15)	Rate per 1000 population aged 10-17 – (2015/16)
Cambridge City	4.7	3.9
East Cambs	4.8	2.8
Fenland	3.9	3.5
Huntingdonshire	2.1	2.8
South Cambs	2.4	1.7
Cambridgeshire excluding Pet.	3.2	2.8

Although the rate of FTE entering YOS dropped by 11.8% in Fenland between the years ending March 2015 and March 2016, it is recognised that within the same period these figures dropped by 40.5% in East Cambridgeshire, from 37 to 22 FTE. This may be as a result of previous focus in East Cambridgeshire, (circa 2012), when a number of targeted ASB prevention projects took place involving schools, Locality, police, fire and East Cambridgeshire District Council.

From discussions with the local Youth Offending Service, anecdotal reports identify that although the overall YOS caseload has decreased in recent years, within the last 6 months, the caseload within Fenland YOS has increased again. Furthermore, the cases appear to be growing in complexity, with common issues including mental health, family problems, poor educational outcomes. This may be as a result of some of the less complex cases being picked up pre-caution. Nevertheless, increased Partnership focus and early intervention may help reduce FTE and provide Youth Offending Teams to focus on more complex cases.

Type of Offence

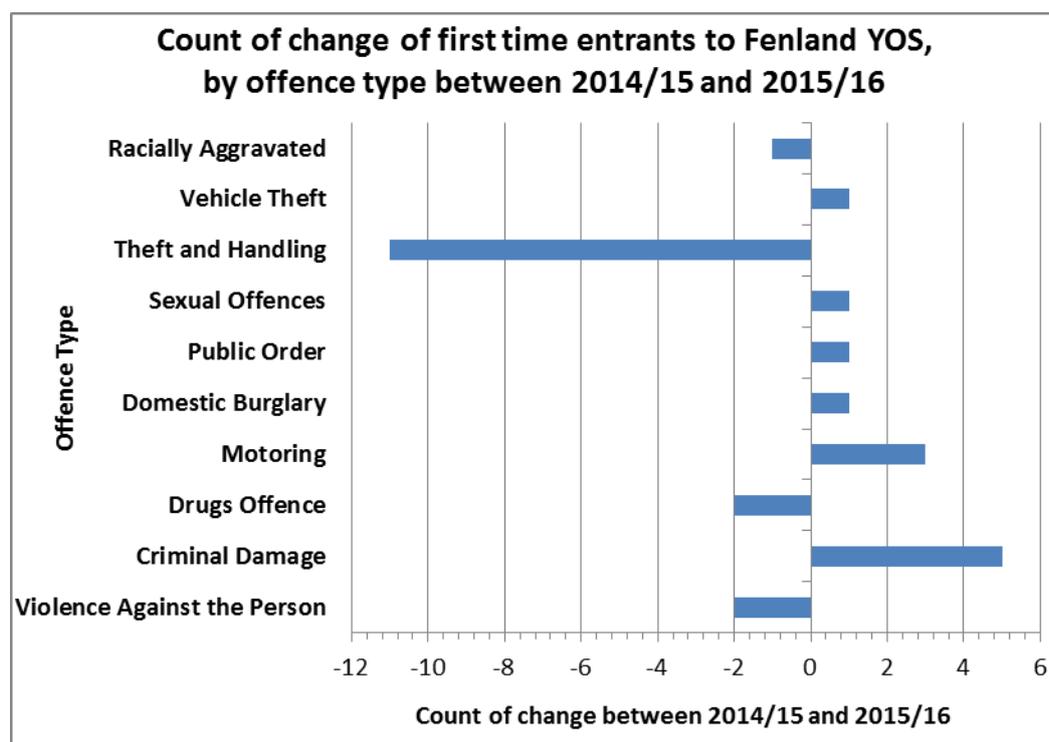
The most common type of offence committed by FTE within this Fenland cohort were violence against the person (36.7%) and criminal damage (26.7%) (11 and 8 respectively). Violence against the person is slightly lower than the Cambridgeshire total which represented 39.7% of offences committed by FTE across the County. Fenland had a higher proportion of criminal damage compared with the County (12.8%), but much lower levels of theft and handling. It is noted that year on year, changes must be treated with caution and numbers will fluctuate.

