

HAMPSHIRE COUNTY COUNCIL

Report

Panel:	Children and Young People Select Committee
Date:	6 March 2023
Title:	Hampshire Youth Offending Team (HYOT) Report
Report From:	Director of Children's Services

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Purpose of this Report

1. The purpose of this report is to provide the Children and Young Person's Select Committee a report on the work of Hampshire Youth Offending Team (Hampshire YOT). As the last report was presented in May 2022 this report covers the 10-month period since.

Recommendation

2. That the Children and Young People Select Committee note the positive work of Hampshire's Youth Offending Team during the last 10 months.

Executive Summary

3. This report provides an overview of Hampshire YOT. It provides the context in which YOT works, its staffing structure, current objectives, finance, and performance.
4. It seeks to review the work undertaken in the last 10 months and to outline the priorities going forward.

Contextual information

5. Hampshire YOT is a statutory partnership which provides youth justice services for the Hampshire Local Authority area. The role of Youth Offending Teams (more recently referred to as Youth Justice Services) is defined by the Crime and Disorder Act 1998, to prevent offending and reoffending by children. The act provides statutory responsibility to four partners to provide resources either in cash or in kind to the Youth Offending Teams. These are: Local Authority, Police, Probation and Health (Integrated Care Boards (ICB's)). Central Government provide oversight and support through the Youth Justice Board for England and Wales (YJB) which is part of the Ministry

of Justice.

6. Locally, Hampshire YOT is accountable to, and governed by, the Hampshire YOT Management Board, consisting of representatives of the four partners above. Regarding the local authority this includes colleagues from Children and Families, Education and Inclusion Teams, and Hampshire Futures. In addition to the statutory partners there are representatives from the Office of the Police and Crime Commissioner, Youth Justice Board, Hampshire Futures, Special Educational Needs, HM Courts, Public Health, and the Voluntary sector. The Board meets on a quarterly basis and is chaired by the Deputy Director of Children's Services. In October 2022, governance arrangements were reviewed and following consultation the Hampshire and IOW Boards will merge. This prompted a review of the Terms of Reference, and the development of a new agenda. This work was informed by the Youth Justice Board (YJB), guidance to boards [Youth justice service governance and leadership - GOV.UK \(www.gov.uk\)](https://www.gov.uk/guidance/youth-justice-service-governance-and-leadership)
7. Hampshire YOT works with children on a statutory and non-statutory basis. The statutory work includes the management of children who have received a Court Order. These include Referral Orders, Youth Rehabilitation Orders, Custodial Sentences, those on bail and remand and those who are dealt with through an Out of Court process (Youth Cautions and Youth Conditional Cautions).
8. Regarding the non-statutory work, this is completed by the Youth Crime Prevention (YCP) service. YCP, is an early help service and targets children who are deemed at risk of offending by receiving referrals from a whole range of partners. This team also works with children made subject to a Police issued Community Resolution, where a need has been identified. **Appendix one** provides a list of all available interventions.
9. One significant new development came in October 2022. The Ministry of Justice announced that all Youth Justice Services were to receive additional monies to support the delivery of work with children who are subject to prevention and diversion programmes. The grant is provided until March 2025 and during the period HYOT is required to work with 260 children.

Hampshire Youth Offending Team Staffing Structure

10. Hampshire YOT is a county wide service in the Children and Families Branch of the Children's Services Directorate.
11. Hampshire YOT has four operational teams based in Eastleigh, Fareham, Basingstoke, and Farnborough. Each team is supported by partnership staff including 6 police officers 2 half time mental health nurses, and 1.5 Probation staff, a proportion of which is allocated to each team. The police and CAMHS also provide some additional management support.

12. Hampshire YOT serves three Hampshire Youth Courts; Basingstoke, Portsmouth, and Southampton, as well as the Winchester Crown Court.
13. In addition, there is a Specialist Services Team. This team oversees the Restorative Justice (RJ), Education, Training and Employment (ETE) and Parenting provision. The Restorative Justice Team seeks to repair the damage caused by the offence by providing the harmed person with an opportunity to provide a view on how the child should be dealt with. Further, there is an opportunity to share the impact of the offence to facilitate the child's understanding. Conversely the child can make amends. The ETE team seeks to enable children to be either engaged in school, training, or employment. Finally, the two parenting officers support parents in addressing their child's behaviour.
14. Hampshire YOT also receives an annual grant from the Integrated Care Board (ICB) to provide 3 Therapeutic Wellbeing Officers (TWO's). These staff deliver health interventions.

Appendix two provides more detail about the nature of this work.

