

HAMPSHIRE COUNTY COUNCIL

Report

Panel:	Children and Young People Select Committee
Date:	17 May 2022
Title:	Hampshire Youth Offending Team (HYOT) Report
Report From:	Director of Children's Services

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1. Purpose of this Report

1.1. 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) during 2021/22.

2. Recommendation

2.1. The Children and Young People Select Committee note the positive work of Hampshire YOT during the last 12 months.

3. Executive Summary

3.1. This report provides an overview of Hampshire YOT. It provides the context in which YOT works, its staffing structure, current objectives, finance, and performance.

3.2. It seeks to promote the achievement of the last year whilst identifying the priorities for the coming year.

4. Contextual Information

4.1. 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 (CCGs). Central Government provide oversight and support through the Youth Justice Board for England and Wales (YJB) which is part of the Ministry of Justice

- 4.2. 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 Education, 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 December 2021, the Youth Justice Board released new guidance on the function of the Board. This has triggered a review of practice against this guidance including, how Hampshire and the Isle of Wight (IOW) management boards can work more closely together. To facilitate this, work an away day is planned for July 2022.
- 4.3. 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).
- 4.4. 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.
- 4.5. Appendix one provides a list of all available interventions.

5. Hampshire Youth Offending Team staffing structure

- 5.1. Hampshire YOT sits within the County Services area of the Children and Families Department.
- 5.2. Hampshire YOT has four operational teams based in Eastleigh, Fareham, Basingstoke, and Farnborough. Each of these teams has one seconded Police Officer and one seconded 0.5 CAMHS worker. The National Probation Service also provides 1.0 Probation Officers and a 0.5 Probation Service Officer, which are shared across the four teams. Hampshire YOT serves three Hampshire Youth Courts; Basingstoke, Portsmouth, and Southampton, as well as the Winchester Crown Court.
- 5.3. 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.

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

5.5. The staffing structure of the YOT is portrayed in table form below

5.6. 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	5	4.5	2.5	2.5	14.5
Total	14.5	13.1	7.5	7.5	42.6

5.7. 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

5.8. 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

6. Workload

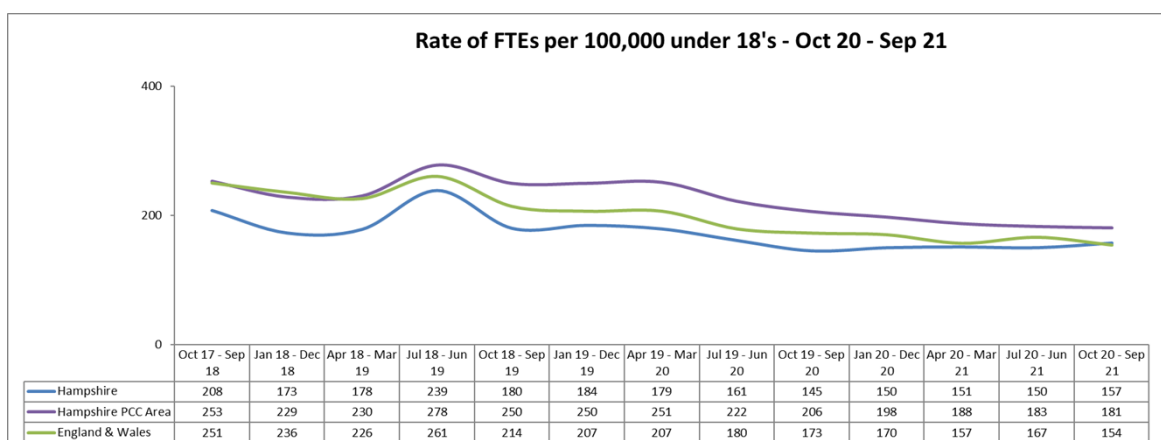
6.1. There has been a positive decline in recent years, with a conscious effort nationally to divert children away from the Youth Justice System. This reduction has now stabilised. The YOT measure of workload is an intervention, and during the month of March 2022, the number of interventions open to the YOT total 400. Currently, workload is in expected parameters.