Drug and motoring offences were next frequent in Fenland, with the remaining categories⁹ all stating an equally low frequency, although these figures have been suppressed to prevent deductive disclosure of the young persons concerned. There were no racially aggravated offences recorded within Fenland during this period.

The chart at Figure 4 below displays the count of change between offences committed by FTE in Fenland from 2014/15 and 2015/16. This may help to identify crime areas of current concern within Fenland.

⁹ Domestic Burglary, Public Order, Sexual Offences, Theft and Handling, Vehicle Theft.

Figure 4: Count of change of first time entrants to Fenland YOS, by offence type between 2014/15 and 2015/16



As shown, there has been a significant decrease in the number of theft and handling offences committed which has decreased by over 90% in one year. The local policing team report that there has not been a particular focus on theft with young people. Further, it is noted that crimes with a youth marker (detailed earlier in this report) show that theft and handling is still occurring, and is a particular issue amongst females with nearly a quarter of all offences committed by females under the age of 18 falling within this category.

FTE committing criminal damage and motoring offences appear to have noticeably increased from 2014/15 to 2015/16. The YOS team have suggested that there may be a link between a rise in criminal damage and domestic offences, for example children committing offences within their own home or sometimes care home, notably in anger following a conflict at home. The team also note that this domestic offence includes an increase in the number of cases in which a young person is violent towards a parent or guardian, and support wider acknowledgements of familial abuse. The police Domestic Abuse Profile (2015) noted the increase in domestic abuse that is familial abuse (i.e. abuse perpetrated by brothers, sisters, parents etc). This is a type of abuse that was explained and described in more detail in a previous strategic assessment¹⁰. This may also explain why there are still a significant number of violence against the person cases.

Violence against the person and drug offences have decreased by 2 offences each, but volume of violence against the person is still high and should be recognised as a particular area of focus. The continued use of Chelsea's Choice will continue to help young people identify unhealthy relationships, however further work may need to be done to work with particular individuals who continue to display violent behaviour.

¹⁰ <http://cambridgeshireinsight.org.uk/file/2784/download>

Profile of First Time Entrants

By identifying the type of young people who first enter into the YOS, the partnership may be able to target interventions more appropriately, considering both type of offence but also the target audience who would benefit from prevention work or diversionary activities.

Nationally, FTE are getting older with the average age increasing from 14.6 to 15.2 years between the years ending March 2005 to March 2012.¹¹ The average age of FTE within Cambridgeshire in 2015/16 was similar to the national trend in 2012. Fenland FTE's appear younger than the County, with an average age of 14.8 ranging from 13 to 17 years old with a peak at age 14. It is noted that there were multiple 12 year olds within YOS in 2014/15.

Further analysis of offence type with age of first time offender in Fenland during 2015/16 has identified further key findings:

- All 8 FTE who committed a criminal damage were 15 or under;
- 10 out of the 11 FTE who committed violence against the person were 15 or under.

It is widely recognised that young people who become involved in crime at the earliest ages, particularly before the age of 14, tend to become the most persistent offenders, with longer criminal careers¹². It is noted that due to the type of offences that have been committed by some of the younger offenders in Fenland, intervention work should include the effects of violence as this is shown to be a problem with under 15s in particular.