15. The staffing structure of the YOT during 2022/23 is portrayed in table form below.

Geographical Teams

Area Role	South-East	South-West	North-East	North-West	Total
Team Manager	1	1	1	1	4
Assistant Team Manager	0.5	0.5			1
Social Workers	4	3.6	2	2	11.6
YOT Officers	4	3.5	2	2	11.5
YCP	4.5	4	2.5	2.5	13.5
Total	14.	12.6	7.5	7.5	41.6

HYOT is currently recruiting a further 5 staff to support the delivery of prevention and diversion activity funded by the new money.

Specialist Services Team

Area Role	Overall	RJ	ETE	Parenting	TWOs	Coordinators	Total
Team Manager	1						1

Assistant Team Manager		1	0.5				1.5
Operational staff		6	4	2	3	2	17
Total	1	7	4.5	2	3	2	19.5

HYOT is currently recruiting an additional Assistant Team Manager and Co Ordinator to support delivery of Prevention and Diversion programmes. Further the management board has given authorisation to recruit a participation and engagement officer.

Headquarters and County Services

Role	FTE
Head of Service	1 (0.2 paid for by the Isle of Wight)
PA/Business support manager	1
Performance Manager	1 (0.2 paid for by the Isle of Wight)
Performance officer	0.6
Quality Officer	0.5
Arts Coordinator (seconded to Wessex Dance academy)	1
Business Support	5
	10.1

19. Workload

There has been a positive decline in the number of children we work with in recent years, with a conscious effort nationally to divert children away from the Youth Justice System. This reduction has now stabilised at between 400-430 children. The latest figures (detailed below) relate to December 2022 where there was a slight fall. Currently, workload is within expected parameters.

Active Intervention	NE	NW	SE	SW	Total
Other work	1	5	1	1	8
Panel Assessment	7	3	12	11	33
Youth Crime Prevention	11	12	23	31	77
Community Resolution with YOT Intervention	4	3	9	5	21
Youth Diversion Programme	17	22	18	22	79
Youth Caution	5	1	3	7	16
Youth Conditional Caution	13	5	20	21	59

Referral Order	7	8	18	17	50
Youth Rehabilitation Order	3	0	8	3	14
Remand into Secure Childrens home	0	1	0	0	1
Remand into YOI	0	1	0	1	2
Remand as adults	0	1	0	0	1
Detention Training Order	0	0	1	0	1
Section 254 Custody	0	1	0	0	1
Voluntary Parenting Programme	1	2	4	3	10
Totals	69	65	117	122	373

Finance

20. Hampshire YOT's budget includes both cash and staffing resources from partners. Below is the income received in 2022/23:

Income	£000
Partners' Contributions:	
National Probation Service	15
Hampshire County Council	1,611
Youth Justice Board	1,189
Youth Justice Board (additional grant)	
Office Police Crime Commissioner (YCP Grant)	
CCG Grant for therapeutic wellbeing officer	105
Isle of wight recharge (for Head of service, performance manager and PA)	26
Early Help	130
Contribution in kind:	
Hampshire Constabulary staff (4 Police officers, 0.5 Sargeant, and proportion of YOT Inspectors time)	£352.85k. From October 2022
CCGs (2.5 CAMHS workers)	188

Probation 1.0 Probation Officers and a 0.5 Probation Service Officer.	45 (under review)
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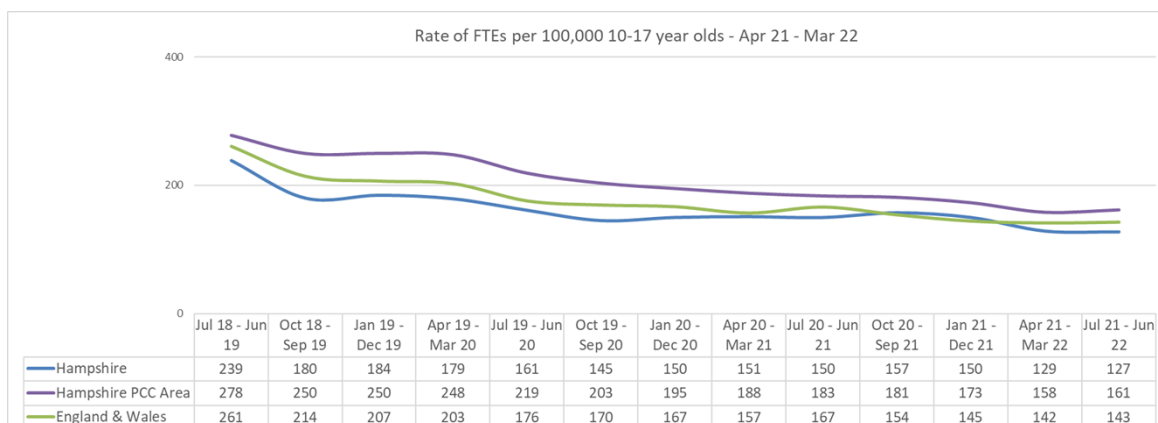
21. At the time of writing, notification of next year's grant has not been received from the YJB. An assumption has been made that it will be a similar amount to last year.