Active Intervention	NE	NW	SE	SW	Total
Other work	9	2	10	7	28
Panel Assessment	7	6	9	11	33
Youth Crime Prevention	20	25	34	36	115
Community Resolution with YOT Intervention	12	12	17	14	55
Youth Caution	4	7	5	4	20
Youth Conditional Caution	4	8	22	17	51
Referral Order	5	6	20	14	45
Youth Rehabilitation Order	2	4	11	8	25
Detention Training Order Licence		1			1
Section 250 Custody			1		1
Section 254 Custody		1			1
Voluntary Parenting Programme	2	9	5	9	25
Totals	65	81	134	120	400

7. Performance

- 7.1. The Work of Hampshire YOT is overseen by Her Majesty's Inspectorate of Probation (HMIP). The YOT was last inspected in 2018 where a 'Good' rating was given. This is a four-year inspection Programme which has subsequently been delayed by two years. Accordingly, it is estimated that we will be next be inspected in 2024. The aspiration is to progress to 'Outstanding'.
- 7.2. 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.
- 7.3. Regarding the number of FTE this is a priority of all YOTs as it recognises the damage that entry into the criminal justice system can have on a child. The measure is in terms of numbers of actual children and the number of children per 100,000 of 10-17yrs in the population. This second measure is so we can compare with other services. 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:



7.4. The current number of FTEs is 165 per 100,000, this is a steady fall in recent years, however, we aspire to reduce this further. The new Youth Diversion Programme whereby the police take no further action, providing the child works with the YOT for a period of 16 weeks, is a positive development locally. This means children receive the same intervention as they would on a statutory outcome (Youth Caution and above) without a criminal record. It is expected that the numbers will reduce significantly and will show on our data in the next six months.

7.5. 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 decline over time to the current level of 32.6%. It also shows the third indicator which is the numbers of offences committed by children who reoffend this currently stands at 3.96:

	Apr 17 - Mar 18				Apr 18 - Mar 19				Apr 19 - Mar 20			
	Cohort	Re-offenders	Reoffences/Reoffender	% Re-offending	Cohort	Re-offenders	Reoffences/Reoffender	% Re-offending	Cohort	Re-offenders	Reoffences/Reoffender	% Re-offending
South Central	956	401	4.60	41.9%	843	365	3.92	43.3%	850	296	3.67	34.8%
England	26892	10315	4.06	38.4%	22339	8382	3.90	37.5%	19624	6660	3.64	33.9%
Hampshire	470	162	4.35	34.5%	388	146	4.45	37.6%	390	127	3.86	32.6%
West Sussex	211	81	3.23	38.4%	142	55	3.91	38.7%	142	45	3.80	31.7%
South Gloucestershire	78	26	6.65	33.3%	51	18	5.44	35.3%	48	13	6.00	27.1%
Leicestershire	198	73	3.58	36.9%	193	58	2.79	30.1%	151	47	3.15	31.1%
Cambridgeshire	298	89	3.92	29.9%	150	49	4.92	32.7%	112	38	4.05	33.9%
North Somerset	80	28	7.75	35.0%	64	21	5.29	32.8%	53	21	2.19	39.6%
Gloucestershire	211	59	4.95	28.0%	95	38	3.13	40.0%	98	40	10.35	40.8%
Bracknell Forest	35	7	8.86	20.0%	32	12	4.42	37.5%	44	12	3.58	27.3%
West Berkshire	76	25	2.00	32.9%	37	13	3.15	35.1%	51	15	2.53	29.4%
Wiltshire	242	64	5.83	26.4%	170	71	4.80	41.8%	162	60	3.52	37.0%
Warwickshire	191	56	2.86	29.3%	120	34	3.88	28.3%	106	26	3.58	24.5%
Comparator Group	1899	614	5.11	32.3%	1322	481	4.23	36.4%	1251	418	4.30	33.4%

- 7.6. 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 in order to identify what gaps there are in the provision for individual children.
- 7.7. The final key indicator is the number of children in custody. As previously mentioned, there is only one child in custody at present with eight children imprisoned in the last 12 months. This is a reduction from a high of 28 children during 2016.