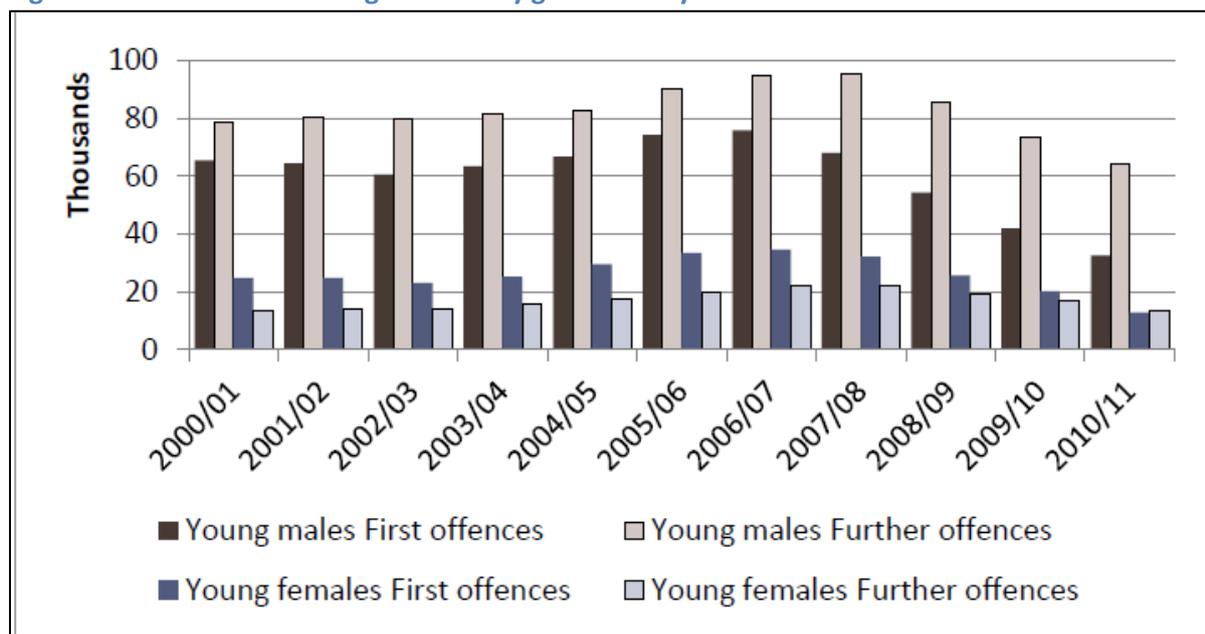
Within Fenland there were fewer than 5 females FTE in the financial year 2015/16, which is a reduction of 35.3% from 2014/15. Conversely, Cambridge City and Huntingdonshire showed an increase in female FTE in the same period with an increase of 42.9% and 28.6% respectively. Although female FTE are known to be lower than males, this does indicate high variations between districts. The Fenland YOS team indicate that this may be due to variations year on year, but also that perhaps due to the nature of criminal activity associated with females that many of these cases may have been dealt with pre-court order such as a formal warning by a police officer. This same trend appears to have been noted at young people brought forward to recent PSG.

There is a higher level of reoffending noted in males, as shown at Figure 5 below.

¹¹ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/495708/youth-justice-statistics-2014-to-2015.pdf.

¹² <https://www.jrf.org.uk/sites/default/files/jrf/migrated/files/sp93.pdf>.

Figure 5: National reoffending statistics by gender and year – 2000-2011¹³



Source: Civitas Crime - Institute for the Study of Civil Society (2012) Youth Crime in England and Wales

In 2015/16 27.3% of all FTE were defined as White British, with 13.3% as White Other. These figures were 50% and 32.4%, respectively in the years 2014/15.

The location of FTE appears to correlate with the most populous areas in Fenland. Due to the low numbers, the number of offenders within each Ward has not been disclosed, however, it is recognised that the five most deprived wards in Fenland, as detailed within the Indices of Multiple Deprivation 2015, featured as the home address of 30% of FTE.

CCTV DATA

The Safer Fenland Public Space CCTV system covers the four market towns of Chatteris, March, Whittlesey and Wisbech. CCTV provides another indication of the types of criminal or anti-social activities youths may be engaging in, albeit limited to open spaces and therefore not reflective of some of the offences that may be occurring within the home.

The CCTV incident database does not have a youth marker on the reports; however, the system does allow a search of incidents through 'string of text' so by searching the word 'youth' provides some indication of the number involving young people, although this is not definitive.

