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# NOTICE OF MEETING

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## CABINET

**THURSDAY, 5 NOVEMBER 2015 AT 12.00 PM**

**THE EXECUTIVE MEETING ROOM - THIRD FLOOR, THE GUILDHALL**

Telephone enquiries to Joanne Wildsmith, Democratic Services Tel 9283 4057  
Email: [joanne.wildsmith@portsmouthcc.gov.uk](mailto:joanne.wildsmith@portsmouthcc.gov.uk)

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## Membership

Councillor Donna Jones (Chair)

Councillor Luke Stubbs  
Councillor Ken Ellcome  
Councillor Lee Mason  
Councillor Robert New

Councillor Linda Symes  
Councillor Steve Wemyss  
Councillor Neill Young

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(NB This Agenda should be retained for future reference with the minutes of this meeting.)

Please note that the agenda, minutes and non-exempt reports are available to view online on the Portsmouth City Council website: [www.portsmouth.gov.uk](http://www.portsmouth.gov.uk)

**Deputations by members of the public may be made on any item where a decision is going to be taken. The request should be made in writing to the contact officer (above) by 12 noon of the working day before the meeting, and must include the purpose of the deputation (for example, for or against the recommendations). Email requests are accepted.**

## AGENDA

- 1 **Apologies for Absence**
- 2 **Declarations of Interests**
- 3 **Record of Previous Decision Meeting - 24 September 2015 (Pages 1 - 10)**

A copy of the record of the previous decisions taken at Cabinet on 24 September 2015 are attached.

**RECOMMENDED that the record of decisions of the Cabinet meeting held on 24 September 2015 are approved as a correct record and signed by the Chair.**

- 4 **Community Safety Priorities 2016/17 - Conclusions from the Safer**

## **Portsmouth Partnership (SPP) Strategic Assessment (Pages 11 - 24)**

The Safer Portsmouth Partnership (SPP) is the statutory community safety partnership for Portsmouth, chaired by the Executive Member for Environment and Community Safety, Cllr Rob New. The SPP is required by the Crime and Disorder Act 1998 to produce an annual strategic assessment of crime, anti-social behaviour, substance misuse and reoffending. This assessment provides a summary of research and analysis to identify strategic priorities for the coming year (2016/17) to inform and update the partnership plan and operational delivery plans.

The report by the Director of Regulatory Services, Troubled Families and Community Safety sets out the strategic priorities for 2016/17 which have been identified by analysing a range of data from the year 2014/15 in relation to crime, anti-social behaviour, substance misuse and reoffending and were agreed by the Safer Portsmouth Partnership on 1<sup>st</sup> October.

**RECOMMENDED that Cabinet endorse the strategic priorities and encourage all members to take account of these priorities in their day to day decision making.**

### **5 Treasury Management Mid Year Review (Pages 25 - 52)**

The purpose of the report by the Director of Finance and S151 Officer is to amend the minimum revenue provision (MRP) policy for the repayment of unsupported borrowing, to allow a wider range of investments to be made on the basis of a single credit rating, and to review the investment counter party limits. Appendix A aims to inform members and the wider community of the Council's Treasury Management position at 30 September 2015 and of the risks attached to that position.

(The recommendations are as set out within the report and are referred to Council for decision.)

### **6 Review of the Portsmouth Youth Offending Team Three Year Youth Justice Strategic Plan 2014-17 (Pages 53 - 112)**

The report by the Acting Deputy Director of Children's Services, Children's Social Care, seeks to share with the Cabinet details of Portsmouth Youth Offending Team's (YOT) first annual review of the three year Youth Justice Strategic Plan (as set out in Appendix 1).

**RECOMMENDED that Cabinet notes the achievements made by the Youth Offending Team in implementing the plan and endorses the priorities for the team and Management Board in maintaining high levels of practice and performance.**

### **7 A Blueprint for Health and Social Care in Portsmouth (Pages 113 - 132)**

Portsmouth City Council (PCC) and NHS Portsmouth Clinical Commissioning Group (CCG) have been leading discussions about the future of health and care with partners over the summer of 2015 with the aim of aligning the city's response to the challenges facing us over the coming years. These

discussions have resulted in a Blueprint for Portsmouth that sets out some principles that will shape our direction of travel and describes a possible model for prevention, wellbeing and care services.

The Blueprint was agreed in principle at the Health and Wellbeing Board (HWB) on 16<sup>th</sup> September 2016. This paper:

- Sets out the proposed direction of travel and model of care (The Blueprint)
- Highlights the central role of the council in taking this forward, as well as some of the particular issues that need to be addressed as the Blueprint is further developed
- Is intended to generate debate and discussion among Cabinet Members and wider audiences to inform the next steps in the development of the Blueprint at the HWB on 2 December 2015
- Seeks Cabinet's endorsement of the Portsmouth Blueprint and direction of travel

**RECOMMENDED that Cabinet:**

- (1) Endorse the Portsmouth Blueprint for health and care**
- (2) Require a more detailed report on the development of these proposals in early 2016.**

Members of the public are now permitted to use both audio visual recording devices and social media during this meeting, on the understanding that it neither disrupts the meeting or records those stating explicitly that they do not wish to be recorded. Guidance on the use of devices at meetings open to the public is available on the Council's website and posters on the wall of the meeting's venue.

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# Agenda Item 3

## CABINET

RECORD OF DECISIONS of the meeting of the Cabinet held on Thursday, 24 September 2015 at 1.00 pm at the Guildhall, Portsmouth

### Present

Councillor Donna Jones (in the Chair)

Councillors Ken Ellcome  
Lee Mason  
Robert New  
Linda Symes  
Steve Wemyss  
Neill Young

#### **47. Apologies for Absence (AI 1)**

Councillor Luke Stubbs had sent his apologies for absence due to being on council business at the LGA.

#### **48. Declarations of Interests (AI 2)**

Councillor Wemyss, during discussion of the Standing Order 58 decision, made a disclosable pecuniary interest when Skye Close was mentioned, as this is in proximity to his home property. For the Ethical Care Charter he did not have a pecuniary interest but is a member of UNISON and works for the NHS and his mother had previously received domiciliary care (self-funded).

#### **49. Record of Previous Decision Meeting - 3 July 2015 (AI 3)**

DECISION: the record of decisions of the of the Cabinet meeting held on 3 July 2015 were agreed as a correct record, for signature by the Leader.

#### **50. Matter Arising from Record of Decisions of 3 July (AI 4)**

Minute 42 - Flood Prevention Works

Alan Cufley as Director of Transport, Environment and Business Support, gave an update on the North Portsea Flood Defence works, with Phase 1 having been completed at Anchorage Park on budget, and there would be some limited planting over the winter. The open day on 7 September had been well attended. Phase 2 works at Great Salterns would take place from April to November 2016.

He would be visiting the Treasury the following day to discuss funding for the Southsea scheme, as their approval was needed for the scheme of over £100m, and he would report back regarding timescales.

Councillor Donna Jones, the Leader, felt this was an outstanding example of partnership working with the Environment Agency and was pleased that the

Environment Agency has awarded this and award for the high detail business plan for the scheme<sup>1</sup>. She thanked the coastal team and Councillor New as Cabinet Member for Environment and Community Safety for their work and involvement in the schemes.

Councillor New as the Cabinet Member for Environment and Community Safety reiterated the success of the North Portsea scheme, for which the local residents had been very pleased with the interaction with the council and contractors, and he wished to thank Guy Mason and his coastal protection team for their hard work in achieving these accolades.

#### **51. ECYP Scrutiny Panel - A review into progress against the Youth Offending Team Improvement Plan - with response report (AI 5)**

Stephen Kitchman presented the response report to the ECYP Scrutiny Panel's detailed review and final report.

Councillor Donna Jones, Leader, welcomed the YOT inspection report which was very encouraging, and the implementation plan was comprehensive. Thanks were extended to Superintendent Murray who had stood down as Chair and Superintendent Schofield, current Chair of the Youth Offending Board. Councillor Young, as Cabinet Member for Children & Education, praised the hard work of the staff at the YOT working to address offending behaviour of young people, and congratulated them on the progress made since the disaggregation of the Wessex YOT. The Leader thanked the staff who were in attendance for this item - the inspection report was a credit to the staff involved. She further asked that sincere thanks to Stephen Kitchman be placed on record as he was attending his last Cabinet meeting for the authority.

- (1) Cabinet thanked the panel for its work in undertaking a thorough review.**
- (2) Cabinet noted and supported the recommendations in that report.**
- (3) Cabinet noted the further inspection report of HMIP published 2<sup>nd</sup> September 2015, with corresponding endorsement of service improvement and development made within the Youth Offending Team.**

#### **52. Review of the HMIP (Probation) Inspection report and Inspection Improvement Plan (AI 6)**

Stephen Kitchman, Director of Children's Social Care, presented the report which outlined the progress made since the previous HMIP inspection report in 2013 - the recent inspection had been very positive on the progress made and HMIP inspectors had commented positively on the rapid improvement since the previous inspection. He thanked the Partnership, Jon Gardner and his management team and all the staff involved who had helped to achieve this outcome.

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<sup>1</sup> Best Business Case 2104

Councillor Donna Jones, Leader, welcomed the report and the results of the inspection and was aware that work was continuing in all areas to address the inspector's comments. Councillor New, Cabinet Member for Environment and Community Safety, also welcomed the multi-agency work taking place to protect young people from pursuing criminal activity.

**DECISION: the Cabinet noted the achievements made by the Youth Offending Team in improving practice and endorses the plan to make further improvements based upon the recommendations of the inspectorate.**

### **53. Ethical Care Charter - response to Notice of Motion (AI 7)**

Robert Watt, Director of Adult Services, presented his report which was in response to UNISON's Ethical Care Charter, which had been highlighted in a Notice of Motion to Council. He outlined the issues raised by the charter and reported that some other Local Authorities were not signing this, wishing to have member-lead policy and it was reported that Hampshire County Council had not signed up to it.

Lee Sprake of UNISON made a deputation on behalf of the union's charter which was also supported by Unite. The union felt that 15 minute visits gave little chance for personal interaction and building relationships to see what had changed since the last visit to the client. There was now NICE guidance favouring 30 minute visits and he asked that the government be lobbied for further funding to implement longer visits. He also outlined the problems for workers with zero hour contracts which lead to uncertainty. The charter also contained provisions for more training and interaction between carers and he asked for the Cabinet to adopt the charter.

Councillor Gerald Vernon-Jackson made a deputation in support of the notice of motion to sign up to the charter, which he had moved at Council. He reported that Reading Council had already signed up and Southampton would be doing so and the NICE announcement the previous day had been in support of longer than 15 minute visits. He was concerned that 15 minute appointments could be rushed or be even shorter as staff rushed to their next appointments as they were not paid for travel time. He would favour the use of the 'Systems Thinking' approach to homecare, as this could potentially save money and provide better quality interventions.

Councillor Ben Dowling then spoke also in support of signing up to the charter, as a spokesperson for Health & Social Care he stressed the duty to give the best quality of care to residents and felt improvements could be made for the city to lead the way in the sub region.

Councillor Donna Jones, Leader, commented on the personal touch issues - she was not aware of feedback on rushed visits or lack of care, and reported that lobbying was already taking place to request more funding from the government to meet the extra burdens of the Care Act. She was supportive of

extending Systems Thinking in Adult Social Care and this was already being planned. There was the need to have clarification on the NICE recommendation of 30 minute visits, to see if this would become mandatory as there would be cost implications - in the city there were approximately 61 people receiving care packages in multiples of only 15 minute durations. Portsmouth City Council was already paying travel time within the contracts. Councillor Wemyss felt that Zero hour contracts allowed flexibility which was attractive for some workers and it was not for the council to be prescriptive in the contracts of other organisations and it was important for costs to be controllable.

The Cabinet would note the report and watch with interest how other Local Authorities chose to implement the charter, and would in the meantime extend the Systems Thinking methods to Adult Social Care.

**DECISION: The Cabinet noted the report.**

**54. St.George's Day Celebration - Notice of Motion (AI 8)**

Claire Looney, Partnership and Commissioning Manager, presented the report which outlined the celebrations planned for 2016 which centred on the 400<sup>th</sup> anniversary of the death of Shakespeare and the 90<sup>th</sup> birthday of the Queen.

Councillor Donna Jones, as Leader of the Council, would encourage communities to have their celebrations and hoped that these could be promoted through Flagship and also the 'Love your Street' initiative. Councillor Linda Symes, as Cabinet Member for Culture, Leisure & Sport, supported the communities arranging their own events as the Events Budget was already under pressure.

**DECISIONS:**

- (1) That the date of St George's Day and those of the other UK's patron saints be promoted more widely for information.**
- (2) That communities be encouraged to lead their own events, using the Council's Events process, to mark St George's Day should they wish.**
- (3) That the specific UK country flags are flown in front of the Civic Offices to mark the relevant county saint's days e.g. the St George Cross on 23<sup>rd</sup> April, the Welsh flag on St David's Day (1<sup>st</sup> March) etc.**
- (4) That the Events Team continue to co-ordinate any activities as part of the national celebration of the 90<sup>th</sup> birthday of Her Majesty the Queen and to develop and work with the University of Portsmouth to commemorate the 400<sup>th</sup> anniversary of the death of William Shakespeare.**



**55. Response to Notice of Motion - regarding the Administration's handling of the Emirates Tower Deal (AI 9)**

Councillor Ben Dowling made a deputation requesting that there be an explanation for residents as to what mistakes had been made and why processes had been carried out in the way that they had.

Councillor Donna Jones, Leader, responded that the handing of the deal had been reviewed and that the current budget consultation highlighted the need to address the financial deficit and the opportunity had been taken to create income, with the Emirates deal being worth £5m over 3 years. She was confident that the correct and due, legal processes had been followed and there had been the need to deal sensitively with a commercial operator. Whilst the initial idea had been started under the Liberal Democrat Administration they had looked at a sponsorship deal worth approximately £80k per annum whilst the current deal was worth over £700k per annum. The public reaction had been regarding the red colour and not the legal process, and if the deal had not been successful the council would have needed to find £750k extra in cuts for the budget this year.

**DECISIONS: The Cabinet -**

- (1) welcomes the city's association with Emirates Airlines as a result of the Tower deal;**
- (2) notes that the payments to the City Council that will be generated exceed all expectations and that the promotion of Portsmouth on Emirates' flights should boost the tourist trade and raise the city's profile among potential investors;**
- (3) further notes that while some members of the council have criticized the deal, none has put forward any additional savings to offset the loss of income that would have resulted from not proceeding. Furthermore no-one from the Liberal Democrat group has ever explained why, if finding alternative sponsors is so easy - they never managed to do so during their ten years in charge of the council;**
- (4) therefore considers that the deal was well handled.**

**56. Forward Plan Omission (AI 10)**

The Cabinet noted the omission to the Forward Plan for September 2015 and that the necessary public notice had been published. The Chair of Scrutiny Management Panel, Cllr Hastings, had been consulted and was present at this meeting.

**57. Disposal of property on Isambard Brunel Road, including Chaucer House (AI 11)**

Tom Southall, the Corporate Asset Manager, presented the report which proposed that following a period of marketing the Corporate Asset Development Board select the appropriate method of disposal of the properties, with the preference for PCC to participate in the future income streams.

Councillor Donna Jones reported that she and Councillor Luke Stubbs, as Cabinet Member for Planning, Regeneration & Economic Development, had been working on this project for over a year and dialogue was taking place with all the tenants. This was a key site in the city centre close to student accommodation developments and there was already substantial interest in the site. The Leader was keen to develop this income stream and would be meeting with the developers.

**DECISIONS:**

- (1) That, Chaucer House, Great Western House, and the former Navigators Resource Centre be declared surplus to Council requirements and marketed for redevelopment.**
- (2) That following the marketing of the site the Corporate Asset Development Board in consultation with the Director of Finance, be empowered to select an offer including the method of disposal for redevelopment, which could include but not be limited to;**
  - Freehold or leasehold sale
  - Entering a Joint venture arrangement with a third party
- (3) The Director of Property, the Director of Finance & Section 151 Officer, and the City Solicitor, be given authority to secure vacant possession of the site (as identified in Appendix 1) and to complete all necessary documentation required to complete the transaction as per (2) above.**

**58. Treasury Management Outturn 2014/15 (AI 12)**

Chris Ward, the Director of Finance and S151 Officer, presented his report which was obligatory to report on the Treasury Management activities of the previous year.

The Cabinet supported the recommendations within the report which are forwarded to Council for approval.

**RECOMMENDED to Council**

**That the following recommendations relating to Appendices A and B of this report be approved:**

**Appendix A - that the following actual prudential indicators based on the unaudited draft accounts be noted:**

- (a) The actual ratio of non-Housing Revenue Account (HRA) financing costs to the non HRA net revenue stream of 8.7%;
- (b) The actual ratio of HRA financing costs to the HRA net revenue stream of 13.4%;
- (c) Actual non HRA capital expenditure for 2014/15 of £41,960,000;
- (d) Actual HRA capital expenditure for 2014/15 of £26,370,000;
- (e) The actual non HRA capital financing requirement as at 31 March 2015 of £250,599,000;
- (f) The actual HRA capital financing requirement as at 31 March 2015 of £153,391,000;
- (g) Actual external debt as at 31 March 2015 was £462,566,096 compared with £441,970,134 at 31 March 2014.

Appendix B - That the following actual Treasury Management indicators for 2014/15 be noted:

- (a) The Council's gross debt less investments at 31 March 2015 was £140,649,000;
- (b) The maturity structure of the Council's borrowing was

|        | Under 1 Year | 1 to 2 Years | 3 to 5 Years | 6 to 10 Years | 11 to 20 Years | 21 to 30 Years | 31 to 40 Years | 41 to 50 Years |
|--------|--------------|--------------|--------------|---------------|----------------|----------------|----------------|----------------|
| Actual | 1%           | 4%           | 3%           | 4%            | 15%            | 11%            | 20%            | 42%            |

- (c) The Council's sums invested for periods longer than 364 days at 31 March 2015 were:

|           | Actual<br>£m |
|-----------|--------------|
| 31/3/2015 | 158          |
| 31/3/2016 | 126          |
| 31/3/2017 | 45           |

- (d) The Council's fixed interest rate exposure at 31 March 2015 was £252m, ie. the Council had net fixed interest rate borrowing of £252m
- (e) The Council's variable interest rate exposure at 31 March 2015 was (£198m), ie. the Council had net variable interest rate investments of £198m

**59. Revision of Investment Strategy and Treasury Management Monitoring Report for 1st Quarter of 2015/16 (AI 13)**

Chris Ward, Director of Finance and the Section 151 Officer, presented the report which sought revision of the investment strategy and broadening of the investment portfolio.

The Cabinet supported the recommendations within the report which are forwarded to Council for approval.

**RECOMMENDED (1) That the Investment Strategy be amended to permit unsecured investments with a duration in excess of 2 years to be placed with banks**

**(2) That the Director of Finance and Information Services be given delegated authority to invest the Council's funds in equity trackers which follow the developed stock markets with a floor of 100% of the capital invested, ie. the Council's capital is guaranteed.**

**(3) That an investment limit of £70m be applied to equity trackers**

**(4) That the variable interest rate exposure limit be increased by (£70m) from (£278m) to (£348m), ie. that the limit for net variable interest rate investments be increased to £348m.**

**(5) That the investment limits applied to regions outside the United Kingdom be revised as follows:**

| Region             | Current Limit | Region                                  | Revised Limit |
|--------------------|---------------|---|---------------|
| Asia & Australia   | £40m          | Asia & Australia                        | £60m          |
| Americas           | £40m          | Americas                                | £60m          |
| Continental Europe | £30m          | Eurozone                                | £30m          |
|                    |               | Continental Europe outside the Eurozone | £30m          |

**(6) That the following actual treasury management indicators for the first quarter of 2015/16 be noted:**

**(a) The Council's debt at 30 June:**

| Prudential Indicator | Limit<br>£m | Actual<br>£m |
|----------------------|-------------|--------------|
| Authorised Limit     | 503         | 461          |
| Operational Boundary | 484         | 461          |

**(b) The maturity structure of the Council's borrowing was**

|             | Under 1 Year | 1 to 2 Years | 3 to 5 Years | 6 to 10 Years | 11 to 20 Years | 21 to 30 Years | 31 to 40 Years | 41 to 50 Years |
|-------------|--------------|--------------|--------------|---------------|----------------|----------------|----------------|----------------|
| Lower Limit | 0%           | 0%           | 0%           | 0%            | 0%             | 0%             | 0%             | 0%             |
| Upper Limit | 10%          | 10%          | 20%          | 20%           | 40%            | 40%            | 40%            | 50%            |
| Actual      | 1%           | 4%           | 3%           | 4%            | 15%            | 11%            | 20%            | 42%            |

**(c) The Council's sums invested for periods longer than 364 days at 30 June 2015 were:**

|                          | <b>Prudential Limit</b> | <b>Quarter 3 Actual</b> |
|--------------------------|-------------------------|-------------------------|
|                          | £m                      | £m                      |
| Maturing after 31/3/2016 | 243                     | 126                     |
| Maturing after 31/3/2017 | 231                     | 45                      |
| Maturing after 31/3/2018 | 228                     | 5                       |

**(d) The Council's fixed interest rate exposure at 30 June 2015 was £228m, ie. the Council had net fixed interest rate borrowing of £228m. This is within the Council's approved limit of £304m.**

**(e) The Council's variable interest rate exposure at 30 June 2015 was (£258m), ie. the Council had net variable interest rate investments of £258m. This is within the Council's approved limit of (£278m).**

**60. Revenue Budget Monitoring 2015/16 1st Quarter to end June 2015 (AI 14)**

Chris Ward, Director of Finance and Section 151 Officer, presented his report and reported that plans were in place to tackle the overspend in Childrens Social Care and plans were being worked on for that in Adult Social Care, as whilst there was some provision within contingency it was important to remedy this for future years.

The Cabinet supported the recommendations within the report which are forwarded to Council for approval.

**RECOMMENDED**

**(i) The forecast outturn position for 2015/16 be noted:**

**(a) An overspend of £5,247,800 before further forecast transfers from/(to) Portfolio Specific Reserves**

**(b) An overspend of £5,381,100 after further forecast transfers from/(to) Portfolio Specific Reserves.**

**(ii) Members note that any actual overspend at year end will in the first instance be deducted from any Portfolio Specific Reserve balance and once depleted then be deducted from the 2016/17 Cash Limit.**

**(iii) Directors, in consultation with the appropriate Cabinet Member, consider options that seek to minimise any forecast overspend presently being reported and prepare strategies outlining how any consequent reduction to the 2016/17 Portfolio cash limit will be managed to avoid further overspending during 2016/17.**

**61. Standing Order 58 - Property in Priory Crescent Milton (information item)  
(AI 15)**

David Williams as Chief Executive had taken the urgent decision, in consultation with the group leaders, to enable the implementation of the scheme. Councillor Donna Jones, as Leader, welcomed the decision resulting in the purchase of the property and was grateful to the officers for their work on this scheme which would benefit the children in the care of the authority. When another Social Care property at Skye Close was mentioned Councillor Wemyss made a disclosable declaration of interest.

**DECISION: The Cabinet noted that the Chief Executive exercised his powers under Standing Order 58.**

The meeting concluded at 2.10 pm.

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Councillor Donna Jones  
Leader of the Council



**Title of meeting:** Cabinet

**Date of meeting:** 5<sup>th</sup> November 2015

**Subject:** Community Safety Priorities 2016/17 (Conclusions from the Safer Portsmouth Partnership Strategic Assessment)

**Report by:** Director of Regulatory Services, Troubled Families and Community Safety

**Wards affected:** All

**Key decision:** No

**Full Council decision:** No

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## 1. Purpose of report

- 1.1 The Safer Portsmouth Partnership (SPP) is the statutory community safety partnership for Portsmouth, chaired by the Executive Member for Environment and Community Safety, Cllr Rob New. The SPP is required by the Crime and Disorder Act 1998 to produce an annual strategic assessment of crime, anti-social behaviour, substance misuse and reoffending. This assessment provides a summary of research and analysis to identify strategic priorities for the coming year (2016/17).
- 1.2 The strategic assessment informs the Safer Portsmouth Partnership's updated crime reduction strategy which will be presented at Cabinet and full council in March/April 2016.
- 1.3 This report sets out the strategic priorities for 2016/17 which have been identified by analysing a range of data from the year 2014/15 in relation to crime, anti-social behaviour, substance misuse and reoffending and were agreed by the Safer Portsmouth Partnership on 1<sup>st</sup> October.

## 2. Recommendations

- 2.1 That cabinet endorse the strategic priorities and encourage all members to take account of these priorities in their day to day decision making<sup>1</sup>.

## 3. Background

- 3.1 The Crime and Disorder Act 1998 enshrines in legislation the requirement for council, fire, police, probation and health services to work in partnership to reduce crime; it is not the sole responsibility of any one agency. The strategic assessment provides a

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<sup>1</sup> Section 17 of the Crime and Disorder Act

summary of analysis to assist the partners in setting strategic priorities and revising its three year rolling partnership plan by:

- Checking the partnership's current priorities and identifying any emerging priorities,
  - Providing a better understanding of local issues and community needs, and
  - Providing knowledge of what is driving the problems to help identify appropriate responses.
- 3.2 Areas requiring further analysis are identified and added to the Research and Analysis Work Programme that also feeds business planning processes.
- 3.3 A matrix is used to check the priority crime and anti-social behaviour types. This matrix takes into consideration: volume, trends, bench-marking with other similar areas, public concern, and personal harm and whether they were likely to have a disproportionate impact against sections of the community or were linked to drug or alcohol misuse.
- 3.4 We also look at emerging themes and broader measures where Portsmouth compares poorly against the average for similar areas (including Southampton), community concerns and national trends. Looking at all of these things helps officers to identify the areas that should be addressed by the partnership.
- 3.5 Whilst the long term priority areas themselves have remained fairly constant over the years, our local research continues to improve and identifies specific drivers and/or issues within the priorities that reflect the changing socio-economic climate (see appendix A for strategic assessment conclusions).
- 3.6 Officers supporting the Health and Wellbeing Board and the Children's Trust Board work together to agree leadership, avoid duplication and enhance co-ordination.

#### 4. **Strategic priorities for 2016/17**

- 4.1 The revised priorities agreed by the Safer Portsmouth Partnership for 2016/17 **focus on early intervention and prevention** and are set out below:
- Tackling violent crime by continuing to focus on **domestic abuse** and **alcohol-related violence**, but also developing our understanding of **sexual offences, hate crime** and **youth-related violence**.
  - Reduce **anti-social behaviour**, particularly focussing on **complex cases**.
  - Work with others to **identify cost benefits of intervening earlier** in complex cases of anti-social behaviour.
  - To ensure a specific **focus on drug and alcohol misusing perpetrators of anti-social behaviour** and offenders (via IOM).
  - **Early identification and interventions with adults and young people at risk** of perpetrating anti-social behaviour, offending or substance misuse



- Sustain improvements by alcohol misuse services to **reduce long term health issues.**
- Make sure drug treatment services **respond to the changing drug profile** of the city including the increased use of ecstasy and new psychoactive substances.
- **Support early intervention with children** who come to the attention of services before their needs escalate.
- To **support multi-agency work** by improving understanding and co-ordination between services.
- **Align research and analysis to localities**, support a partnership **community safety survey** and conduct **further research** to understand the increases in hate crime, youth-related violence and youth victimisation.

## 5. Reasons for recommendations

5.1 The city council is a key member of the community safety partnership and is required to work with the other 'responsible authorities'<sup>2</sup> as previously mentioned. However, it is the responsibility of the partnership to approve priorities for the city.

5.2 The process of identifying priorities set out above, is based on evidence and analysis and will stand up to scrutiny.

5.3 The endorsement by Cabinet of these priorities will facilitate the appropriate targeting of organisational resources across the partnership. Targeting resources in this way will help to drive down crime, substance misuse and anti-social behaviour and provide improved value for money. Existing cost benefit analyses have shown that early intervention can help reduce costs, for example:

- Every £1 spent on drug treatment saves £2.50 in costs to society (including costs to the criminal justice system and health services).
- Domestic abuse is costing services in Portsmouth over £13 million. This does not include accommodation costs for children in care, and domestic abuse is by far the largest single factor experienced by children entering care (at least 60%).
- One recent study found that better coordinated interventions from statutory and voluntary agencies can reduce the cost of wider service use for people with multiple needs by up to 26 per cent (Battrick et al 2014, Breaking Boundaries: Towards a 'troubled lives' programme, Institute for Public Policy Research September 2015)

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<sup>2</sup> Local authorities, fire authorities (usually delegated to the fire service), national probation service, community rehabilitation companies and clinical commissioning groups are termed 'responsible authorities' under the Crime and Disorder Act.

**6. Equality impact assessment**

- 6.1 An equalities impact assessment has not been completed for this report but will be completed for priority area delivery plans.
- 6.2 The strategic assessment includes community concerns gleaned from the Community Safety Survey and Drug Picture Survey. The next community safety survey is due to take place in early 2016.

**7. Legal implications**

- 7.1 There are no immediate implications arising from this report.

**8. Director of Finance's comments**

- 8.1 In supporting the strategic objectives of the Safer Portsmouth Partnership, partner agencies will have operational plans that also reflect the constraints of their respective organisational budgets.

.....  
Signed by:

**Appendices:**

Appendix A - Community Safety Priorities

**Background list of documents: Section 100D of the Local Government Act 1972**

The following documents disclose facts or matters, which have been relied upon to a material extent by the author in preparing this report:

| <b>Title of document</b>          | <b>Location</b>       |
|-----------------------------------|-----------------------|
| SPP Strategic Assessment 2014/15  | Community Safety Team |
| SPP Research & Analysis Programme | Community Safety Team |

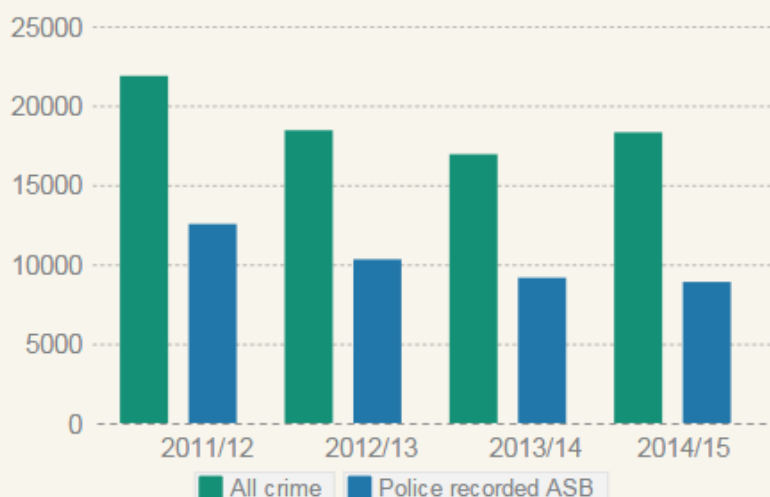
The recommendation(s) set out above were approved/ approved as amended/ deferred/ rejected by ..... on .....

.....  
Signed by:

## Conclusions from the 2014/15 SPP strategic assessment

There have been a number of challenges in the strategic assessment process and in drawing conclusive findings, primarily because of **significant changes in crime recording** following the HMIC<sup>1</sup> report, 'Crime recording: making the victim count' (November 2014). **Changes in resourcing and practice across many services have added to this.** Where possible, this has been taken into account to identify any substantial changes and highlight new or changing priorities.