Performance

22. The work of Hampshire YOT is overseen by Her Majesty's Inspectorate of Probation (HMI Probation). The YOT was last inspected in 2018 where a 'Good' rating was given. This is a four-year inspection Programme which was subsequently delayed by two years and is now expected to end in March 2024. The new Inspection Programme is in the process of being developed. Accordingly, it is estimated that we will be next be inspected anytime from 2024.
23. In addition to the main inspection Programme, HMI Probation also undertake thematic inspections which influence HYOT priorities. In the last 12 months, they have published two reports which have been particularly influential; the first looked at the disproportionate treatment of Black and Mixed Heritage boys in the Youth justice System and the second at Education, Training and Employment arrangements within YOTs.
24. All YOTs have three national performance indicators: the numbers of first-time entrants (FTE) into the criminal justice system, the reduction in the rate of reoffending on those subject to out of court and court orders, and the number of children in custody. In addition, Hampshire YOT has developed its own local measures. At the time of writing the latest data available is from Q2 22/23.

The number of First Time Entrants (FTE)

25. The number of FTE's is a priority because it recognises the damage that entry into the youth justice system can have on a child. The measure is presented in two ways; the numbers of children in a 12-month period and the number of children per 100,000 of 10-17yrs in the population. This second measure is to enable comparison. The table below shows how Hampshire YOT is delivering as compared to the other Hampshire YOTs (Southampton and Portsmouth) and the England and Wales average:



26. There has been a steady fall in recent years to the current level of 127 per 100,000. There is however further progress to be made. The Youth Diversion Programme whereby the police take no further action, providing the child works with the YOT for a period of 16 weeks, is designed to have had an impact. This is responsible for the fall from 165 when I last reported ten months ago. This means children receive the same intervention as they would on a statutory outcome (Youth Caution and above) without a criminal record.

Reoffending rates in children who are subject to a statutory intervention

27. The second measure is the number of children in an identified cohort who go on to reoffend in the following 12 months. The table below shows the current level of 33.7%. This is a slight increase from the previous annualized quarter. The table below also shows that the Cohort size was much smaller than the previous 2 years. The table below also shows the third indicator which is the number of offences committed by children who reoffend and this currently stands at 3.53 which is a small reduction over time.

	Jan 18 - Dec 18				Jan 19 - Dec 19				Jan 20 - Dec 20			
	Cohort	Re-offenders	Reoffences/ Reoffender	% Re-offending	Cohort	Re-offenders	Reoffences/ Reoffender	% Re-offending	Cohort	Re-offenders	Reoffences/ Reoffender	% Re-offending
South Central	854	376	4.07	44.0%	879	312	3.86	35.5%	660	237	3.32	35.9%
England	23290	8934	3.93	38.4%	20375	7026	3.71	34.5%	15937	5078	3.53	31.9%
Hampshire	398	149	4.23	37.4%	409	131	4.40	32.0%	326	110	3.05	33.7%

28. The objective of reducing this rate is a key focus of the YOT, this is done by undertaking a good assessment which informs a detailed plan and implementing the interventions the child needs to desist. Further, there is a whole suite of information which the management team digest to identify what gaps there are in the provision for individual children.

Children in Custody

29. The final key indicator is the number of children serving a sentence in custody. The most recent data indicates that in the last 12 months, one child has received a Detention and Training Order (DTO).
30. In April 2023, the Youth Justice Board are introducing 10 new KPIs, many are like the local indicator set we have already been measuring. These are listed in **Appendix three**.

