

HAMPSHIRE COUNTY COUNCIL

Report

Committee/Panel:	Children and Families Advisory Panel
Date:	18 October 2016
Title:	Youth Offending Team Service Update and Youth Justice Plan for 2016-17
Reference:	7804
Report From:	Director of Children's Services

Contact name: Alison Smailes, Head of Youth Offending Service

Tel: 01962 845501

Email: alison.smailes@hants.gov.uk

1. Summary

- 1.1. The purpose of this paper is to provide an overview of the work and update of recent developments within Hampshire Youth Offending Team. Attached to this paper is the annual Hampshire Youth Justice Plan for information and reference.

2. Contextual information

- 2.1. The primary aim of the youth justice system is to prevent offending and reoffending by children and young people (Crime and Disorder Act 1998). This legislation requires all local authorities to ensure they have a Youth Offending Team (YOT), and the YOT must be funded (in cash and in kind) by all the statutory partners who are the local authority, health, police, probation and the central government Youth Justice Board grant. These agencies are equally responsible through this Act for local youth justice outcomes. The Crime and Disorder Act stipulates that every multi-agency Youth Offending Team must contain at least one social worker, probation worker, police officer and education specialist. Hampshire Youth Offending Team is governed by and accountable to the Youth Offending Team Management Board which comprises senior leaders of the statutory partnership who are jointly responsible for youth justice outcomes in Hampshire. This Board is currently chaired by the Assistant Director of Children's Services (Children and Families).
- 2.2. Hampshire Youth Offending Team aims to prevent offending and reoffending by children and young people aged 10-17 years. This aim involves significant criminal justice statutory functions which include the assessment and supervision of children and young people subject to out of court disposals, court orders, custodial sentences and bail and remand. Youth Offending

Teams also have statutory duties to co-operate under the Multi Agency Public Protection Arrangement framework (MAPPA), and a duty under the 2004 Children Act to promote the welfare and safeguarding of children and young people. Hampshire Youth Offending Team is well integrated into the Hampshire and Isle of Wight Local Criminal Justice Board, Hampshire Safeguarding Children's Board, the MAPPA Strategic Management Board, Children's Trust and Supporting Troubled Families Programme.

- 2.3. In addition to the statutory functions, Hampshire YOT also has a significant investment in the (non statutory) prevention of offending, with the aim of diverting children and young people away from the criminal justice system at an earlier stage. Hampshire Youth Offending Team assess and supervise community resolution disposals, which are dispensed by the police, to avoid those children becoming first time entrants into the criminal justice system. During 2016, with our police partners, we have set up decision making panels, to assist the police in making decisions about appropriate disposals and outcomes for children. These panels have the aim of providing both children and their victims with a satisfactory outcome, using restorative justice processes and diverting away from formal criminal justice sanctions. In addition, Youth Crime Prevention (YCP) Workers provide the 'prevention arm' of the Youth Offending Team, closely aligned with Early Help, and providing assessment and interventions with children who are at risk of becoming involved in crime and anti-social or harmful behaviour.
- 2.4. Hampshire YOT is geographically represented across the county in four teams in addition to the 'prevention arm' of youth crime prevention being present in all districts. We staff and service the three Youth Courts in the county in addition to the Crown Court sitting in various locations. We work with children in custody from Hampshire accommodated across England and Wales. At the beginning of September 2016 there were seven Hampshire young people in custody
- 2.5. The Youth Justice Plan for Hampshire is an annual statutory requirement which is submitted each September to the Youth Justice Board (a non departmental public body that oversees youth justice and sponsored by the Ministry of Justice). The Hampshire plan is attached and sets the strategic direction and key priorities for 2016-17. In summary these priorities are as follows:
 - (i) Ensure readiness for and plan, respond and deliver within the available reducing resources, youth justice services that maximise opportunities through partnerships (including preparing with partners for the Taylor Review of Youth Justice along with other local and national political initiatives) – see section 6 below.
 - (ii) Continue to ensure strong performance and deliver on the post inspection action plan – see sections 4 and 5 below.
 - (iii) Implementation of AssetPlus, the national assessment, planning and supervision framework for youth justice