### Reported Crime returns to 2012/13 levels



Overall, crime levels have gone up across the country. However, **Portsmouth has seen a larger increase in police recorded crime (9%) than the national average (3%)** which is beyond the level expected from changes in recording practice. The increase has largely been driven by an increase in violent crime. This suggests either real increases in some types of crime or that levels of previous under-recording by police in Portsmouth and Hampshire as a whole, were higher than found nationally. This issue highlights the importance of using detailed analysis and multiple data sets to really understand crime patterns in order to effectively prioritise a partnership response.

### 1. Violence

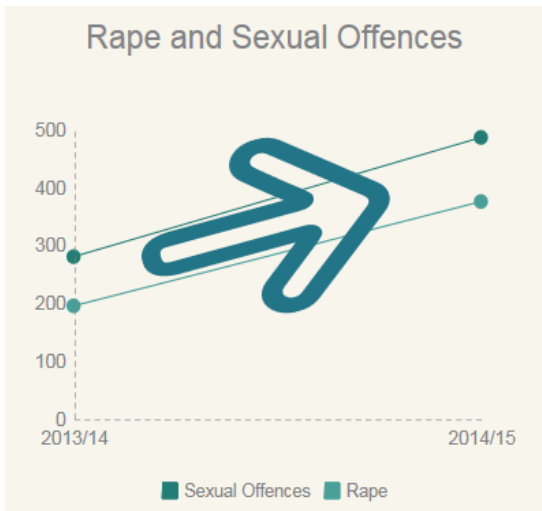
In the last year, 6,671 violent offences were recorded in Portsmouth, an increase of 36% (n1864) since 2013/14. The earlier HMIC report found that violent crime had been under-recorded by 33% and Hampshire Constabulary has faced similar issues to other areas. **Violent crime now accounts for 36% of all crime compared to 29% in 2013/14.** This is a rate of 32.2 per 1,000 population, which is higher than the

<sup>1</sup> Her Majesty's Inspectorate of Constabulary

25.6 per 1,000 population for similar areas and 29 per 1,000 measured by the CSEW<sup>2</sup>. **Domestic abuse is still the largest category of violent crime** accounting for 31% of all assaults (n1,554). There was a 29% (n348) increase on last year.

Some types of violent crime have seen substantial increases, these include:

### a) Sexual offences



There has been a **74% (n207) increase in sexual offences**. The **largest increase has been in serious sexual offences including rape** where there has been a 92% (n179) increase. Similar increases have been seen across Hampshire, but this is beyond the national average increase of 41%. Whilst improved confidence and recording of offences may account for some of the increase, it may not account for all unless there was a higher level of under-recording locally. We know that just under a quarter of offences were historic. **Over half of offences were committed by someone known to the victim** (35% by an acquaintance), **approximately half were alcohol and/or drug related** and the **most common age for the victim was between 13 and 22 years**.

### b) Public order offences

**Public order offences** have increased by 83% (n649); this is thought to be related to better recording and **includes re-coding some ASB incidents as crimes**. Again, an 83% increase is beyond what might be anticipated from improved recording, unless we had a higher level of under-reporting locally.

### c) Racially and religiously aggravated violence

There has been a 52% (n98) increase in violence flagged as **racially and religiously aggravated** and Portsmouth has the second highest rate within its most similar group. This **increase has been driven by a 74% (n89) increase in public order offences such as harassment flagged as racially driven**. Previous research found the most common location for incidents to be near to the victim's own home, and this year the most common reported location for incidents was the victim's own home **or in the street or park**. Portsmouth's hate crime team have also seen an increase in reports which could signal real increases and **warrants further attention**.

### d) Youth related violence

There has also been a notable rise in **youth related violence** - incidents where the young person (aged 10 to 17) is the victim, the offender, or both. The **number of young people who have been victims of youth-on-youth assaults has tripled (n108) over the last year**. The biggest increase is where the victim and

<sup>2</sup> Crime Survey for England and Wales

offender are known to each other. ***There was also a substantial 239% increase (n271) where a young person was the offender and the victim was an adult.*** Some of this may be attributable to better recording especially if this relates to lower level violence (such as public order offences) but ***the increase is larger than expected which could indicate a real increase.***

***A substantial number of offences relating to young people assaulting an adult are offences against parents / step parents; teachers*** (specifically in the Harbour School which may reflect changing reporting policy with a new head teacher in post) ***and looked after children (LAC) assaulting staff responsible for their care.*** We don't fully understand the reasons for the increases and ***this needs further investigation.***

## 2. Serious and acquisitive crime

Levels have not changed to the extent that it would become a main priority. The only substantial rise was in theft from motor vehicles and to a lesser extent, motor vehicle interference with decreases in shop theft and theft from the person.

## 3. Alcohol misuse

Portsmouth continues to face challenges related to alcohol misuse but recent investment in response and treatment services has started to have an impact. This is reflected in the reductions in alcohol related hospital admissions which ***for the first time this year have dropped below the national average*** and the average for our comparator group of areas. ***However, alcohol specific and alcohol related mortality and chronic liver disease continue at a higher rate*** than for England, our comparator group and the South East region. To impact on these health indicators ***requires sustained improvements over ten to twenty years*** and we are still to reach these milestones since improved investment and prioritisation of alcohol misuse.

## 4. Drug misuse

***Drug use in the city continues to be higher than national averages, particularly for ecstasy and powder cocaine.*** Whilst this may reflect the urban and age demographic of the city, it continues to be a priority area. There have also been some important changes in the drug profiles for the city with an ***increase in the use of new psychoactive substances*** (NPS). For young people this is now the third most reported substance use after alcohol and cannabis. NPS's can be easily accessed regardless of age and are in fact easier for young people to purchase than alcohol and cigarettes. Existing treatment services are more geared to opiate and crack cocaine. So, whilst the figures for NPS use are still relatively small, increased use and the unknown impact on long term health indicators mean it is important to ensure response and treatment services are aware of and responsive to this new challenge.

There is a very ***clear link between alcohol and drug use and crime and anti-social behaviour and health outcomes*** for the city. Analysis of persistent and prolific offenders, young offenders and complex ASB cases shows the impact of substances on the perpetrators, their families and the local community.

## 5. Young people

For the first time since 2007/08 there has been ***an increase in all recorded crimes committed by young people aged 10 to 17 years.*** In general, this is likely to reflect changes in recording practice by the police after the HMIC data integrity report.

However, while the number of crimes committed by young offenders has increased, ***the number of young offenders continues to fall, and therefore the average number of crimes each young offender is responsible for has steadily increased from an average of 2.3 offences per offender in 2007/08 to 3.9 in 2014/15.***

On a positive note, ***the custody rate for our young offenders has improved and is now slightly less than the national average*** and our most similar group average. Previously, Portsmouth had a high custody rate so this is a significant improvement.

Offending by looked after children continues to cause concern; ***12.7% of LAC commit offences compared to 1% in the youth population as a whole.*** Whilst it is clear that this is partly a reflection of the risk factors that have led to both their offending and their looked after status, we do not seem to be impacting significantly on the young people's offending rates even after they come into care. In other words, ***existing interventions for LAC are not as successful as they could be in reducing offending.***

Charles Dickens, St Thomas and Paulsgrove wards continue to have the highest rate of young offenders and are target areas for interventions. The partnership's Restorative Justice Strategy and YOT triage panel will hopefully impact in future years and benefit both victims and offenders.

### **Risk factors for young people**



Whilst work to address and reduce risk factors for young people is being led by the Children's Trust as they oversee the development of Multi-Agency Teams (MATs), it is worth reiterating that there are some areas of risk to young people where Portsmouth could do better. This includes: ***the number of young people aged 16 to 18 not in education, employment or training; persistent absence, fixed term exclusions; GCSE attainments; and offending by looked after young people.*** Portsmouth also has a higher rate of children killed or injured in road traffic incidents than the national average and a much higher rate of hospital admissions for self-harm (which is a reflection of emotional wellbeing).

## **6. Child Sexual Exploitation**

There has been an increased focus on children and young people at risk of Child Sexual Exploitation (CSE) and regular multi agency forums are held to review the tactical and strategic plans for missing, exploited and trafficked young people across Hampshire. This work is led by the Children's Trust.

### **Risk factors for child sexual exploitation**



***Young women aged 15 to 17 are most at risk particularly where they have pre-existing vulnerability.*** There is also a ***link being drawn between CSE and drug supply particularly*** where local young males actively seek to sexually exploit young women as payment for drugs.

## 7. Adult re-offending

In relation to what we know about adult offenders, we only have information on the 25.6% of recorded crimes that were detected and 22.6% of crimes resulted in a formal outcome - which is above the national rate. This obviously means we don't have detailed information about the vast majority of people who commit crime in the city. However, we do know that nearly **90% of offenders have only committed one or two offences** in the previous twelve month period and **significantly there are fewer prolific offenders than in previous years**. In 2011/12, there were 54 people (1.56% of known offenders) that committed ten or more offences, this has reduced to just 25 (0.9% of known offenders). 18 to 24 years continues to be a peak age for offending although there has been a growth in offending for the 25 to 34 year old age range. This may reflect a changing offender demographic but it is still too early to identify a trend.

Groups of offenders managed by the Portsmouth Integrated Offender Management team have been tracked over time and have shown a **sustained reduction in their offending beyond the time they are on the IOM programme**. This is an **important finding** as previous research found that after two years offending started to increase again.

### Risk factors for prolific offenders



The most prolific offenders are **older** than the offender population as a whole and there is a **correlation with complex ASB cases where there are emerging issues such as alcohol and drug misuse; homelessness; rough sleeping; threats from drug dealers, domestic abuse, mental health issues and** for young people, **child protection issues**.

## 8. Anti-social behaviour

It is difficult to get a complete picture of ASB across the city and current changes to police recording of ASB are likely to make this even harder. However, our local Community Safety Surveys shows that ASB does impact on our local communities and that noise, litter and dog fouling, rowdy and noisy behaviour in the street, street drinking and inconsiderate behaviour continue to be concerns and experiences of city residents.

The relationship between risk factors and crime or ASB is complex; it is not that these issues cause offending and ASB in themselves, but rather that the risk factors are similar, and offending or ASB may emerge from those issues. There is a **link with alcohol misuse and in more complex cases the perpetrators are often also victims and in some cases exploited by others**.

### Risk factors for anti-social behaviour



Cross referencing cases found **high levels of alcohol and drug use; exploitation by transient drug dealers; mental health and learning disabilities, domestic abuse and child neglect**. Improving the first assessment of cases that have these risk indicators might enable earlier interventions and investment before the cases become entrenched and extremely complex to solve, causing major problems for both the perpetrator and local community members.



## 9. What works to manage cases of multiple or complex needs?

It is not unusual for perpetrators to also be victims of crime. For example, some of the people vulnerable to exploitation by transient drug dealers using their properties may also have complex needs themselves; the tenant of a property reported for causing ASB who is also the victim of domestic abuse. Hand in hand with these issues are problems with accommodation; employment training and education, financial management skills and other life skills. Understanding and responding to these issues may have a greater impact on crime and ASB the earlier they are identified and the quicker interventions are put in place to prevent escalation.

Whilst the troubled families programme now Positive Family Steps has assisted in some cases, this does not identify and respond to all individuals (notably those without children or where their children are no longer living with them).

Supporting staff across agencies through training and information to identify and respond appropriately to each new case; monitoring those most in need and offering single points of contact; supporting the development of multi-agency work by improving understanding and co-ordination between services and empowering multi agency forums to be more effective.

### Risk factors for people with multiple or complex needs



Throughout the strategic assessment process, there is growing evidence of the complex and inter related nature of many of the issues and the people involved. ***Young people committing multiple or serious offences or adults (with or without families) who commit offences especially prolific, persistent or problematic offenders and complex ASB cases***, often have multiple needs. These are described on the diagram at the end of this hand-out as 'Risk Factors'.

## Reviewing SPP priorities

**Whilst** overall, the main priorities remain the same, the focus within each priority area has shifted (and this is set out below).

In addition, there is a growing need to **consider/reconsider the response to both young people at risk and adults at risk**. In particular to consider the impact of looked after young people; young people with reduced life chances; the complex relationship between substance misuse, emotional well-being/mental health, learning disability; domestic abuse and child neglect in terms of increased exposure to crime and ASB and greater likelihood of being both victim and perpetrator.

There are examples of successfully targeted interventions such as the IOM, and PPO offender programmes; troubled families programme and positive activities for young people. However, there is **less knowledge**



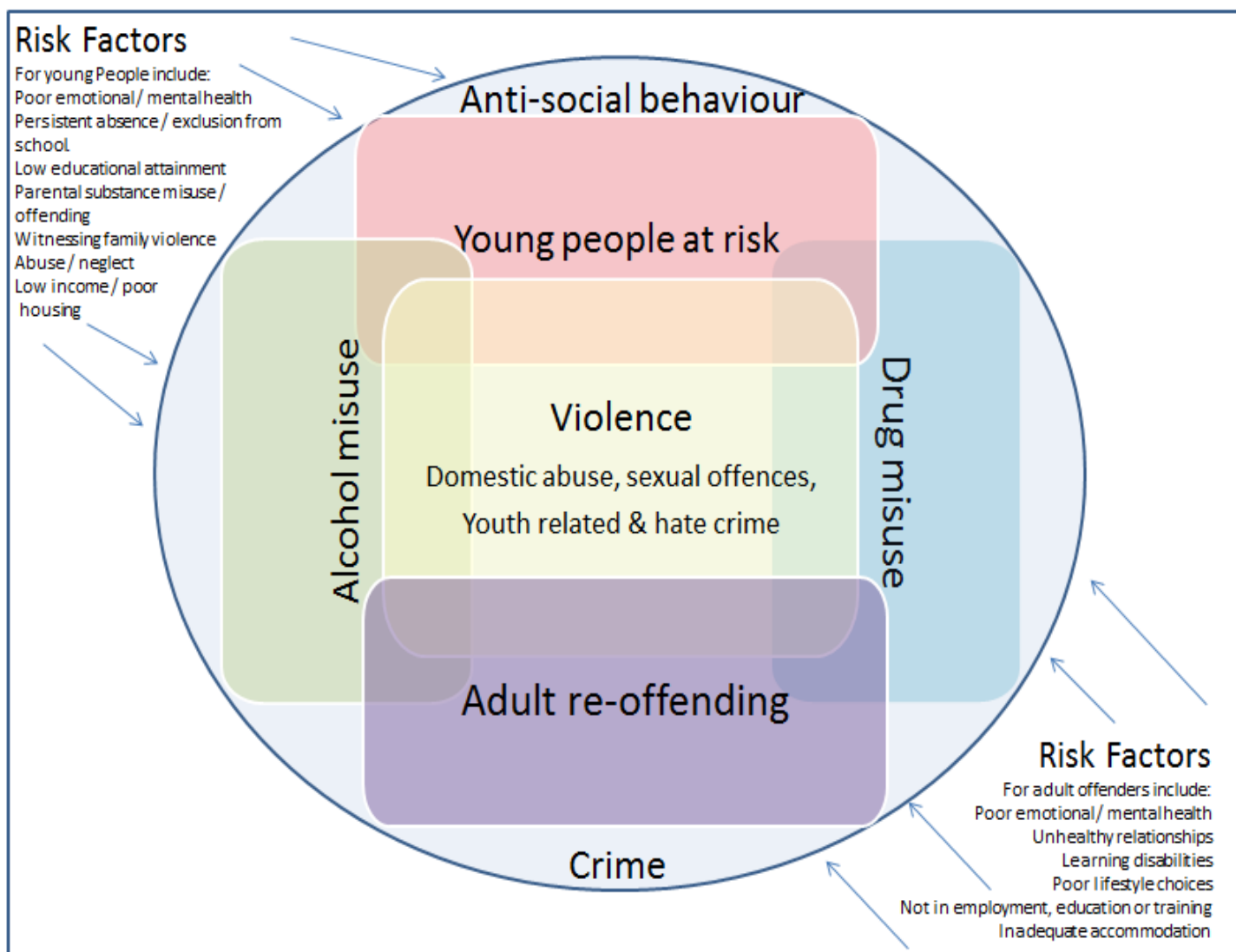
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and overview work of the impact of dual and multiple diagnosis in general and very few interventions targeted specifically at adults (without children / or where their children are no longer living with them).

### In terms of specific priorities:

- Tackling violent crime by continuing to focus on domestic abuse and alcohol-related violence, but also focussing on sexual offences, hate crime and youth-related violence.
- Reduce anti-social behaviour, particularly focussing on complex cases.
- Sustain improvements by alcohol misuse services to reduce long term health issues.
- Make sure drug treatment services respond to the changing drug profile of the city including the increased use of ecstasy and new psychoactive substances.
- To ensure a specific focus on drug and alcohol misusing perpetrators of anti-social behaviour and offenders (via IOM).
- Support early intervention with children who come to the attention of services before their needs escalate.
- Work with others to identify cost benefits of intervening earlier in complex cases of anti-social behaviour
- Early identification of and interventions with adults and young people at risk of perpetrating anti-social behaviour, offending or substance misuse.
- To support multi-agency work by improving understanding and co-ordination between services.

- Align research and analysis to localities, support a partnership community safety survey and conduct further research to understand the increases in hate crime, youth-related violence and youth victimisation.



# Risk Factors

## Anti-social behaviour

Youth-on-youth violence has almost tripled since 2013/14 (n165).

There were 173 Young Offenders, a 4% reduction compared to 13/14

The number of children in care has remained stable since last year (n320)

### Young people at risk

18% of Young People had been drunk in the last 4 weeks

The Children's Society survey reported that 45% their parents provided alcohol

There were 778 children involved in the 648 cases that went to MARAC

Domestic abuse is a common factor in child protection plans (58%, n283) and for children taken into care (51%, n88)

The You Say survey 2014/15 found that 11% of respondents' were worried about their parents' drug use.

11% of opiate users and 43% of non-opiate users completed treatment successfully

The rate of alcohol related hospital admissions (2,079 per 100,000) is lower than the England and MSG averages

### Alcohol misuse

Portsmouth has a higher rate of alcohol-related deaths and chronic liver disease than nationally or the MSG average.

At least 30% of DV assaults involved alcohol

43% of crimes were flagged as alcohol related (where this field was not left blank)

43% of lower risk and 50% of higher risk offenders supervised in the community misused alcohol

Domestic Abuse is the most common driver for violent assaults (31%, n1,323).

### Domestic violence

Dip sample of 120 domestic incidents found 59% (n71) of incidents both victim and offenders had been involved in previous incidents

20% of individuals accessing treatment services are currently experiencing, or have previously experienced DA

Estimated 1,549 opiate and crack cocaine users (OCU's)

Most commonly used substances: cannabis /skunk (22%), powder cocaine (10.5%), ecstasy & NPS (9.8)

### Drug misuse

22 in treatment reported Novel Psychoactive Substances as a problem, double 2013/14

At least 7% of offenders supervised by NPS were domestic abuse perpetrators

### Adult re-offending

27% of lower risk and 39% of higher risk offenders supervised in the community misused drugs

The biggest proportion of known offenders are in the 25 to 34 years age category (28.8%, n819)

The most prolific offenders were responsible for 278 offences / 2.1% of all Crime

The majority of known offenders still only commit one known offence each year (73.9%, n2,103)

## Crime

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|                                     |  |
|-------------------------------------|--|
| <b>Title of Meeting</b>             | Cabinet<br>City Council  |
| <b>Subject:</b>                     | Treasury Management Mid-Year Review for 2015/16  |
| <b>Date of decision:</b>            | 5 November 2015 (Cabinet)<br>6 November 2015 (Governance, Audit & Standards Committee – Information only)<br>10 November 2015 (City Council) |
| <b>Report by:</b>                   | Chris Ward, Director of Financial & Information Services and Section 151 Officer   |
| <b>Wards affected:</b>              | All  |
| Key decision:                       | Yes  |
| Budget & policy framework decision: | Yes  |

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## 1. Purpose of report

The purpose of the report is to review the current treasury management position and strategy and make recommendations to improve the strength and performance of the treasury management operation. This report seeks to amend the minimum revenue provision (MRP) policy for the repayment of unsupported borrowing, to allow a wider range of investments to be made on the basis of a single credit rating, and to review the investment counter party limits. Appendix A aims to inform members and the wider community of the Council's Treasury Management position at 30 September 2015 and of the risks attached to that position.

## 2. Recommendations

1. That the annuity method of calculating the minimum revenue provision (MRP) for the repayment of debt is applied with effect from 2015/16 to General Fund post 1 April 2008 self-financed borrowing excluding:
  - Finance Leases
  - Service concessions (including Private Finance Initiative schemes)
  - Borrowing to fund long term debtors (including finance leases);
2. That investments be made in enhanced or cash plus money market funds on the basis of a single credit rating and that these be treated as category 6 investments
3. That the investment counter party limits be revised as shown in Appendix B

4. That the following investment duration limits be approved:

|  | Maximum Duration Limit |
|--|------------------------|
| <u>Category 1</u><br>United Kingdom Government including the Debt Management Office Deposit Facility   | Up to 5 years          |
| <u>Category 2</u><br>Local authorities in England, Scotland and Wales  | Up to 5 years          |
| <u>Category 3</u><br>RSLs with a single long term credit rating of Aa-   | Up to 10 years         |
| <u>Category 4</u><br>Banks (including equity trackers) with a short term credit rating of F1+ and a long term rating of Aa-.<br>Aaa rated money market funds.  | Up to 5 years          |
| <u>Category 5</u><br>RSLs with a single A long term credit rating of A-  | Up 10 years            |
| <u>Category 6</u><br>Banks (including equity trackers) and corporate bonds with a short term credit rating of F1 and a long term rating of A+.<br>Building societies with a short term credit rating of F1 and a long term rating of A.<br>Enhanced money market funds with a single AA credit rating. | Up to 5 years.         |
| <u>Category 7</u><br>Banks (including equity trackers) and corporate bonds with a short term credit rating of F1 and a long term rating of A.<br>Building societies with a short term credit rating of F1 and a long term rating of A-.  | Up to 5 years          |
| <u>Category 8</u><br>Banks (including equity trackers) and corporate bonds with a short term credit rating of F1 and a long term rating of A-.   | Up to 5 years          |
| <u>Category 9</u><br>Building societies with a short term credit rating of F2 and a long term rating of BBB.   | Up to 2 years          |
| <u>Category 10</u><br>Unrated building societies in the strongest financial position   | Up to 2 years          |
| <u>Category 11</u><br>Unrated building societies in a strong financial position  | Up to 364 days         |

5. That the following actual Treasury Management indicators for the second quarter of 2015/16 be noted:

(a) The Council's debt at 30 September was as follows:

| <b>Prudential Indicator 2015/16</b> | <b>Limit</b> | <b>Position at 30/9/15</b> |
|-------------------------------------|--------------|----------------------------|
|                                     | £M           | £M                         |
| Authorised Limit                    | 503          | 469                        |
| Operational Boundary                | 484          | 469                        |

(b) The maturity structure of the Council's borrowing was:

|             | <b>Under 1 Year</b> | <b>1 to 2 Years</b> | <b>3 to 5 Years</b> | <b>6 to 10 Years</b> | <b>11 to 20 Years</b> | <b>21 to 30 Years</b> | <b>31 to 40 Years</b> | <b>41 to 50 Years</b> |
|-------------|---------------------|---------------------|---------------------|----------------------|-----------------------|-----------------------|-----------------------|-----------------------|
| Lower Limit | 0%                  | 0%                  | 0%                  | 0%                   | 0%                    | 0%                    | 0%                    | 0%                    |
| Upper Limit | 20%                 | 20%                 | 30%                 | 30%                  | 40%                   | 40%                   | 60%                   | 70%                   |
| Actual      | 1%                  | 4%                  | 3%                  | 4%                   | 17%                   | 11%                   | 19%                   | 41%                   |

(c) The Council's interest rate exposures at 30 September 2015 were:

|                   | <b>Limit</b> | <b>Actual</b> |
|-------------------|--------------|---------------|
|                   | £m           | £m            |
| Fixed Interest    | 304          | 218           |
| Variable Interest | (358)        | (242)         |

(d) Sums invested for periods longer than 364 days at 30 September 2015 were:

| <b>Maturing after</b> | <b>Original Limit</b> | <b>Actual</b> |
|-----------------------|-----------------------|---------------|
|                       | £m                    | £m            |
| 31/3/2016             | 243                   | 159           |
| 31/3/2017             | 231                   | 70            |
| 31/3/2018             | 228                   | 5             |

### **3. Background**

CIPFA's Treasury Management Code requires a Treasury Management Mid-Year Review to be considered by the City Council. The Council's treasury management position at 30 September and the risks attached to that position are reported in Appendix A.

The Local Authorities (Capital Finance and Accounting) (England) (Amendment) Regulations 2008 require each authority to "determine for the current financial year an amount of minimum provision which it considers prudent". Our current policy uses the asset life equal instalment method. However, 60% of the Council's borrowings mature in over 30 years meaning that funds are set aside in advance of need. All but £11m of the Council's borrowing is PWLB debt. The PWLB introduced new lower discount rates to calculate premiums on the early repayment of debt in 2010. The increased premiums resulting from this means that the existing debt is unlikely to be repaid early or rescheduled. In the meantime providing MRP using the asset life equal instalment method is contributing to the Council's high cash balances. The need to invest such high cash balances exposes the Council to credit risk in the event that one of the Council's investment counterparties gets into financial difficulties.

The Council has to hold some of its cash in liquid investments in order to meet its expenditure obligations when they fall due. The Council currently invests its short term cash in instant access money market funds which are currently yielding around 0.46%.

The Council changed its provider for investment counter party information on 1<sup>st</sup> May following the expiry of the previous contract. In addition there have been some changes to the credit ratings of the Council's investment counterparties.

The Council's investment strategy approved by the City Council on 17 March 2015 set various duration limits for different investments depending on their credit quality.

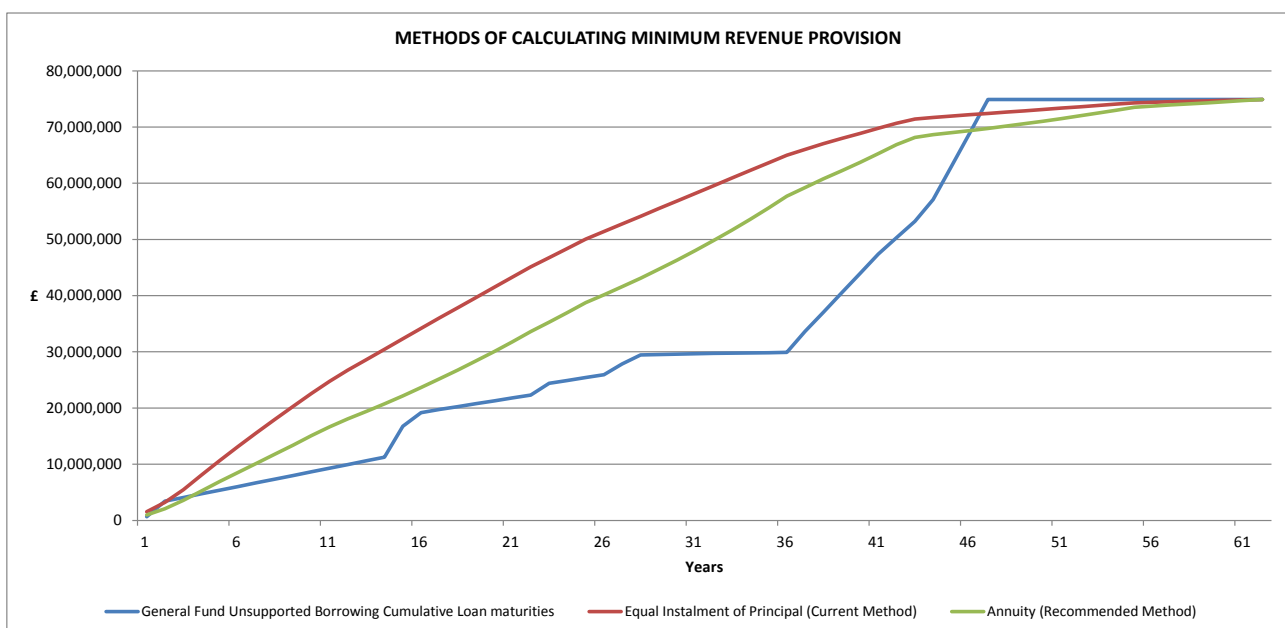


#### 4. Reasons for Recommendations

It is recommended that the annuity method of calculating minimum revenue provision (MRP) for the repayment of debt is applied with effect from 2015/16 to General Fund post 1 April 2008 self-financed borrowing excluding:

- Finance Leases
- Service concessions (including Private Finance Initiative schemes)
- Borrowing to fund long term debtors (including finance leases)

This will still ensure that provision is made for the repayment of unsupported borrowing within the life of the assets that it is used to finance, but in a way that better reflects the maturity pattern of the Council's borrowing and avoids the credit risk associated with providing for the repayment of debt long before there is any realistic chance of the debt actually being repaid. The graph below illustrates this point.



It should also be borne in mind that the real value of the Council's long term borrowing will be considerably eroded by inflation prior to it becoming due for repayment which is a further argument for not providing for its repayment excessively early.

Separate arrangements exist to provide MRP for finance leases, service concessions and borrowing to fund long term debtors. MRP on finance leases and service concessions including Private Finance Initiative (PFI) arrangements equals the charge that goes to write down the balance sheet liability. The principal element of the income receivable from long term debtors is set aside to repay debt if the asset was financed through self-financed borrowing in order that the repayment of the debt is financed from the capital receipt. The principal element of the rent receivable from finance leases is set aside to repay debt if the asset was financed through self-financed borrowing in order that the repayment of the debt is financed from the capital receipt. It is not recommended that these arrangements be changed.

The returns on the Council's short term cash could be significantly enhanced by investing funds where same day access is not required in enhanced or cash plus money market funds which require two to four days' notice of withdrawals. These funds only have a single credit rating whereas the Council's investment policy generally requires investment counter parties to have two credit ratings. This provides the Council with greater assurance as it is relying on the analysis of two credit rating agencies rather than just one. However there is a cost to obtaining multiple credit ratings and enhanced or cash plus funds only have a single credit rating. It is therefore recommended that investments be made in enhanced or cash plus money market funds on the basis of a single credit rating. These funds have AA or AAA credit ratings. However it is recommended that these funds be treated as category 6 (A+) investments to reflect the increased risk of relying on a single credit rating (as opposed to category 4 if two ratings had been obtained).

The Council's new supplier of counter party information has suggested some additional counter parties that meet the Council's credit criteria. It is recommended that these be added to the Council's investment counter party list and that the investment limits be revised to take account of any changes to counter party's credit ratings.

