



PORTSMOUTH YOUTH OFFENDING TEAM

YOUTH JUSTICE STRATEGIC PLAN 2015-17

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

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1) Introduction

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

This document sets out a Youth Justice Plan 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. The demographic context within which this report has been written can be found in Appendix 1

The overall aim of this plan is to make clear the objectives, priorities and necessary changes that are required to improve service delivery within the YOT. These priorities 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 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**

The Youth Justice Board requires four mandatory areas to be covered in the Strategic Plan. This plan will firstly focus on the achievements and impact of the previous Youth Justice Plan before moving on to provide further detail about how the priorities will be delivered. The four areas are:

- 1. Structure and Governance**
- 2. Partnership Arrangements**
- 3. Resources and Value for Money**
- 4. Risk to Future Delivery**

2) Achievements and Impact of the Previous Youth Justice Plan

Over the last 12 months the Portsmouth YOT has

- **Recruited a full complement of staff:** Ever since disaggregation the PYOT has not worked at full capacity. At the time of writing this report, all posts within the new structure introduced in October 2013 have now been filled with the last team member joining on September 1st. This is a significant achievement and will strengthen the team's capacity to undertake the work needed to deliver the Inspection Improvement Plan. Particularly pleasing is the recruitment of a seconded Education Officer to fill a role which has not been properly filled since disaggregation.
- **Developed the multi-agency strategy Priority Young Person Strategy within the city:** Whilst re-offending rates still need to be tackled, the strategy employed by the PYOT and its partners goes from strength to strength. All appropriate agencies within the city are actively participating in strategy meetings and the plan is to increase the integration of intervention plans of agencies sat around the table.
- **Reduced both custodial sentences and remand numbers of young people going into custody:** in 2013/14 11 custodial sentences were imposed on 10 young people from Portsmouth- compared with 21 young people in 2012/13. In addition, 13 young people were remanded to custody, compared with 24 in 2012/13. Whilst figures for custodial sentences are still above national averages and the number of young people assessed as vulnerable and entering Secure Children's Home or Secure Training Centre is still impacting upon budgets; this is still encouraging and reflective of the improved practices of PYOT staff.
- **Developed stronger governance arrangements:** The Management Board has acted upon feedback from the Inspection Report. The chair is consistent and proactive. The membership has expanded and all appropriate members are regularly attending. An away day organised in May was a huge success with a follow up planned for the Autumn of 2014.
- **Developed local links with Community Projects and improved Young People's skills and self-esteem in facilitating the public display of art projects:** The PYOT worked pro-actively with the Artsworld organisation and contributed to the "Strong Voices" exhibition at Portsmouth Guildhall. The young people's "light graffiti" art pieces are still on display and plans are underway to have them displayed on the big screen in Guildhall Square. Work is currently being undertaken with the Aspex Art Gallery as part of the Bridging the Solent project taking place across Portsmouth, the Isle of Wight and Southampton. The pieces produced have received local critical praise and have encouraged our young people to strive to increase their potential.

3) Structure and Governance

PYOT is overseen by a YOT Management Board chaired by a Superintendent from Hampshire Constabulary. The vice chair is the Director of Children's and Adults Services. Membership of the Board includes:

- Board Chair- Police Superintendent
- Portsmouth District Police Area Commander
- Director of Children's and Adults' Services
- Senior Legal Adviser to the Justices, Portsmouth and IOW
- Head of Children's Social Care and Safeguarding
- National Probation Service Area Director
- Child Support Services (Education) Commissioning Manager
- Voluntary Sector Representative (Representative role on Board currently vacant)
- Head of Health, Community Safety and Licensing, Portsmouth City Council
- Deputy Head of Integrated Commissioning Unit (Health)
- Public Health Consultant, Portsmouth NHS (Position currently vacant)
- Chair of Youth Bench
- Chair of Safer Portsmouth Partnership

The PYOT reports on their performance to Safer Portsmouth Partnership, the Portsmouth Safeguarding Children's Board and Portsmouth Children's Trust Board through the Head of Social Care and Safeguarding.

The Management Board meets monthly to review and monitor performance and the resourcing of the PYOT. The Management Board has regular oversight of thematic Inspections with associated improvement plans and Critical Learning Reviews and associated plans.

Appendices 2 and 3, provide additional detail.

4) Partnership Arrangements

Portsmouth Youth Offending Team (YOT) is a partnership between Portsmouth City Council, Hampshire and IoW Constabulary, the National Probation Service, the local NHS. This section sets out the contribution made by the Portsmouth YOT to wider corporate strategies for Portsmouth City Council and Partner Agencies. In addition to the below, liaison will be undertaken with services commissioned by the PYOT in order to ensure working practices and objectives align at a strategic level.