Priorities

31. Local Authorities have the statutory duty to submit an annual Youth Justice (YJ) Plan. This is a partnership plan which sets out how youth justice services are to be provided and funded, how it will operate and what functions it will conduct. Once received, the grant for that year is released. Last year's plan was submitted on the 30th of June 2022, and the process of writing this year's plan starts in April 2023.
32. The plan looks back at the progress made over the previous 12 months. Things we have identified so far are:
 - The continued success of the pan Hampshire Youth Diversion Programme which was introduced in November 2021. This is responsible for the reduction in First Time Entrants
 - The development of a communications strategy which seeks to ensure that staff across the YOT are working consistently. Part of this includes quarterly practice briefings. Six have been delivered since their inception covering a range of issues from policy, practice and other items of interest.
 - To develop the participation of children, HYOT has recently used some of its reserve to employ an engagement officer. Their role includes the development of our social media presence and ways of engaging with children and their families.
 - Introduced the new Turnaround programme. It has been three months since the money was announced and in that time, we have recruited new staff, identified referral pathways and introduced new tools. Part of the project will include mapping all activities children and their families can access.
 - Started work on improving our response to the diverse needs of the children we work with. This includes the required skills and practices needed to counteract the disproportionate numbers of black and mixed heritage boys being made subject to Youth Rehabilitation Orders and Custodial Sentences. Building on the HMI Probation report entitled 'A thematic inspection of the experiences of black and mixed heritage boys in the youth justice system' the staff in HYOT have completed reflective discussions on how they can improve the assessment of children from these backgrounds. The next stage is to identify how this translates into plans and interventions with these children.

- Reviewed our risk assessment policy and are in the process of retraining all staff in this area.
 - Continued to see children's education at the heart of the work we do with them to ensure that they reach their full potential.
33. The Youth justice Board has a vision to have a Child First Youth Justice System and we also make sure that our plans align with these. The vision states that services should:
- *Prioritise the best interests of children and recognising their needs, capacities, rights, and potential. All work is child-focused, developmentally informed, acknowledges structural barriers and meets responsibilities towards children.*
 - *Promote children's individual strengths and capacities to develop their pro-social identity for sustainable desistance, leading to safer communities and fewer victims. All work is constructive and future-focused, built on supportive relationships that empower children to fulfil their potential and make positive contributions to society.*
 - *Encourage children's active participation, engagement, and wider social inclusion. All work is a meaningful collaboration with children and their carers.*
 - *Promote a childhood removed from the justice system, using pre-emptive prevention, diversion, and minimal intervention. All work minimises criminogenic stigma from contact with the system.*
34. This vision will continue to inform the priorities for Hampshire YOT in the future. We are in the early stages of planning for 23/24. The plan is due to be submitted at the end of June and our early thinking for the plan includes:
- Currently a high proportion of children entering the Youth Justice system are assessed as having Special Education Needs. Evidence suggest that we respond well to these children, however, we should be avoiding them entering the system in the first place. Part of this work includes HYOT application to be given the SEND quality mark.
 - HYOT has received a small amount of money from the Hampshire Dyslexia Association. This will be used to fund Speech, Language and Communication assessments.
 - The Restorative Justice Service will complete their self-assessment to be recognised as a provider of RJ services by the RJ council.
 - Undertake a review of where HYOT sits in relation to the wider operations of the Children's Services Directorate.

Consultation and Equalities

35. Not undertaken for the purposes of this report.

Climate Change Impact Assessment

36. Not undertaken for the purposes of this report.

Conclusions

37. This completes the summary of Hampshire Youth Offending Team's activity in the last 10 months. Despite the brevity of the period HYOT has achieved a considerable amount. Our next steps are to complete the Youth Justice plan for 2030/24 whilst continuing towards becoming an outstanding service.

Appendix 1

List of disposals managed by Hampshire Youth Offending Team

1) Orders Imposed by the Court

Referral Orders (ROs)

A Referral Order requires the child to attend a panel (made up of two members of the local community and a YOT member of staff). The panel meets and agree a contract, for a period of between three months and a year.

The aim is for the child or young person to make up for the harm they have caused. An order *must* be imposed for a first offence where the child has pleaded guilty (unless the court decides that another sentence is justified) and may be imposed in other circumstances.

Youth Rehabilitation Orders (YROs)

A Youth Rehabilitation Order is a community sentence. It can include one or more requirements that the child must comply with and can last for up to three years.

Some examples of the requirements that can be imposed are a curfew, supervision, unpaid work, electronic monitoring, drug treatment, mental health treatment and education requirements.

Custodial Sentences (DTO/Sec90/91)

Children can receive custodial sentences. It is a sentence to be avoided as far as possible. When they are given, they aim to provide training and education and rehabilitate the offender, so they do not reoffend. Sentences can be spent in secure children's homes, secure training centres and young offender institutions.

2) Orders imposed by the Joint Decision-Making Panel

Youth Caution (YC)

Where the child admits the offence, but an intervention is not assessed as required. They can however engage voluntarily should they so wish for a period of 12 weeks.

Youth Conditional Caution (YCC)

A YCC is given where a child admits the offence and it is assessed they need an intervention. This intervention is 16 or 20 weeks in length and is delivered by the YOT. If they do not comply, they can be sent back to court and resentenced for the original offence.