Following the City Council's decision on 13 October to permit unsecured investments with a duration in excess of 2 years to be placed with banks; it is recommended that the following investment duration limits in the investment strategy be approved:

|   | Maximum Duration Limit |
|---|------------------------|
| <u>Category 1</u><br>United Kingdom Government including the Debt Management Office Deposit Facility  | Up to 5 years          |
| <u>Category 2</u><br>Local authorities in England, Scotland and Wales   | Up to 5 years          |
| <u>Category 3</u><br>RSLs with a single long term credit rating of Aa-  | Up to 10 years         |
| <u>Category 4</u><br>Banks (including equity trackers) with a short term credit rating of F1+ and a long term rating of Aa-.<br>Aaa rated money market funds.   | Up to 5 years          |
| <u>Category 5</u><br>RSLs with a single A long term credit rating of A-   | Up 10 years            |
| <u>Category 6</u><br>Banks (including equity trackers) and corporate bonds with a short term credit rating of F1 and a long term rating of A+.<br>Building societies with a short term credit rating of F1 and a long term rating of A.<br>Enhanced money market funds with a single credit rating of AA. | Up to 5 years.         |
| <u>Category 7</u><br>Banks (including equity trackers) and corporate bonds with a short term credit rating of F1 and a long term rating of A.<br>Building societies with a short term credit rating of F1 and a long term rating of A-.   | Up to 5 years          |
| <u>Category 8</u><br>Banks (including equity trackers) and corporate bonds with a short term credit rating of F1 and a long term rating of A-.  | Up to 5 years          |
| <u>Category 9</u><br>Building societies with a short term credit rating of F2 and a long term rating of BBB.  | Up to 2 years          |
| <u>Category 10</u><br>Unrated building societies in the strongest financial position  | Up to 2 years          |
| <u>Category 11</u><br>Unrated building societies in a strong financial position   | Up to 364 days         |

## 5. Equality impact assessment (EIA)

The contents of this report do not have any relevant equalities impact and therefore an equalities impact assessment is not required.

## 6. Legal Implications

The Section 151 Officer is required by the Local Government Act 1972 and by the Accounts and Audit Regulations 2011 to ensure that the Council's budgeting, financial management, and accounting practices meet the relevant statutory and professional requirements. Members must have regard to and be aware of the wider duties placed on the Council by various statutes governing the conduct of its financial affairs.

## 7. Director of Finance's comments

All financial considerations are contained within the body of the report and the attached appendices

.....  
 Signed by Director of Financial Services & IS (Section 151 Officer)

### Appendices:

**Appendix A: Treasury Management Mid-Year Review 2015/16**

**Appendix B: Investment Counter Party List**

### **Background list of documents: Section 100D of the Local Government Act 1972**

The following documents disclose facts or matters, which have been relied upon to a material extent by the author in preparing this report:

|   | <b><u>Title of document</u></b> | <b>Location</b>    |
|---|---------------------------------|--------------------|
| 1 | Treasury Management Files       | Financial Services |
| 2 |                                 |                    |

The recommendation(s) set out above were approved/ approved as amended/ deferred/ rejected by the City Council on 10 November 2015.

.....  
 Signed by: Leader of the Council

**TREASURY MANAGEMENT MID YEAR REVIEW OF 2015/16****1. GOVERNANCE**

The Treasury Management Policy Statement, Annual Minimum Revenue Provision for Debt Repayment Statement and Annual Investment Strategy approved by the City Council on 17 March 2015 provide the framework within which Treasury Management activities are undertaken.

**2. ECONOMIC UPDATE****United Kingdom**

UK gross domestic product (GDP) growth rates in 2013 of 2.2% and 2.9% in 2014 were the strongest growth rates of any G7 country; the 2014 growth rate was also the strongest UK rate since 2006 and the 2015 growth rate is likely to be a leading rate in the G7 again, possibly being equal to that of the US. However, quarter 1 of 2015 was weak at +0.4% (+2.9% y/y) though there was a rebound in quarter 2 to +0.7% (+2.4% y/y). Growth is expected to weaken marginally to about +0.5% in quarter 3 as the economy faces headwinds for exporters from the appreciation of Sterling against the Euro and weak growth in the EU, China and emerging markets, plus the dampening effect of the Government's continuing austerity programme, although the pace of reductions was eased in the May Budget.

Despite these headwinds, the Bank of England is forecasting growth to remain around 2.4 – 2.8% over the next three years, driven mainly by strong consumer demand as the squeeze on the disposable incomes of consumers has been reversed by a recovery in wage inflation at the same time that CPI inflation has fallen to, or near to, zero over the last quarter. Investment expenditure is also expected to support growth.

The August Bank of England Inflation Report forecast was notably subdued with inflation barely getting back up to the 2% target within the 2-3 year time horizon. However, with the price of oil taking a fresh downward direction and Iran expected to soon re-join the world oil market after the impending lifting of sanctions, there could be several more months of low inflation still to come, especially as world commodity prices have generally been depressed by the Chinese economic downturn.

There are therefore considerable risks around whether inflation will rise in the near future as strongly as previously expected; this will make it more difficult for the central banks of both the US and the UK to raise rates as soon as had previously been expected, especially given the recent major concerns around the slowdown in Chinese growth, the knock on impact on the earnings of emerging countries from falling oil and commodity prices, and the volatility we have seen in equity and bond markets in 2015 so far, which could potentially spill over to impact the real economies rather than just financial markets.

### United States

The American economy has made a strong comeback after a weak first quarter's growth at +0.6% (annualised), to grow by no less than 3.9% in quarter 2 of 2015. While there had been confident expectations during the summer that the Fed. could start increasing rates at its meeting on 17 September, or if not by the end of 2015, the recent downbeat news about Chinese and Japanese growth and the knock on impact on emerging countries that are major suppliers of commodities, was cited as the main reason for the Fed's decision to pull back from making that start. This has led to a reappraisal of the likelihood of any increase occurring in 2015 with early 2016 now being widely regarded as being more likely.

### Eurozone (EZ)

In the Eurozone, the European Central Bank (ECB) fired its big bazooka in January 2015 in unleashing a massive €1.1 trillion programme of quantitative easing to buy up high credit quality government and other debt of selected EZ countries. This programme of €60bn of monthly purchases started in March 2015 and it is intended to run initially to September 2016. This already appears to have had a positive effect in helping a recovery in consumer and business confidence and a start to a significant improvement in economic growth. GDP growth rose to 0.5% in quarter 1 2015 (1.0% y/y) but came in at +0.4% (+1.5% y/y) in quarter 2 and looks as if it may maintain this pace in quarter 3. However, the recent downbeat Chinese and Japanese news has raised questions as to whether the ECB will need to boost its QE programme if it is to succeed in significantly improving growth in the EZ and getting inflation up from the current level of around zero to its target of 2%.

### 3. INTEREST RATE FORECAST

The Council's treasury advisor, Capita Asset Services, has provided the following forecast:

|                | Dec-15 | Mar-16 | Jun-16 | Sep-16 | Dec-16 | Mar-17 | Jun-17 | Sep-17 | Dec-17 | Mar-18 | Jun-18 |
|----------------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|
| Bank rate      | 0.50%  | 0.50%  | 0.75%  | 0.75%  | 1.00%  | 1.00%  | 1.25%  | 1.50%  | 1.50%  | 1.75%  | 1.75%  |
| 5yr PWLB rate  | 2.40%  | 2.50%  | 2.60%  | 2.80%  | 2.90%  | 3.00%  | 3.10%  | 3.20%  | 3.30%  | 3.40%  | 3.50%  |
| 10yr PWLB rate | 3.00%  | 3.20%  | 3.30%  | 3.40%  | 3.50%  | 3.70%  | 3.80%  | 3.90%  | 4.00%  | 4.10%  | 4.20%  |
| 25yr PWLB rate | 3.60%  | 3.80%  | 3.90%  | 4.00%  | 4.10%  | 4.20%  | 4.30%  | 4.40%  | 4.50%  | 4.60%  | 4.60%  |
| 50yr PWLB rate | 3.60%  | 3.80%  | 3.90%  | 4.00%  | 4.10%  | 4.20%  | 4.30%  | 4.40%  | 4.50%  | 4.60%  | 4.60%  |

Capita Asset Services undertook a review of its interest rate forecasts on 11 August. Later in August, fears around the slowdown in China and Japan caused major volatility in equities and bonds and sparked a flight from equities into safe havens like gilts and so caused PWLB rates to fall. However, there is much volatility in rates as news ebbs and flows in negative or positive ways and news in September in respect of Volkswagen, and other corporates, has compounded downward pressure on equity prices. This latest forecast includes a first increase in Bank Rate in quarter 2 of 2016.

Despite market turbulence in late August, and then September, causing a sharp downturn in PWLB rates, the overall trend in the longer term will be for gilt yields and PWLB rates to rise, due to the high volume of gilt issuance in the UK, and of bond issuance in other major western countries. Increasing investor confidence in eventual world economic recovery is also likely to compound this effect as recovery will encourage investors to switch from bonds to equities.

The overall balance of risks to economic recovery in the UK is currently evenly balanced. Only time will tell just how long this current period of strong economic growth will last; it also remains exposed to vulnerabilities in a number of key areas.

Downside risks to current forecasts for UK gilt yields and PWLB rates currently include:

- Geopolitical risks in Eastern Europe, the Middle East and Asia, increasing safe haven flows.
- UK economic growth turns significantly weaker than we currently anticipate.
- Weak growth or recession in the UK's main trading partners - the EU, US and China.

- A resurgence of the Eurozone sovereign debt crisis.
- Recapitalisation of European banks requiring more government financial support.
- Monetary policy action failing to stimulate sustainable growth and to combat the threat of deflation in western economies, especially the Eurozone and Japan.
- Emerging country economies, currencies and corporates destabilised by falling commodity prices and / or the start of United States Fed. rate increases, causing a flight to safe havens

The potential for upside risks to current forecasts for UK gilt yields and PWLB rates, especially for longer term PWLB rates include: -

- Uncertainty around the risk of a UK exit from the EU.
- The ECB severely disappointing financial markets with a programme of asset purchases which proves insufficient to significantly stimulate growth in the EZ.
- The commencement by the US Federal Reserve of increases in the Fed. funds rate in 2015, causing a fundamental reassessment by investors of the relative risks of holding bonds as opposed to equities and leading to a major flight from bonds to equities.
- UK inflation returning to significantly higher levels than in the wider EU and US, causing an increase in the inflation premium inherent to gilt yields.



#### 4. NET DEBT

The Council's net borrowing position excluding accrued interest at 30 September 2015 was as follows:

|   | <b>1 April 2015</b> | <b>30 September 2015</b> |
|---|---------------------|--------------------------|
|   | £'000               | £'000                    |
| Borrowing   | 376,471             | 383,795                  |
| Finance Leases  | 3,027               | 2,740                    |
| Service Concession Arrangements<br>(including Private Finance Initiative) | 83,068              | 82,589                   |
| <b>Gross Debt</b>   | <b>462,566</b>      | <b>469,124</b>           |
| Investments   | (321,917)           | (408,236)                |
| <b>Net Debt</b>   | <b>140,649</b>      | <b>60,888</b>            |

The Council has a high level of investments relative to its gross debt due to a high level of reserves, partly built up to meet future commitments under the Private Finance Initiative schemes and future capital expenditure. However these reserves are fully committed and are not available to fund new expenditure. The £84m of borrowing taken in 2011/12 to take advantage of the very low PWLB rates has also temporarily increased the Council's cash balances.

The current high level of investments increases the Council's exposure to credit risk, ie. the risk that an approved borrower defaults on the Council's investment. In the interim period where investments are high because loans have been taken in advance of need, there is also a short term risk that the rates (and therefore the cost) at which money has been borrowed will be greater than the rates at which those loans can be invested. The level of investments will fall as capital expenditure is incurred and commitments under the Private Finance Initiative (PFI) schemes are met.

## 5. DEBT RESCHEDULING

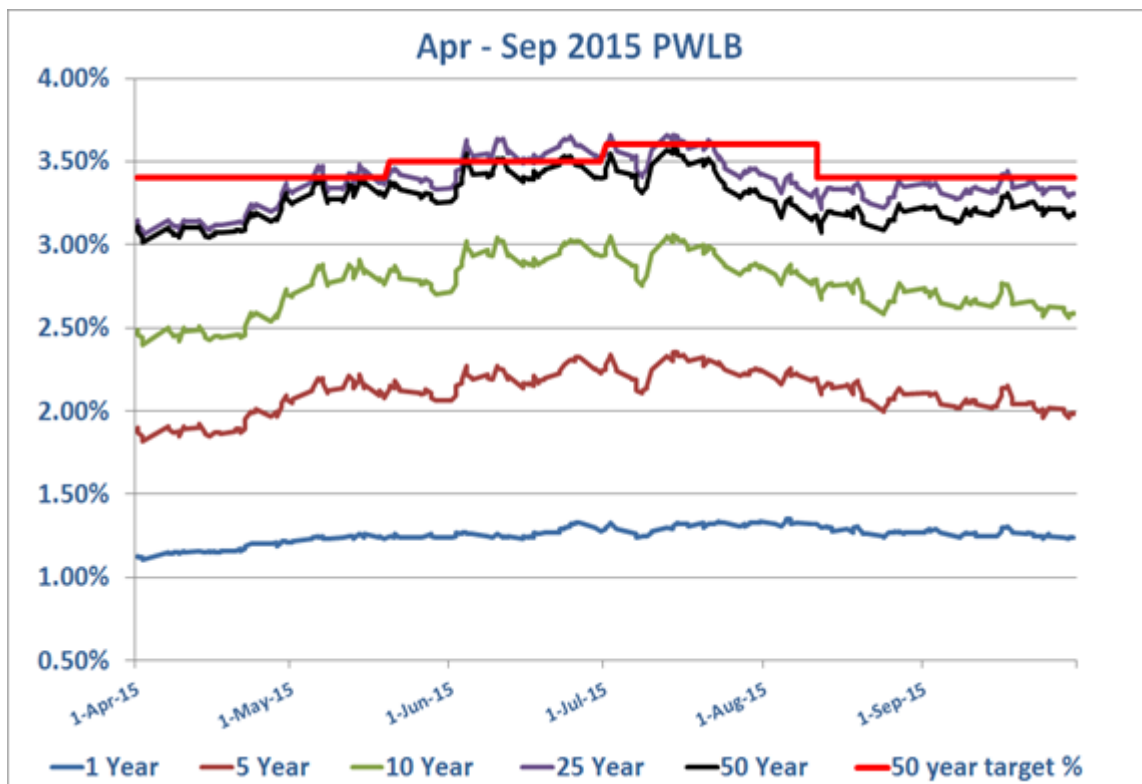
Under certain circumstances it could be beneficial to use the Council's investments to repay its debt. However this normally entails paying a premium to the lender, namely the Public Works Loans Board (PWLB). Debt rescheduling is only beneficial to the revenue account when the benefits of reduced net interest payments exceed the cost of any premiums payable to the lender. Debt rescheduling opportunities have been limited in the current economic climate and by the structure of interest rates following increases in PWLB new borrowing rates in October 2010.

No debt rescheduling was undertaken during the first half of the year.

## 6. BORROWING ACTIVITY

The City Council has access to borrow £18m from the Public Works Loans Board (PWLB) at the project rate in 2015/16 to fund the development of Tipner, Horsea Island and Dunsbury Hill Farm. The project rate is 0.2% less than the certainty rate that the PWLB normally offers to the Council.

The graph below shows the PWLB's certainty rates in the first six months of 2015/16.



There were many small movements in PWLB rates in the first six months of 2015/16, both upwards and downwards, but overall the general trend has been an increase in interest rates during the first quarter but then a fall during the second quarter. There was a dip in PWLB rates on 24<sup>th</sup> August and £9m was borrowed from the PWLB at the project rate which was 2.73% at the time. The loan has a term of 15 years repayable at maturity in August 2030.

The remaining £9m of the allocation will be borrowed at a time when PWLB rates are favourable.

The Council's debt at 30 September was as follows:

| <b>Prudential Indicator 2015/16</b> | <b>Limit</b> | <b>Position at 30/9/14</b> |
|-------------------------------------|--------------|----------------------------|
|                                     | £M           | £M                         |
| Authorised Limit                    | 503          | 469                        |
| Operational Boundary                | 484          | 469                        |

## **7. MATURITY STRUCTURE OF BORROWING**

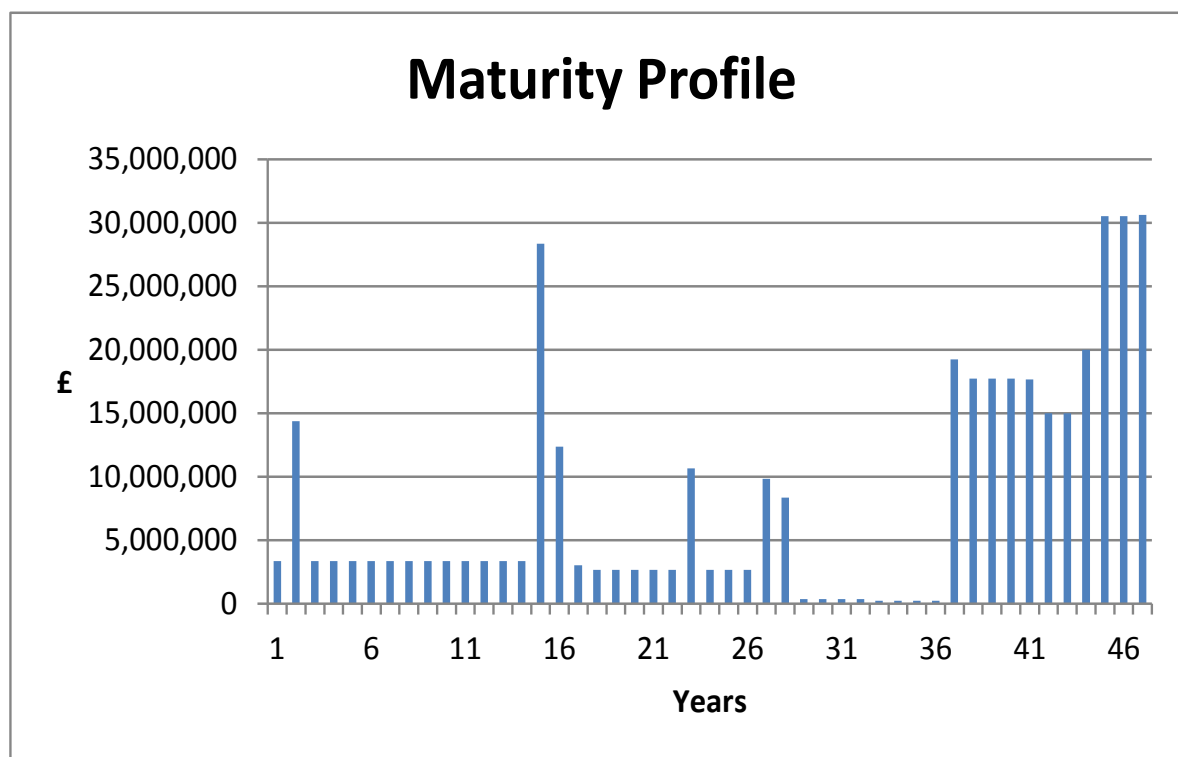
In recent years the cheapest loans have often been very long loans repayable at maturity.

During 2007/08 the Council rescheduled £70.8m of debt. This involved repaying loans from the Public Works Loans Board (PWLB) early and taking out new loans from the PWLB with longer maturities ranging from 45 to 49 years. The effect of the debt restructuring was to reduce the annual interest payable on the Council's debt and to lengthen the maturity profile of the Council's debt.

£50m of new borrowing was taken in 2008/09 to finance capital expenditure. Funds were borrowed from the PWLB at fixed rates of between 4.45% and 4.60% for between 43 and 50 years.

A further £173m was borrowed in 2011/12 to finance capital expenditure and the HRA Self Financing payment to the Government. Funds were borrowed from the PWLB at rates of between 3.48% and 5.01%. £89m of this borrowing is repayable at maturity in excess of 48 years. The remaining £84m is repayable in equal installments of principal over periods of between 20 and 31 years.

As a result of interest rates in 2007/08 when the City Council rescheduled much of its debt and interest rates in 2008/09 and 2011/12 when the City Council undertook considerable new borrowing 60% of the City Council's debt matures in over 30 years' time. This is illustrated in graph below.



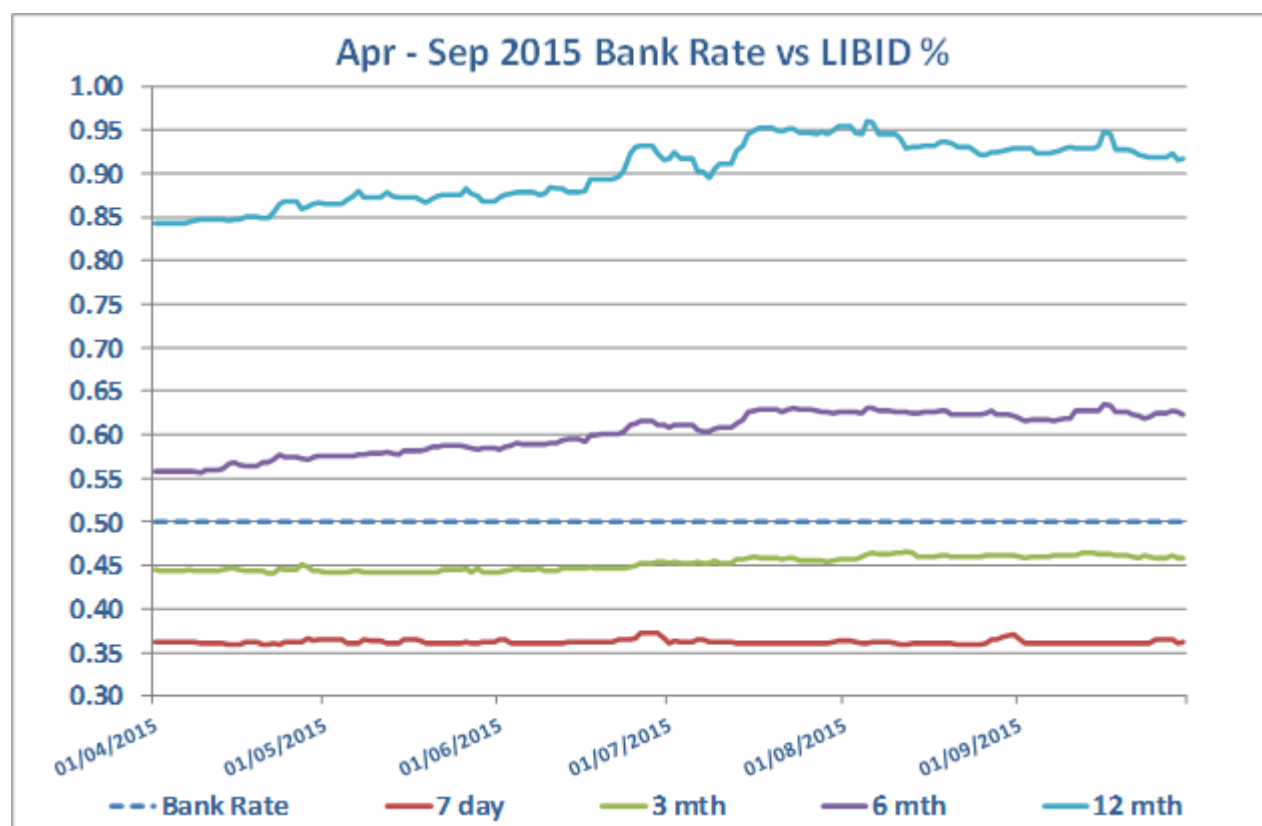
CIPFA's Treasury Management in the Public Services Code of Practice which the City Council is legally obliged to have regard to requires local authorities to set upper and lower limits for the maturity structure of their borrowing. The limits set by the City Council on 17 March together with the City Councils actual debt maturity pattern are shown below.

|             | <b>Under 1 Year</b> | <b>1 to 2 Years</b> | <b>3 to 5 Years</b> | <b>6 to 10 Years</b> | <b>11 to 20 Years</b> | <b>21 to 30 Years</b> | <b>31 to 40 Years</b> | <b>41 to 50 Years</b> |
|-------------|---------------------|---------------------|---------------------|----------------------|-----------------------|-----------------------|-----------------------|-----------------------|
| Lower Limit | 0%                  | 0%                  | 0%                  | 0%                   | 0%                    | 0%                    | 0%                    | 0%                    |
| Upper Limit | 20%                 | 20%                 | 30%                 | 30%                  | 40%                   | 40%                   | 60%                   | 70%                   |
| Actual      | 1%                  | 4%                  | 3%                  | 4%                   | 17%                   | 11%                   | 19%                   | 41%                   |

## 8. INVESTMENT ACTIVITY

In accordance with the Government's statutory guidance, it is the Council's priority to ensure security of capital and liquidity, and to obtain an appropriate level of return which is consistent with the Council's risk appetite. It is a very difficult investment market in terms of earning the level of interest rates commonly seen in previous decades as rates are very low and in line with the 0.5% Bank Rate.

Short term market interest rates for the first half of 2015/16 are shown in the graph below:



The Council's investment portfolio has increased by £86.3m from £321.9m to £408.2m. This resulted in up to £85m being invested in AAA rated money market funds and 1 month UK Government Treasury Bills which paid interest of between 0.33 and 0.42% until it was possible to invest these funds for a longer term at higher interest rates. This caused the average return on the Council's investments to fall from 0.76% in 2014/15 to 0.68% in the first quarter of 2015/16. Despite this the Council has been able to reduce its investments in other local authorities by £54.5m from £161.5m to £107.0m. Local authorities are currently typically offering 0.5% for a year or 0.9% for two years compared to 1.05% for a year or 1.25% for two years from other borrowers.

The overall investment portfolio yield for the first six months of the year is 0.76%.

The Council's budgeted investment return for 2015/16 is £2,297k, and performance for the year to date is £376k above budget. This is due to having more cash to invest than had been anticipated and improved investment returns.

## **9. REVISION OF INVESTMENT COUNTER PARTIES**

The Council changed its provider for counter party information on 1<sup>st</sup> May following the expiry of the previous contract. The Council's new supplier of counter party information has suggested some additional counter parties that meet the Council's credit criteria.

In addition there have been a lot of changes to institutions credit ratings in the first six months of 2015/16. Following the financial crisis many governments, including the UK government, put bank resolution arrangements in place so that if a bank fails in future, it will be depositors that fund the resolution of the failure rather than the tax payer. This resulted in numerous banks being placed on negative outlook by the credit rating agencies as they considered whether uplifts to credit ratings on the basis of sovereign support were still justified. At the same time the regulatory authorities have required banks to strengthen their balance sheets. Uplifts to credit ratings for sovereign support have now been largely removed. The credit rating agencies have also changed their methodologies to focus more on loss absorbing capital, effectively shareholders' funds. The credit rating agencies have now completed many of their reviews and as a result of banks strengthening their balance sheets, many of the negative outlooks that were placed on banks did not actually result in downgrades.

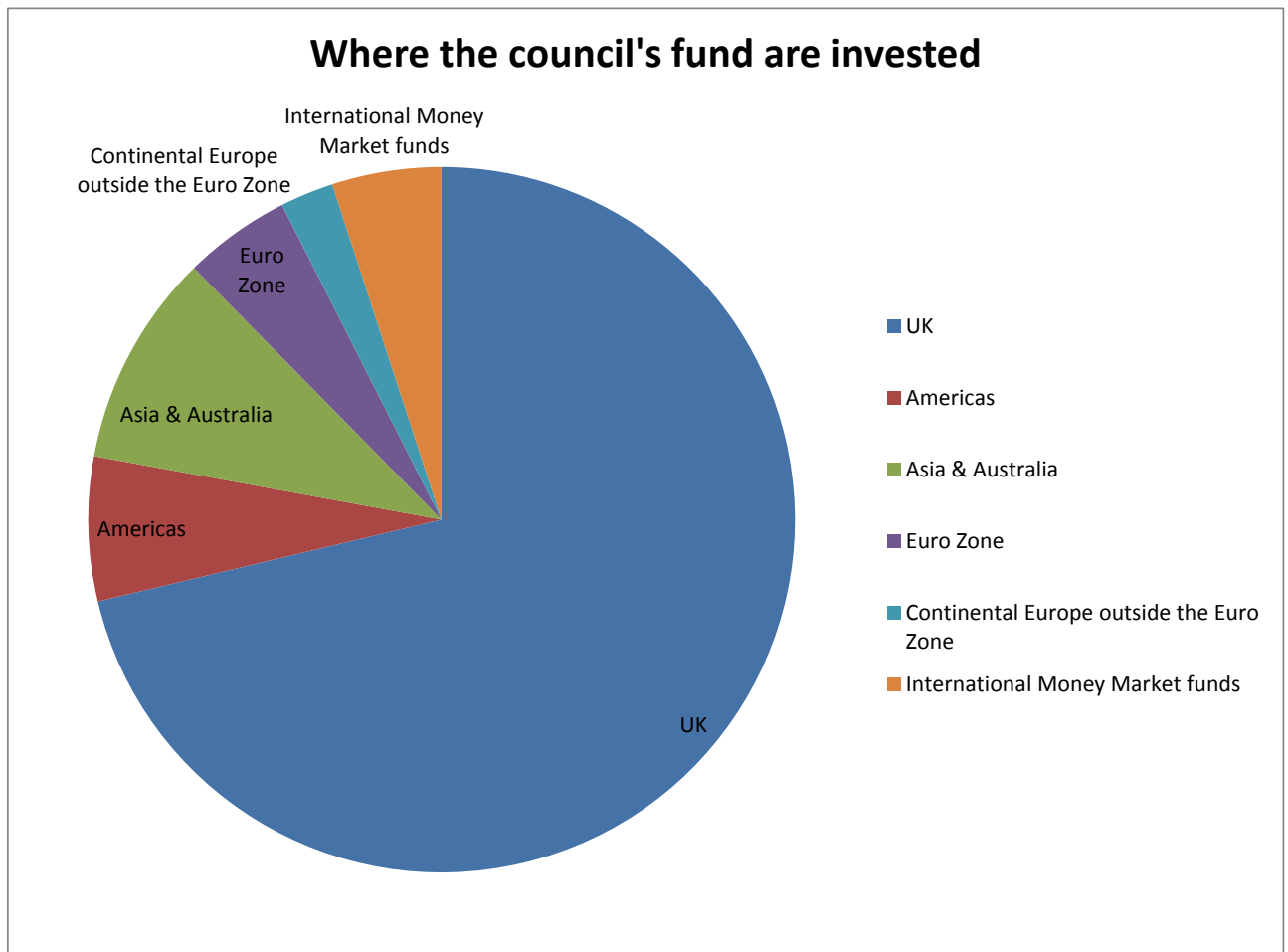
It is recommended that the new counter parties identified be added to the Council's investment counter party list and that the investment limits be revised to take account of any changes to counter party's credit ratings.