Integration with Portsmouth Children's Services Strategies by:

- The employment of qualified Social Workers and Social Work Assistants to work within the PYOT as Youth Justice Officers. These provide a direct operational link to the operational requirements of Children's Social Care and Safeguarding
- Situating the PYOT within the Children's Social Care and Safeguarding Directorate
- The secondment of dedicated Education Resource to the YOT to work with EET issues for young people open to the YOT
- Assisting with the delivery of Priority B of the Children's Trust Board; co-ordinated multi-agency intervention for families with multiple needs. In particular where young people open to YOT are members of families identified
- Assisting with the delivery of Priority D of the Children's Trust Board- the targeted support for children and young people who demonstrate behaviours that may put them at risk.
- Assisting with the delivery of Priority E of the Children's Trust Board Early Help strategy, in particular with reference to reducing first time entrants to the Youth Justice System
- Completing high quality, timely focussed and evidence based assessments
- Ensuring young people are appropriately safeguarded
- Quality assurance of service provision, including service user feedback and participation to ensure the impact of service delivery is understood, with an improving trajectory maintained
- National agendas are scrutinized and strategies delivered in a timely manner
- Enabling young people to make impartial informed decisions about their future to achieve positive outcomes in conjunction with teams such as the Integrated Youth Support Service and the Young Person's Support Team
- Embedding work of the PYOT within Children's Services

Integration with National Probation Service Strategies by:

- The secondment of the YOT Manager and 2 National Probation Staff members to assist with delivery of service to young people
- Following local Youth to Adult Transition protocols
- Protecting the public and reducing re-offending
- Liaising with the local CRC and NPS where appropriate to ensure services are not disrupted as a result of the Transforming Rehabilitation agenda
- Prioritising on basis of risk and need with an emphasis on restorative justice and the needs of the victims
- Investigation of the alignment of YOT and Probation indicators to enable a greater understanding of what interventions have the greatest impact on re-offending rates

Integration with Hampshire and Isle of Wight Constabulary Strategies by:

- The secondment of a police officer to the YOT to assist with the delivery of services to young people
- Providing an excellent service
- Managing young people who offend
- Providing an active presence in the community
- Making the most of resources and supporting the delivery of Restorative Justice
- Promotion of police “CARE” principles (Common sense and sound judgement, Act with integrity, courage and compassion, Respect people and keep promises, Experiences are used to learn and improve)
- Working in partnership to manage high risk Priority Young People and MAPPA Offenders
- Helping to identify young people at risk of offending and assisting with the co-ordination of early intervention to divert away from crime

Integration with Health strategies by:

- Providing a CAMHS Worker to engage young people open to the YOT
- Providing a substance misuse worker to engage young people open to the YOT
- Working pro-actively with Children and Adolescent Mental Health Services (CAMHS)
- Working proactively with Young People’s substance misuse services
- Working with young people displaying speech and language difficulties

- Assisting with the implementation and delivery of a Health Needs Assessment

Integration with Safer Portsmouth Partnership strategies by:

- Involvement in the development of the Safer Portsmouth Partnership Strategic Assessment
- Compliance with the key objectives of the "Young People at Risk" strategic assessment and involvement in evaluation of progress with relevant staff and partners
- Supporting Safer Portsmouth Partnership Board by attending meetings and by the provision and analysis of appropriate data
- Working to reduce the number of young offenders
- Working to reduce the number of offences committed by young people
- Working to reduce the number of young people re-offending on five or more occasions
- Increasing the number of young people receiving alcohol education and advice
- Developing the response to working with prolific offending young people through the Priority Young Person strategy
- Assisting with the delivery and implementation of the Restorative Justice Strategy

5) Resources and Value for Money

The Portsmouth Youth Offending Team Financial Year 2014/15 Budget is laid out in Appendix 4. It should be noted that for the first three years since disaggregation, the initial budget provision has been enhanced by funding redirected by PCC. Savings will need to be made during the course of this strategic plan in order to ensure that value for money is provided and to reduce the need for this enhancement level.

A number of strategies will be followed in order to plan for savings over the course of the next 3 years. The timetable of implementation (section 8) provides greater detail on timescales but the PYOT will attempt to make savings and/or ensure value for money during the course of this plan by:

- Utilising the incoming Information and Training Officer to enhance the PYOT's understanding of performance and trends in offending behaviour to prioritise and target specific areas more pro-actively and effectively. In addition he/she will be able to provide the Management Board with a greater understanding of the PYOT Performance Framework and help identify where the partnership's resources should be directed
- Continuing to develop levels of integrated working within the partnership to ensure that work is not duplicated across agencies and teams and that there is enhanced capacity to apportion roles and responsibilities effectively
- Proactively assisting to develop the city wide Restorative Justice Strategy currently being developed by the Safer Portsmouth Partnership and promote restorative interventions within the partnership to reduce the number of young people going through the Youth Court and also reviewing and enhancing Out of Court Disposal arrangements with colleagues from Hampshire Constabulary in order to reduce the number of young people going through the Youth Court

The Youth Justice Board requires the PYOT to provide a costed plan detailing how it will make use of its Good Practice Grant. Details of this can be found in Appendix 5.

6) **Risk to Future Delivery**

There are a number of budgetary pressures on all agencies within the partnership currently. These pressures and all the other risks that PYOT will face over the next few years are highlighted in the PYOT Risk Register in Appendix 6.

7) Priorities for 2015-17

At the centre of all three priorities has to be an understanding that the young people we work with, their families and, crucially, their victims are at the heart of the YOT service delivered in the city.