Between April 2015 and March 2016 there were 100 incidents logged which contained the word 'youth'. Incidents include (top 5 categories):

- Disorder/ Nuisance / Other = 69
- Drugs = 8
- Criminal damage = 7
- Theft = 3

¹³ <http://www.civitas.org.uk/content/files/factsheet-youthoffending.pdf>.

- Violence against person = 3.

On discussion with the CCTV operators it appears they feel that drug use (cannabis and the use of grinders) in open spaces is quite high compared to previous years, with young people openly using cannabis and grinding the substance whilst sat in open parks, car parks, and town centres. The operators feel this is across all towns and not just one in particular. There does not appear to be a link between young people and Class A drug use, and even though this is observed by the team, this appears to be associated with adults.

This was also covered in the 2014/15 Q1 Strategic Assessment, which concluded that nature of drug taking within Fenland may not be higher than the rest of the county, but due to a lack of facilities, this may be more public.

EXCLUSIONS DATA

Pupil exclusion data is recorded across the County, indicating numbers of pupils who have been excluded on a permanent and fixed term. Although this data is provided at individual school level, it is noted that each school does had a varying degree of tolerance, with some enforcing a zero tolerance policy which will increase their proportion of fixed term exclusions. As a consequence, this may not provide an accurate picture of the true propensity of dismissible behaviours occurring within schools. However, what this data does provide is an overview of the number of exclusions across Fenland as a district, which in turn indicates the number of children who are not attending school and may therefore be participating in other activities. In 2014/15, there were 433 total exclusions across Fenland, approximately a fifth of total exclusions across the County (2,166).

Reasons for exclusion have been recorded¹⁴, with the following key findings identified:

- Persistent disruptive behaviour (25.8%) and physical assault (21.8%) were the most common reasons for exclusion recorded across the County as whole;
- Within Fenland, persistent disruptive behaviour was also the most common reason for exclusion; however this was much higher than the County with over 40% of all exclusions attributed to this reason;
- The category of other was listed as the next highest reason for exclusion in Fenland (17.6%), much higher than the County level (4.2%). This may indicate more complex issues;
- Verbal abuse towards an adult was also much higher in Fenland (15%) than the County (1.1%);
- Physical assault towards adult (9.7%), racist abuse (0.5%) and verbal abuse towards another pupil (2.5%) were all lower than the County (21.8%, 13.4% and 16.7%, respectively);
- Overall drugs/alcohol related, damage, bullying, sexual misconduct and theft were low across both the County and Fenland, although drugs and alcohol and damage were approximately 1% lower than the County figures.

¹⁴ Reason for exclusion are categorised as: bullying; damage; drug/alcohol related; persistent disruptive behaviour; physical assault (adult); physical assault (pupil); racist abuse; sexual misconduct; theft; verbal abuse (adult); verbal abuse (pupil); other; unknown.

It is noted that disruptive behaviour may have similar impact on pupils as nuisance ASB does on the local community. This behaviour appears to impact a group of people rather than specific individuals, and thus a similar response may be required to reduce the number of young people behaving in this way. Restorative interventions emphasising the impact on the community (either school peers, or local residents) may help young people understand how their behaviour affects others which in turn may reduce it.

EMERGING ISSUES

Youth Offending Teams across the County, particularly in Huntingdonshire and Cambridge City, have recognised emerging problems of gang culture among young people. It is noted that the majority of these cases have been attributable to drugs. Although this has not yet been identified as an issue within Fenland, it should be something that is considered when interventions are planned. Within the VONA¹⁵, it was noted that the common characteristics of young people who do participate in gangs were that they had grown up together and had a common experience of school exclusion and marginalisation. Where more serious gangs existed these were formed by young adults and the involvement of the under 18-year-olds was limited to a marginal role through connections such as sibling relationships. Therefore interventions particularly focusing on known at risk individuals needs to be child focused, ensuring that young people are not marginalised further.

As mentioned previously, the Youth Offending Teams are noticing that many of the violence and criminal damages cases are linked to domestic problems and activity within the home. Without the details of these cases no broad conclusions can be drawn. However, alongside other data sources this does suggest issues relating to self-control, home life and parenting may be important factors.