## **10. SECURITY OF INVESTMENTS**

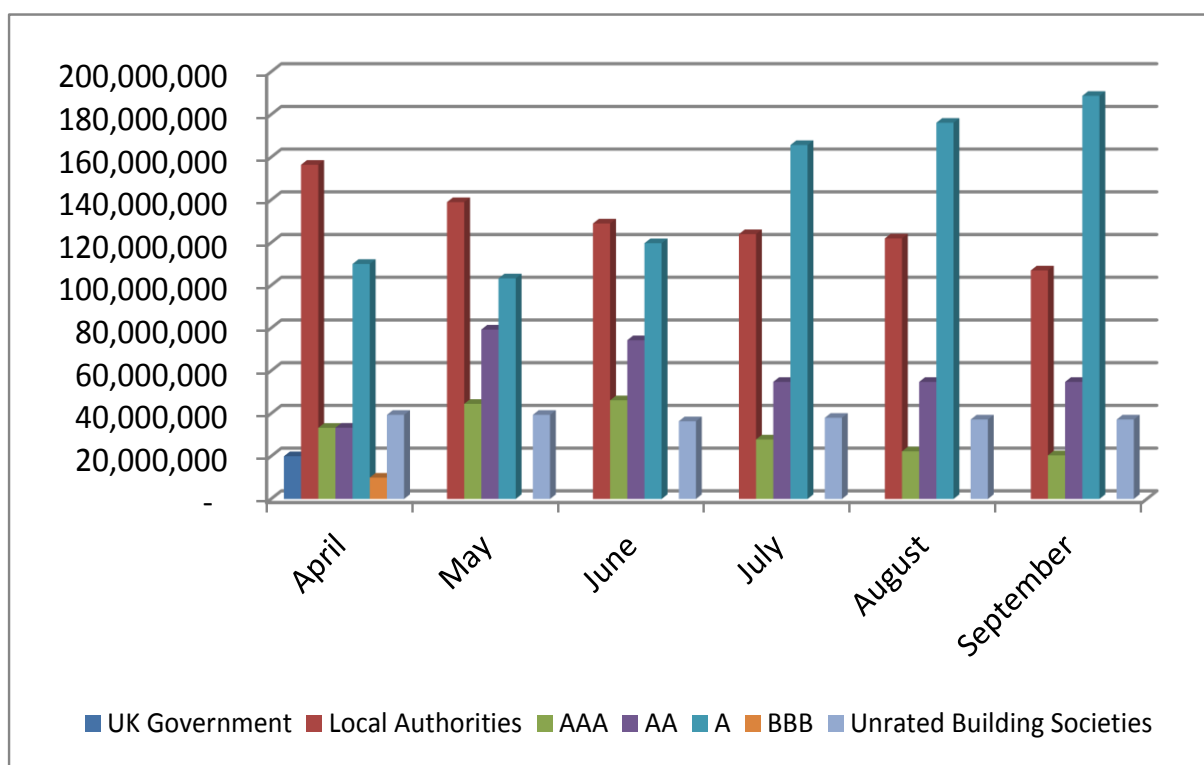
The risk of default has been managed through limiting investments in any institution to £30m or less depending on its credit rating and spreading investments over countries and sectors.

At 30 September 2015 the City Council had on average £5.8m invested with each institution.

The chart below shows where the Council's funds were invested at 30 September 2015.



The chart below shows how the Council's investment portfolio has changed in terms of the credit ratings of investment counter parties over the first six months of 2015/16.

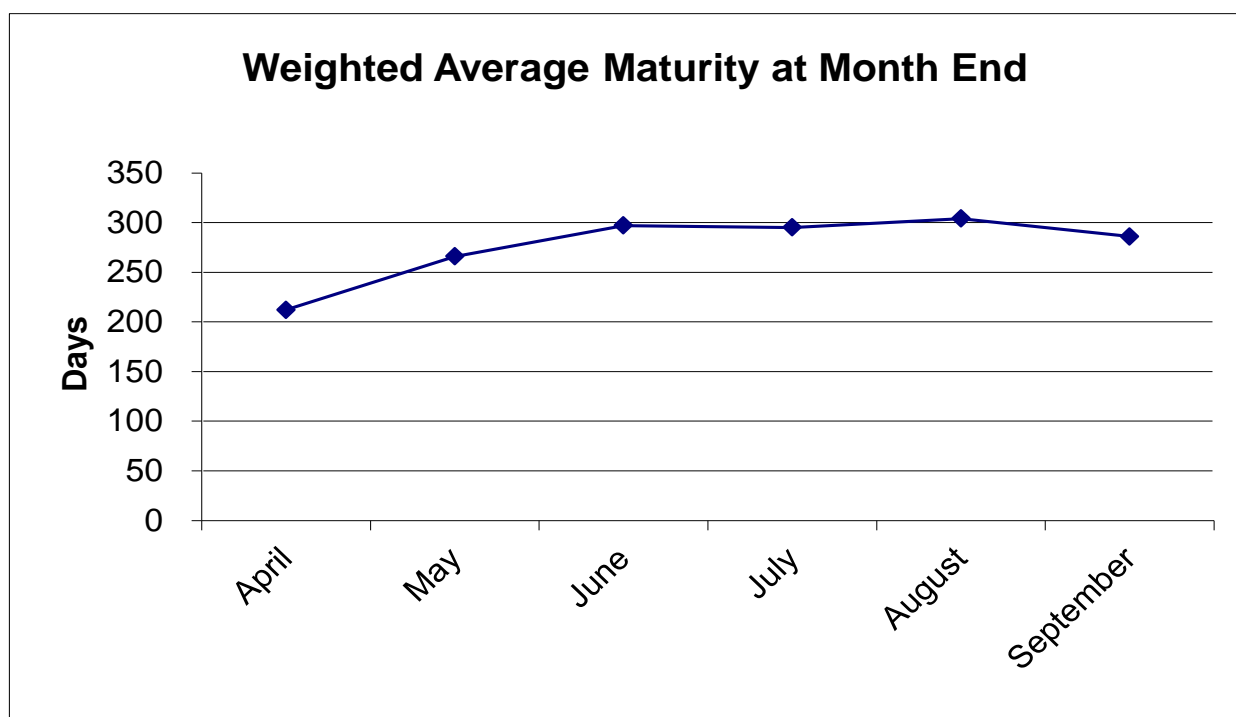


It can be seen from the graph above that investments in local authorities have declined over the first six months of 2015/16. These investments have largely been replaced by investments in A rated counter parties which generally offer a better return than investments in local authorities.

## 11. LIQUIDITY OF INVESTMENTS

The weighted average maturity of the City Council's investment portfolio started at 212 days in April and increased to 297 days in June as suitable investments opportunities became available for the increased level of cash in the first quarter of the year. Since June the weighted maturity of the investment portfolio has been fairly stable. This is shown in the graph below.





The Treasury Management Policy seeks to maintain the liquidity of the portfolio, ie. the ability to liquidate investments to meet the Council's cash requirements, through maintaining at least £10m in instant access accounts. At 30 September £20.4m was invested in instant access accounts. Whilst short term investments provide liquidity and reduce the risk of default, they do also leave the Council exposed to falling interest rates.

Under CIPFA's Treasury Management Code it is necessary to specify limits on the amount of long term investments, ie. investments exceeding 364 days that have maturities beyond year end in order to ensure that sufficient money can be called back to meet the Council's cash flow requirements. The Council's performance against the limits set by the City Council on 17 March 2015 is shown below.

| <b>Maturing after</b> | <b>Limit</b> | <b>Actual</b> |
|-----------------------|--------------|---------------|
|                       | £m           | £m            |
| 31/3/2016             | 243          | 159           |
| 31/3/2017             | 231          | 70            |
| 31/3/2018             | 228          | 5             |

## 12. INTEREST RATE RISK

This is the risk that interest rates will move in a way that is adverse to the City Council's position.

The CIPFA Treasury Management in the Public Services: Code of Practice and Cross-Sectoral Guidance Notes require local authorities to set upper limits for fixed interest rate exposures. Fixed interest rate borrowing exposes the Council to the risk that interest rates could fall and the Council will pay more interest than it need have done. Long term fixed interest rate investments expose the Council to the risk that interest rates could rise and the Council will receive less income than it could have received. However fixed interest rate exposures do avoid the risk of budget variances caused by interest rate movements. The Council's performance against the limits set by the City Council on 17 March 2015 is shown below.

|  | <b>Limit</b> | <b>Actual</b> |
|--|--------------|---------------|
|  | <b>£m</b>    | <b>£m</b>     |
| Maximum Projected Gross Borrowing – Fixed Rate   | 395          | 384           |
| Minimum Projected Gross Investments – Fixed Rate | (91)         | (166)         |
| Fixed Interest Rate Exposure                     | 304          | 218           |

The CIPFA Treasury Management in the Public Services: Code of Practice and Cross-Sectoral Guidance Notes also require local authorities to set upper limits for variable interest rate exposures. Variable interest rate borrowing exposes the Council to the risk that interest rates could rise and the Council's interest payments will increase. Short term and variable interest rate investments expose the Council to the risk that interest rates could fall and the Council's investment income will fall. Variable interest rate exposures carry the risk of budget variances caused by interest rate movements. The Council's performance against the limits set by the City Council on 17 March 2015 is shown below.

|   | <b>Limit</b> | <b>Actual</b> |
|---|--------------|---------------|
|   | <b>£m</b>    | <b>£m</b>     |
| Minimum Projected Gross Borrowing – Variable Rate   | -            | -             |
| Maximum Projected Gross Investments – Variable Rate | (358)        | (242)         |
| Variable Interest Rate Exposure                     | (358)        | (242)         |

The City Council is particularly exposed to interest rate risk because all the City Council's debt is made up of fixed rate long term loans, but most of the City Council's investments are short term. Future movements in the Bank Base Rate tend to affect the return on the Council's investments, but leave fixed rate long term loan payments unchanged. This could favour the City Council if short term interest rates rise.

The risk of a 0.5% change in interest rates to the Council is as follows:

| <b><u>Effect of +/- 0.5%<br/>Rate Change</u></b> | <b>2015/16<br/>(Part<br/>Year)</b> | <b>2016/17</b> | <b>2017/18</b> |
|--|------------------------------------|----------------|----------------|
|  | £'000                              | £'000          | £'000          |
| Long Term Borrowing                              | -                                  | 2              | 55             |
| Investment Interest                              | (123)                              | (641)          | (780)          |
| <b>Net Effect of +/- 0.5%<br/>Rate Change</b>    | <b>(123)</b>                       | <b>(639)</b>   | <b>(725)</b>   |

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## INVESTMENT COUNTER PARTY LIST

| Category | Counter Party  | Average Long Term Credit Rating * | Comments                 | Investment Limit<br>£ | Maximum Term |
|----------|--|-----------------------------------|--------------------------|-----------------------|--------------|
| 1        | United Kingdom Government including investments explicitly guaranteed by the UK Government | AA+                               |                          | Unlimited             | 5 years      |
| 2        | All local authorities in England, Scotland & wales   | n/a                               |                          | 30,000,000            | 5 years      |
| 3        | Registered Social Landlords (RSLs)   | AA-                               |                          | 30,000,000            | 10 years     |
| 4        | Australia & New Zealand Banking Group  | AA-                               |                          | 26,000,000            | 5 years      |
| 4        | Commonwealth Bank of Australia   | AA-                               |                          | 26,000,000            | 5 years      |
| 4        | National Australia Bank  | AA-                               |                          | 26,000,000            | 5 years      |
| 4        | Westpac Banking Corporation  | AA-                               |                          | 26,000,000            | 5 years      |
| 4        | Bank of Nova Scotia  | AA-                               |                          | 26,000,000            | 5 years      |
| 4        | Toronto Dominion Bank  | AA                                |                          | 26,000,000            | 5 years      |
| 4        | DZ Bank AG   | AA-                               | New counter party        | 26,000,000            | 5 years      |
| 4        | Landwirtschaftliche Rentenbank   | AAA                               | New counter party        | 26,000,000            | 5 years      |
| 4        | NRW Bank   | AA                                | New counter party        | 26,000,000            | 5 years      |
| 4        | Bank Nederlanden Gemeeten  | AA+                               | New counter party        | 26,000,000            | 5 years      |
| 4        | Nederlandse Waterschapsbank NV   | AA+                               | New counter party        | 26,000,000            | 5 years      |
| 4        | DBS Bank   | AA                                |                          | 26,000,000            | 5 years      |
| 4        | Overseas Chinese Banking Corp  | AA                                |                          | 26,000,000            | 5 years      |
| 4        | United Overseas Bank   | AA                                |                          | 26,000,000            | 5 years      |
| 4        | Nordia Bank AB   | AA-                               |                          | 26,000,000            | 5 years      |
| 4        | Svenska Handelsbanken  | AA-                               | Upgraded from category 6 | 26,000,000            | 5 years      |
| 4        | HSBC Bank plc  | AA-                               | Upgraded from category 6 | 26,000,000            | 5 years      |
| 4        | Bank of New York Mellon  | AA-                               |                          | 26,000,000            | 5 years      |
| 4        | JP Morgan Chase Bank NA  | AA-                               | Upgraded from category 6 | 26,000,000            | 5 years      |
| 4        | Wells Fargo Bank NA  | AA-                               |                          | 26,000,000            | 5 years      |
| 4        | Nordic Investment Bank   | AAA                               |                          | 26,000,000            | 5 years      |
| 4        | Inter-American Development Bank  | AAA                               |                          | 26,000,000            | 5 years      |
| 4        | IBRD (World Bank)  | AAA                               |                          | 26,000,000            | 5 years      |
| 4        | Council of Europe Development Bank   | AA+                               |                          | 26,000,000            | 5 years      |
| 4        | European Bank for Reconstruction & Development   | AAA                               |                          | 26,000,000            | 5 years      |
| 4        | European Investment Bank   | AA+                               |                          | 26,000,000            | 5 years      |

| Category | Counter Party   | Average Long Term Credit Rating * | Comments                             | Investment Limit<br>£ | Maximum Term   |
|----------|---|-----------------------------------|--------------------------------------|-----------------------|----------------|
| 4        | Global Treasury Funds Plc   | AAA                               | Money Market Fund                    | 26,000,000            | Instant Access |
| 4        | Morgan Stanley Funds Plc  | AAA                               | Money Market Fund                    | 26,000,000            | Instant Access |
| 4        | Short Term Investment Company (Global Series) Plc                     | AAA                               | Money Market Fund                    | 26,000,000            | Instant Access |
| 4        | Goldman Sachs Sterling Liquidity Reserve                              | AAA                               | Money Market Fund                    | 26,000,000            | Instant Access |
| 4        | Scottish Widows Investment Partnership Global Liquidity Sterling Fund | AAA                               | Money Market Fund                    | 26,000,000            | Instant Access |
| 4        | BNY Mellon Sterling Liquidity Fund                                    | AAA                               | Money Market Fund                    | 26,000,000            | Instant Access |
| 4        | Deutsche Global Liquidity Series Plc                                  | AAA                               | Money Market Fund                    | 26,000,000            | Instant Access |
| 4        | Morgan Stanley Funds Plc  | AAA                               | Money Market Fund                    | 26,000,000            | Instant Access |
| 4        | Aberdeen Investment Cash OEIC Plc                                     | AAA                               | New counter party. Money Market Fund | 26,000,000            | Instant Access |
| 4        | Insight Investment  | AAA                               | New counter party. Money Market Fund | 26,000,000            | Instant Access |
| 4        | Federated Investors (UK) LLP  | AAA                               | New counter party. Money Market Fund | 26,000,000            | Instant Access |
| 4        | Royal London Asset Management   | AAA                               | New counter party. Money Market Fund | 26,000,000            | Instant Access |
| 4        | Standard Life Sterling Liquidity Fund                                 | AAA                               | New counter party. Money Market Fund | 26,000,000            | Instant Access |
| 5        | Registered Social Landlords (RSLs)                                    | A-                                |                                      | 20,000,000            | 10 years       |

| Category | Counter Party                                  | Average Long Term Credit Rating * | Comments                                    | Investment Limit<br>£ | Maximum Term          |
|----------|--|-----------------------------------|---|-----------------------|-----------------------|
| 6        | Lloyds TSB Bank plc                            | A+                                | Upgraded from category 8                    | 20,000,000            | 5 years               |
| 6        | Standard Chartered Bank                        | A+                                |   | 20,000,000            | 5 years               |
| 6        | Bank of Montreal                               | A+                                | Downgraded from category 4                  | 20,000,000            | 5 years               |
| 6        | Canadian Imperial Bank of Commerce             | A+                                | Downgraded from category 4                  | 20,000,000            | 5 years               |
| 6        | Royal Bank of Canada                           | A+                                | Downgraded from category 4                  | 20,000,000            | 5 years               |
| 6        | Landesbank Hessen - Thuringen                  | A+                                | New counter party                           | 20,000,000            | 5 years               |
| 6        | Sumitomo Mitsui Banking Corporation Europe Ltd | A+                                | New counter party                           | 20,000,000            | 5 years               |
| 6        | Rabobank Nederland NV                          | A+                                | Downgraded from category 4                  | 20,000,000            | 5 years               |
| 6        | Swedbank AB                                    | A+                                |   | 20,000,000            | 5 years               |
| 6        | DNB Bank                                       | A+                                |   | 20,000,000            | 5 years               |
| 6        | Bank of America NA                             | A+                                | New counter party                           | 20,000,000            | 5 years               |
| 6        | Citibank NA                                    | A+                                | New counter party                           | 20,000,000            | 5 years               |
| 6        | Morgan Stanley                                 | A+                                | New counter party                           | 20,000,000            | 5 years               |
| 6        | Coventry Building Society                      | A                                 | Upgraded from category 7                    | 20,000,000            | 5 years               |
| 6        | Nationwide Building Society                    | A                                 | Upgraded from category 7                    | 20,000,000            | 5 years               |
| 6        | Standard Life Investments                      | AAA                               | New counter party. Short Duration Cash Fund | 20,000,000            | 3 working days notice |
| 6        | Aberdeen Investment Cash OEIC Plc              | AAA                               | New counter party. Cash Investment Fund     | 20,000,000            | 3 working days notice |
| 6        | Insight Investment                             | AAA                               | New counter party. Liquidity Plus Fund      | 20,000,000            | 4 working days notice |
| 6        | Federated Investors (UK) LLP                   | AAA                               | New counter party. Cash Plus Fund           | 20,000,000            | 2 working days notice |
| 6        | Royal London Asset Management                  | AA                                | New counter party. Cash Plus Fund           | 20,000,000            | 2 working days notice |

| Category | Counter Party  | Average Long Term Credit Rating * | Comments                   | Investment Limit<br>£ | Maximum Term |
|----------|--|-----------------------------------|----------------------------|-----------------------|--------------|
| 7        | Santander UK Plc   | A                                 | New Counter party          | 13,000,000            | 5 years      |
| 7        | Barclays Bank Plc  | A                                 | Upgraded from category 8   | 13,000,000            | 5 years      |
| 7        | Macquarie Bank Ltd   | A                                 | New Counter party          | 13,000,000            | 5 years      |
| 7        | National Bank of Canada                                    | A                                 | Downgraded from category 6 | 13,000,000            | 5 years      |
| 7        | Danske Bank  | A                                 | New counter party          | 13,000,000            | 5 years      |
| 7        | Landesbank Baden Wurtenburg                                | A                                 | New counter party          | 13,000,000            | 5 years      |
| 7        | ABN Amro Bank NV   | A                                 |                            | 13,000,000            | 5 years      |
| 7        | ING Bank NV  | A                                 |                            | 13,000,000            | 5 years      |
| 7        | Skandinaviska Enskilda Banken (SEB)                        | A                                 |                            | 13,000,000            | 5 years      |
| 7        | Credit Suisse  | A                                 |                            | 13,000,000            | 5 years      |
| 7        | UBS AG   | A                                 |                            | 13,000,000            | 5 years      |
| 7        | Goldman Sachs (including Goldman Sachs International Bank) | A                                 | New counter party          | 13,000,000            | 5 years      |
| 7        | National Bank of Canada                                    | A                                 |                            | 13,000,000            | 5 years      |
| 7        | Leeds Building Society                                     | A-                                |                            | 13,000,000            | 5 years      |
| 8        | Deutsche Bank AG   | A-                                |                            | 10,000,000            | 5 years      |
| 8        | Bayern LB  | A-                                | New counterparty           | 10,000,000            | 5 years      |
| 9        | Yorkshire Building Society                                 | A-                                | Short term rating P2       | 10,000,000            | 2 years      |
| 10       | Furness Building Society                                   | Unrated                           |                            | 4,200,000             | 2 years      |
| 10       | Leek United Building Society                               | Unrated                           |                            | 4,200,000             | 2 years      |
| 10       | Newbury Building Society                                   | Unrated                           |                            | 3,900,000             | 2 years      |
| 10       | Hinckley & Rugby Building Society                          | Unrated                           |                            | 2,800,000             | 2 years      |
| 10       | Tipton & Coseley Building Society                          | Unrated                           |                            | 1,800,000             | 2 years      |
| 10       | Marsden Building Society                                   | Unrated                           |                            | 1,700,000             | 2 years      |
| 10       | Dudley Building Society                                    | Unrated                           |                            | 1,600,000             | 2 years      |
| 10       | Loughborough Building Society                              | Unrated                           |                            | 1,400,000             | 2 years      |
| 10       | Harpenden Building Society                                 | Unrated                           |                            | 1,400,000             | 2 years      |
| 10       | Stafford Railway Building Society                          | Unrated                           |                            | 1,200,000             | 2 years      |
| 10       | Swansea Building Society                                   | Unrated                           |                            | 1,100,000             | 2 years      |
| 10       | Chorley and District                                       | Unrated                           |                            | 1,000,000             | 2 years      |
| 11       | Nottingham Building Society                                | BBB                               | Single rating              | 6,000,000             | 364 days     |
| 11       | Progressive Building Society                               | Unrated                           |                            | 6,000,000             | 364 days     |
| 11       | Cambridge Building Society                                 | Unrated                           |                            | 5,700,000             | 364 days     |
| 11       | Monmouthshire Building Society                             | Unrated                           |                            | 4,800,000             | 364 days     |
| 11       | Darlington Building Society                                | Unrated                           |                            | 2,600,000             | 364 days     |
| 11       | Market Harborough Building Society                         | Unrated                           |                            | 2,000,000             | 364 days     |
| 11       | Melton Mowbray Building Society                            | Unrated                           |                            | 1,900,000             | 364 days     |
| 11       | Scottish Building Society                                  | Unrated                           |                            | 1,900,000             | 364 days     |
| 11       | Hanley Economic Building Society                           | Unrated                           |                            | 1,600,000             | 364 days     |
| 11       | Mansfield Building Society                                 | Unrated                           |                            | 1,400,000             | 364 days     |
| 11       | Vernon Building Society                                    | Unrated                           |                            | 1,300,000             | 364 days     |

#### Notes

\* The long term credit ratings shown are adjusted to take account of possible future actions resulting from negative watches & outlooks.





|                               |  |
|-------------------------------|--|
| <b>Title of meeting:</b>      | Cabinet  |
| <b>Date of meeting:</b>       | 5 <sup>th</sup> November 2015  |
| <b>Subject:</b>               | Review of the Portsmouth Youth Offending Team<br>Three Year Youth Justice Strategic Plan 2014-17 |
| <b>Report by:</b>             | Jon Gardner, Portsmouth Youth Offending Team Manager   |
| <b>Wards affected:</b>        | All  |
| <b>Key decision:</b>          | No   |
| <b>Full Council decision:</b> | No   |

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## 1. Purpose of report

- 1.1. To share with the Cabinet details of Portsmouth Youth Offending Team's first annual review of the three year Youth Justice Strategic Plan (Appendix 1)

## 2. Recommendations

- 2.1. That Cabinet notes the achievements made by the Youth Offending Team in implementing the plan and endorses the priorities for the team and Management Board in maintaining high levels of practice and performance.

## 3. Background

- 3.1. The 3 year strategic plan was shaped in accordance with operational priorities following poor inspection report received in February 2014.
- 3.2. Progress has been made against the following outcomes:
  - a) First time entrants in to the Criminal Justice system has not increased according to local data.
  - b) Re-offending has reduced.
  - c) The use of custody has been significantly reduced.
- 3.3. The recent inspection report received in September 2015 noted significant improvements with activity in Portsmouth to manage offending behaviour and safeguarding these vulnerable children.
- 3.4. The strategy was endorsed by the Portsmouth Youth Offending Board in September 2015, but it was noted that the next review would need to make clear costed proposals to transform the Youth Offending Team in the context of:

- a) Falling caseloads
- b) Budget savings
- c) Multi-Agency Teams
- d) The Ministry of Justice's national review of Youth Offending Teams

3.5. The strategic plan follows criteria set down by the Youth Justice Board.

#### **4. Reasons for recommendations**

4.1. The contents of the plan are a statutory responsibility for the Local Authority.

#### **5. Equality impact assessment (EIA)**

5.1. This has been completed.

#### **6. Legal implications**

6.1. Section 40 of the Crime and Disorder Act 1998 states:

(1) It shall be the duty of each local authority, after consultation with the relevant persons and bodies, to formulate and implement for each year a plan (a "youth justice plan") setting out:

- (a) How youth justice services in their area are to be provided and funded; and
- (b) How the youth offending team or teams established by them (whether alone or jointly with one or more other local authorities) are to be composed and funded, how they are to operate, and what functions they are to carry out.

6.2. There are no other legal comments save that the current plan is consistent with the above section to ensure that the Council complies with the statutory obligation to have a Youth Justice Plan in place and to review the same.

#### **7. Director of finance's comments**

7.1. The Portsmouth Youth Offending Board are aware that the strategic plan needs to be delivered within the constraints of the budget, and that budget is currently being pressured to deliver savings contributions. As a consequence the financial provision will need to be kept under close review during the period covered by the plan.

Signed by: .....

Sarah Newman, Acting Deputy Director of Children's Services, Children's Social Care

**Appendices:**

**Background list of documents: Section 100D of the Local Government Act 1972**

The following documents disclose facts or matters, which have been relied upon to a material extent by the author in preparing this report:

| Title of document  | Location   |
|--|------------|
| Youth Justice Strategic Plan 2014-17:<br>Annual Review August 2015 | Appendix 1 |
|  |            |

The recommendation(s) set out above were approved/ approved as amended/ deferred/ rejected by ..... on .....

.....  
Signed by: Name and Title



# **YOUTH JUSTICE STRATEGIC PLAN 2014-17**

**Annual Review August 2015**

**(As required under S40 of the Crime and Disorder Act 1998)**

## **CONTENTS**

- 1) Introduction
- 2) Structure and Governance (including partnership arrangements)
- 3) Resources and Value for Money
- 4) Risks to Future Delivery Against the Youth Justice Outcome Measures
- 5) Priorities for 2014-17

Appendix 1 SPP Strategic Assessment- Young People at Risk

Appendix 2 Updated Implementation Timetable

Appendix 3 PYOT Management and Governance Arrangements

Appendix 4 2014/15 Budget

Appendix 5 Asset Plus Implementation Plan

Appendix 6 Structure Chart - This has been removed due to containing sensitive data

***The principle aims of the Portsmouth Youth Offending Team (PYOT) and its partners are to prevent offending, reduce re-offending by young people and reduce the numbers of young people going to custody.***

This document should be read in conjunction with the 2014-17 Portsmouth Youth Justice Plan submitted in the Autumn of 2014 in line with statutory requirements (as required under S40 of the Crime and Disorder Act 1998) for the Portsmouth Youth Offending Team (PYOT). The PYOT is a partnership between Portsmouth City Council, Hampshire and IoW Constabulary, the National Probation Service, Health and the Safer Portsmouth Partnership, which remains the lead partnership for youth offending within the city.

The Portsmouth YOT was created in April 2012 following the disaggregation of Wessex YOT. An extract from the "Young People at Risk" section of the most recent Safer Portsmouth Partnership Strategic Assessment is attached at appendix 1.

The overall aim of this review is to update on the progress made within the strategic plan to date and to make clear the objectives, priorities and necessary changes that are still required to improve service delivery within the YOT.

The challenges facing Portsmouth centre upon the need to:

- 1. Reduce reoffending.**
- 2. Protect the public and actual or potential victims**
- 3. Maintain effective governance and partnership arrangements**
- 4. Protect children and young people and reduce their vulnerability**
- 5. Ensure that young people serve their sentence**

It is worth noting that in order to face these challenges the partnership retains and pursues an ongoing commitment to team development, rigorous Quality Assurance and comprehensive scrutiny via the PYOT Management Board.

There is no prescriptive guidance about the format of this review but the Youth Justice Board requires the following areas to be covered:

- 1. Introduction (to cover specific mandatory information required by Youth Justice Board)**
- 2. Structure and Governance (including partnership arrangements)**
- 3. Resources and Value for Money**
- 4. Risk to Future Delivery against the youth justice outcome measures**

## 1) Introduction

### Summary of Achievements

Progress against the milestones set in the 3 year plan implementation timetable can be found in Appendix 2. In addition to this, the YOT has made the following progress in relation to the 3 year plan's strategic priorities;

#### a) To implement a comprehensive Workforce Development Programme to underpin, develop and sustain a high quality Youth Offending Team

- **The YOT has been successfully re-inspected by HMIP Probation:** All areas of concern raised in the critical Inspection Report of February 2014 were robustly addressed through an ambitious Inspection Improvement Plan which was signed off by the YOT Management Board in June 2015. This progress was recognised by the HMIP Inspectors in their Report of August 2015 which identified that significant progress had been made:

|                                       |     |         |
|---------------------------------------|-----|---------|
| Reducing Re-Offending                 | 70% | ★ ★ ★   |
| Public Protection                     | 76% | ★ ★ ★   |
| Protecting the Child and Young Person | 85% | ★ ★ ★ ★ |
| Ensuring the sentence is served       | 86% | ★ ★ ★ ★ |
| Interventions                         | 75% | ★ ★ ★   |
| Governance and Partnerships           | N/A | ★ ★ ★   |

- **The YOT has been subject to a successful Peer Inspection by colleagues from the Youth Justice Sector:** In October of 2014 the Youth Offending Team was subject to a Peer Review undertaken by a team of Youth Offending Teams from around the country. The peer review team highlighted a number of challenges but also a large amount of positive and effective practice with service users. Some actions emanating from the Peer Review have already been implemented. Others are included as objectives within this review document
- **The YOT has continued to develop workforce processes and systems in accordance with an effective workforce development strategy:** Staff have continued to access training opportunities offered and the skills, performance and creativity of the workforce were recognised by the inspectorate. Work has been undertaken to ensure greater compliance with National Standards which has been quality assured by the management team in line with robust and well developed quality assurance processes.

**b) Achieve a long term sustained reduction in re-offending and custody**

- **Reduced both custodial sentences and remand numbers of young people:** Numbers of Portsmouth Young People entering custody has been steadily reducing in the last 12 months. Performance data in relation to the National Key Performance Indicator of Custodial Rates now places Portsmouth below the National Average.

**Figure 1**

| Quarter         | Number of Custodial Sentences (rolling 12m period) | Rate per 1,000 |
|-----------------|--|----------------|
| <b>Q1 14/15</b> | 6  | <b>0.35</b>    |
| <b>Q2 14/15</b> | 9  | <b>0.53</b>    |
| <b>Q3 14/15</b> | 8  | <b>0.47</b>    |
| <b>Q4 14/15</b> | 6  | <b>0.35</b>    |

In addition, remand to custody rates have been impressively dropping; with only 5 new episodes starting in 2014/15; compared with 13 in 2013/14 and 24 in 2012/13. This reduction has been achieved by the successful targeting of high risk young people, robust and effective workforce development and the implementation of the actions highlighted in the Implementation Timetable (Appendix 2).

- **Continued to proactively tackle re-offending rates in the city:** Since July 2014, the Portsmouth Youth Offending Team has made extensive use of the YJB Live Re-Offending Tracker Tool. It has enabled the YOT Management Team to effectively target specific individuals in "real time" who are identified as posing a potential risk of re-offending. The data has also enabled the YOT to identify challenges posed by processes previously outside of our control (ie the pattern of offending by those who breached ASBOs led to a review of local processes). Early signs are good and after 12 months of data Portsmouth's binary re-offending rate is significantly below the predicted National Average whilst the frequency rate is equitable to the predicted National Average. The caveat to this is that this is not nationally recognised PNC data and there may be discrepancies In relation to performance against the National Re-Offending Indicator Portsmouth continues to remain below the National Average but the three year trend, despite an increase in Q4 (particularly in relation to binary data) has been downwards.