The priorities have been identified by analysing the successes and challenges experienced by the PYOT over the last 12 months and proposing areas which need to be addressed

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

The PYOT Workforce Development Plan will ensure staff are fully equipped with the skills and competencies needed to produce high quality assessments and plans and meet the requirements of National Standards in all cases. This will be robustly monitored via high quality line management supervision and regular scrutiny via Quality Assurance carried out in line with the PYOT QA Timetable which will require all new assessments to be audited along with regular thematic audits. Adherence to this plan will facilitate the successful completion of the objectives of the Portsmouth YOT Improvement Plan (Appendix 7)

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

Re-Offending

Re-offending rates have continued to remain high during the last 12 months of performance reporting. The caveat here is that this data is historical and relates to a cohort of young people identified prior to disaggregation of Wessex YOT

	Cohort Size	Re-Offenders within 12 months	Re-offences within 12 months	Offences per offender	Proportion of Young People Re-Offending
Q1	350	164	636	1.82	46.90%
Q2	343	168	653	1.90	49.00%
Q3	333	161	608	1.83	48.30%
Q4	323	158	614	1.90	48.9%

It is worth noting that we do have some "live" data relating to the characteristics of our current high risk of re-offending young people.

- Between April 2013 and March 2014 43 young people committed 5+ offences and were thus considered to be "persistent".
- These young people committed 397 offences between them.
- 29% of these offences were thefts, 18% assaults, 13% criminal damage.
- 33 of the young people were male, though 3 of the 4 highest recidivists were female.

- The average age of the cohort was 15, the mode was 16 and 5 young people offended between the ages of 11 and 13.
- 17 were unknown to PYOT at the start of the year
- 28 of the young people were part of the Priority Young Persons Strategy (NB some excluded due to involvement with other strategies such as Multi-Agency Public Protection Arrangements - MAPPA)
- The young people assessed as high risk are more likely to demonstrate concerns with: emotional and mental health needs, substance misuse, family breakdown, poor Education, Employment or Training (EET) achievements and poor thinking skills

In addition to this, our colleagues in the Safer Portsmouth Partnership undertake a more up to date analysis of persistent offending; measuring young people who commit 5+ offences in a rolling 12 month period. In 2013/14, 43 young offenders noted above committed 64% of all crime. This met the 5% reduction set out in the Young People at Risk section of the Safer Portsmouth Partnership strategic plan and a new target of 10% has been proposed for 2014/15.

The strategy for achieving a long term sustained reduction in re-offending therefore needs to focus upon:

- Needs analysis of young people subject to the Priority Young Person strategy using the Youth Justice Board Re-Offending Tool Kit with a view to identifying trends and patterns and taking swift and prompt action with young people identified to be a risk
- Pro-active engagement with the Portsmouth Safeguarding Board's CSE Strategy to safeguard young people who are at risk of re-offending. In particular, engaging with work stream 4 of the strategy: "To improve prevention of CSE through universal and targeted work with young people, families, public services, the local community and local businesses"
- To develop a strategy with partner agencies involved with young people at risk of offending who are themselves victims of offending. A needs analysis of this group of young people is required in order to develop such a strategy
- Review of local Priority Young Person strategy with a view to improving the integration of intervention plans across agencies dealing with the highest risk young people; with an emphasis on reducing re-offending
- Enhancing interagency work with partners involved in Priority B of the Portsmouth Children's Trust Plan. Ensuring intervention is facilitated by PYOT and that families of young people at risk of re-offending are actively engaged and worked with. In particular ensuring that the strategy of the Positive Family Steps teams integrates with that of the PYOT. (NB This links in with the target set by the Safer Portsmouth Partnership in the Young Person at Risk section of their strategy; to be led on by the Troubled Families Co-Ordinator)

- Proactively ensure PYOT Strategy explicitly links in with specifications created for Positive Family Steps re-tendering process in 2015-16
- Assisting the Safer Portsmouth Partnership in the development of a city wide, cross agency Restorative Justice Strategy to assist in tackling offending behaviour
- Ensuring that the PYOT Workforce Development Plan and training needs analysis is kept up to date to ensure that staff are properly equipped to address the offending behaviour of young people whom we work with
- Bidding for increased resources in 2015/6 and 2016/17 from the Police and Crime Commissioner as per Priority 4 of his Police and Crime Plan; to reduce first time entrants and re-offending. To be linked in with review of Priority Young person strategy
- Reviewing service against recommendations of HMIP Thematic Inspections

Implementation timescales can be found in the Implementation Plan in Section 8.

Custody

Custody numbers and rates have been reducing quarter upon quarter for the last 12 months.

	No. of custodial sentences over 12m rolling period	Rate per 1000 of 10 to 17 population
Q1	26	1.50
Q2	22	1.27
Q3	16	0.92
Q4	12	0.69

Unlike the re-offending data, custody rates are based upon much more up to date data and reflect the changes in sentencing outcomes both as a result of the Legal Aid Sentencing and Punishment of Offenders Act 2012 and also operational changes to practice made by the PYOT which have resulted in better sentence outcomes. So, whilst the trend is positive and reflective of work undertaken by the PYOT in the last 12 month there is still much work that needs to be undertaken to ensure this progress is maintained. It is also worth noting that of the 10 young people who received custodial sentences in 2013/14, 9 young people were Children in Care and 45% of Pre-Sentence Reports in the 2014 calendar year have been for Children in Care. Specific work needs to be directed at reducing the chances of this particular cohort entering the custodial estate.