Youth Diversion Programme (YDP)

This is offered to the child by a Joint Decision-Making Panel (JDMP). Unlike all the above, the child is not considered as a First Time Entrant (FTE). The length of intervention is 16 weeks and if they do not comply, they are referred back to JDMP for reconsideration.

3) Youth Crime Prevention

This is a voluntary intervention offered by the Youth Offending Team. In other Local Authorities this can be delivered by other parts of the Local Authority. There are two routes for a child to gain access: The first is direct referral from other agencies and the second.

Appendix 2

Interventions offered by the Hampshire YOT

Restorative Justice (RJ)

This is a service delivered in respect of all children overseen by the YOT. It is an integral part of the work we do. The objective is to repair the harm done by the offence and achieve a positive outcome for both the child and the harmed person.

All people harmed by their behaviour are contacted and given the opportunity to be involved. This the work undertaken with the child is however not dependent on the involvement of the harmed person. All children are assessed in relation to RJ and this assessment informs the plan. The work undertaken can include: the writing of an apology, shuttle mediation, and a RJ conference. In addition, Hampshire YOT has recently been developing its scope for delivering reparation to children identifying several projects where children can repair for the harm done.

Education Training and Employment (ETE)

Children who have identified needs in relation to education provision can be referred to one of Hampshire Youth Offending Team ETE team. The type of work can include supporting children back into education who have been excluded and finding a training/education placement post 16.

It also leads on the activities we both provide and can refer children to. This includes supporting children to gain and the Arts Mark Award

Parenting

Hampshire YOT employs two parenting officers who support parents in dealing with their children. This can include setting boundaries, finding other resources to support with individual problems. Case managers refer parents and engagement is voluntary.

Therapeutic Wellbeing Officers (TWOs)

This service is funded by the Clinical Commissioning Group (CCG) and is designed to offer a service to children who do not meet the CAMHs threshold. They provide interventions to children including cognitive behaviour therapy, counselling, support with sexual health, eating disorders and emotional regulation. There are currently three TWOs working across Hampshire.

Appendix Three New performance indicators

- **Suitable Accommodation** - the type and suitability of accommodation at the start and end of the order by type of order. Additionally, how far in advance was accommodation secured for those leaving custody.
- **Education, Training and Employment (ETE)**- the number and proportion of children in ETE by suitability. How many hours were offered and attended.
- **Special Educational Needs and Disabilities** - at the number of children with SEND by type of order, whether they have a formal plan in place and whether they are in suitable ETE.
- **Children's mental health** - how many children are screened or assessed to understand their mental health and emotional wellbeing needs.
- **Substance Misuse** - the number of children with identified need and of that, the number of planned/offered treatment and the number of children attending intervention/treatment.
- **Out of court disposals** - the number of children completing interventions successfully. and the number of children who did not complete intervention programmes in the quarter.
- **Links to wider services** - children who are classified as a currently care experienced child (known in statute as a 'Looked After Child'), a 'Child in Need' or who are on a 'Child Protection Plan,' an 'Early Intervention Plan' or who are referred to Early Help services.
- **Board attendance** - number of senior partners attending the quarterly meetings, and of those senior partners was data presented which identified areas of disproportionality.
- **Serious violence** - children cautioned or convicted of Serious Violence on the caseload.
- **Victims** - The number of victims, the number contacted, and the number engaged in restorative justice opportunities as well as those who requested and were given further information and support.

REQUIRED CORPORATE AND LEGAL INFORMATION:

Links to the Strategic Plan

Hampshire maintains strong and sustainable economic growth and prosperity:	No
People in Hampshire live safe, healthy and independent lives:	Yes
People in Hampshire enjoy a rich and diverse environment:	No
People in Hampshire enjoy being part of strong, inclusive communities:	Yes

EQUALITIES IMPACT ASSESSMENT:

1. Equality Duty

The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited by or under the Act with regard to the protected characteristics as set out in section 4 of the Act (age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation);
- Advance equality of opportunity between persons who share a relevant protected characteristic within section 149(7) of the Act (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic within section 149(7) of the Act (see above) and persons who do not share it.

Due regard in this context involves having due regard in particular to:

- The need to remove or minimise disadvantages suffered by persons sharing a relevant protected characteristic that are connected to that characteristic;
- Take steps to meet the needs of persons sharing a relevant protected characteristic that are different from the needs of persons who do not share it;
- Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

2. Equalities Impact Assessment:

This report is an update report and therefore an equalities impact assessment is not required.