**Figure 2**

| Quarter           | Cohort Size | Re-offenders within 12 months | Re-offences within 12 months | Offences per offender | Proportion of YPs who re-offend |
|-------------------|-------------|-------------------------------|------------------------------|-----------------------|---------------------------------|
| <b>Q1 (14/15)</b> | 304         | 138                           | 550                          | <b>1.81</b>           | <b>45.4%</b>                    |
| <b>Q2 (14/15)</b> | 277         | 123                           | 506                          | <b>1.83</b>           | <b>44.4%</b>                    |
| <b>Q3 (14/15)</b> | 244         | 103                           | 424                          | <b>1.74</b>           | <b>42.2%</b>                    |
| <b>Q4 (14/15)</b> | 226         | 103                           | 407                          | <b>1.80</b>           | <b>45.6%</b>                    |

### **c) Reduce First Time Entrants into the Youth Justice System**

- **The YOT has introduced a new Triage Process in April 2015 to tackle the increase in First Time Entrants Rates:** According to the nationally published data, First Time Entrants rates (see Fig 3 below) increased in the last 12 months causing some concern and reflecting the decision to identify this as an area to tackle in the three year strategy submitted last year.

**Figure 3**

| Quarter           | Cohort Size | Rate of entry per 100,000 |
|-------------------|-------------|---------------------------|
| <b>Q1 (14/15)</b> | 109         | 639                       |
| <b>Q2 (14/15)</b> | 107         | 628                       |
| <b>Q3 (14/15)</b> | 102         | 597                       |
| <b>Q4 (14/15)</b> | 117         | 686                       |

However, it is of note that locally sourced data provides a different picture, suggesting First Time Entrants rates have been dropping (Appendix 1). Indeed, data published for the September 2015 YJB National Standards Audit indicates that First time Entrants has reduced by 4.1% since 2012/13.

Whilst at this stage there is no evidence to suggest the official figures (Fig 3 above) are inaccurate, locally, the YOT and partners are interrogating the data to try and understand the reason for the anomalies to ensure that our resources and approaches are effectively managed

One way in which First Time Entrants rates is being tackled is by the implementation of the new Triage Decision Making Panel process. It is too early to evaluate progress at this stage but work will be undertaken over the next 12 months to embed practices further, link with MASH/JAT arrangements and develop ways of ensuring that the work undertaken at Triage is incorporated within the development of the Multi-Agency Teams due to roll out in 2016.

## **In Year Changes to Governance and service Delivery**

In March 2015 the chair of the YOT Management Board changed hands and Superintendent Will Schofield; the new District Police Commander became the new Chair.

### **Innovative Practice**

Full and detailed information about the team's innovative practice can be found in the HMIP Full Joint Inspection Report published in September 2015

## **The Partnerships Response to Thematic Inspection Reports Published since the Strategic Plan was submitted**

A number of actions have been undertaken in lieu of the reports published since submission of last year's strategic plan. These have been discussed throughout the year by the YOT and partners at an Operational Level and also at the Board in April 2015. Specifically though, the following responses have been undertaken:

- **HMIP Thematic Inspection into Girls in the Criminal Justice System-** As a consequence of this report the YOT is undertaking a systematic review and a full needs assessment of work being delivered by practitioners. In addition, the YOT has also linked in with the Portsmouth Safeguarding Children's Board CSE Strategic Sub Committee to ensure relevant factors have been identified in the PSCB CSE Action Plan.
- **HMIP Thematic Inspection Detailing the Contribution of Youth Offending Teams to the Work of the Troubled Families Programme in England-** A full and robust local delivery action plan has been created and reviewed
- **HMIP Inspection of Resettlement Services to Children by Youth Offending Teams and Partner Agencies-** the YOT has undertaken a local audit of resettlement cases and participated in a similar regional audit. The findings of this will contribute to the re-drafting of the local Resettlement Protocol which is due for launch in the Autumn of 2015
- **HMIP Inspection to Assess the Effectiveness of the Reporting, Monitoring and Learning from the Youth Justice Board's Community Safeguarding and Public**

**Protection Incident Procedures**- this report has only just been published and will be reviewed in more detail at upcoming Board meetings. The YOT Board Chair and Manager have already met to discuss this report though and agreed to introduce a more robust means of evaluating and reviewing Critical Learning Reports submitted to the YJB and the Management Board

## **2) Structure and Governance (including Partnership Arrangements)**

The structure and governance procedures of the team remain unchanged from the original 2015-17 Strategic Plan and reference should be made to this document for further details.

Appendix 3 provides a detailed description of governance arrangements, roles and responsibilities as laid out in the Induction Pack for all new Board Members.

## **3) Resources and Value for Money**

The Portsmouth Youth Offending Team 2015/16 Budget is laid out in Appendix 4, along with the mandatory explanation of proposed use of this budget.

There is a requirement that this section of the strategic plan describes what resources are being utilised to prepare for and implement the introduction of Asset Plus. The YOT are not due to implement Asset Plus until the summer of 2016 and this was only discussed at the Management Board in June 2015. Appendix 5 provides details of the local Asset Plus implementation timetable.

There is also a requirement to confirm in this section compliance with the minimum staffing requirements set out in the 1998 Crime and Disorder Act. *Portsmouth YOT is compliant with these requirements.*

The structure chart laid out in Appendix 6 provides details of the mandatory staffing and volunteer information required by the YJB for this section of the plan. This has been removed due to containing sensitive data.

#### 4) Risk to Future Delivery against the youth justice outcome measures

This section of the plan is required to highlight emerging concerns about improvements against the three youth justice outcome measures. It is not intended to replace the risk register included in the original three year plan. Reference can be made to that document for details of the broader risks identified in service delivery over the next three years. Overall risks must also take into account the current financial pressures faced by the Public Sector and the risks to service delivery if the implementation of Asset + (Appendix 5) is poorly planned.

It is also prudent to note that work will always be undertaken by the YOT to tackle the risk of disproportionate representation by specific groups. This work cuts across all three outcome measures. The use of the Live Re-Offending Tracker allows the YOT to quickly and swiftly identify emerging areas of potential disproportionality and, also, areas of good practice. For example, data from 2014-15 indicates that BME Young people are not disproportionately represented in the YOT cohort. Data such as this will be monitored and reviewed monthly and action taken where required- backed up with appropriate training and workforce development of staff involved in delivering interventions.

| Youth Justice Outcome Measure | Risk to Delivery  | Actions Taken to Mitigate against risk   |
|-------------------------------|---|--|
| <b>First Time Entrants</b>    | Robustness of performance framework and resulting data set.   | YOT Management Board to review and strengthen performance framework regarding FTEs in lieu of recommendations from HMIP Inspection Improvement Plan and review feedback of data to the Board |
|                               | Failure to target specific young people at risk- in particular young people at risk of CSE and Children in Care | Continued implementation and review of multi-agency Prevention of Offending of Children in Care Action Plan and PSCB CSE strategy  |
|                               | Failure to deliver appropriate and bespoke preventative work to young people on the cusp of                     | Regular review and evaluation of the YOT/Police Triage Panels introduced in April 2015   |

|                                      |   |   |
|--------------------------------------|---|---|
|                                      | <p>entering the youth justice system</p> <p>Failure to effectively monitor and evaluate the success of interventions delivered and take action to promote effective practice where identified</p> <p>Failure to integrate with broader strategic goals across the partnership within the city</p> | <p>Implementation of multi-agency Quality Assurance Timetable by YOT QA Practice Lead followed up by strategic delivery of actions co-ordinated by YOT Management Board</p> <p>Board members to promote and monitor YOT involvement with development of Early Help Multi Agency Action Teams and Young People at Risk strand of Safer Portsmouth Partnership Strategic Plan</p>   |
| <p><b>Reducing Re-offending</b></p>  | <p>Failure to target specific high risk groups of young people such as Children in Care and children at risk of CSE</p> <p>Failure to effectively identify cohort at risk</p> <p>Failure to take prompt action to address young people posing highest risk of re-offending</p>                    | <p>Continued implementation and review of multi-agency Prevention of Offending of Children in Care Action Plan and PSCB CSE strategy</p> <p>Continued review and evaluation of the Priority Young Person Strategy and ongoing use of performance systems for data, audit and review</p> <p>Continued use of the Re-Offending Live Tracker Tool followed up by monthly management reviews and actions to tackle high risk young people</p> |
| <p><b>Reducing Custody Rates</b></p> | <p>Failure to effectively identify cohort at risk- including those at risk of remand</p> <p>Failure to work collaboratively with partner agencies to identify appropriate alternatives to custody and ensure</p>  | <p>Continued review and evaluation of the Priority Young Person Strategy</p> <p>Continued review and evaluation of processes and procedures (ie Resettlement Protocol, YOT CSCS Joint Working Guidelines) to</p>  |



appropriate plans are put in place for young people released from custody

ensure effective joint working

Board members to promote and monitor YOT involvement with broader city wide strategies

## **5) Priorities for the next 12 months**

The three main priorities for the Portsmouth YOT Team and Board will remain the same for the duration of the 2014-17 Strategic Plan. These are;

1. *To implement a comprehensive Workforce Development Programme to underpin, develop and sustain a high Quality Youth Offending Team*
2. *Achieve a long term sustained reduction in re-offending and custody*
3. *Reduce First Time Entrants into the Youth Justice System*

The means of achieving these priorities will be evidenced in the below delivery plan. It has been created by drawing together the recommendations from the HMIP Inspection Report, the 2014 Peer Review and shared objectives agreed at a joint Management Board/YOT Team Away Day in June 2015. It mirrors the plan submitted as Portsmouth YOT's Inspection Improvement Plan and so subsequently, reference is made below to both the HMIP Inspection recommendations and the 3 key priorities of the 2014-17 Strategic Plan. The 5 recommendations from the HMIP Inspection Report are:

1. *The YOT should ensure that planning for work to reduce reoffending is effective and children, young people and parents/carers have a greater input into these plans.*
2. *Attention should be given to increase the numbers of children and young people attending and engaging in Employment, Training and Education (ETE).*
3. *Child Sexual Exploitation (CSE) should be covered as a standing item on the YOT Board agenda.*
4. *Health services should be integrated into assessments, planning, reviews and service delivery.*
5. *Reparation activities should be meaningful to children and young people; the effectiveness of interventions should be measured and suitable alternative settings to the Civic Centre to deliver interventions should be considered.*

In addition to these priorities this plan has been completed within the context of a Youth Justice Service across the country currently under review, significant financial pressures across the partnership and in line with changing levels of demand a need for the Local Authority to deliver services differently, with a greater focus on early intervention. As a consequence, work will be undertaken to ensure a level of strategic consistency across services involved in youth justice across Portsmouth, particularly ensuring linkage with Multi-Agency Team development and priorities will need to be reviewed proactively in line with this.



**Objective 1 – By March 2016 all young people subject to statutory YOT intervention will be able to access a timely and holistic assessment supported by integrated, multi-agency planning and intervention**

**Linked HMIP Recommendations: 1,2,4**

**Linked YJ Strategic Plan Priority: 2,3**

| No. | Action   | By Whom     | By When | RAG | What success will look like  |
|-----|--|-------------|---------|-----|--|
| 1   | Commencement of implementation plan to prepare for introduction of Asset +   | YOT Manager | Nov 15  |     | Team will be fully resourced and trained in time for implementation of Asset +               |
| 2   | Review of monthly QA Audit timetable with renewed focus on ensuring plans are: <ul style="list-style-type: none"> <li>• SMART</li> <li>• Integrated</li> <li>• Young Person Focussed; evidencing contribution of young person and parent/carer</li> <li>• Tackling areas which have greatest impact upon reducing re-offending</li> <li>• Fully detailed in relation to risk to self and others</li> </ul> | YOT Manager | Mar 16  |     | 6 months' worth of data evidencing a sustained level of high quality holistic planning       |
| 3   | Roll out of Multi Agency Resettlement Policy   | YOT Manager | Oct 15  |     | Robust integrated plan in place for all young people released from custody. No inappropriate |





|    |   |   |        |  |  |
|----|---|---|--------|--|--|
|    |   |   |        |  | placements upon release  |
| 4  | Implementation of measurable processes to increase integration of planning between community and secure estate                | YOT Manager                               | Dec 15 |  | Meaningful intervention plans in place for all young people in the secure estate                                   |
| 5  | Focussed review of integrated working practices across the partnership  | YOT Manager                               | Mar 16 |  | Workable, well referenced, fully understood multi-agency procedures and protocols in place across the city         |
| 6  | Review of the Education Link Worker Role and systems for monitoring ETE/NEET data   | YOT Board Education Champion              | Oct 15 |  | Revised job spec for incoming Ed Link Worker leading to better ETE outcomes for young people within the YOT cohort |
| 7  | Focussed review of how the YOT can link more effectively with local ETE strategies and resources within the wider partnership | YOT Board Education Champion, YOT Manager | Mar 16 |  | Better ETE outcomes for young people within YOT Cohort   |
| 8  | Refresh of APIS provision for females who offend and development of a suite of bespoke interventions                          | YOT Manager                               | Mar 16 |  | Better Performance Framework outcomes for females  |
| 9  | Review of Health Needs Assessment   | YOT Board Health Champion                 | Dec 16 |  | Up to date understanding of health needs of young people   |
| 10 | Implementation of CHAT Pilot with colleagues from Solent Health   | YOT Manager                               | Oct 15 |  | Better quality health assessments of young people  |
| 11 | Continued robust focussed QA processes to monitor young people's risk of harm and risk to wellbeing and                       | YOT Manager                               | Mar 16 |  | 6 months' worth of data evidencing a sustained level of  |



|    |   |   |        |  |   |
|----|---|---|--------|--|---|
|    | safety and ensure effective targeting of intervention                                   |   |        |  | high quality risk management planning evidenced within performance framework  |
| 12 | Development of process to ensure MAPPA recording follows guidelines of county wide SLA  | YOT Manager   | Nov 15 |  | More effective MAPPA recording  |
| 13 | Continued implementation of YOT/CSCS auditing of cases open to both services            | YOT Board<br>Safeguarding<br>Champion, YOT<br>Manager | Mar 16 |  | 6 months' worth of data evidencing a sustained level of high quality integrated planning  |
| 14 | Review of Health Referral Pathways and re-launch of operational processes with the team | YOT Board<br>Health Champion,<br>YOT Manager          | Oct 15 |  | Increased team understanding of provision and means of referral leading to higher volumes of referral and better outcomes measured by performance framework |
| 15 | Development of process to monitor and analyse Police Data at Management Board           | YOT<br>Management<br>Board Chair                      | Dec 15 |  | More holistic Board understanding of local crime data and ability to act accordingly  |

**Objective 2 – By March 2016 every young person open to the YOT and their parents/carers will be fully engaged in the relevant requirements of their intervention. Processes and delivery will continue to be shaped to maximise user-engagement.**

**Linked HMIP Recommendations: 1,5**

**Linked YJ Strategic Plan Priority: 2,3**

| No.            | Action   | By Whom                                     | By When | RAG | What success will look like   |
|----------------|--|---|---------|-----|---|
| 1              | Review and implementation of ongoing thematic audits to evidence whole family APIS procedures being implemented                                | YO Manager                                  | Mar 16  |     | 6 months' worth of data evidencing a sustained level of high quality whole family APIS intervention leading to better outcomes for the young person measured by performance framework |
| 2              | Troubled Families teams and services to produce, share and review integrated multi-agency assessments and outcome focussed plans with YOT Team | Troubled Families Co-Ordinator              | Dec 15  |     | More integrated plans leading to better outcomes evidenced by performance framework   |
| 3              | Further development of "whole family asset " plans where appropriate   | YOT Manager                                 | Dec 15  |     | More integrated plans leading to better outcomes evidenced by performance framework   |
| 4              | Development of joint audit processes to evaluate jointly held YOT and Troubled Family cases  | Troubled Families Co-Ordinator, YOT Manager | Mar 16  |     | Development of a suite of measurable outcomes in addition to existing performance frameworks  |
| 5              | Review of User Engagement Strategies following publication of 15/16 Viewpoint Data   | YOT Manager                                 | Mar 16  |     | Evidence of positive feedback from User Engagement processes  |
| 19   Page<br>6 | Identify and establish child friendly venues across the city in conjunction with review of Home Visiting strategy                              | YOT Manager                                 | Dec 15  |     | Greater engagement evidenced from young people i) via verbal feedback from practitioners and ii) performance framework data   |

**Objective 3 – By December 2015 all staff will have reviewed their performance and development needs and the team will be in a position to implement Asset + effectively with a view to enhancing the delivery of high quality practice**

**Linked HMIP Recommendations: 1,5**

**Linked YJ Strategic Plan Priority: 1**

| No. | Action  | By Whom     | By When | RAG | What success will look like  |
|-----|---|-------------|---------|-----|--|
| 1   | Review of team and individual training needs required for roll out of Asset + and subsequent implementation of training to facilitate   | YOT Manager | Mar 16  |     | Team fully competent in requirements to implement Asset+   |
| 2   | Review Workforce Development Strategy- including a focus on recruitment and retention   | YOT Manager | Dec 15  |     | All development needs of team identified and addressed   |
| 3   | Development of tools and processes to evaluate <ul style="list-style-type: none"> <li>• Effectiveness of intervention</li> <li>• Consistency of intervention with initial assessment</li> </ul> and then implement identified needs and actions | YOT Manager | Dec 15  |     | Fully evaluated interventions leading to more successful outcomes for young people                                     |
| 4   | Development of Motivational Interviewing Training   | YOT Manager | Dec 15  |     | Staff fully trained in Motivational Interviewing techniques resulting in greater engagement and more positive outcomes |
| 5   | Development of Desistance Training  | YOT Manager | Dec 15  |     | Staff fully trained in Desistance resulting in greater engagement  |



|   |   |  |        |  |   |
|---|---|--|--------|--|---|
|   |   |  |        |  | and more positive outcomes  |
| 6 | Undertake immediate review exercise to benchmark management team QA decisions and follow up with a further review in 6 months | YOT Manager                                      | Mar 15 |  | Evidence of consistent management decision making                               |
| 7 | Review of YOT training plan and calendar  | YOT Manager                                      | Dec 15 |  | All training needs of team identified and addressed                             |
| 8 | Development of a YOT Team Scorecard   | CSCS Service Performance and Development Manager | Dec 16 |  | Increased scrutiny of performance resulting in better outcomes for young people |

**Objective 4 – By March 2016 all victims of youth crime will have confidence that high quality and appropriate interventions will be delivered in a fashion which promotes effective Restorative Justice Processes**

**Linked HMIP Recommendations: 1,5**

**Linked YJ Strategic Plan Priority: 2,3**

| No. | Action  | By Whom     | By When | RAG | What success will look like   |
|-----|---|-------------|---------|-----|---|
| 1   | Development of training for staff working with victims  | YOT Manager | Dec 15  |     | Staff fully trained in victim work resulting in greater engagement and more positive outcomes for both young people and their victims |
| 2   | Development of more effective means of evaluating: <ul style="list-style-type: none"> <li>• Young People's satisfaction and engagement at reparation placements</li> <li>• Victim feedback</li> <li>• Reparation Placement Feedback</li> </ul> with a view to improving and developing service delivery | YOT Manager | Feb 16  |     | Higher quality feedback resulting in more effective service delivery and satisfaction   |
| 3   | Development of YOT/Partner Agency strategy for working with young people who offend who are themselves a victim   | YOT Manager | Feb 16  |     | More effective engagement with relevant young people leading to better outcomes measured by the performance framework                 |



|   |  |   |        |  |  |
|---|--|---|--------|--|--|
| 4 | Annual review of Safer Portsmouth Partnership Restorative Justice Strategy and performance measures                                    | YOT Management Board Community Safety Rep | Mar 16 |  | Greater understanding of RJ processes within the partnership evidenced by effective examples of diversion from inappropriate disposals |
| 5 | Development of Restorative Justice Promotional material to increase awareness and use of restorative justice conferencing with victims | YOT Manager                               | Jan 16 |  | Increase in RJ Conferences facilitated by YOT  |
| 6 | Review of police admin role/function to streamline and enhance victim contact processes within the YOT                                 | Portsmouth Police Commander               | Mar 16 |  | Increase in victim engagement and satisfaction   |
| 7 | Refresh of the Restorative Justice Strategy including a means of sourcing and evaluating meaningful reparation placements              | YOT Manager                               | Dec 15 |  | Greater understanding of RJ processes within the team evidenced by effective examples of diversion from inappropriate disposals        |



**Objective 5 – By June 2016 systems will be in place to ensure that young people not subject to statutory YOT intervention will be in receipt of appropriate levels of intervention to address their needs**

**Linked HMIP Recommendations: 1,2,3,4,5**

**Linked YJ Strategic Plan Priority: 1,2,3**

| No. | Action   | By Whom   | By When | RAG | What success will look like   |
|-----|--|---|---------|-----|---|
| 1   | Analysis and evaluation of effectiveness of step down provision provided by Partner Agencies (including MATs and JAT/MASH) | YOT Manager,<br>YOT Board<br>Members,<br>Children's' Trust<br>Board Members | Jan 15  |     | Reduced re-offending resulting from more robust intervention once YOT intervention has completed                  |
| 2   | Focussed QA of Exit Strategy Planning  | YOT Manager   | Jan 15  |     | Comprehensive, integrated plans on file resulting in reduced re-offending reported back via performance framework |
| 3   | Development of means of feedback to YOT by Step Down Partner Agencies  | YOT Board<br>Members  | Dec 15  |     | Feedback provided to YOT  |
| 4   | Development of YOT role in Early Help and Prevention Strategy emanating from Priority 1 of Children's Trust Board          | YOT Board<br>Members,<br>Children's' Trust<br>Board Members                 | Mar 16  |     | Reduction in FTE and development of a holistic early intervention offer for young people not open to YOT          |
| 5   | Annual Review of Triage Decision Making Processes  | YOT Manager   | Mar 16  |     | Reduction in FTE, more targeted intervention for young people already open to YJ system                           |





|    |   |                                 |        |  |   |
|----|---|---------------------------------|--------|--|---|
| 6  | Annual Review of Reducing Offending by Children in Care Multi Agency Action Plan  | YOT Board Safeguarding Champion | Mar 16 |  | Reduction in CiC Offending  |
| 7  | Review of performance measures presented to the Board to monitor young people at risk of CSE and subsequent risks to wellbeing and safety and inclusion at all Board meetings as a standard agenda item | YOT Board Chair                 | Oct 15 |  | Greater understanding of CSE risk factors at Board Level  |
| 8  | Review of police admin role/function to streamline and enhance OOCDC processes within the YOT   | Portsmouth Police Commander     | Mar 16 |  | Police YOT Officer has more time to deal with operational matters                                   |
| 9  | Review of Operational MET Meeting Format  | YOT Board Safeguarding Champion | Dec 15 |  | Reduction in cases assessed to be high risk of CSE  |
| 10 | Development of means of monitoring children who go missing from school  | YOT Education Champion          | Dec 15 |  | Reduction in young people's assessments of vulnerability and more integrated understanding of risks |
| 11 | Review of ETE Data Set provided to the Board  | YOT Education Champion          | Dec 15 |  | Greater understanding of ETE needs of young people in the city                                      |
| 12 | Further development of YOT CSE database and review as standard agenda item at Board   | YOT Manager, YOT Board Chair    | Dec 15 |  | More focussed CSE data available to Team, Board and Partners to assist with evaluating risks        |



## Appendix 1 - Youth-related crime & anti-social behaviour<sup>1</sup>

For the first time since 2007/08, there has been a 7.5% (n47) increase in recorded crimes committed by young people aged 10-17years (see table X below).<sup>2</sup> The changes in recording practices by the police after the HMIC data integrity report (see Appendix X) are likely to have contributed to this rise, as violent crimes and relatively low level crimes were more likely to be under-reported before July 2014/15. This means that although the levels of recorded youth crime have increased this may not reflect a real increase in youth-related crime.

There were 173 young offenders in 2014/15, a slight reduction (4%, n7) compared with the previous year. This means that approximately 1% of young people in Portsmouth committed an offence which resulted in a substantive outcome. There was also a reduction of 6% (n5) in First Time Entrants (FTEs) as recorded on the Portsmouth Youth Offending Teams (PYOT) database.<sup>3</sup>

**Table X: Youth offending trends from 2007/08 to 2014/15**

|   | 2007/08        | 2008/09        | 2009/10             | 2010/11      | 2011/12      | 2012/13     | 2013/14     | 2014/15     |
|---|----------------|----------------|---------------------|--------------|--------------|-------------|-------------|-------------|
| <b>No. of offences</b>  | 1601           | 1369           | 1298                | 1036         | 993          | 687         | 624         | 671         |
| <b>No. of YRDs / OODs (not included in No. offences)</b>                                      | -              | -              | 52<br>(from Dec 09) | 244          | 165          | 78          | 35          | 35          |
| <b>Total number of offences including those with no substantive outcome but were recorded</b> | 1642           | 1369           | 1347                | 1280         | 1158         | 765         | 659         | 706         |
| <b>No. of young offenders (incl. FTEs)</b>  | 707            | 665            | 605                 | 364          | 315          | 201         | 180         | 173         |
| <b>Average number of offences per offender</b>  | 2.3            | 2.1            | 2.1                 | 2.8          | 3.2          | 3.4         | 3.5         | 3.9         |
| <b>No. of FTEs (rate per 100,000 10-17yrs) (from YOIS &amp; Core+ 13/14 &amp; 15/16)</b>      | 395<br>(2,130) | 399<br>(2,325) | 317<br>(1,842)      | 128<br>(756) | 128<br>(756) | 67<br>(375) | 79<br>(443) | 74<br>(415) |

The reduction in offenders alongside a rise in offences means that the average number of offences committed by each offender continues to increase. In 2014/15, the average number of offences per offender was 3.9 (see table X). This increase has been of concern to the partnership for several years, and a 'Priority Young People' group was set up to try and tackling the offending behaviour of the more prolific offenders. A corresponding performance measure was established to reduce the number of offenders committing five or more offences. In 2014/15, 26 young

<sup>1</sup> All youth offending data for 2013/14 and 2014/15 has been provided by Scott Simpson, Children's Social Care, PCC

<sup>2</sup> Based on outcome data so some of the offences will have occurred before 2014/15 and this will not include some of the offences which occurred but have not yet resulted in a substantive outcome.

<sup>3</sup> Please note that the current figures for the rate of FTEs on the YJMIS website are incorrect and based on estimates from previous data - Please ignore the current YJMIS figure of 117 FTEs.

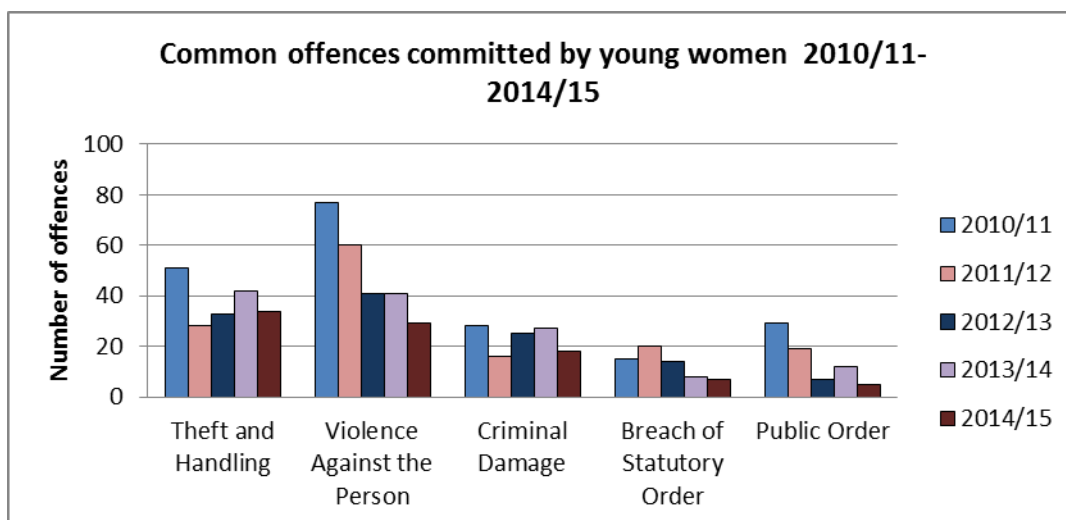
people committed five or more offences, which is a reduction from 31 the previous year.<sup>4</sup> These young people committed 367 crimes between them which means that they committed an average of 14.1 offences each.

The most recent rate of re-offending<sup>5</sup> available from the Youth Justice Board is for July 2012 to June 2013. 45.6% of the cohort committed more than one offence, which is less than the previous year (48.9) but higher than both the average for similar areas (38.8%) and the national average (36.5). Across the cohort there was an average of 1.8 repeat offences, which again is slightly lower than the previous year (1.9) but higher than the average for similar areas (1.34) and the national average (1.1).

The custody rate for 2014/15 was 0.35 per 1,000 (six young people in custody), which is not only a reduction from last year (0.70, n12) but also slightly less than the national average (0.42) and average for similar areas (0.43).

## Offences

There has been a 28% (n42) reduction in the number of offences committed by young women, since last year, but the most common offences remain the same as in previous years. Theft and handling were the most common offences (31%, n34), followed by violence (27%, n29) and criminal damage (17%, n18).

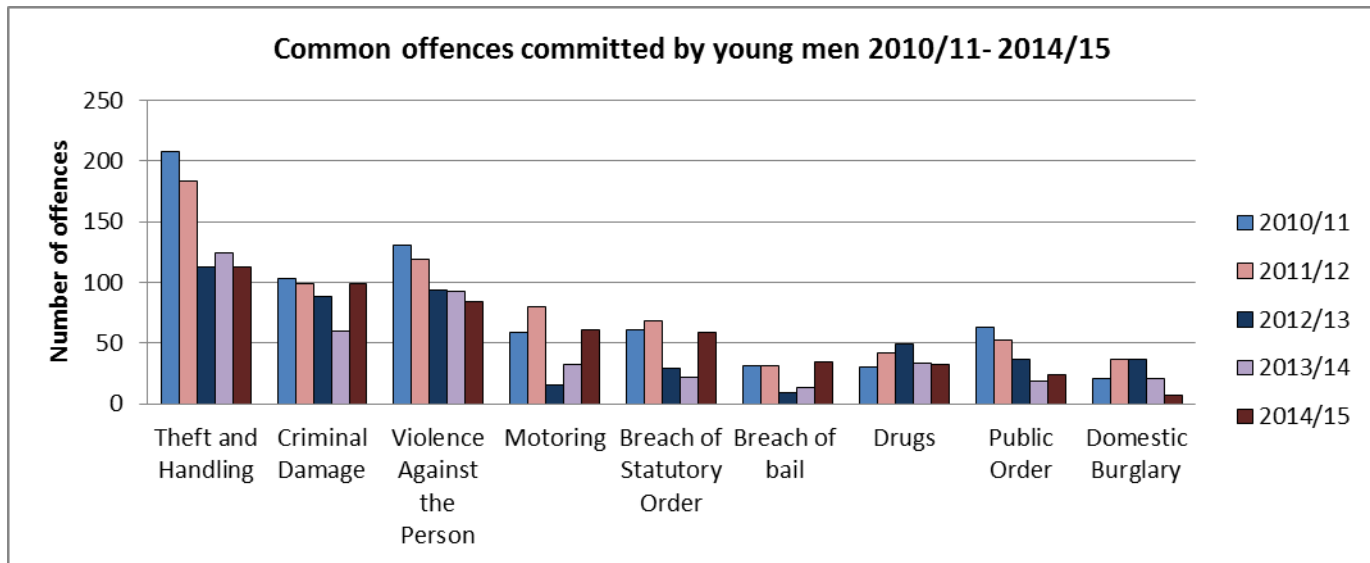


Conversely there has been a 19% (n89) increase in the number of offences committed by young men in the last year. This increase has been largely driven by a 65% (n39) rise in criminal damage and 90% (n29) rise in motoring offences. This means that while theft is still the most common offence is theft (20%, n113); criminal damage has replaced violence as the next most frequent crime (18%, n99). There has been a slight reduction in violence (15%, n84), which seems at odds

<sup>4</sup> Please note that these figures will vary from previous reports, because the information is being extracted using a new methodology and provided by the Children's Social Care Team.