Remands to custody also need to be addressed within this strategy. Changes in remand thresholds as a result of the Legal Aid Sentencing and Punishment of Offenders Act 2012 and improved YOT Practice has seen year on year reductions in remands. In 2012/3 24 young people were remanded into custody but in 2013/14 only 13 were. This progress needs to be maintained.

The strategy for the coming three years for the PYOT will therefore focus upon the following areas:

- Developing procedures within Children's Social Care and Safeguarding for joint planning and intervening with young people who offend who are Looked After or are at risk of being Looked After
- Needs analysis of the cohort of young people entering custody using the YJB Reducing Re-Offending Toolkit to identify trends and patterns and then implement more effective means of working with these young people and their parents/carers
- Development of a Quarterly audit of Pre-Sentence Reports involving YOT Management Board Court representatives to review quality of reports and rationale of the Court for imposing custody and evaluating how custody can be avoided
- Review of local Priority Young Person strategy with a view to enhancing the integration of intervention plans across agencies dealing for young people at risk of custody
- Enhancing interagency work with partners involved in Priority B of the Portsmouth Children's Trust Plan. Ensuring intervention is facilitated by PYOT and that families of young people at risk of custody are actively engaged and worked with. In particular ensuring that the strategy of the Positive Family Steps teams integrates with that of the PYOT. (NB This links in with the target set by the Safer Portsmouth Partnership in the Young person at Risk section of their strategy; to be led on by the Troubled Families Co-Ordinator)
- Proactively ensure PYOT Strategy explicitly links in with specifications created for Positive Family Steps re-tendering process in 2015-16
- Delivery locally of i) Hampshire wide and ii) Regional Reducing Children in Care Offending Protocol to ensure that staff are properly equipped to prevent disproportionality of Children in Care in the custodial population
- Development of a local multi-agency Resettlement Protocol to ensure all partners are clear of roles and responsibilities in assisting young people's reintegration into the community following custody
- Implement actions from Social Care Ofsted Inspection Improvement Plan in relation to Children in Care and Offending in an attempt to ensure their disproportionate representation within the secure estate is reduced.
- Developing more rigorous step down processes for young people leaving the PYOT
- Feeding back on ongoing needs assessments and evidence reviews of Priority D of the Children's Trust Plan

The timetable for implementation can be found in section 8.

c) Reduce First Time Entrants into the Youth Justice System

The reduction of first time entrants into the Youth Justice System has continued to fall in Portsmouth as part of a three year trend, though figures seemed to have plateaued during 2013-14 and increased in the first quarter of 2014-15. In addition- despite reductions locally, rates are still higher than in some comparator YOT areas. In these circumstances, the PYOT and PYOT Management Board acknowledge the need to scrutinise further the data to hand and there may be need to review strategy within the next 12 months if specific concerns are raised.

	No of FTEs over a 12 month period	Rate of FTEs per 100,000 of 10 to 17 population
Q1	95	550
Q2	86	494
Q3	92	530
Q4	92	532

Therefore, there is still a large amount of work to do to ensure that young people do not enter the Youth Justice System and this work crosses a number of differing strategies in the city. The PYOT is not the only agency involved in the delivery of this element of the plan therefore. In these circumstances, the strategy for the coming three years for the PYOT will therefore focus upon the following areas:

- Needs analysis of young people to identify features of First Time Entrants and appropriate strategy to be devised thereafter
- Identification of health needs common to young people who may be at risk of offending via the PYOT Health Needs Assessment. Health Board representatives to subsequently identify strategy for work with young people before they enter Youth Justice System (NB Links to misuse of substances has been analysed in significant depth already by Safer Portsmouth Partnership- see Appendix 8)
- PYOT Board involvement in supporting the development and re-modelling of the Children's Trust Board Priority E strategy in ensuing Young People at risk are identified rapidly and early to ensure appropriate packages of support are put into place to avoid escalation to offending behaviour
- PYOT Board involvement in supporting the development and remodelling of the Children's Trust Board Priority E strategy in ensuring a Single Assessment Plan is in place along with a lead professional identified for every at risk young person and family (if not Child in Care)
- Supporting the Safer Portsmouth Partnership's development of a city wide, cross agency Restorative Justice Strategy designed to stop the unnecessary criminalisation of young people
- Supporting the roll out locally of i) Hampshire wide and ii) Regional Reducing Children in Care Offending Protocol to ensure that staff are properly equipped to prevent disproportionality of Children in Care in the offending population

- Supporting the Safer Portsmouth Partnership's objective for the Children's Trust Board to co-ordinate Crime Prevention work as part of Priority E
- A review of local Police/YOT Out of Court Disposal Processes to ensure minor offending is dealt with effectively
- Work in conjunction with the Safer Portsmouth Partnership to assess and analyse the issues caused by young people who misuse substances in the city

The timetable for implementation can be found in section 8.