INTRODUCTION TO CURRENT INTERVENTIONS

The following section outlines interventions that have been brought to the attention of the Research Group that are currently in use in Fenland. They form the basis of what works and an intervention toolkit that tackles offending in young people.

Fenland Problem Solving Group

Fenland Problem Solving Group (PSG) bring together multiple partners, including FDC, Police, Fire Service, housing and Locality teams, each month to discuss and respond to vulnerable victims and young perpetrators within the local area.

The following case studies identify real cases that have been brought to and responded to by the PSG.

¹⁵ Groups, Gangs and Weapons, Youth Justice Board 2007

Figure 6: Case studies - FPSG

Group Intervention

Wisbech Town centre

Nine Young people were identified for fighting in Wisbech town centre shortly after the New Year by CCTV and investigation of social media. These nine individuals predominately male were focused as high risk on the Fenland PSG.

From the meeting and partnership information, six of the nine already had services attached to the individuals or the family. Two were identify to requiring FIP support and the initial referral process took place and one had no services and the family refused support offered; this individual was then targeted for enforcement, the police did an excellent job by disruption tactics and currently the individual is under the radar.

The PSG continues to monitor the individual using the E-CINS system.

Group Intervention

Drive to arrive

FPSG identified an issue with Taking Without Consent and Joy Riding in the Waterlees area.

A RTC occurred with three of the YP's, resulting with no serious injuries. It was identified the two of them attended the local County School (Alternate education provider).

It was decided that the Locality, PSG and Fire & Rescue would join together to deliver the hard hitting crash card and Drive to Arrive sessions to try and reduce the risk. The day was extremely successful and the feedback was positive. As a result the numbers of incidents have reduced but have not stopped altogether. Therefore is more work required for targeted individuals.

Individual Intervention

Young Person 1

YP1 was a Family Intervention Programme (FIP) case moved to Fenland from Huntingdon. Communication of the move could have been improved and YP1 struggled with the move to the Whittlesey area. Since then he has been arrested and charged several times, impacting on resources but also the community highly. YOS was assigned to YP1 and a key worker identified.

YP1 behaviour continued including incidents of coercive behaviour toward young females including threats of violence via text. The latest alleged incidents under investigation include exposure to Year 10 boys.

The family live in social housing, but there appears to be a lack of cooperation from the provider who will not change the tenancy.

Individual Intervention

Young Person 2

YP2 lives in the Waterlees area and was first identified to PSG two years ago as low level ASB. Intervention tactics were put in place and ignored. FIP intervention worked for the family but YP2 would not interact and continued his low level criminal behaviour. YP2 associated with known criminals in the area and his criminal activity progressed to shoplifting and theft, resulting in arrest.

YP2 received a six month Referral Order (RO) in July 2015 and was assigned a YOS worker but the pattern of offending continued.

YP2 is now 17yrs old and is still offending and an example of interventions that did not change a YP's criminal mind set.

YOS Prevention Officer

A Fenland YOS Prevention Officer currently operates within Fenland, covering the Wisbech and March areas. Managed by both Locality and the Youth Offending team, the Prevention Officer, assesses the risk factors associated with vulnerable young people using a checklist broadly defined by the following categories: Individual, Family, School, Community. In order to qualify for prevention work, a child must be aged between 8 and 17 years old; meet at least four of the risk factors, relating specifically to offending; and must not have received a Reprimand or Final Warning from the police.

Acceptable Behaviour Contracts

Anti-social Behaviour Orders (ASBOs) were replaced by Criminal Behaviour Orders in 2014, which are designed to tackle the most serious and persistent anti-social individuals who enter into court. In efforts to respond to Youth ASB, Anti-social Behaviour Contracts (ABCs) and Parenting Orders are also issued to young people / guardians.

ABCs aim to stop the problem behaviour, rather than punishing the offender. Although the ABCs are an informal and voluntary contact, the Fenland PSG and other partners do still issue ABCs and find that they are often more effective with young people under the age of 14.