<sup>5</sup> Retrieved from the YJMIS website - report 82 Draft YDS for England Apr 14-Mar 15

with the general increases in reported violence we have seen as a result of the HMIC data integrity report.



## Offender Profile

Just under a fifth (18%, n30) of offenders were female, which is in line with the national ratio of males to females.<sup>6</sup> The peak ages for male offenders were 16 and 17yrs (n37) and 15-17yrs for females (n9, n8 & n7 respectively). This in line with what we would expect to see.

Unsurprisingly, Charles Dickens ward had the highest rate of offenders (1,722 per 100,000, n25), closely followed by Paulsgrove (1,574 per 100,000, n26) and St Thomas (1,489 per 1000,000, n14). These three wards have had the highest rates since 2008/09 and are target areas for positive activities or other interventions.

Due to PYOTs recent change in database, information about risk factors associated with offending for 2014/15 is not yet available. In 2013/14, PYOT completed 232 assessments (Assets) for 152 young offenders. There is a summary score for each section which gives an indication about whether a particular issue is thought to be linked to offending behaviour for the individual.

- **41% (n61) of young offenders had some association between drinking alcohol and / or taking drugs**
- **34% (n52) had an association with emotional and mental health** that was linked to their offending behaviour.

Additionally a number of young offenders reported family factors, although there is no indication about whether these family factors are likely to have had an impact on offending behaviour.

Over two fifths reported specific issues:

- **26% (n40) stated that they had experienced abuse or neglect,**

<sup>6</sup> JYB (2015) *Youth Justice Annual Statistics 2013/14* from: [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/399379/youth-justice-annual-stats-13-14.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/399379/youth-justice-annual-stats-13-14.pdf)

- **23% (n35) had witnessed family violence,**
- 21% (n32) had a member of the family who had been involved in criminal activity,
- 11% (n16) had a family member with a substance misuse issue and
- 10% (n15) had a family member with an alcohol misuse issue.<sup>7</sup>

This means that some young people are experiencing more than one family issue, in particular **where they had reported abuse; just over half had also witnessed family violence (n21).**

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<sup>7</sup> Family criminality, alcohol and substance misuse were just for the preceding 6 months.

## Appendix 2

### Updated Implementation Timetable (including progress to date)

| Dates                | Milestone  | By Whom                              | Status  |
|----------------------|--|--------------------------------------|---|
| 2014-15<br>Quarter 4 | Successful Re-inspection of the PYOT (NB March 2015 is earliest date for re-inspection)  | PYOT Team & Management Board         | Achieved June 2015  |
|                      | Audit timetable in place (already created 2014/15 Q2) leading to high quality assessments and plans reported for all young people open to PYOT | PYOT Manager                         | Achieved and in place   |
|                      | All National Standards Timescales met- evidenced by monthly QAs  | PYOT Manager                         | Far greater congruence but still not consistently 100%  |
|                      | Identification of deficits in integrated working and plan put into place to remedy   | PYOT Management Board                | Ongoing- HMIP Inspection identified significant progress but still further integration required in some areas |
|                      | Utilisation of information provided by Information Officer to provide identification of potential budget savings for the Management Board      | PYOT Manager                         | Ongoing   |
|                      | Implementation of Safer Portsmouth Partnership Restorative Justice Strategy  | SPP Strategy and Partnership Manager | Implemented and in place  |
|                      | Implementation of findings of review of YOT/Police Out of Court Disposal procedures  | Police District Commander            | Triage Decision Making Panel introduced in April 2015   |
|                      | Successful implementation of work stream 4 of PSCB CSE Strategy into   | PSCB CSE Lead                        | Achieved- though HMIP   |



|   |   |   |
|---|---|---|
| core YOT practice   |   | recommend that greater scrutiny of CSE data by management board is required   |
| Successful application for increased funding from Police and Crime Commissioner to fund work to reduce re-offending | PYOT Manager  | Achieved  |
| Review of PYOT Workforce Development Plan and Learning Needs Analysis and implementation of findings                | PYOT Manager<br>Development Manager                 | Review to take place Q2 15/16   |
| Review of Step Down procedures and implementation of findings   | CSCS IYSS<br>Management Team                        | PYOT review took place  |
| Review of Joint YOT/Court Pre-Sentence Report Audit arrangements  | PYOT Practice Leads                                 | Achieved  |
| Roll out of local Resettlement Protocol   | PYOT Manager  | Ongoing-protocol reviewed- need for follow up events within team and with partners  |
| Completion of Actions emanating from CSCS Ofsted Inspection Improvement Plan  | Director of Children's Social Care and Safeguarding | Action Plan in Place with reporting mechanisms to the Children's Trust  |
| Implementation of action plan emanating from PYOT Health Needs Assessment   | PYOT Management Board Health Representatives        | Achieved  |
| Active engagement with the roll out of Early Help Strategies emanating from Priority 1 of Children's Trust Board    | Children's Trust Board                              | Evidence of engagement taking place. It is anticipated that introduction of the MATs will see an impact upon reduction in FTE |



|                      |   |  |  |
|----------------------|---|--|--|
|                      | Review of Action Plan produced following HMIP Thematic Inspection of Work by Probation Trusts and YOTs to protect Children and young people | PYOT Manager                                   | Achieved   |
|                      | Roll out of local Reducing Children in Care offending protocols   | Corporate Parenting Board                      | Action Plan in place                                 |
| 2015-16<br>Quarter1  | Review Priority Young Partnership Strategy  | PYOT Manager                                   | Achieved   |
|                      | Pro-active Board Management Board Feedback provided for development of specifications for Positive Family Steps Re-Tendering process        | Troubled Families Co-Ordinator                 | Achieved   |
|                      | Implementation of strategy to tackle issues raised from the findings of the proposed re-analysis of custody, re-offending and FTE cohorts   | Partnerships and Commissioning Manager         | Ongoing  |
| 2015-16<br>Quarter 2 | Review of local Resettlement Protocol   | PYOT Manager                                   | Completed and attached as an appendix to this review |
|                      | Review of PYOT Health Needs Assessment Action Plan  | PYOT Management Board & Health Representatives | Achieved   |
|                      | Production of Joint YOT/partner Agency strategy for working with young people who offend who are themselves victims of offending behaviour  | PYOT Manager                                   | To be commenced                                      |
|                      | Annual review of YJ Strategic Plan Commences  | PYOT Manager                                   | Completed  |
|                      | Implement Inspection Improvement Plan   | PYOT Board Chair and Manager                   | To commence at start of Q3 after submission of plan  |
| 2015-16<br>Quarter 3 | Review of integrated working practices  | PYOT Manager                                   |  |
|                      | Review of YOT/Police Out of Court Disposal procedures   | Police District Commander                      |  |
|                      | Identification of budget savings for next financial year  | PYOT Board                                     |  |





|                      |  |  |  |
|----------------------|--|--|--|
|                      | Review of local Reducing Children in Care offending protocols                          | Corporate Parenting Board              |  |
|                      | Commence planning for roll out of Asset Plus   | PYOT Manager                           |  |
|                      | Review of impact of changes to Priority 1 Early Help strategies on First Time Entrants | Partnerships and Commissioning Manager |  |
| 2015-16<br>Quarter 4 | Review of Safer Portsmouth Partnership Restorative Justice Strategy                    | SPP Strategy and Partnership Manager   |  |
|                      | Review of PYOT Workforce Development Plan and Learning Needs Analysis                  | PYOT Manager                           |  |
| 2016 – 17<br>Outline | Review priorities for next three year plan in lieu of re-inspection                    | PYOT Management Board                  |  |
|                      | Implementation of Asset Plus due July 2016   | PYOT Manager                           |  |

# **Portsmouth Youth Offending Team (YOT) Management Board**

**March 2015**

**Induction Pack**

## What is the YOT Management Board?

YOT Management Boards are a requirement under the Crime and Disorder Act (1998). This requires partners to come together to form a management board which includes all of the statutory partners from:

- Local Authority
- Police
- Health
- Probation Service

The Chair is appointed at the discretion of the LA Chief Executive. The Board will appoint a Vice-Chair. Members include the statutory partners plus a wider partnership to reflect best fit for maximum effectiveness.

## Membership of the Portsmouth YOT Board

| <b>Organization</b>        | <b>Board Member</b>   |
|----------------------------|---|
| Hampshire Constabulary     | Portsmouth District Commander, Hampshire Constabulary                             |
| Portsmouth City Council    | Director of Children's & Adults' Services, Portsmouth City Council                |
| National Probation Service | Assistant Chief Officer, National Probation Service                               |
| Portsmouth City Council    | Deputy Head of Integrated Commissioning Unit                                      |
| Health                     | Head of Health, Community Safety and Licensing, Portsmouth City Council           |
| Portsmouth City Council    | Inclusion Commissioning Manager, Portsmouth City Council                          |
| Portsmouth City Council    | Head of Children's Social Care and Safeguarding, Portsmouth City Council          |
| Victim Support             | Senior Service Delivery Manager, Victim Support                                   |
| Courts                     | South & South East Hampshire Magistrates' Courts                                  |
| Health                     | Public Health Consultant  |
| Youth Offending Team       | Youth Offending Team Manager  |
| Supporting Officers        |   |
| Portsmouth City Council    | Commissioning & Partnerships Manager (Children), Portsmouth City Council          |
| Paula Williams             | Senior Performance Advisor (SE Region), Youth Justice Board for England and Wales |
| Mark Summers               | Youth Justice Board for England and Wales   |
| Hampshire Constabulary     | Minute taker  |

## **What does the YOT Management Board do?**

The Board provides oversight, support and challenge to the Youth Justice Services in Portsmouth in order to:

- reduce reoffending
- reduce first time entrants into the Youth Justice system
- reduce use of custody

These are the three targets the Youth Justice Board for England and Wales sets for all Youth Offending Teams.

In addition the management board sets and monitors local targets for the YOT, as appropriate to identified local need.

The **role** of the Board (“Modern Partnerships “YJB 2014) is to:

- determine how the youth offending team(s) is to be composed, services provided (and funded) how it is to operate and what functions it is to carry out
- oversee the formulation each year of a Youth Justice Plan, it’s implementation then delivery
- oversee the appointment or designation of a youth offending team manager; and
- agree measurable objectives as part of the youth justice plan
- support an evaluation and learning culture to ensure effective management and commissioning decisions are made

## **What makes good governance of a YOT? (Summarised from YJB ‘Modern Partnerships’ 2013)**

- clearly identifiable Partnership Board exercising accountability with responsibility for and a focus on leadership,
- oversight and the accountability of the Youth Justice System – not just the YOT
- bridging between criminal justice, community safety and children’s services
- a clear focus on financial accountability
- understanding national expectations on YOT including through Inspection

**The Partnership Board will be effective if ....**

This section includes two sources of national best practice in YOT Governance YJB “Modern Partnerships” in 2013. This extract identifies effective practice as follows:

- all named statutory services are represented with other key delivery agencies and stakeholders represented or able to make representation;
- it meets at least quarterly with a continuity of board membership and regular attendance;
- It is clear to whom the YOT partnership Board reports
- there is an agreed consistent Data set which Board can interrogate and which is efficient to produce
- individual members are inducted into the role, are able act as local ‘champions’ for youth justice and have lead responsibility for key areas of activity;
- there is a culture of learning and wider dissemination of lessons from community serious public protection and safeguarding incidents, thematic inspections and other relevant processes through local safeguarding and public protection structures

**YOTS are subject to inspection by HMIP (Her Majesty’s Inspector of Probation)**

HMIP “Partners in Crime” (April 2014) identified, in summary, these characteristics of effective Boards.

**The Good and the Bad of Partnership Boards**

- broad strategic thinking which goes beyond criminal justice objectives – a problem solving culture across agencies
- strong productive relationships, all Board members see themselves as ambassadors in relation to this area of work. Board members willing to challenge each other
- good performance data – national and local, at least quarterly and submitted by services who have been commissioned as well.
- board understands the local offending trends.
- board receives case examples to demonstrate successes and frustrations.
- board pays attention to addressing diversity factors
- shared resources. Annual plan provides evidence of progress and is not just a paper exercise

**..and the not so good;**

- failing to look at the bigger picture – no vision, ambition, goals or targets
- no strategic analysis of need to determine commissioning strategy. Not all data produced or understood, and not enough about local priorities
- little challenge and support.

- no higher education partnerships to evaluate work
- not everyone prioritised attendance at the Board. Too many groups and sub-groups which took up a disproportionate amount of time
- YOT Board driven by manager not by the Board
- joint strategies not understood by all staff
- infrequent meetings. Few shared resources

### **The Role of Board Members**

Members of the Board have three key functions which reflect their seniority and specialist expertise to achieve the focused goals of the partnership

- giving strategic direction and holding the YOT partnership to account
- championing the work of the YOT
- decision making authority in relation to YOT partnership issues

The function of the Chair, in liaison with the YOT Manager is to:

- lead the YOT Management Board in achieving the goals and outcomes of the Youth Justice Strategic Plan
- ensure engagement of Partnership Board members in strategic decision making, championing the work of the YOT and dissolving barriers
- ensure open partnership working across community safety, children services, health and community stakeholders
- manage risks to achieving the Youth Justice Strategic Plan with partners
- work with Heads of Service and partners on any critical issues

The Chair of the Partnership Board will be agreed by the Chief Executive of Portsmouth City Council after discussion between the statutory partners. The Chair will not be the Line Manager of the YOT Manager.

### **All members**

Other members of the Partnership Board champion the YOT partnership for example by:

- setting out how YOT success produces successful outcomes for their own organisations
- understanding and promote the work of the YOT and key youth justice services
- helping to resolve delivery issues within their organisations which affect the performance of the YOT
- leadership to promote new YOT initiatives.

The membership of the management board includes specific champion roles for:

- Public Protection
- Safeguarding
- Likelihood of Re-offending
- Health
- Education

The role descriptions for these champions is attached at Appendix 1

## **How will we work together effectively?**

### **Induction of new members**

The Board will support induction of new Board Members by:

- setting up initial meetings with Chair and YOT Manager to work through the Handbook, clarify roles, responsibilities and skill set
- visits to YOT team to see work in progress

### **Attendance and substitutes**

The Board requires prioritisation of attendance by members who have the right decision making seniority. Sending substitutes should be a rare occurrence but any substitute must have delegated authority for that meeting.

### **Conflicts of Interest**

All members of the Board share responsibility for all aspects of the Board business. However each Board member is responsible under the Nolan Principles of Public Life. Should there be an agenda item which may, or may be seen to, pose a conflict of interest they should seek guidance from the chair and if necessary withdraw from that discussion.

### **Board meetings Agenda**

The annual cycle of Board business is planned to cover statutory and business responsibilities.

A Board meeting is likely to have the following elements

1. Report on Progress against YJ Plan
2. Compliance with standards including Inspection
3. Financial scrutiny
4. Immediate Issues
  - a. Analysis of Risk and any specific mitigation
  - b. Funding or other opportunities
5. Culture of learning which might include:
  - a. Presentation on specific practice
  - b. Engaging with Voluntary and community sector e.g. views of young people, parents
  - c. Peer Board members from another YOT
  - d. Outcomes from serious case reviews

### **Papers to Board meetings**

- Will be circulated one week before Board meeting
- Minutes will take the form of key actions and responsibilities so that progress chasing is clear and manageable. Board administration will be provided by the PA to the local Police Area Commander.



### Supportive Challenge

What are the sort of supportive challenge questions Board members might ask at Board meetings:

- 1) Of themselves as a Board?
- 2) Of each other as partner agencies?
- 3) Of the YOT leadership?

#### 1) Agency / Stakeholder Engagement

- a. *Are all the key partners / stakeholders clear what YOT is aiming to achieve and their role in supporting it?*
- b. *What are the barriers to engagement by agencies? How can these be overcome?*
- c. *How sure are we that all the relevant strategic plans are informed by YOT priorities?*
- d. *How do we get to hear the views of YOT service users?*

#### 2) Involvement of Board members

- a. *Do Board members regularly attend*
- b. *Do Board members engage the support of their agencies?*
- c. *Should there be lead Board member responsibilities on specific projects, goals or actions?*
- d. *Do we need a development session on a specific theme to make sure we are all clear on issues and actions?*
- e. *How would we know that we are effective as a Board?*

#### 3) Board members

- a. *What are the areas of the youth justice service where I need some development support to understand the issues?*
- b. *What can I do to support YOT goals in my organisation?*
- c. *Where are the overlaps with my service – and how well does coordination/transition take place?*
- d. *What training will YOT staff need to prepare for e.g. :*
  - i. *changes to probation*
  - ii. *changes in commissioning /integrating services*

#### 4) Service user / Community views

- a. *How are young people's views used in evaluation of programmes or interventions?*
- b. *How do we use victim views in judging performance? How do we use the views of girls who are victims or specific ethnic groups?*
- c. *How do we promote the positive achievements of young people in the YJ system and so build public confidence*

#### 5) The Youth Justice Plan

- a. *What does the Performance Data tell us about trends, barriers, successes?*
- b. *How does this performance data break down by*
  - i. *Age profile – do young people do better or worse*
  - ii. *Gender, ethnicity profile*
  - iii. *Programmes – which are most effective and how do we know*
- c. *How do we ensure the quality of YOT processes such as assessment, Pre Sentence reports*

*d. What are the trends for Portsmouth in key youth offending indicators, crime types – what are the implications for prevention work, early intervention or post 18 work*

6) Finance and commissioning

*a. What options are there for cross agency/ cross boundary working?*

*b. How do we know a specific programme offers value for money?*

*c. Are our YOT- developed programmes based on Effective Practice – if so from which source (e.g. YJB)*

7) Culture of Learning

*a. How are our 'statistical family' YOTS performing – what can we learn from them – and them from us?*

*b. What emerging risks are other YOTS dealing with which we may have to in the future?*

*c. What emerging findings are there from national Inspections, thematic inspections, or Serious Case Reviews in this or other areas?*

**8) Quality Assurance**

*a) For our targets on one or more of the following*

*i) First Time Entrants*

*ii) Reducing Reoffending*

*iii) Use of custody*

*iv) How does the YOT compare using YJB tools, National Standards or OfSTED/HMIP criteria.*

*b) What are the routine QA processes on YOT practice – for example peer review , team manager case scrutiny, external validation.*

*c) How will HMIP/OfSTED judge our performance – what steps are being taken to address weaknesses.*

## **What is a Youth Offending Team and what does it do?**

A Youth Offending Team is a statutory service under the Crime and Disorder Act 1998.

The exact form of the YOT is not prescribed, but membership of a YOT (section 39(5) of the act) must include at least one of each of the following:

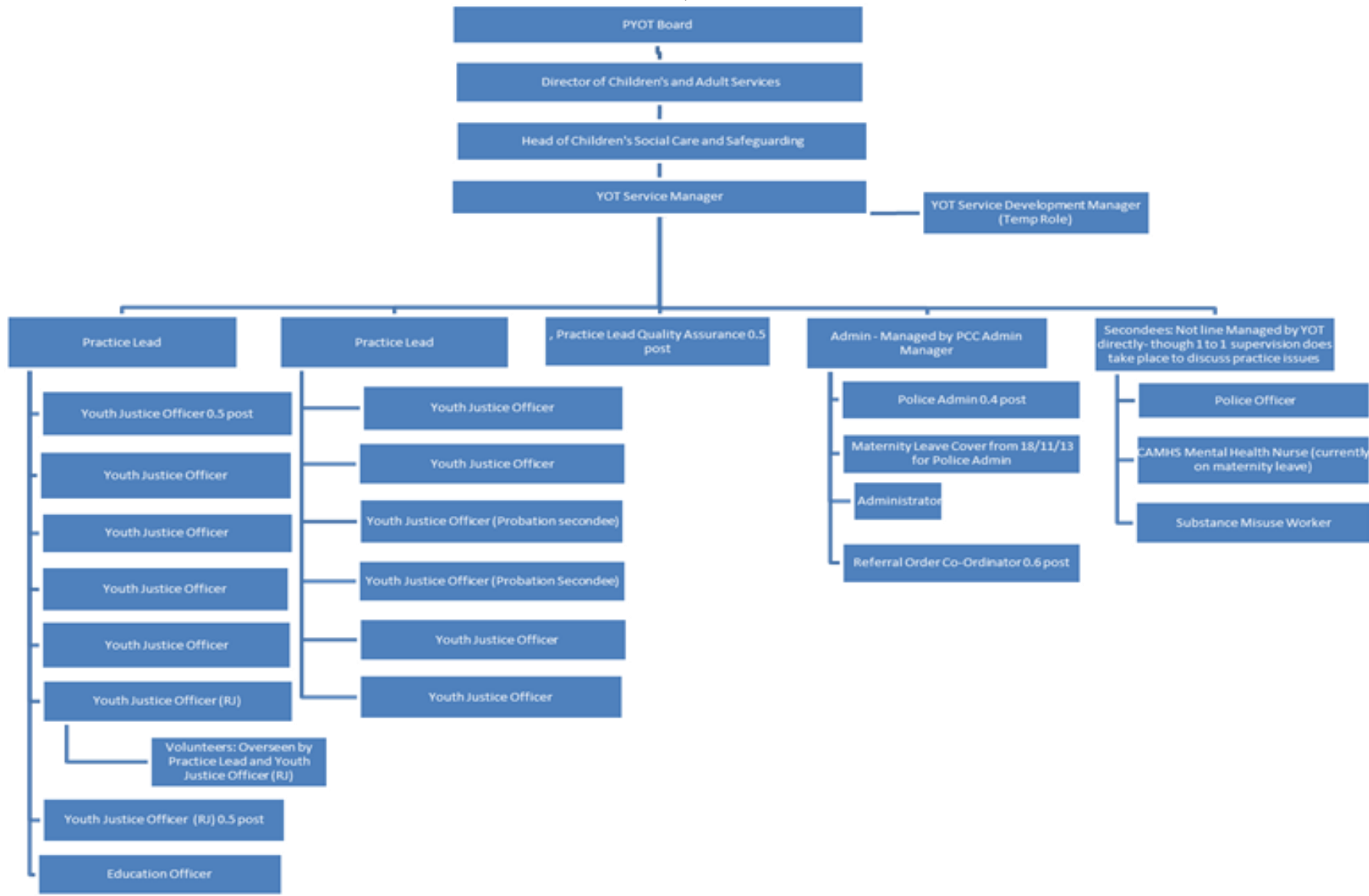
- an officer of a local probation board or an officer of a provider of probation services;
- a person with experience of social work in relation to children nominated by the director of children's services appointed by the local authority under section 18 of the Children Act 2004;
- a police officer;
- a person nominated by a Primary Care Trust or a Local Health Board any part of whose area lies within the local authority's area;
- a person with experience in education nominated by the director of children's services appointed by the local authority under section 18 of the Children Act 2004

Youth Offending Teams have a statutory aim to prevent offending by children and young people.

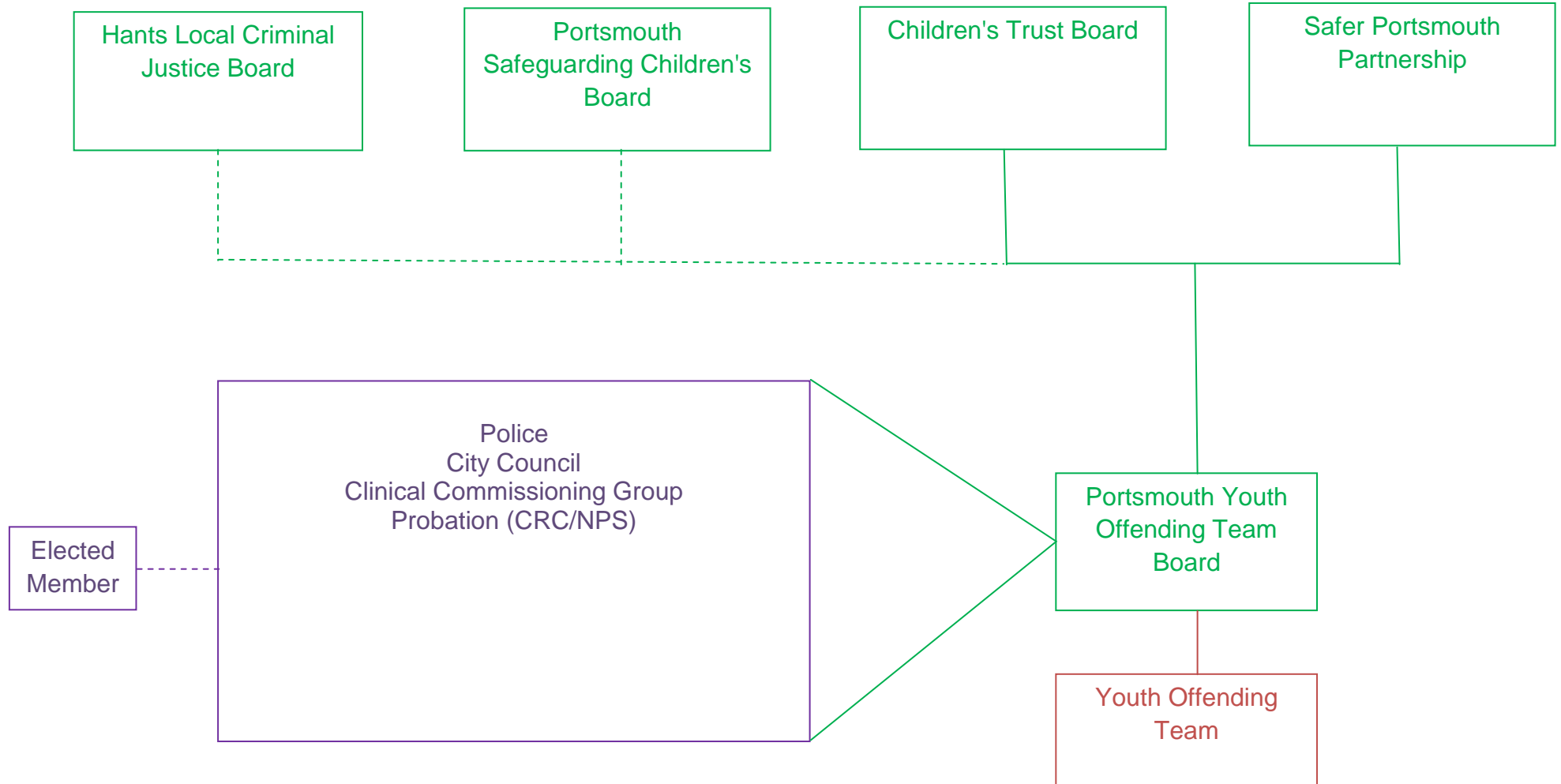
There are three National Performance Indicators for YOTs:

- Reducing re-offending (measured using Police National Computer data)
- Reducing first time entrants to the Youth Justice System (measured using National Police Computer data)
- Reducing the use of custody (measured by YOT data, submitted to and collated by the Youth Justice Board)

In addition to the three National Indicators YOTs usually have a set of local indicators set by their partnership Management Board, as appropriate to meet local needs.



# YOT Governance





The YOT works with young people at four levels: pre-court, first tier, community tier and custodial sentences. In addition there are some disposals that do not, of themselves, include statutory intervention from the Youth Offending Team

| Pre- court   | Community Tier - Youth Rehabilitation Order   | Custody   |
|--|---|---|
| Prevention for at risk groups (e.g.LAC)<br>Youth Restorative Disposals (community resolutions)<br>Youth Cautions<br>Youth Conditional Cautions | Supervision requirement<br>Activity requirement<br>Curfew requirement<br>Programme requirement<br>Residence requirement<br>Mental health treatment requirement<br>Drug testing requirement<br>Drug treatment requirement<br>Intoxicating substance treatment requirement<br>Education requirement<br>LA residence requirement<br>Unpaid work requirement<br>Attendance Centre Requirement<br>Prohibited activity requirement<br>Electronic monitoring requirement<br>Intensive supervision and surveillance | Detention and Training Order<br>S91 determinate sentence<br>S91 extended sentence<br>S226 indeterminate sentence<br>S90 mandatory life sentence |



|   |  |   |
|---|--|---|
|   | requirement<br>Intensive fostering requirement |   |
| First Tier  | Other community sentences YOT                  | Non YOT penalties   |
| Referral Order<br>Reparation Order<br>Deferred sentence with conditions | Parenting Order<br>ASBO                        | Absolute discharge<br>Conditional discharge<br>Fine<br>Compensation Order |



The minimum standard of service young people should expect working with the YOT is set out in National Standards for Youth Offending Teams. National Standards are issued by ministers and constitute secondary legislation. They set out the timescales for assessment and interventions and prescribe the frequency with which the YOT will meet any one young person.

Youth Offending Teams assess each young person using a structured clinical assessment, ASSET (due to be replaced by ASSET+ in 2016). In using Asset the assessor ascribes a value of between 0-4 for each of 12 dynamic risk factors. This score is added to scoring for static factors which results in a total score of between 0 - 64. The total score has proved to be a reliable predictor of the likelihood of future offending. The level of input the YOT has with each young person is determined by their total asset score. This is usually referred to as "The Scaled Approach". The Scaled Approach sets the minimum expectation. In practice some young people will be seen in excess of National Standards, where indicated as appropriate.