8) IMPLEMENTATION TIMETABLE

Dates	Milestone	By Whom
2014-15 Quarter 4	Successful Re-inspection of the PYOT (NB March 2015 is earliest date for re-inspection)	PYOT Team & Management Board
	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
	All National Standards Timescales met- evidenced by monthly QAs	PYOT Manager
	Identification of deficits in integrated working and plan put into place to remedy	PYOT Management Board
	Utilisation of information provided by Information Officer to provide identification of potential budget savings for the Management Board	PYOT Manager
	Implementation of Safer Portsmouth Partnership Restorative Justice Strategy	SPP Strategy and Partnership Manager
	Implementation of findings of review of YOT/Police Out of Court Disposal procedures	Police District Commander
	Successful implementation of work stream 4 of PSCB CSE Strategy into core YOT practice	PSCB CSE Lead
	Successful application for increased funding from Police and Crime Commissioner to fund work to reduce re-offending	PYOT Manager
	Review of PYOT Workforce Development Plan and Learning Needs Analysis and implementation of findings	PYOT Manager Development Manager
	Review of Step Down procedures and implementation of findings	CSCS IYSS Management Team
	Review of Joint YOT/Court Pre-Sentence Report Audit arrangements	PYOT Practice Leads
	Roll out of local Resettlement Protocol	PYOT Manager
	Completion of Actions emanating from CSCS Ofsted Inspection Improvement Plan	Head of Children's Social Care and Safeguarding
	Implementation of action plan emanating from PYOT Health Needs Assessment	PYOT Management Board Health Representatives
Active engagement with the roll out of Early Help Strategies emanating from Priority E of Children's Trust Board	Children's Trust Board	

	Review of Action Plan produced following HMIP Thematic Inspection of Work by Probation Trusts and YOTs to protect Children and young people	PYOT Manager
	Roll out of local Reducing Children in Care offending protocols	Corporate Parenting Board
2015-16 Quarter1	Review Priority Young Partnership Strategy	PYOT Manager
	Pro-active Board Management Board Feedback provided for development of specifications for Positive Family Steps Re-Tendering process	Troubled Families Co-Ordinator
	Implementation of strategy to tackle issues raised from the findings of the proposed re-analysis of custody, re-offending and FTE cohorts	CSCS Partnerships and Commissioning Manager
2015-16 Quarter 2	Review of local Resettlement Protocol	PYOT Manager
	Review of PYOT Health Needs Assessment Action Plan	PYOT Management Board & Health Representatives
	Production of Joint YOT/partner Agency strategy for working with young people who offend who are themselves victims of offending behaviour	PYOT Manager
	Annual review of YJ Strategic Plan Commences	PYOT Manager
2015-16 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
	Review of impact of changes to Priority E Early Help strategies on First Time Entrants	CSCS Partnerships and Commissioning Manager
2015-16 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 Outline	Review priorities for next three year plan in lieu of re-inspection	PYOT Management Board

9) THE PORTSMOUTH KNOWLEDGE PROGRAMME

The PYOT is fully participative in the Portsmouth Children's Trust strategy to identify gaps in service knowledge. The below chart identifies gaps in our knowledge that would benefit from more data gathering, data analysis, primary or secondary research or evidence reviews. This will help the Portsmouth Children's Trust align knowledge projects across the Partnerships under the banner of a Joint Strategic Assessment.

The Safer Portsmouth Partnership have already undertaken significant analysis and research (see Appendix 8) which will feed in to the areas noted below and assist in developing our knowledge of gaps in service.

No.	Gaps in knowledge What we would like to understand better	Current plans to address the gap
1	How Portsmouth's "local" indicators compare with Comparator YOTs- currently only National Key Performance Indicators can be compared	To task incoming Information and Training Manger with identifying performance information
2	What interventions and actions other YOTs are doing specifically different to the PYOT	Peer review planned for Autumn of 2014 to allow other YOTs to feedback on local practice
3	The health needs of our young people	YOT Board Health partners are currently undertaking Health Needs Assessment and the PYOT has also introduced new screening tools for use with young people
4	What are the reasons, trends and patterns behind the re-offending rates in the city	Analysis and scrutiny of the YJB Re-Offending Toolkit results and undertaking a needs analysis of young people who re-offend
5	Further research needs to be undertaken to understand the rates and characteristics of First Time Entrants into Youth Justice System	Needs analysis of FTEs
6	The reasons why a small but significant proportion of young people are both victims and perpetrators of offending behaviour and the links between risk to others and vulnerability to self	Needs analysis of this group is planned in order to determine strategy
7	More research would be useful to determine more local evidence based links between school attendance, attainment and learning needs and involvement with PYOT	Education reps currently reviewing Performance Indicators