Parenting Orders are also issued if this situation allows, which does move towards an idea of a family approach to responding to this behavior.

Restorative Justice

As stated within the Restorative Justice Council website: “Restorative justice bring those harmed by crime or conflict and those responsible for the harm into communication, enabling everyone affected by a particular incident to play a part in repairing the harm and finding a positive way forward”¹⁶. Restorative justice is increasingly being used in schools, children’s services, workplaces, hospitals, communities and the criminal justice system.

RJ is noted to be part Cambridgeshire Constabulary’s commitment to having a victims focused approach and is managed by the police-led Victims' Hub. Police officers have now undertaken RJ training, with this form of mediation encouraged more frequently in the past year.

RJ is viewed as a national topic: within the Government Response to the Breaking the Cycle Consultation published in June 2011¹⁷, the Ministry of Justice stated their intention to “develop a framework that supports local practitioners to develop and deliver effective, best practice restorative justice approaches at all stages of the criminal justice system”, which includes youth offending, both pre and post sentence.

The Fenland PSG is in the process of submitting case studies to Restorative Justice Coordinators to aid training and improve this service for young people and potential victims involved. Some schools have already received training and adopt this approach within Inclusion roles, but this pilot would see this approach a focus point, and something that the PSG partners could also facilitate.

Voluntary Sector

It appears that Fenland has a limited number of voluntary organisations working with young people. Anecdotal evidence suggests that this may be due to a historic trend for organisations to be centred on more populated areas, such as Cambridge City and Peterborough, finding it harder to tailor their approach to more rural communities. Data from Fenland may well be used to support funding bids

¹⁶ <https://www.restorativejustice.org.uk/what-restorative-justice>.

¹⁷

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/186345/breaking-the-cycle-government-response.pdf.

for local areas, but delivery may not actually take place within the district. Known organisations include:

- Centre 33 – Now located in Wisbech, the organisation’s ethos is to support and empower young people to overcome problems through a range of free and confidential services. This includes support to Young Carers and counselling.
- Police Cadets – Wisbech has two volunteer police cadet units aged between 13 and 18. Now the cadets have passed out, they devote at least 3 hours per month to volunteering in their local communities to support community safety. The cadets will be recruiting a new cohort in the future and in the long term hope to grow across the rest of Fenland.
- YMCA – The YMCA hold a contract with Cambridgeshire County Council to provide counselling services for young people aged between 13 and 25 in the Peterborough, Huntingdonshire and Fenland area (which includes the Fenland towns of Wisbech, March and Whittlesey).
- Youth clubs – There are a number of youth clubs run by the voluntary sector such as Young People March, Rosmini and Twenty20 productions but these are universal provision and not targeted towards at risk individuals.

SUGGESTED INTERVENTIONS

As shown in

Table 4 below, the related set of early intervention programmes operating in England can be categorised in a variety of ways. In practice, most youth crime early intervention programmes are often made up with multiple categories, often crossing over different domains.

Table 4: Different ways of categorising the early intervention programmes operating in England¹⁸

Population	Type of Initiative	Approach
• Individual	• Positive activities	• Universal
• Family	• Antisocial behaviours	• Targeted-at-risk
• School	• Families and parenting	• Diversionary
• Peer group		• Enforcement
• Communities		• Area-based
		• System reform

Source: Centre for Analysis of Youth Transitions (CAYT) (2010)

To appropriately address the need of young people in Fenland, it is suggested that the Partnership focus on three main interventions, as well as targeted collaborative work. Together, these interventions aim to work across two broad categories, targeted to those at risk and vulnerable young people who are already partaking in anti-social behaviour.

¹⁸ <http://www.natcen.ac.uk/media/25254/prevention-reduction-review-strategies.pdf>.

Aged 8-12 - At Risk Intervention

In Fenland the average age of FTE to YOS is younger than the County and National average at 14.8 years old. It is therefore recommended that group prevention educational programmes with children at a young age to help reduce the number entering into YOS, pre-crime. These interventions can be mixed authority led; perception of police is higher (up to 75%) in 10 year olds.