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| Child/young person profile   | Intervention Level | Minimum contact first 3 months | Minimum contact per month thereafter |
|--|--------------------|--------------------------------|--------------------------------------|
| <b>Low likelihood of re-offending</b> (as indicated by <i>Asset</i> score [dynamic and static factors] between <b>0</b> and <b>14</b> inclusive)<br>AND<br><b>Low risk of serious harm</b> (as indicated by no risk of serious harm assessment being required, or low risk of serious harm assessment) | <b>Standard</b>    | <b>2</b>                       | <b>1</b>                             |
| <b>Medium likelihood of re-offending</b> (as indicated by <i>Asset</i> score [dynamic and static factors] between <b>15</b> and <b>32</b> inclusive)<br>OR<br><b>Medium or high risk of serious harm</b> (as indicated by risk of serious harm assessment)   | <b>Enhanced</b>    | <b>4</b>                       | <b>2</b>                             |
| <b>High likelihood of re-offending</b> (as indicated by <i>Asset</i> score [dynamic and static factors] between <b>33</b> and <b>64</b> inclusive)<br>OR<br><b>Very high risk of serious harm</b> (as indicated by risk of serious harm assessment)  | <b>Intensive</b>   | <b>12</b>                      | <b>4</b>                             |





## Appendix 4 - Budget

### Partner contributions to the youth offending partnership pooled budget 2015/16

| Agency                        | Staffing costs (£) | Payments in kind – revenue (£) | Other delegated funds (£) | Total (£)      |
|-------------------------------|--------------------|--------------------------------|---------------------------|----------------|
| Local authority               | <b>320,789</b>     |                                | <b>84,600</b>             | <b>405,389</b> |
| Police Service                |                    | <b>76,616</b>                  |                           | <b>76,616</b>  |
| National Probation Service    | <b>71,200</b>      |                                |                           | <b>71,200</b>  |
| Health Service                | <b>15,000</b>      |                                |                           | <b>15,000</b>  |
| Police and crime commissioner |                    |                                | <b>47,601</b>             | <b>47,601</b>  |
| YJB Good Practice Grant       | <b>211,040</b>     |                                |                           | <b>211,040</b> |
| Other                         | <b>10,000</b>      |                                |                           | <b>10,000</b>  |
| <b>Total</b>                  | <b>628,029</b>     | <b>76,616</b>                  | <b>132,201</b>            | <b>836,846</b> |

### Breakdown of Budget for Spending Youth Justice Grant

| Resource               | Objective  | Work Elements  | Outcomes  | Cost (£000) |
|------------------------|--|--|---|-------------|
| Practice Leads         | Improve practice and performance in areas identified in PYOT's Team Plan                       | <ul style="list-style-type: none"> <li>Review/evaluate existing practice</li> <li>Continue monthly audits/file checks</li> <li>Devise new QA systems</li> <li>Provide support/reflective supervision to staff</li> <li>Feedback to YOT Manager and Management Board</li> <li>Implement and evaluate plans to address underperformance</li> </ul> | Reduce Re-Offending and Reduce Custody,             | 64.2        |
| Youth Justice Officers | Undertake measureable and effective Restorative Justice interventions in all appropriate cases | <ul style="list-style-type: none"> <li>Review existing practice</li> <li>Develop training for staff and volunteers</li> <li>Develop links with other agencies/teams within the LA</li> <li>Develop good practice within the team</li> <li>Review use of RJ with out of court disposals</li> </ul>  | Reducing First Time Entrants                        | 42          |
| Education Link Worker  | Improve NEET performance for children open to the YOT  | <ul style="list-style-type: none"> <li>Develop role of newly seconded team member with Education remit</li> <li>Develop links with local education and training providers</li> <li>Identify and intervene with potential young people at risk</li> </ul>   | Reducing First Time Entrants, Reducing Re-Offending | 27          |



|                       |   |  |   |    |
|-----------------------|---|--|---|----|
|                       |   | <p>at an earlier stage and improve NEET performance for young people already on orders</p> <ul style="list-style-type: none"> <li>• Identify NEET young people at risk of becoming PYP and take appropriate action with colleagues</li> <li>• Interrogate data for quarterly reports and provide detailed feedback on performance</li> </ul>   |   |    |
| Youth Justice Officer | Reduce the number of young people committing 5 or more offences in a year (Safer Portsmouth Partnership Target) | <ul style="list-style-type: none"> <li>• Identify and nominate appropriate young people who fit criteria of the new Priority Young Person (PYP) Strategy</li> <li>• Evaluate and review practice with these at risk young people</li> <li>• Implement action plans devised at multi-agency PYP meetings</li> <li>• Feedback to Practice Leads on a monthly basis with a view to contributing to monthly performance monitoring of success</li> </ul> | Reducing Re-Offending, Reducing Custody   | 27 |
| Youth Justice Officer | Reduce the risks posed by young people causing harm to others and the safeguarding risks to themselves          | <ul style="list-style-type: none"> <li>• Develop staff skills with a view to increasing the number of competent staff to address risks more appropriately and effectively</li> <li>• Review all current risk and vulnerability assessments (<b>all</b> young people open to YOT)</li> <li>• Improve quality of risk and vulnerability management plans</li> <li>• Complete all appropriate</li> </ul>  | Reduction in number of young people with safeguarding and ROSH management plans in place and increase in competence in managing young people with these | 27 |



|                       |  |   |  |       |
|-----------------------|--|---|--|-------|
|                       |  | plans and feedback performance reviews to YOT Management Board and YJB  | plans  |       |
| Youth Justice Officer | Develop effective group work provision for all young people at high risk of re-offending                   | <ul style="list-style-type: none"> <li>Continue to develop group work provision that devise and evaluate new sessions</li> <li>Evaluate young person feedback as a way of improving effectiveness of delivery</li> <li>Feedback results of evaluation to team and involve team in development of future provision</li> <li>Develop co-working opportunities with police and other teams within Portsmouth CC</li> </ul>   | Reducing Re-Offending, Reducing Custody  | 17    |
| Training              | Ensure all team receive appropriate training to ensure roles can be undertaken effectively                 | <ul style="list-style-type: none"> <li>The PCC Learning and Development Team will lead on delivery of appropriate training modules building upon outcomes of Inspection Report and Improvement Plan.</li> <li>The team will also commission training packages via any appropriate external providers during the course of the year</li> <li>Staff to attend training-potentially to discuss and evaluate at monthly Clinical Supervision sessions (to be commissioned)</li> </ul> | Reducing First Time Entrants, Re-Offending and Custody, Improving ROSH and safeguarding management | 5     |
| Resources             | Ensure team is appropriately resourced with Effective Practice materials for use in supervision with young | <ul style="list-style-type: none"> <li>Small budget required for any appropriate resources identified (ie work packs, materials etc) to assist staff delivering effective</li> </ul>  | Reducing First Time Entrants, Reducing Re-Offending and  | 1.398 |



|  |        |              |         |  |
|--|--------|--------------|---------|--|
|  | people | intervention | custody |  |
|--|--------|--------------|---------|--|

## Appendix 5 - Implementation of Asset Plus



Implementation of Asset Plus

for Portsmouth Youth Offending Team  
2015/2016

Asset Plus is a new assessment and planning interventions framework developed by the Youth Justice Board (YJB) to replace Asset and its associated tools. Asset Plus has been designed to provide a holistic end-to-end assessment and intervention plan, allowing one record to follow a child or young person throughout their time in the youth justice system.

Portsmouth Youth Offending Team require to introduce the framework to meet statutory obligations and to facilitate this for young people of Portsmouth who require assessment due to their offending behaviour, bespoke pieces of work are required from a number of partners and colleagues to ensure the roll-out is successful through the summer of 2016.

The project from start to end amounts to 7 months of work and for the purposes of this document is presented with consideration for;

- Information Services - technical aspects.
- Learning & Development - training planning and delivery.
- Minimising impact on core business.
- Value for money
- Youth Justice Board - collaboration, advice and guidance.
- Youth Offending Team - successful assessment and planning, development of staff and a revised method of assessment

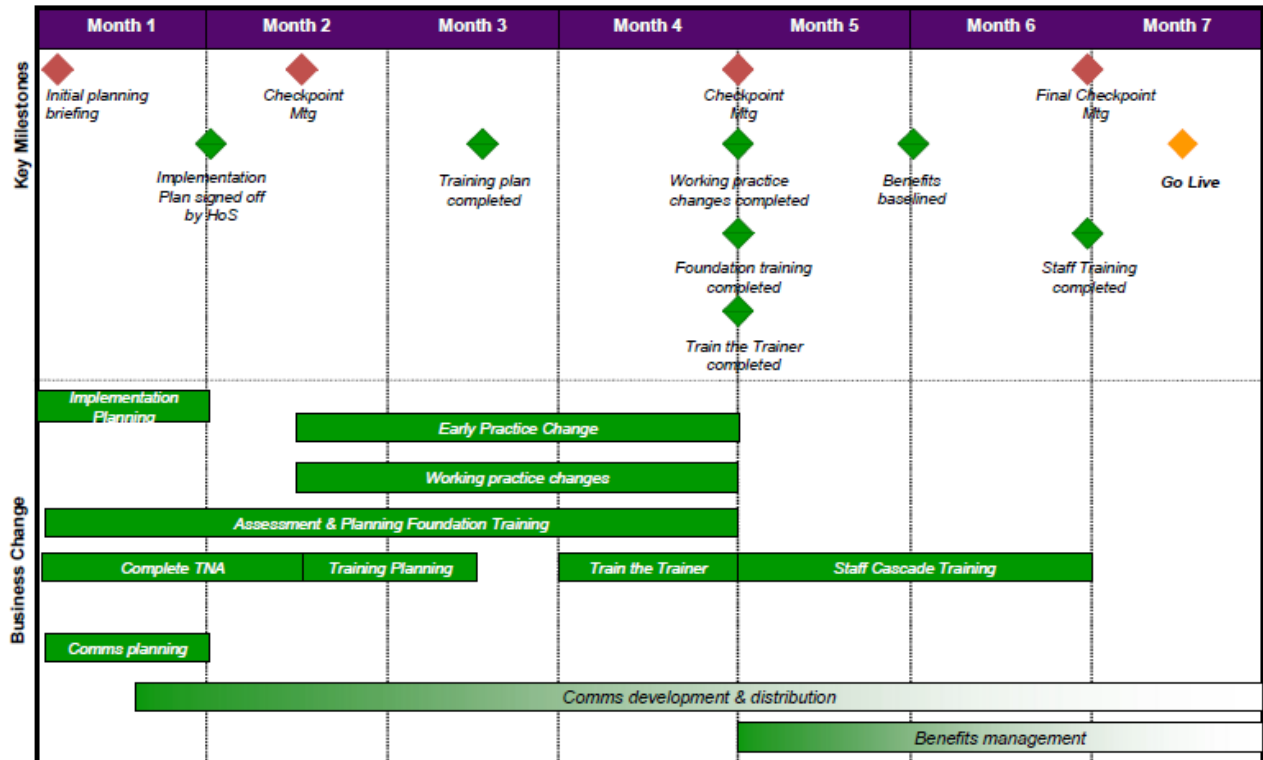
To ensure the milestones are reached, the following is required. Involvement of

- Portsmouth Youth Offending Team - Team and Partnership
- Portsmouth City Council Learning & Development,
- Portsmouth City Council Information Services,
- Portsmouth City Council Children's Social Care Service Performance Development Team
- Career Vision
- Youth Justice Board Business - Business Change Adviser
- Youth Justice Board Local - Local Practice Adviser.





## Local Implementation Roadmap



Regular fortnightly contact will be held between Business Advisor and Change Lead either via an on-site meeting or a conference call

A number of key milestones require to be reached against the YJB's Local Implementation Roadmap before the go live point at week 26.

- Initial planning briefing week 1. YOT, L&D, IS, CV and YJB
- Implementation plan signed-off, end of week 4. Head of Service
- Checkpoint meeting weeks 6, 16 and week 24 YOT, L&D, IS, CV and YJB.
- Training plan completed by week 10. L&D, YOT, YJB, CV
- Working practice changes completed week 16. YOT, YJB
- Foundation training completed by week 16. YOT, L&D, YJB
- Train the trainer training completed weeks 12- 16. YOT, L&D, YJB
- Staff training completed weeks 16 - 24. YOT, L&D, YJB

From November 2015, the work will begin and a go live date estimated to be late-June 2016 in-line with advice and guidance from the Youth Justice Board, Career Vision and Portsmouth YOT being in Tranche 3 for delivery.

Prior to direct engagement, each YOT will be assigned a dedicated business change adviser (BCA) from the Asset Plus team that will support change leads in the delivery of Asset Plus. The initial briefing will involve the change lead, Head of Service, trainers and your YJB Partnership Adviser.

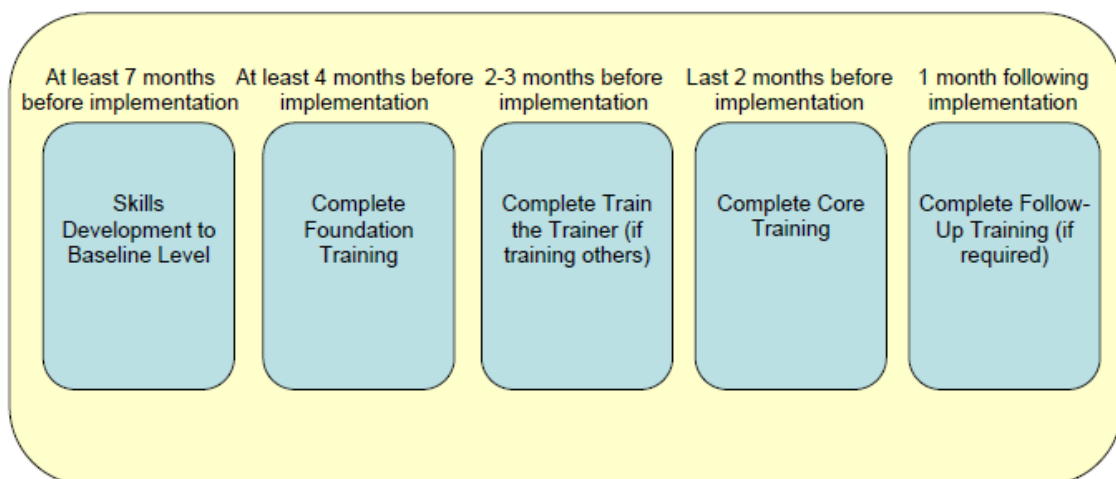
During direct engagement a number of supporting documents and resources will be provided:

- step by step implementation plan
- communications plan and resources for you to communicate to your management board, staff group and local stakeholders
- training plan and tracking tools

## Training



### AssetPlus Training Structure



#### Training Needs Analysis

To be undertaken in conjunction with the YOT Management Team, YJB LPA and BCA and PCC Learning & Development. (October / November 2015)

#### Foundation Training

The Change Lead will manage the completion of the Foundation Training by YOT practitioners responsible for assessment and planning in conjunction with Learning & Development.

The Foundation Training will take a total of 1 day. However this should be split into chunks of learning over a period of time as it is too much to consume in one go and deviates from YJB best practice / advice. It can be delivered by YOT Managers in Group Learning situations or with small groups of practitioners working together and must be completed prior to Asset Plus classroom

training. It is split into 6 sections, all located within the Youth Justice Interactive Learning Space (YJILS) and which vary in length between 20 and 90 minutes and the advice is to complete 1 or 2 sections at a time on a weekly or fortnightly basis and following this up with discussion or group exercises within, for example, Team meetings.

Managers are required to sign-off on the fact that Practitioners have completed the relevant materials prior to their attendance of classroom training. Individual exercises are completed in Excel. Depending on the particular skills and experience of practitioners some may need to spend more time on certain topics than others. Different learning styles should be taken into account along with running through some or all of the material as a team and/or using the group learning resources provided to reinforce key messages. Section 6, relating to custodial cases, is only relevant for those practitioners that deal with custodial cases. (January / February 2016)

#### Train the Trainer

The reality is that the likelihood of purchasing additional resource for delivery is small given budgetary constraints. Therefore this is a likely option to be progressed with. Train the Trainer training will be delivered by the YJB BCA and trained member of the YOT.

The YOT trainer is a staff resource who will deliver training on the Asset Plus framework on behalf of their individual organisation. Their main objectives will be to attend an YJB train the trainer course and then ensure that training is cascaded to YOT staff prior to the implementation of Asset Plus.

The YOT should have at least 1 main trainer and 1 back-up trainer. This will involve attending a 5-day Training Course for Asset Plus and becoming a Trainer and will take place in month 4 (projected at February / March 2016)

#### Core Training

This will be undertaken by the Team following the Assessment & Planning Foundation training. It is delivered by the YJB's BCA and the YOT through the two months prior to going live. (April / May 2016)

There is a significant commitment to resource through the eight week period; capacity across the Team, commitment of a training venue, likely on a weekly basis across the two months while taking account of annual leave, the working week for some of the Team and the different skill sets and experiences that exist.

### IS / Career Vision implementation.

CareerVision is currently involved with a number of tranche 1 YOTs for roll-out of Asset Plus by June 2015. Tranche 2 YOTs will be coming on-stream in the near future to be ready for going live by November 2015. As stated, Portsmouth YOT is tranche 3.

The benefits of being tranche 3 is that this is beyond any future HMIP Inspection, CareerVision will have been in use by the Youth Offending Team for in excess of 12 months, changes brought about by tranche 1 and 2 YOTs will likely be embedded for tranche 3 users.

There is one negative associated with CareerVision. Portsmouth YOT entered into an initial two year contract with CareerVision in 2014. Consideration is essential for future procurement of a case management system where changes to another supplied could have a significant impact on business delivery and function. This is mitigated in part by the fact that Asset Plus is mandated for use by Youth Offending Teams throughout England and Wales.

Locally, IS have a Business Partner in place and with the close working relationship that has emerged through the implementation of CareerVision, there is an increased understanding on the requirements across each Service.

## Communication.

Practitioners are aware of the forthcoming introduction of Asset Plus however the dissemination of information has been quite deliberately restricted while improvements in practice have been made and sustained against a backdrop of a lengthy period of change and adaptation to a new case management system.

The commitment required from practitioners to alter and adapt to a new assessment framework after using Asset for all of their time within a youth justice setting will be significant. Opportunities for high-level discussion will commence in the summer of 2015 through Team Meetings. By this time, the new case management system is in place for some months and there is an expected emerging confidence in using it while the on-going training workshops for Practitioners contribute to enhancing the skills and knowledge.

Kieran Gildea  
**Practice Leader**  
**Portsmouth Youth Offending Team**



|                               |  |
|-------------------------------|--|
| <b>Title of meeting:</b>      | Cabinet  |
| <b>Date of meeting:</b>       | 5 <sup>th</sup> November 2015                        |
| <b>Subject:</b>               | A Blueprint for Health and Social Care in Portsmouth |
| <b>Report by:</b>             | Matthew Gummerson, Principal Strategy Adviser        |
| <b>Wards affected:</b>        | All  |
| <b>Key decision:</b>          | No   |
| <b>Full Council decision:</b> | No   |

---

## 1. Purpose of report

- 1.1 Portsmouth City Council (PCC) and NHS Portsmouth Clinical Commissioning Group (CCG) have been leading discussions about the future of health and care with partners over the summer of 2015 with the aim of aligning the city's response to the challenges facing us over the coming years.
- 1.2 These discussions have resulted in a Blueprint for Portsmouth that sets out some principles that will shape our direction of travel and describes a possible model for prevention, wellbeing and care services.
- 1.3 The Blueprint was agreed in principle at the Health and Wellbeing Board (HWB) on 16<sup>th</sup> September 2016. This paper:
  - Sets out the proposed direction of travel and model of care (The Blueprint)
  - Highlights the central role of the council in taking this forward, as well as some of the particular issues that need to be addressed as the Blueprint is further developed
  - Is intended to generate debate and discussion among Cabinet Members and wider audiences to inform the next steps in the development of the Blueprint at the HWB on 2 December 2015.
  - Seeks Cabinet's endorsement of the Portsmouth Blueprint and direction of travel

## 2. Recommendations

2. Cabinet is asked to:

- Endorse the Portsmouth Blueprint for health and care
- Require a more detailed report on the development of these proposals in early 2016

## 3. Background

3.1 Senior officers from health and care partners across Portsmouth held a series of meetings over the summer 2015 to discuss a collective response to the challenges facing health and care in the city over the coming years. This group, known as the Portsmouth Health and Care Executive (PHCE), consisted of representatives from the following partners:

- Portsmouth City Council (CX, Deputy CX and Directors from Public Health, Adult Social Care, Regulatory Services, Community Safety and Troubled Families, Children's Services and Education, and Integrated Commissioning)
- NHS Portsmouth Clinical Commissioning Group (Chief Clinical Officer and Chief Operating Officer)
- Solent NHS Trust (CEO and Chief Operating Officer)
- Portsmouth Hospitals NHS Trust (Executive Director for Strategy)
- Portsmouth GP Alliance (Executive Directors)

3.2 Based on these discussions, the PHCE developed the first iteration of a strategic blueprint for how health and care services could look in the city by the end of the next five years - '*A proposal for Portsmouth: A Blueprint for Health and Care in Portsmouth*'. This was presented for endorsement to the public meeting of the HWB on 16<sup>th</sup> September 2015.

3.3 The HWB agreed the statements in the Blueprint in principle and required that a more detailed report on the development of these proposals be brought back the HWB on 2<sup>nd</sup> December 2015. The Blueprint is included in full, as presented to the HWB, as Appendix A to this report.

3.4 The PHCE recognise that the model of care proposed is just one potential way of taking forward the principles that underpin their shared view of the direction of travel. Due to the short timescales between the most recent PHCE and the HWB, detailed comments on the proposal, for example from the Director of Adult Services (DAS), have not yet been incorporated / addressed. However for clarity, the version that is included for Cabinet, and that is being taken through internal leadership and governance structures by the health partners, is the one presented to the HWB.

- 3.5 The Children's Trust Board is discussing the implications of the Blueprint for children and young people in October. In particular they are keen to explore the impact of the 'single provider' model on the council's child protection responsibilities.
- 3.6 The issues raised by the DAS that will need to be built into future versions focus in particular on ensuring the models (current and future) and the language properly reflects the centrality of 'care' services as well as 'health'. Further clarity is needed on some of the detailed proposals around community hubs and locality teams, which will be addressed through the PHCE.
- 3.7 Changes will be incorporated where required when the next iteration goes to the HWB in December 2015.
- 3.8 The outline proposals and direction of travel are in line with, and informing, the development of the devolution discussions taking place across Hampshire and the Isle of Wight and with central government.

#### **4. Reasons for recommendations**

- 4.1 The scope and significance of the changes implied by the Portsmouth Blueprint will require a number of partners to reshape current resources, responsibilities and functions. The PHCE are now considering how best to use its collective existing expertise and capacity to consult on and deliver the Portsmouth Blueprint.
- 4.2 PCC needs to play a pivotal role in shaping and implementing these plans. Some of the key issues the council needs to lead on over the coming months will include:
- Leading the further development of the Blueprint within the leadership and governance framework provided by the Health and Wellbeing Board (HWB), recognising that the changes proposed are wider than just the city council so active engagement with partners through the HWB (and PHCE) will be essential.
  - Arranging and facilitating meetings of the PHCE, and contributing to the development of the Blueprint through that group.
  - Ensuring that the priorities and concerns of individual directorates are properly addressed as the Blueprint develops, while not allowing this to divert from the collective effort towards an agreed set of principles.
  - Reviewing PCC's commissioning arrangements to ensure they are fit for purpose for the more integrated future envisaged in the Blueprint.
  - Leading the interface between the future model described in the Blueprint and the council's ongoing transformative activity such as the Multi-Agency Teams for children and families (MATs) and the systems development reviews

- Acting as the strategic link between these Portsmouth-focussed proposals and the wider Hampshire devolution agenda including the Combined Authority.

4.3 Cabinet are therefore asked to endorse these plans and require more detailed reports as the plans develop further.

## **5. Equality impact assessment**

5.1 No EIA is required at this stage as the Blueprint is only setting a direction of travel rather than proposing specific changes.

## **6. Legal implications**

6.1 Under the Health and Social Care Act 2012, HWBs have duties to encourage integrated working, among those arranging for the provision of health or social care, and a duty to provide advice, and assistance, in order to promote joint working. Further duties include the power to issue its opinion on whether its parent local authority is complying with its duty to have regard to the Joint Strategic Needs Assessment and health and wellbeing strategy. Local authorities can, in addition, delegate the health and social care aspects of their scrutiny function to a HWB.

6.2 There is considerable flexibility in what functions a HWB may take on: a local authority may delegate *any* of its functions to a HWB, and wide scope exists in relation to the appointees of the board.

6.3 As with any local authority arrangements, an array of configurations exist to deliver any operational aspects of the HWB, reporting in to the committee of the HWB.

## **7. Director of Finance's comments**

7.1 The potential benefit of a single health and social care service to take a whole of the system view and make the best use of the limited resources within it are clear. However in order to realise these potential benefits there will need to be sustained investment from all stakeholders

.....  
Signed by:

### **Appendices:**

Appendix A - paper presented to HWB on 16<sup>th</sup> September 2015 '*A proposal for Portsmouth: A Blueprint for Health and Care in Portsmouth*



**Background list of documents: Section 100D of the Local Government Act 1972**

The following documents disclose facts or matters, which have been relied upon to a material extent by the author in preparing this report:

| Title of document | Location |
|-------------------|----------|
|                   |          |
|                   |          |

The recommendation(s) set out above were approved/ approved as amended/ deferred/ rejected by ..... on .....

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Signed by:

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## **A PROPOSAL FOR PORTSMOUTH A BLUEPRINT FOR HEALTH AND CARE IN PORTSMOUTH September 2015**

### **Purpose of the Report**

Chief Executives, Accountable Officers and Senior Executives from Portsmouth Health & Wellbeing Board partners have been meeting throughout the summer of 2015 to discuss the right response to the challenges facing health and care in Portsmouth over the coming years. This paper sets out a proposed direction and model of care for Portsmouth. It is being brought to the Health & Wellbeing Board for open discussion, debate and endorsement.

### **Recommendations**

The Health & Wellbeing Board is recommended to:

- Support in principle the statements in this Portsmouth Blueprint for Health & Care and;
- Require a more detailed report on the development of these proposals is brought to its Board meeting on 2nd December 2015

### **Introduction**

Portsmouth is a busy, waterfront City, one of the most densely populated on the south coast and in the UK. There are real challenges in the City - demographic growth, increasing morbidity, continued financial pressure in public services, inequalities and stark deprivation in many communities, pressures in our workforce and services – and many of these challenges are set to escalate over the coming years.

We need a Portsmouth solution to meet these challenges and our ambition must be at a scale to match the size of the challenge. The people and organisations planning and delivering health and care for Portsmouth broadly share this same vision. We have already achieved a great deal joining up our care with the following work programmes well underway:

- Multi-agency Teams (MATs) for children
- Adult Social Care and Community Nursing for rapid response and re-ablement and continuing care
- Integrated Commissioning for adults

We also have plans to join up prevention & wellbeing services, services for people with multiple long term conditions, urgent and emergency care, out-of-hours care and mental health and learning disabilities services. Whilst these plans are good in their own right, we are not convinced, if delivered independently, they will deliver the best outcomes for Portsmouth given the scale of the challenge.

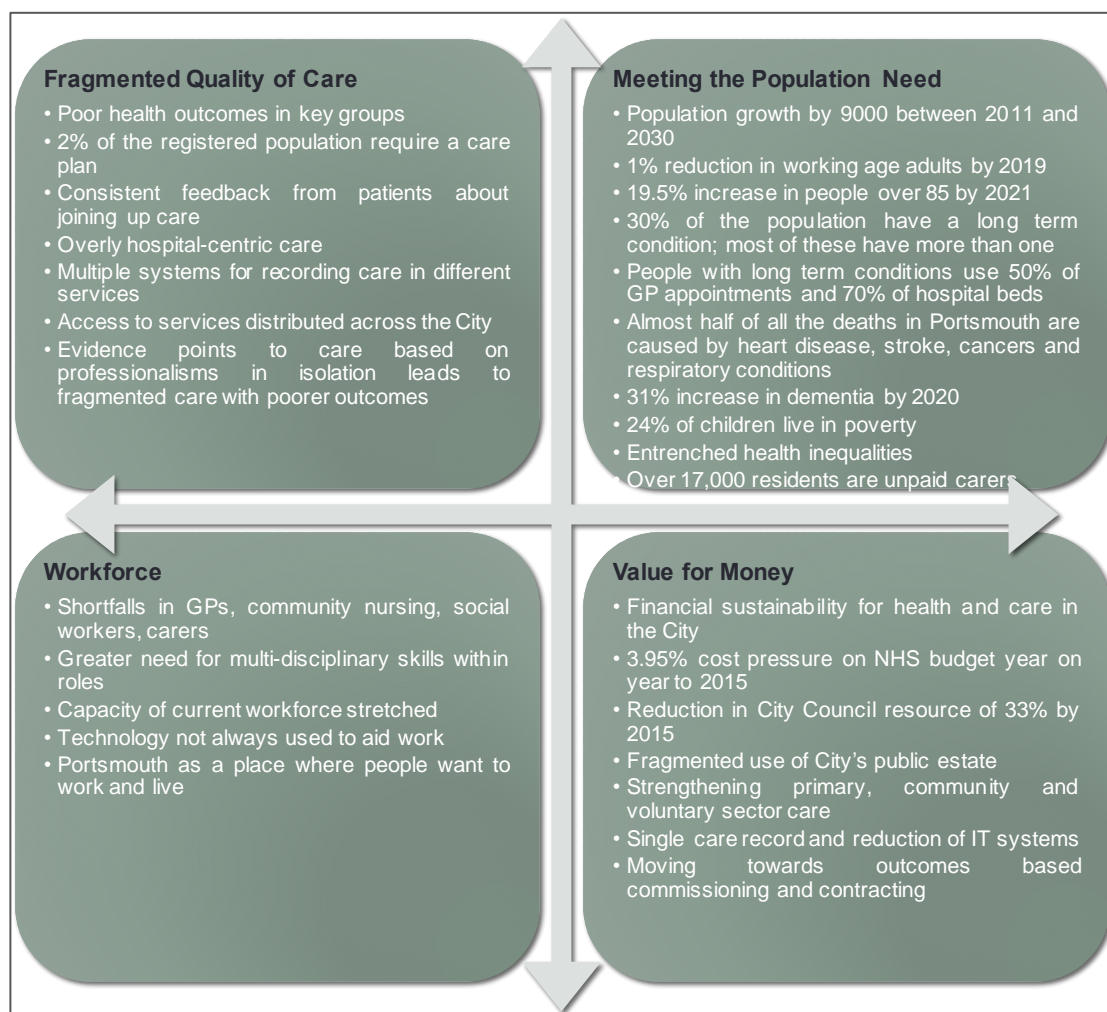
The Portsmouth Blueprint aims to bring together existing local work, national and local evidence with local thinking and feedback from the people who use our services to set out how health and care could be delivered very differently for the City.

### **A Case for Change**

Portsmouth is a great waterfront City. 208,900 people live in the City and 217,562 people are registered with a Portsmouth GP. We know there are significant health and care challenges in Portsmouth. Too many people have poorer health and wellbeing than in other similar cities. Demand for our health and care services is increasing and more people tell us that what matters to them is ease of access and joined up services.

Figure 1 summarises the main challenges facing health and care in Portsmouth, setting out the key reasons why the way this is delivered needs to change over the coming years.

**Figure 1: Strategic Case for Change**



**The Portsmouth Health & Care Executive**

Recognising these challenges, leaders from health and care partners in Portsmouth held a series of meetings over the summer of 2015 to discuss a collective response.

This group, known as the Portsmouth Health & Care Executive, consisted of representatives from the following City partners:

- Portsmouth City Council (CX, Deputy CX and Directors from Public Health, Adult Social Care, Regulatory Services, Community Safety and Troubled Families, Children's Services and Education, and Integrated Commissioning)
- NHS Portsmouth Clinical Commissioning Group (Chief Clinical Officer and Chief Operating Officer)
- Solent NHS Trust (CEO and Chief Operating Officer)
- Portsmouth Hospitals NHS Trust (Executive Director for Strategy)
- Portsmouth GP Alliance (Executive Directors)

This paper sets out the key proposals from those discussions. These are designed to build a wider debate and discussion in the City, starting with the Portsmouth Health & Wellbeing Board, seeking to gain further expertise, engagement and commitment from people who care about the future of care services in Portsmouth.