Appendices

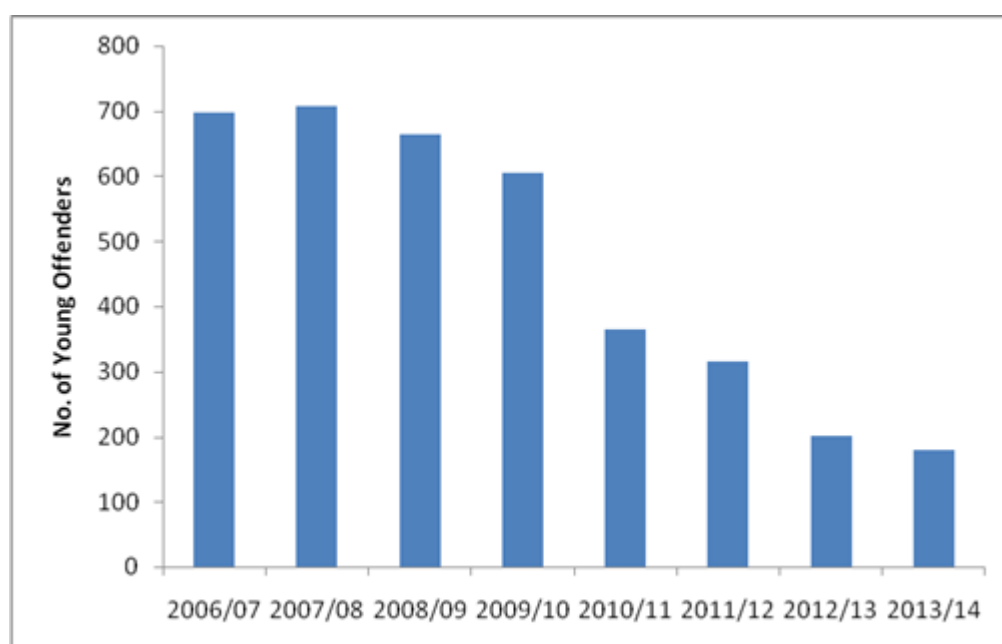
Appendix 1: Portsmouth Demographic Data

Offending Population

In 2013/14 there were 181 young offenders accounting for 624 offences with 92 of these first time entrants to the YJS. This represents 1% of the 10-17 year old population.

Figure1 shows the numbers of youth offenders since 2006/07. As can be seen, the number of offenders has decreased by 74% between 2006/07 and 2013/14. These decreases mirror those seen at national level.

Figure 1 Number of Young Offenders, Portsmouth City, 2006/07 to 2013/14



Source: Youth Offending Information System

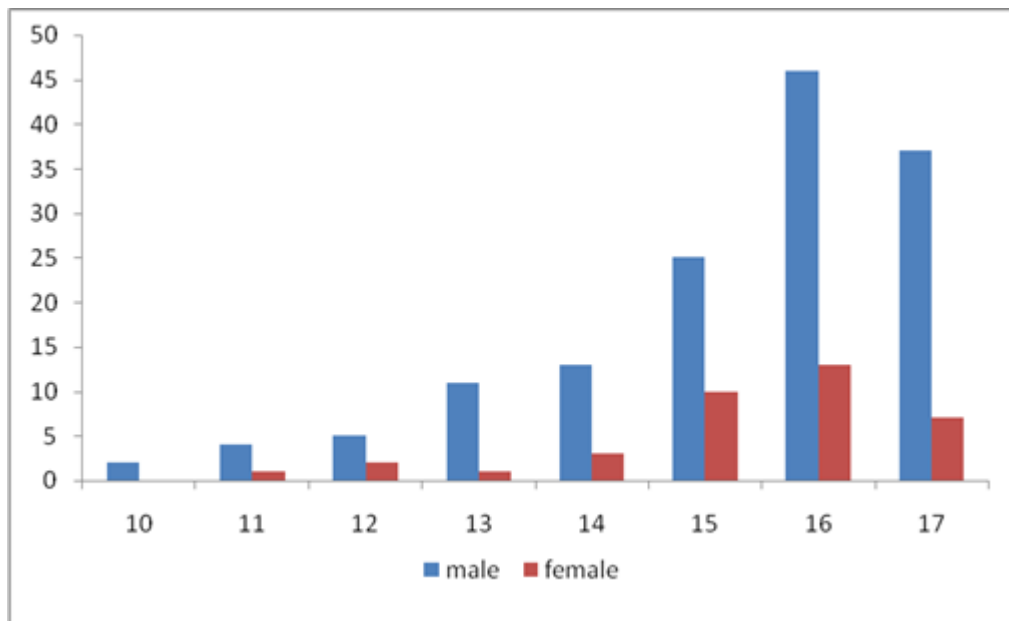
Age and Gender

Nationally, in 2012/13, the majority of children and young people in contact with the YJS were aged over 15 (77%), and male (81%).

Local data for 2012/13 shows that slightly less males (77.1%) and those aged 15 years or over (73%) are in contact with the YJS when compared to the national picture. In 2013/14, these percentages had increased to 79.4% and 76.7% respectively, but are still slightly lower than the latest national figures.

Figure2 shows the numbers of male and female offenders by age in 2013/14 in Portsmouth. As can be seen, there is a significant increase in the number of offenders between 14 and 16 years of age which decreases by age 17.