This type of intervention must be sensitive not to stigmatise young people, and instead viewed as educational diversionary activities that are aimed at the group. It is note that the majority of FTE who had committed violent offences were aged 15 of under. It is therefore recommended some of the impacts of violent behaviour (both on the perpetrator and the victim) are emphasised even at a young age.

Aged 13-17 – At Risk Intervention

It is recommended that interventions aimed at slightly older at risk adolescents are to be peer led. It is widely accepted that perception of police decreases with age, but research also suggests that advice is most likely to be heeded when given by specially trained, high status peers rather than by parents or teachers¹⁹. This can include advice on how to resist pressure from peers to engage in ASB or other criminal activity. It is also believed that by creating school group mentoring sessions, led by the older children but contributed to by all, youths will become integrated into a new community. Communicating in this way may encourage young people to speak up about any personal issues and understand that they do not need to feel alone. It may also empower some young people to learn of other activities and interests, which empower young people to make a positive contribution.

The DfE has recognised that school-based initiatives designed to improve social and emotional skills, can reduce problematic behaviours such as bullying and negative school attitudes and may consequently lead to gains in reducing young people’s anti-social behaviour²⁰. This may help prevent some ASB and exclusions, particularly the large amount of nuisance behaviour note within Fenland.

In order to effectively implement schools based initiatives, it is suggested that the CSP meet with Safer Schools and exclusion managers in order to effectively evaluate previous and current programmes.

Restorative Justice – Targeted Intervention

The Fenland PSG has already been proactive in initiating talks to integrate RJ within youth justice. It is recommended that this is developed as an effective way to reduce reoffending, particularly with ASB. RJ interventions have been the subject of multiple studies, and results show significant reductions in the frequency of reconviction (Shapland et al., 2008).

¹⁹ <https://www.jrf.org.uk/sites/default/files/jrf/migrated/files/sp93.pdf>.

²⁰ <http://www.natcen.ac.uk/media/25254/prevention-reduction-review-strategies.pdf>.

RJ could be used as both an individual but also a group intervention model, with young people identified primarily via the PSG. An RJ conference could be held with the young person(s) and the victim of ASB, or alternatively, with the representatives from the PSG acting as a panel on behalf of those affected in the community (if shown as nuisance ASB which is most common with youth ASB. RJ is noted to be a cost-effective method to reduce offending, with conferences including the victim and offender, with an additional resource of an RJ coordinator. As a result, the conference can reduce offending, educate young people, and provide closure and clarity for the victim of crime. This approach is currently being considered as part of a Fenland Pilot, which could be developed.

That said, there needs to be compliance from both parties to attend the RJ conference, and that in itself has associated difficulties, with many young people facing personal issues and vulnerabilities. However, it is believed that if this is clearly set out as a formal final stage as part of the ASB Toolkit (see below) then it may become less protested. Further, it may also act as a deterrent for those who may reconsider their actions, based on the education and learnt knowledge that all crimes, including nuisance ASB, have a victim of sorts.

ADDITIONAL RECOMMENDATIONS

Toolkit for ASB

- Clear instructions to ensure families are involved etc; may help improve public perception that it is being dealt with, and free up time for PSG etc to work with the needs of the child, not on punishing.
- Stage 1: Acceptable Behaviour Contracts
- Stage 2: Parenting Orders
- Stage 3: RJ Conference

APPENDIX A. DATA SOURCES AND REFERENCES

On behalf of the Fenland Community Safety Partnership, the Research group would like to thank all partners who have supported the process by providing data, information or analysis.