8. Hampshire YOT Priorities

- 8.1. 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 carry out. Once received, the grant for that year is released. The current years plan is due on the 30th June 2022 and is in the process of being written. Part of this report identifies the major achievements and challenges over the previous year. Some of this has been detailed here:
- Together with the Police and our other Hampshire YOTs (Portsmouth, Southampton, and the Isle of Wight) a new Youth Diversion Programme has been introduced. This is designed to offer children interventions and support whilst avoiding labelling them. This programme is decided within the YOT's Joint Decision-Making Panel, and children referred are given the opportunity of engaging with a 16-week intervention designed to divert them from further offending. If this is unsuccessful, they are returned to the panel for consideration of an alternative disposal. This is supported by a Pan-Hampshire Protocol.
 - One of the challenges in a YOT the size of Hampshire is consistency of practice across four geographical Teams. Accordingly, a communications strategy is being developed. Part of this strategy is quarterly practice meetings through which all major change/development is launched.
 - Hampshire YOT has been a statutory partner in the Pan-Hampshire Violence Reduction Unit which is overseen by the Office of Police Crime Commissioner (OPCC). Further we are engaged at a local authority level with the Hampshire Violence Reduction unit.
 - In Basingstoke, the team supported the Police High Harm Team and Children's Services Willow Team, to apply for and deliver a Gang Injunction. This was successful in reducing the amount of violence across the Town.
 - Continue to develop a Trauma Informed Service, ensuring that all decisions and interactions involving children are informed by understanding the impact of trauma on their lives.
- 8.2. The Youth justice Board has a vision to have a Child First Youth Justice System. Services should therefore:

- *Prioritise the best interests of children and recognising their particular 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.*

8.3. This vision should inform the priorities for Hampshire YOT in the future. The Priorities for 2022/23 are currently being consulted on but the following areas are being considered:

- There is a growing body of evidence that children from black and mixed-race heritage are being disproportionately represented in the Youth Justice System. By the time children reach us they have already experienced different treatment which influences their behaviour. There is a growing amount of evidence which informs this area of work. [Appendix three](#) is an info graph which makes this point. A HMIP report entitled ‘A thematic inspection of the experiences of black and mixed heritage boys in the youth justice system’ published last year, identified what YOTs can do to improve children’s experience. Hampshire YOT is in the process of developing a plan on how we can improve black and mix race children’s experience.
- Secondly, we know that children not being in full time education and training can influence the likelihood of being involved in offending behaviour, therefore we want to develop how we work with partners to Improve children’s attendance at school, training and employment.
- Developing the participation of children under YOT supervision in the design and delivery of the service.
- Continue to ensure the consistency of the communication across the YOT. This is to support the aspiration to be assessed as ‘Outstanding’.
- Continue to develop our assessment of Risk of Harm.

9. Finance

9.1. Hampshire YOT’s budget includes both cash and staffing resources from partners. Below is the income received in 2021/22:

Income	£000
Partners’ Contributions:	
National Probation Service	15

Hampshire County Council	1586
Youth Justice Board	1,093
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	125
Contribution in kind:	
Hampshire Constabulary staff (4 Police officers, 0.5 Sargeant, and proportion of YOT Inspectors time)	270
CCGs (2.5 CAMHS workers)	188
Probation 1.0 Probation Officers and a 0.5 Probation Service Officer.	45 (under review)

- 9.2. 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.

10. Consultation and Equalities

- 10.1. There is currently no decision as to where an equalities impact assessment is required.

11. Conclusion

- 11.1. This completes the summary of Hampshire Youth Offending Team's activity in the last 12 months. It has been an active year which has seen Hampshire Youth Offending Team continue to progress. Our next steps is to confirm our priorities for 2022/23 whilst continuing to towards becoming an outstanding service.

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
OR	
This proposal does not link to the Strategic Plan but, nevertheless, requires a decision because:	

Other Significant Links

Links to previous Member decisions:	
<u>Title</u>	<u>Date</u>
Direct links to specific legislation or Government Directives	
	<u>Date:</u>

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:

See guidance at <https://hants.sharepoint.com/sites/ID/SitePages/Equality-Impact-Assessments.aspx?web=1>

Insert in full your **Equality Statement** which will either state:

- (a) *why you consider that the project/proposal will have a low or no impact on groups with protected characteristics or*
- (b) *will give details of the identified impacts and potential mitigating actions*

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 when it is attached to a **Community Resolution**. A Community Resolution is issued by the Police at the point of arrest.

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

Understanding Racial Disparity: How it affects children in their early years and within the youth justice system (December 2021).