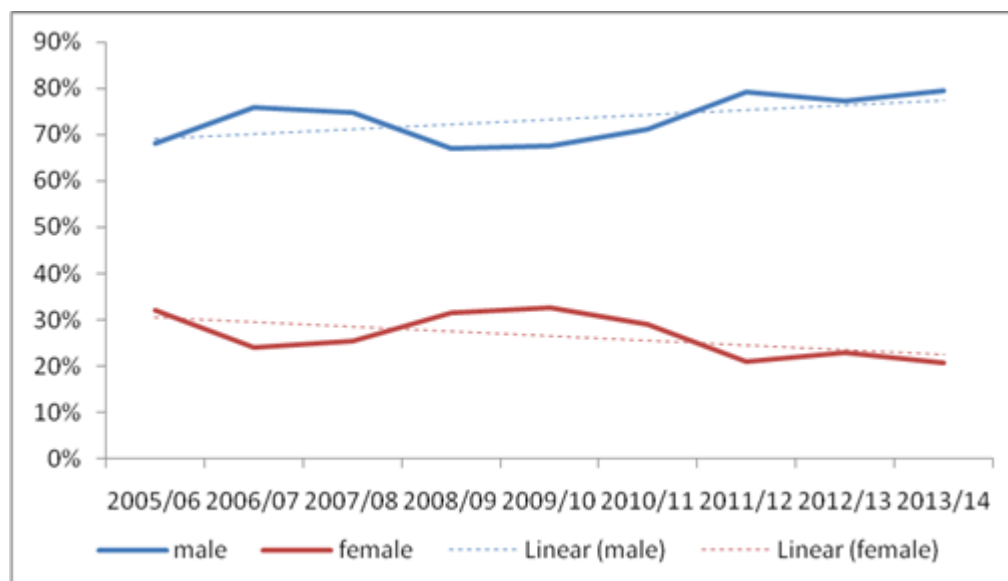
Figure 2 *Numbers of Young Offenders by Age and Gender, Portsmouth City 2013/14*



Source: Youth Offending Information System, Community Safety Research Team

Figure 3 shows the proportions of males and females between 2005/06 and 2013/14. The proportions have fluctuated but the overall trend shows that the proportion of male young offenders has increased and females decreased.

Figure 3 *Proportions of Young Offenders by Age, Portsmouth City, 2005/06 to 2013/14*



Source: Youth Offending Information System, Community Safety Research Team

Ethnicity

Of those children and young people supervised by YOTs in 2012/13 nationally, 81% were from a white ethnic background. There is an over-representation within the YJS of children and young people from a black ethnic background (7%, compared to 3% of the general population aged 10-17) and an under-representation of young people from an Asian ethnic background (4%, compared to 7% per cent of the general population). These proportions have been fairly stable since 2006/07.

This compares to local data from 2012/13 that shows there were more from a white ethnic background (92%) and less from a black (3.8%) and Asian ethnic background (0.8%).

The latest local figures for the ethnicity of young offenders compared to the general populations are shown in **Table 1**. As can be seen white, black and other ethnic groups are over-represented in the young offenders.

Table 1 *Numbers of Young Offenders by Ethnic Group, Portsmouth City, 2013/14*

Ethnic Group	% Offenders 2013/14	Portsmouth	Difference
White	93.9%	88.4%	5.5%
Black	3.8%	1.8%	2.0%
Other	1.6%	1.1%	0.5%
Mixed	0.5%	2.7%	-2.2%
Asian	0.0%	6.1%	-6.1%

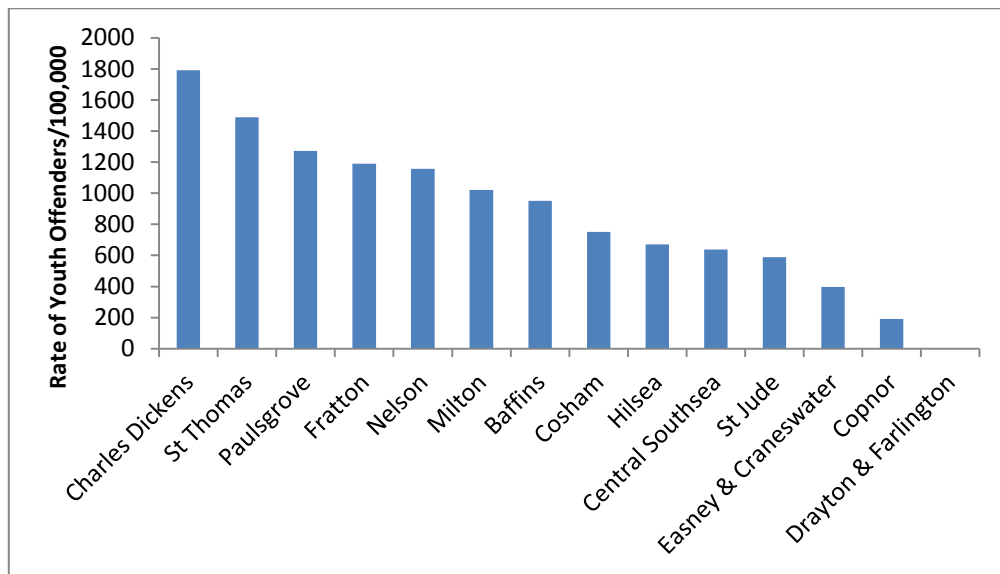
Source: Youth Offending Information System, Community Safety Research Team

Trend data shows that although the overall numbers have decreased the proportions of those from the black and other ethnic groups have increased since 2005/06.