- (iv) Improve and develop relationships with Health (including Public Health) and the Office of the Police and Crime Commissioner/new PCC at strategic and operational levels.
- (v) Continue to improve the quality assurance framework with Hampshire Youth Offending Team and ensure the views of children, parents and victims are involved in improving the quality of services.
- (vi) Maintain the 'business as usual' partnership with the Isle of Wight YOT; explore further models of delivery both strategically and operationally, that will benefit and enhance performance and outcomes of both YOTs.

2.6. The full Youth Justice Plan covers the detail of how the above will be achieved, written in a format required by the Youth Justice Board.

2.7. At any one time, Hampshire Youth Offending Team is working with 250-300 children and young people across the county; during 2015/16 we worked with just over 950 in total. Furthermore, the Youth Crime Prevention Team is working with around 200 children at any one time. In addition, Hampshire YOT works with both the victims and the parents of those children and young people. All victims of youth crime are contacted by specialist trained Restorative Justice staff within the YOT and offered the opportunity to participate in a restorative intervention if they wish. Hampshire Youth Offending Team was awarded the Restorative Services Quality Mark by the Restorative Justice Council April 2016. Parents may be subject to statutory court orders, or participate in voluntary programmes with our staff and partners.

3. Finance

- 3.1. Hampshire Youth Offending Team's pooled partnership 2016/17 revenue budget is circa £4m (in both cash and/or staffing resource from partners) with approximately 80 staff (including those employed by partners). The Youth Crime Prevention budget is circa £565k with 16 staff. Hampshire County Council Children's Services department contributes the largest percentage (52%), followed by the Youth Justice Board (31%), probation (9%), police (6%) and health (2%). Hampshire Constabulary and the five Hampshire Clinical Commissioning Groups contribute their resource through staffing (police officers and Child and Adolescent Mental Health Nurses respectively), whilst Hampshire Children's Services and the Youth Justice Board contribute in cash. The National Probation Service has revised its national contribution to youth offending teams this year and from 2017 will be providing probation staff but no further additional cash. The YOT Management Board oversees the partnership budget. The separate Youth Crime Prevention budget is currently funded by a Police and Crime Commissioner grant (42%), Hampshire YOT's contribution from the Youth Justice Board grant (36%) and Hampshire Children's Services (22%).
- 3.2. The fact that the YOT is funded and staffed by four statutory agencies does present some risks and challenges in the current economic climate. Partners need to ensure that the delivery of youth justice services is done as effectively

and efficiently as possible in order to reduce and prevent offending, and make best use of the financial resources available and guarantee it is flexible and responsive enough to deal with the demand for services required.

- 3.3. As with all public services, the last few years have been financially challenging. Hampshire YOT's budget has continued to reduce since it began in April 2012 (following the disaggregation of Wessex Youth Offending Team) due to continued pressures on all partner contributions. This has resulted in cumulative budget reduction of 20% since 2012/13. As a response, Hampshire Youth Offending Team underwent a management review in 2013/14 (reducing senior management by two thirds) and a more widespread service review in 2014/15 to meet the financial challenges. Due to further continued reduction in the Youth Justice Board grant during 2015/16 and 2016/17, alongside the removal of the cash contribution from the National Probation Service from 2017, Hampshire Youth Offending Team is currently in another service review and consulting with staff to make the savings required and ensure the most efficient use of resources to meet the current needs and demands of the children and young people with whom we work.