## **Our Key Commitments to Portsmouth**

To ensure our solution is of a scale of ambition sufficient to meet the challenges facing the City, we propose to the Portsmouth Health & Wellbeing Board that:

- We will build our health and care service on the foundation of primary and community care, recognising that people have consistently told us they value primary care as generalists and preferred point of care co-ordination; we will improve access to primary care services when people require it on an urgent basis.
- We underpin this with a programme of work that aims to empower the individual to maintain good health and prevent ill health, strengthening assets in the community, building resilience and social capital.
- We bring together important functions that allow our organisations to deliver more effective community based front-line services and preventative strategies; this includes functions such as HR, Estates, IT and other technical support services.
- We establish a new constitutional way of working to enable statutory functions of public bodies in the City to act as one. This would include establishing a single commissioning function at the level of the current Health & Wellbeing Board with delegated authority for the totality of health (NHS) and social care budgets.
- We establish a single or lead provider for the delivery of health and social care services for the City. This would involve looking at organisational options for bringing together health and social care services into a single organisation, under single leadership with staff co-located. The scope of this would include mental health, well-being and community teams, children's teams, substance misuse services and learning disabilities. In time, it could also include other services currently residing in the acute health sector or in primary care.
- We simplify the current configuration of urgent and emergency and out of hours services, making what is offered out of hours and weekends consistent with the service offered in-hours on weekdays so that people have clear choices regardless of the day or time.
- We focus on building capacity and resources within defined localities within the City to enable them to commission and deliver services at a locality level within a framework set by the city-wide Health & Wellbeing Board.

## **Our Vision**

Our vision is for everyone in Portsmouth to be enabled to live healthy, safe and independent lives, with care and support that is integrated around the needs of the individual at the right time and in the right setting. We will do things because they matter to local people, we know that they work and we know that they will make a measurable difference to their lives.

Talking to people who use our services, there is one consistent message we have heard – that we must continue to bring services together in a way that makes sense for the person but also allows front-line professionals to deliver care in a way that is not restricted by professional, organisational or financial boundaries. Our strategy is thus based on joining up (integrating) services around the care of the person. We will build on the well-known, well-established services that Portsmouth people know and use but not be afraid to significantly transform these where the evidence supports this.

Primary and community care is at the core of our strategy. We recognise and value the contribution made by GPs and all primary care professionals to health & care in

Portsmouth and understand they are highly valued by patients. GPs and pharmacists are the main point of contact for the majority of patients and their skills are essential for all aspects of health care, including health education and health promotion.

We will commission a sustainable health and care system that achieves a shift in focus from acute care to community and primary care, early intervention, prevention and maximizes the contribution of the voluntary and community sector. In order to deliver our strategy, improve the quality of services, meet rising demands and costs and ensure safe services at all times we will need to achieve at least £40m of efficiencies across health and social care by 2019; this figure is likely to rise as national and local spending reviews and settlements are confirmed.

## **Outcomes**

Portsmouth's Health & Wellbeing Board sets the strategic outcomes for Portsmouth's health and care; these incorporate not just the findings from our ongoing Joint Strategic Needs Assessment (JSNA) but also considers feedback from people in the City, users of our services and their representatives as well as national and local evidence, modelling and planning from its constituent health and care partners.

### **For the People of Portsmouth**

Within 5yrs Portsmouth people will:

- be able to access effective services to meet their goals to manage their own health and stay well and independent;
- be able to plan ahead and keep control at times of crisis in their health and care;
- spend less time in hospital and institutional care;
- access responsive services which help them to maintain their independence;
- have access to the right information and support about services available;
- have access to simple, effective services when they have an urgent health, care or welfare need;
- have a strong voice about how services are designed and delivered;
- feel confident that their care is coordinated and that they only have to tell their story once;
- benefit from the use of technology to help them stay well and independent.

### **For the City**

The outcomes for Portsmouth we are specifically aiming to improve are:

- A radically improved offer of early intervention and preventative health and social care services that allow individuals to have more choice and control over their own lives
- A healthy and sustainable environment, which supports wellbeing and in which people can live healthier lives - improved housing, warmth, transport and green space, better access to employment, healthier food and drink and clean air
- Support for wellbeing - both physical and mental wellbeing - that is holistic, integrated and promotes positive behaviour change and draws on strengthened community assets
- All children have the best start in life and parents are supported to keep their children healthy; families are supported to build positive relationships and provide safe and nurturing parenting

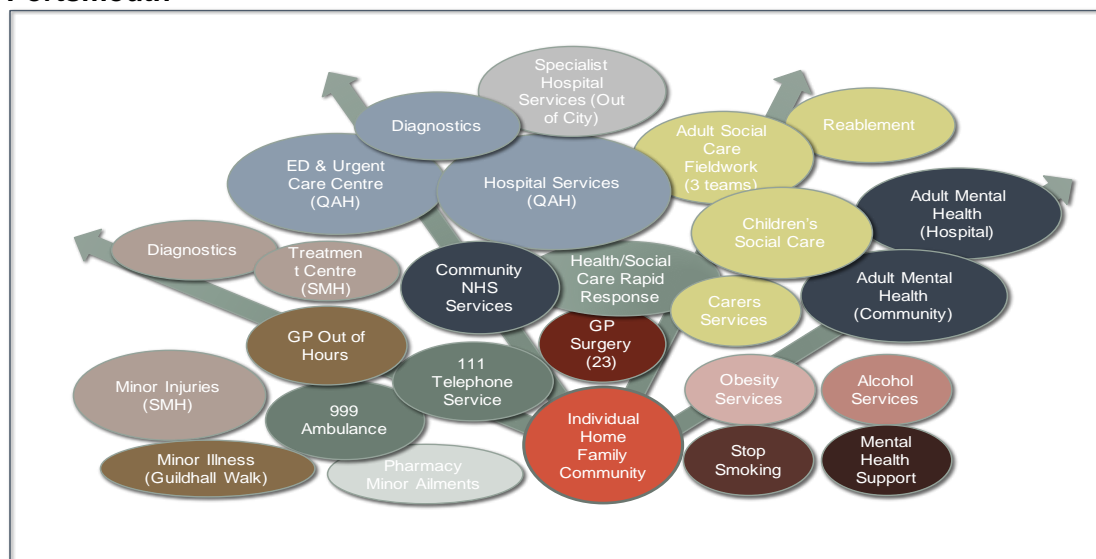
- A reduction in the number of children requiring a statutory safeguarding response
- A reduction in children's absence from school
- Communities are able to support the needs of our most vulnerable those with learning difficulties, with enduring mental health or physical health problems including hearing or visual loss or problematic addictions
- Older people are well engaged and supported in the community to prevent isolation
- An increased proportion of older people remaining at home 91 days after a discharge from hospital
- Further reductions in delays to transfers of care from the acute setting to the community, with improved quality of the discharge process
- People with complex needs who need to go into hospital are known to community locality teams and are safely and actively managed back into their home
- A further reduction in acute bed days for older people who need to go into hospital
- More people able to die in their preferred place of death

### **Health and Care in Portsmouth Today**

People are living longer in Portsmouth in line with national trends but the burden of long term conditions and co-morbidity leads to a poorer quality of life for many people, especially those in the most deprived circumstances. Poor mental health is closely linked to poor physical health and unhealthy behaviour of tobacco and alcohol addiction, poor diets and poor levels of physical activity leading to obesity.

Health and care services for people in Portsmouth are, overall, extremely good and have evolved over many years as a result of national and local policy and decisions. Whilst this model of care has delivered good care for the majority of people, its design has a number of problems which will significantly restrict the City's ability to meet our challenges and deliver our Vision, most notably the fragmented nature of how both the person and the professional navigate through the various services. As an example, Figure 2 below summarises the main health and care services available to an adult living in the City.

**Figure 2: Current Configuration of Adult Health and Care Services in Portsmouth**



## A Blueprint for Health and Care in Portsmouth in 5 Years

Our aim is to create a single health and care system for the City – this includes delivery of services but also planning, commissioning and managing these services. There are three broad functions we have the opportunity to bring together in the City; these are described in Figure 3.

**Fig 3: The Functions We Aim to Change for Portsmouth**



### How We Will Organise Health & Care Provision

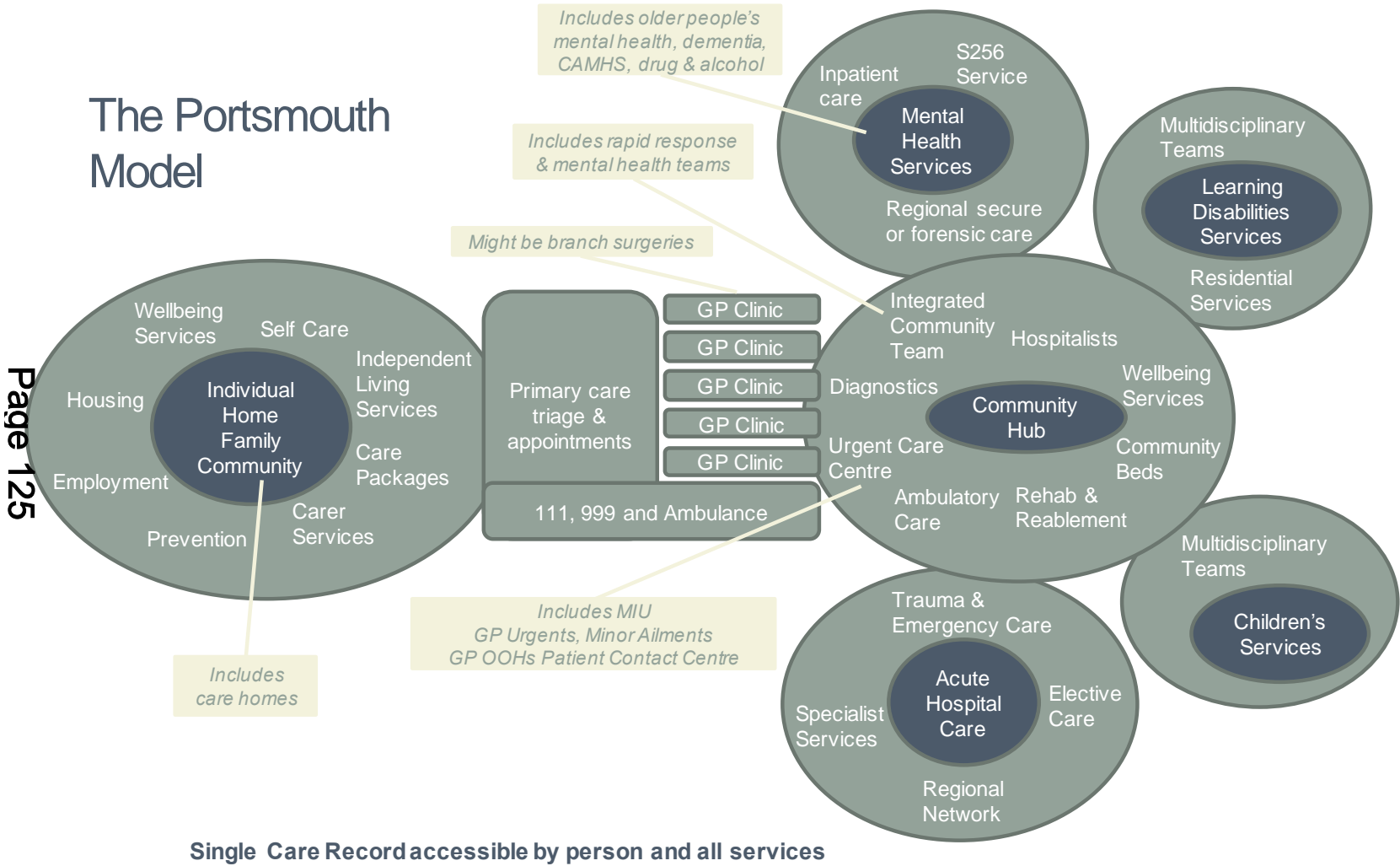
To achieve this will mean bringing together some existing services, providing other services at scale, embracing technology and ensuring that people only go to hospital to receive care that can only be done in a hospital setting.

Over the next five years we propose to change the way we offer services across the whole spectrum of health and care. Figure 4 gives an overview of how the main health & care services could be organised in Portsmouth within 5 years.

The sections that follow Figure 4 begin to set out the key features of each element of this overall model of care, giving further detail about the types of services that could be delivered and how we intend to change the health & care offer for Portsmouth.



Fig 4: The Portsmouth Model of Health and Care



### **Prevention and Wellbeing**

We will build on the work of our community development teams working closely with diverse communities across the City to share understanding of the issues, agree priorities for action and develop better capacity and resources in each neighbourhood and community to support wellbeing.

We will create wellbeing services in or close to people's communities so that people can access support for a range of lifestyle issues which allows them to manage these better themselves.

We will work with parents, families and early years, school and college settings to promote wellbeing for all our children.

We will work with the business community to create healthy workplaces.

We will build support and capacity in all our neighbourhoods to support wellbeing and independence and build social capital for older people and their families recognising the importance of intergenerational support and cultural and ethnic diversity.

### **Single Point of Access and Triage**

We will establish a single point of access for all health and care services in the City; people and their families will find it easier to understand, access and contact services and will be enabled to manage their own support. They will have access to information and advice and only tell their story once.

We will bring together 111 and current primary care out-of-hours provision for the City to be part of the single point of access to care, ensuring it is part of the overall primary care offering in the City.

This single point of access will also deliver the primary triage, assessing health and care need and directing people to the best service based on that assessment. Currently the 111 service is a primary triage service based on clinical pathways, however these are not yet comprehensive or efficient enough to deliver the type of triage service required for the City. Our aim is that a person receives the same level of primary triage regardless of which service they choose to access – and regardless of whether it is by walking in or by telephone or online.

### **Keeping Independence**

We will improve the range of services people can access to maintain their independence, whether this be in their community, at home or in the place they usually live and work.

We will make more use of personal budgets routinely across health care – people, their families and their carers will have more control, choice and flexibility over the support they receive

### **Establishing Community Hubs**

We will create single health & care teams based within key City localities or 'community hubs'; these teams will act as one and include a range of skills and services including primary and hospital care, social care, well being & self care, mental health (including elderly mental health) and community therapies (such as physiotherapy, occupational therapy). These teams will be seen as the same as and part of primary care services in the City.

We will do away with multiple assessments that duplicate, establishing a single assessment framework to reduce the number of times people and their carers or family have to tell their story.

We will place more specialist services in the same localities as the community teams so that professionals have direct access to the right type of support to better manage the care of people – including ambulatory care, reablement and rehabilitation

services and also a range of diagnostic services. In particular, we will move the delivery of services for frail, older people out of the hospital setting into services that deliver within the community hub, GP practices and within the person's own home or community (including care homes). This 'frailty service' will include a strong prevention element to its work, keeping people as active as possible and reducing, for example, the amount of falls experienced by older people in the City.

Through the community hubs, we will also establish a 7-day per week health and care service for the City, ensuring those services that are needed by the City are open 7-days-per week and across a 24hr period. In particular, we will prioritise those services that enable people to have a quicker discharge from hospital as well as avoid unnecessary admissions at weekends.

In building this single health & care service, we will collaborate with the well-established range of voluntary, community and not-for-profit services in the City so that they form a key part of the support available and are integrated with the community health & care teams to deliver parts or the whole of people's care.

We will also simplify the range of urgent care services so that when people require health or care support on an urgent basis it is clear where they can get this; this will include access to primary care on an urgent basis as well as services that can deal with minor injuries and emergencies 24/7. We will base these urgent care services next to the locality community services and within community hubs, making it clearer for people where services can be accessed as well as making best use of shared support services, diagnostics and the public sector estate. We want to enable our existing primary care services to provide the urgent care in-hours (and potentially out of hours) provision where this is sustainable; this may involve GP practices coming together to collectively provide services in partnership with other providers.

Ambulance services (including 999 call handling) will become much more a part of the urgent care service in the City; we will organise ambulances not just to convey people to hospital but also to other locations where there will be services better able to provide for the person than a hospital stay, including the community hubs.

We will include 111 and current out-of-hours provision for the City in our single urgent care service and ensure it is part of the overall primary care offering in the City, with services out-of-hours delivered from the community hubs but accessed via the 111 service.

We will bring together services for children, adults and older people where there is commonality of provision – meaning that we will offer an ageless service and a family-centred approach where there is no case for a distinction between age groups to be made; however we will clearly maintain more specialist services for different age groups where this is required (e.g. frailty services, paediatric services etc).

We will provide excellent support for families with children with special needs working closely with schools and third sector organisations as well as health and care services. We will provide better integrated care with people with co-morbidity and recognising the importance of mental wellbeing as well as physical wellbeing.

### **Creating a Different Primary Care Service**

We will create a different primary care service for the City, one that retains the GP as the basis for the service but with a wider workforce which sees individual GP practices working together or merging to provide services collectively for the City. Primary care will be delivered as part of the single community teams but will also offer specific GP services in localities (similar to practices currently).

For people who need to access primary care, we will join up in-hours and out-of-hours health & care so that access to urgent primary care appointments are seen as part of the overall urgent care service.

We will create a different type of workforce for delivering primary care for the City, one which will draw upon existing professions such as nursing, social work, emergency care and pharmacy to deliver primary care alongside GPs to ensure we have a workforce that can deal with the needs of the City. As part of this we will support the development of a 'specialist primary care' workforce, enabling GP and other primary care practitioners to create portfolios, to specialise in areas of interest or take on salaried roles; this will help with career and workforce development but also create Portsmouth as an attractive city in which to develop a health & care career.

We also believe it is time to give primary care access to a range of diagnostic tests which, currently, require a referral to a hospital service. We will establish within the community hubs diagnostics directly accessible by GPs. The same diagnostics will also be available to the single community teams and urgent care services operating in the same hub. We will ensure access to diagnostics includes access to advice and guidance by specialists.

In order to do this, we will use the commissioning powers within the City to help primary care decide how it can provide services at a larger scale than currently. We will enable GP practices to speak and act as a single voice for primary care provision in the City and we will support those in primary care who want to innovate and change.

### **Changing the Nature of Hospital Care**

Hospital care will become more focused around planned (elective) care where such an acute intervention is clinically correct and where people have been seen and assessed within their primary care service. By its nature, a single health and care service for the City will be less hospital-centric; in order to do this we will require hospital clinicians to be working together with GPs and other out of hospital professionals to determine and manage the changes.

Trauma and emergency medicine will continue to be provided by hospital specialists, as will a range of complex specialist services. However, we will seek to make available the model of acute care for the City that is supported by good evidence; this may mean hospitals working as networks so that local people can access the best of specialist hospital care elsewhere in the region to improve their outcomes.

The majority of community mental health care will form a part of the single service offered within communities and within hubs. However, there will always remain a need to provide inpatient care for some people, within dedicated specialist services staffed with experts or offering specific services such as forensic mental health, dementia care or services working with the police for the proper care of people with mental health problems who are detained.

### **Delivering Social Care for the Future**

We will create better opportunities for our children and young people, and reduce the numbers of children in care, in the offender system and young people not in education, employment or training.

We will create better opportunities for our most vulnerable members of the community including those with mental health problems, addiction problems or with learning difficulties.

We will work with employers and work support agencies to support those people with health problems to remain in employment where possible.

We will continue to develop resources and capacity to support older people, especially for those with health problems including dementia and their carers.

### **Multi-disciplinary Teams for Children and Families**

Co-located and integrated children's specialists will be part of the model. The current work to establish Multi-Agency Teams will continue but over time will become part of the broader Community Hubs.

We will ensure that in the design of the offer for children and families that our safeguarding children processes and practice remain robust and that there is a clear support pathway for children not just from primary care but also from nurseries, schools, colleges and the police.

We will ensure that the offer for children and families is family-focussed and fully integrates services for vulnerable parenting adults, notably around substance misuse, mental health, learning disability and domestic abuse.

In designing the offer for children and establishing the single provider, we will ensure that there are clear lines of accountability for risk around safeguarding and for the quality of services inspected by Ofsted.

### **How We Will Establish a City Approach to Strategic Planning, Prioritisation and Commissioning**

Establishing a single health & care service for Portsmouth will require a joined up approach to planning, prioritisation and commissioning across the current public sector organisations. We will establish a single approach to strategic planning and commissioning for Portsmouth, bringing together functions and expertise from NHS Portsmouth CCG and Portsmouth City Council into a single service. We will develop the role of the Portsmouth Health and Wellbeing Board to act as the single statutory Board for setting strategy, decision making, allocating resource and prioritisation for health and care in Portsmouth.

We will bring together how we use the information and expertise we have available to us currently – such as planning, commissioning and contracting services within the public sector but also the City's Joint Strategic Needs Assessment (JSNA), our Public Health capability and our developing approach to outcomes-based and population-based contracting.

### **How We Will Make Better Use of Public Sector Expertise and Support Services**

#### **Using Technology**

We will establish a single IT system for the City that can work across all health and care providers so that each person has a single care record which can be accessed by those who are providing their care. We will give people access to their own care record as well as giving them direct control over who else can access their record.

We will actively use current and future technology to support people to care for themselves or access services including the use of mobile apps, telehealth/care but also using technology to allow people to self-triage and book appointments for care.

#### **Making Better Use of the Public Estate**

In establishing a single health & care service for the City, we will review and manage the totality of the health & care estate in Portsmouth, including establishing ways of supporting current GP practices with their primary care estate. The City's total public sector estate will be used to enable our delivery of a health and care service but also will be our first point of call for the location of any specialist, support or management services.

In particular, we will maximise the use of key strategic sites for health and care in the City including (but not limited to) St Mary's campus, Civic Offices and Queen Alexandra Hospital. We will also maximise the use of community space to build capacity for community based organisations and activities.

## **Growing Our Workforce**

We will not assume that tomorrow's health & care service will be provided simply by bringing together today's workforce, professions and services and requiring these to work differently or for longer hours; we cannot build a sustainable service for the future on this basis.

We will thus develop a workforce that matches the differing types of delivery this future model requires. Working with local and regional education providers as well as the national professional bodies we will aim to 'grow our own' workforce – ensuring that we not only design new roles but also establish the means by which they are trained and developed.

It is likely that our future workforce will include the following features:

- The right knowledge, skills and expertise to deliver their role
- Not constrained by current organisational forms and boundaries but working within the Portsmouth model of care
- Primary care specialists or consultants, able to work across the acute, community and social care sectors to manage the complete care of the individual
- Flexibility for professionals to portfolio work, mixing more general care delivery with specialist expertise

Our aim will be that the local health and care workforce expresses pride in the work they do, feels valued and sees Portsmouth as a place to work, pursue their career and live.

## **How We Will Deliver the Changes**

### **Priority areas for work**

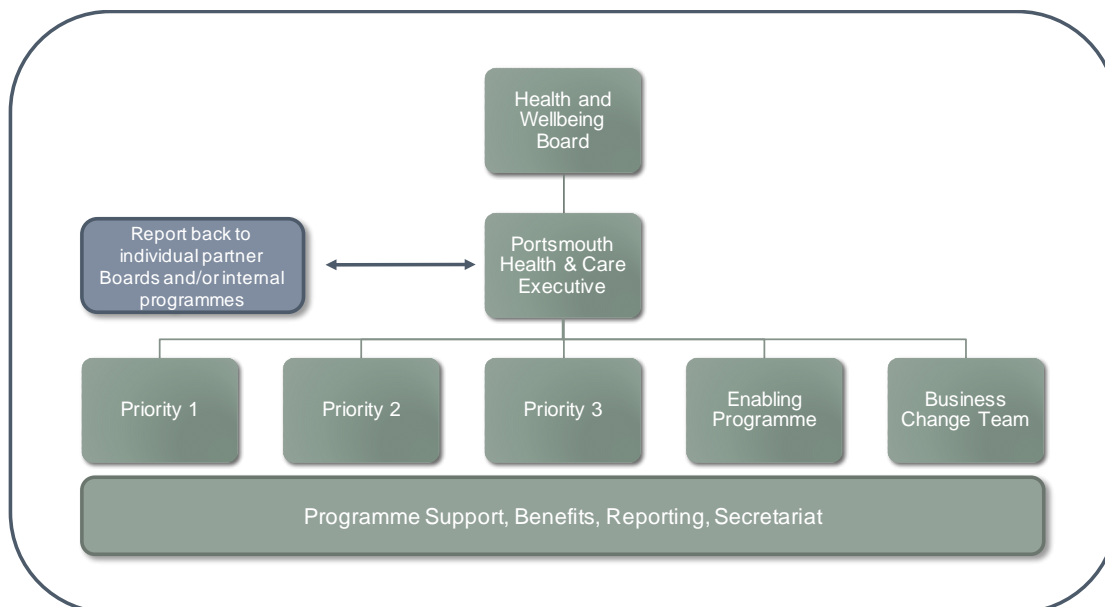
The City health & care partners are currently reviewing our individual work programmes to identify the level of alignment with this Blueprint. Our aim is to refocus the capability and capacity that exists within the City to deliver this Blueprint. This will require prioritisation of effort, a review of key roles and will lead to the cessation or slowing of work programmes that do not enable us to deliver this model of care. Our aim will be to use the capacity and expertise we already have in the City and minimise the expense to the taxpayer of implementing these changes.

### **Delivery Arrangements and Change Team**

The scale of change we are aspiring to achieve will require us to collectively establish a City programme based on the priorities and phasing of the changes we have agreed to deliver.

Figure 5 below gives a broad overview of how this programme might look; a more detailed work-up of this programme will be completed by the end of September but many of its elements are already in place (eg Health & Care Executive, Better Care Fund, Children's Programme, Commissioning programmes).

Figure 5: The Portsmouth Change Programme Structure



Programmes do not deliver change in isolation. Using good practice (such as Portfolio Management techniques), we will establish a single change team to run this programme by using existing roles, people and resource available across our organisations in the first instance.

These changes will be delivered whilst also maintaining the delivery of ‘business-as-usual’ in our services. This will require engagement and use of our best operational managers within this change programme. We will achieve this by having a defined Business Change Team within the programme – using experienced operational and commissioning managers to ensure the changes being developed by the programme can be introduced to our services. This also ensures the change programme benefits from having the experience of people who manage and deliver our services involved in delivering change.

### Engagement and Consultation

Whilst a great deal of engagement, discussion and consultation has already occurred with people and staff in Portsmouth – this has tended to be about specific service changes. There has been some engagement with broader strategic direction – such as children’s services and the Better Care Programme. However we have yet to engage people in shaping and delivering this broader programme that seeks to transform how health and care is delivering in the City.

We will this establish a specific communications and engagement Workstream as an early priority. This will utilise resource, expertise and work already in place – on work such as Better Care, children’s transformation, Wellbeing services etc – refocusing this to ensure routine engagement and communications about this Portsmouth Blueprint.

We also believe that Healthwatch Portsmouth must be a key partner in this change programme to gain their early input and steer about how we go about this broader engagement work.

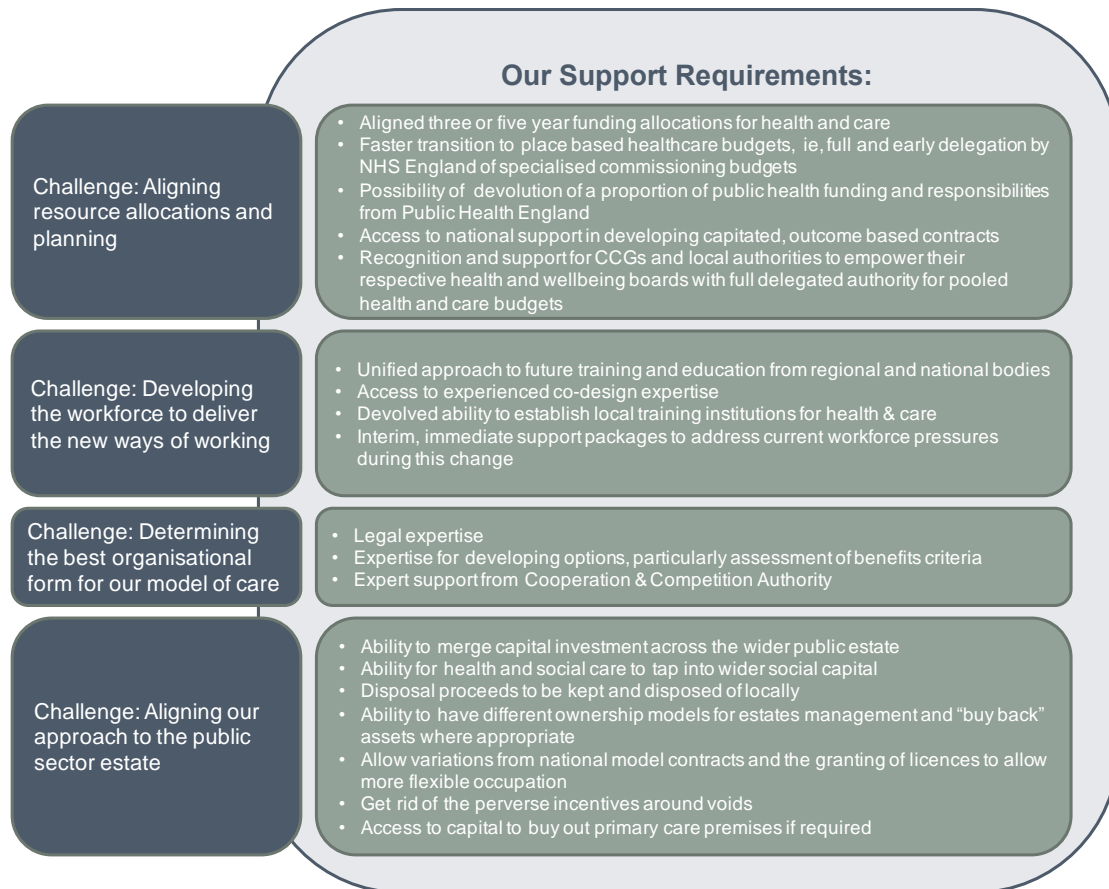
### Our Challenges and Support Requirements

Changing services at this scale will require taking challenging local decisions. Whilst there is much within our current powers that will enable to us to do this, we do and will have requirements for support from other organisations outside Portsmouth, including central government.

These support requirements are currently being considered for inclusion within a wider proposal for devolved powers and authority to a wider Hampshire and Isle of Wight governance model.

Figure 6 below lists some immediate challenges to enacting this Blueprint and proposes the potential support required for our local plan

**Figure 6: Our Challenges and Support Requirements**



**The Journey Towards Change**

Whilst the change programme will define in detail the main actions and timescales (or milestones) required to deliver this ambitious transformation in health and care for Portsmouth, we will identify and agree a set of top level milestones by which we will judge collectively whether we are on track. This will be particularly important for the first 12-18 months as the programme begins to tackle fundamental issues such as pooled finances, risk shares, organisational form and individual roles.

The Portsmouth Health & Care Executive are currently reviewing and agreeing proposed top level milestones for this first 18 month period and these can be reported to a future Health & Wellbeing Board.

Innes Richens, Chief Operating Officer, NHS Portsmouth Clinical Commissioning Group

**On behalf of the Portsmouth Health & Care Executive**

September 2015