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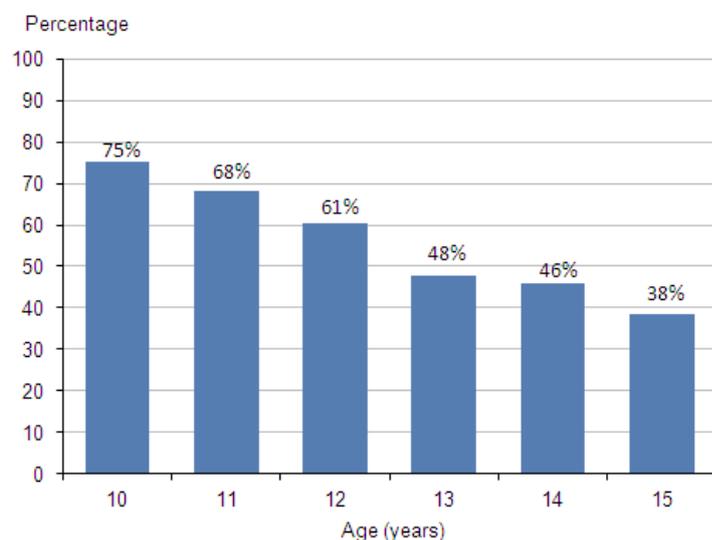
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APPENDIX B: SUPPORTING TABLES/FIGURES

Figure 7: Percentage of 10 to 15 year olds who were positive about local police, by age, 2012/13 CSEW



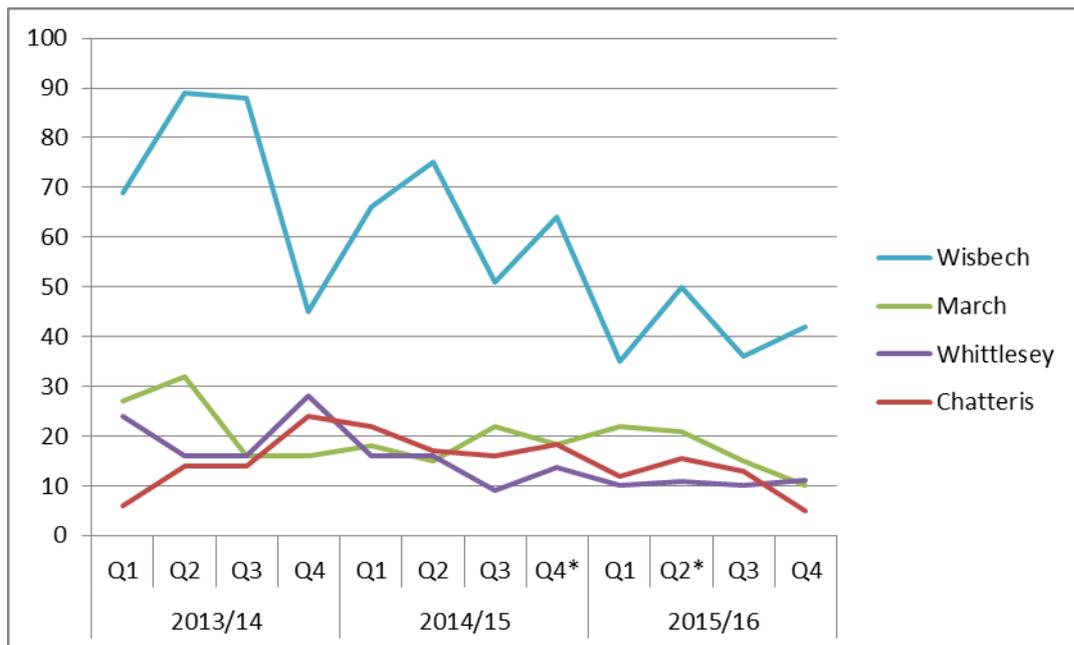
Source: ONS (2014)

Table 5: Percentage of young people aged under 18 of the total population, by district

Districts	Percentage of under 18's of total population
Cambridge City	16.3%
East Cambridgeshire	21.9%
Fenland	19.9%
Huntingdonshire	21.3%
South Cambridgeshire	22.3%
Cambridgeshire excluding Pet.	20.4%

Source: Cambridgeshire Research Group

Figure 8: Parishes with the highest number of youth ASB incidents by quarter, 2013-2016



* Quarters have been estimated due to data issues.