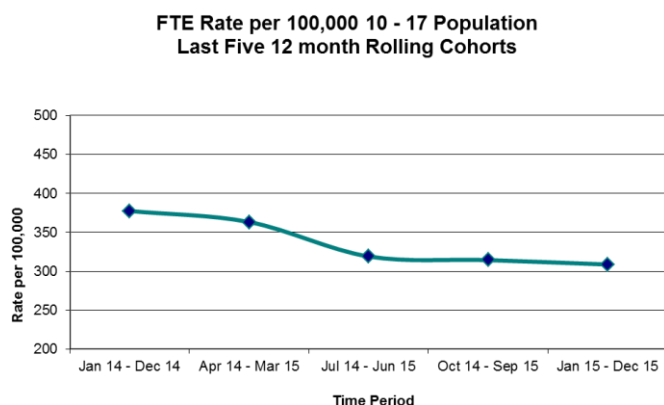
4. Performance

- 4.1. The significant financial challenges detailed above were set against a backdrop of an increasing downward trend in the numbers of children worked with by youth offending teams. Nationally there has been a significant downward trend in children and young people entering the criminal justice system (67% reduction in first time entrants since 2009/10) and the number of children in custody (57% reduction since 2009/10). Hampshire YOT has followed this trend and currently performs well on these indicators. Nationally, reoffending rates have risen slightly, although the cohort of children in the system is much reduced. In Hampshire, the cohort size has halved in the past five years. It is also important to note that reducing numbers do not necessarily equate to reducing workload. We have significant evidence that the children and young people with whom we are working are presenting with complex needs, risks and behaviours. Around 19% are looked after children, and our health needs analysis indicated a plethora of emotional, physical and mental health related issues experienced by children known to YOT. We are therefore working with a smaller number of children, but a larger percentage of those have complex and significant risks and needs. Furthermore, trends and fluctuations in the criminal justice system are not simple to control and link to a huge number of variables. This can range from changes in policing practice and targets, legislation, demographics, to media and political events and incidents.
- 4.2. All YOTs are required to nationally report to the Ministry of Justice via the Youth Justice Board on three national performance indicators. The Hampshire YOT Management Board sets internal targets annually for these indicators and monitors them. The performance indicators are:

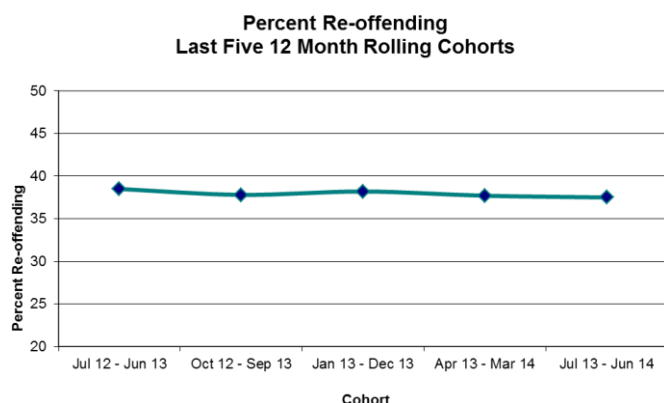
- (i) **Reducing the number of first time entrants into the criminal justice system** (measured as the rate per 100.000 10-17 year old population)
- (ii) **Reducing reoffending** (measured as number and percentage of young people who reoffend and number of re-offences)
- (iii) **Reducing the number of children in custody** (measured as rate per 1000 per 10-17 population).

4.3. Hampshire YOT has maintained relatively strong performance in recent years on all three indicators in relation to both national, regional and comparator YOTs. Latest figures show Hampshire performs better than the national rates for all three indicators. The latest performance data is shown below for information:

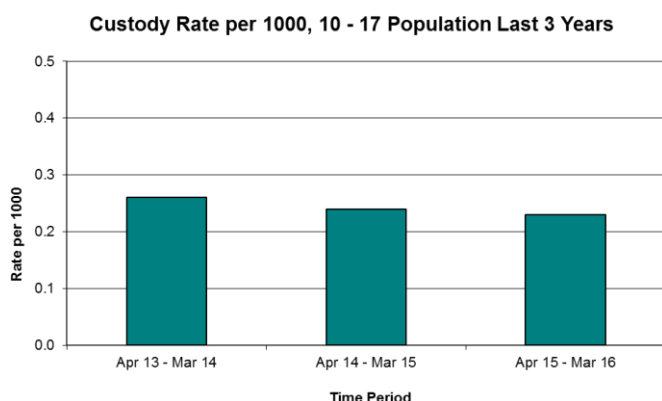
First time entrants



Reducing reoffending



Reducing Custody



5. Inspection and regulatory framework

5.1. Youth Offending Teams are inspected by Her Majesty's Inspectorate of Probation (HMIP). Hampshire YOT Management Board is accountable to HMIP to ensure performance against the following inspection criteria:

- Reducing the likelihood of reoffending
- Protecting the public
- Protecting the child or young person
- Ensuring the sentence is served

5.2 HMIP Inspection performance will reflect upon all partners and may, if unsatisfactory, trigger other inspections within individual agencies. Hampshire YOT was subject to a Short Quality Screening Inspection in April 2016. For four days six inspectors visited two Hampshire sites and inspected 47 cases by interviewing case managers. The Inspection report was subsequently published on the HMI Probation website on 11th May 2016. This Inspection report identifies the most significant strengths and areas for improvement, together with a commentary on the work that is designed to explain the findings and help the YOT understand where to focus its post-inspection improvement work. The report is also copied to the chief executive and elected members of the local authority, key strategic managers, the police and crime commissioner, other inspectorates (including Ofsted) and the Youth Justice Board (YJB).

5.3 The YOT manager is also provided with a set of charts summarising the key data and verbal feedback on the scores across each of the domains inspected. These are for internal use solely and the scores are not for publication. Hampshire YOT scored highly across all the categories, and obtained the top scoring category for three out of the four domains. The scores are shown below (80% and above is deemed as 'good'):

Overview of total scores in the 4 domains

Reducing reoffending	72%
Protecting the public	90%
Protecting the child or young person	90%
Ensuring the sentence is served	83%

This is a strong set of results for Hampshire YOT, who will continue to build upon and improve outcomes for youth justice with partners across Hampshire. HMI Probation has identified the following key strengths and areas for improvement in the Inspection report. An action plan is currently in place, overseen by the Hampshire YOT Management Board, to address the areas to develop in the coming months:

Key strengths

- Committed and creative staff.
- Engagement of children and young people and their parents/carers.
- Assessment of factors contributing to reoffending.
- Assessment, planning and management of the risk of harm posed to others.
- Information sharing and joint working with other agencies.

Areas to develop

- Review of assessment and planning.
- The consistency of intervention planning and the involvement of children and young people and their parents/carers in the process.
- Advice to courts to aid sentencing.

The full report can be found here:

<https://www.justiceinspectors.gov.uk/hmiprobation/wp-content/uploads/sites/5/2016/05/Hampshire-YOT-SQS.pdf>

6. Other key issues

6.1. Taylor Review: In September 2015, the then Secretary of State for Justice, Michael Gove, commissioned a full review of the youth justice system in England and Wales. He appointed Charlie Taylor, with a background in education, to lead a departmental review examining evidence on what works to prevent youth crime and rehabilitate young offenders in both custody and the community and whether the current delivery models and governance arrangements remain fit for purpose and achieve value for money. The review was later widened to encompass sentencing and youth courts within its remit. Following an interim review in February, publication was due the week of 27th June 2016; this was set to be the single largest review of youth justice since the 1998 Crime and Disorder Act set up youth offending teams and the Youth

Justice Board. However, due to the timings of the EU referendum and subsequent result, the Taylor Review has not yet been published. Michael Gove has now been replaced by a new Secretary of State, Liz Truss, and at the time of writing there are no firm details as to whether and when this review will proceed. Youth Offending Teams are therefore awaiting further information about the future landscape of youth justice and implications for funding and partnerships locally.

7. Recommendation

- 7.1 That the Children and Families Advisory Panel note the work of the Youth Offending Team and the Youth Justice Plan for Hampshire.
- 7.1. That Officers keep the plan under review following any publication of the Taylor Review and return to the Children and Families Advisory Panel for consideration if necessary.