Geography

Figure4 shows the rate of youth offenders by electoral ward per 100,000. As can be seen the highest rates are in Charles Dickens, St Thomas and Paulsgrove wards with the lowest rates in Connor and Drayton and Farlington ward.

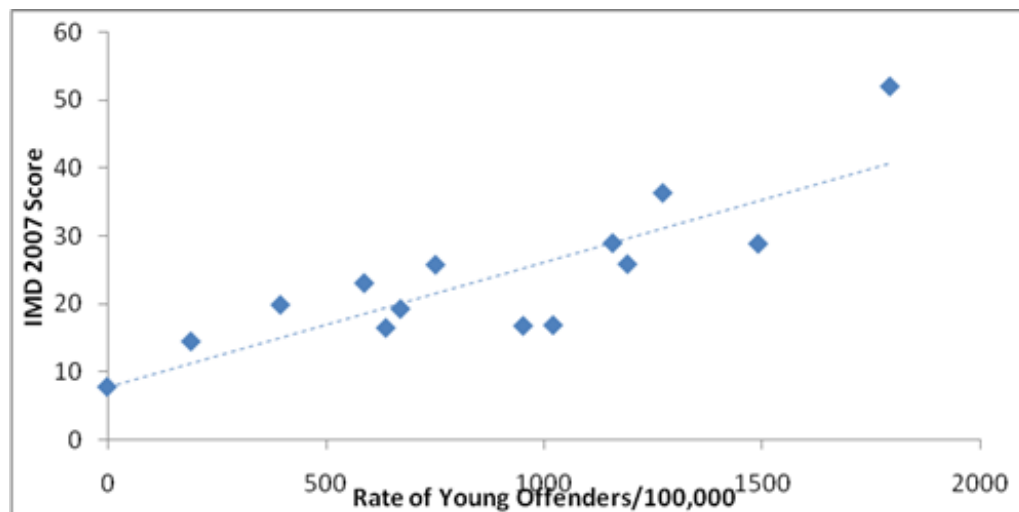
Figure 4 Rate of Young Offenders by Electoral Ward, Portsmouth City, 2013/14



Source: Youth Offending Information System, Community Safety Research Team

When compared to deprivation scores by electoral ward a strong association is found between areas of high deprivation and a relatively high rate of youth offenders as can be seen in **Figure 5**.

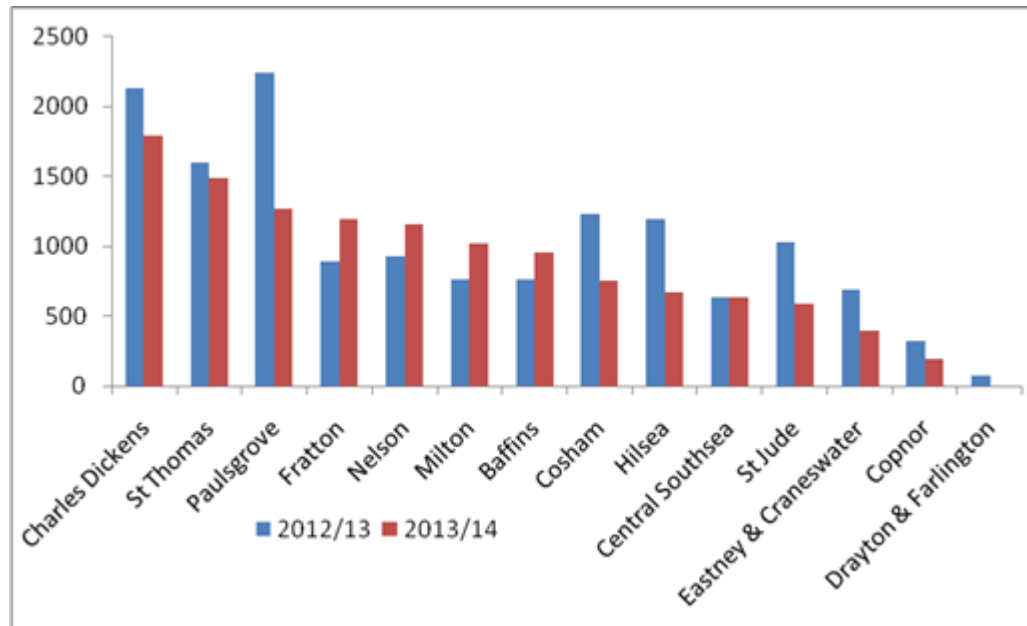
Figure 5 Rate of Young Offenders vs Deprivation Score by Electoral Ward, Portsmouth City, 2013/14



Source: Youth Offending Information System, IMD 2007

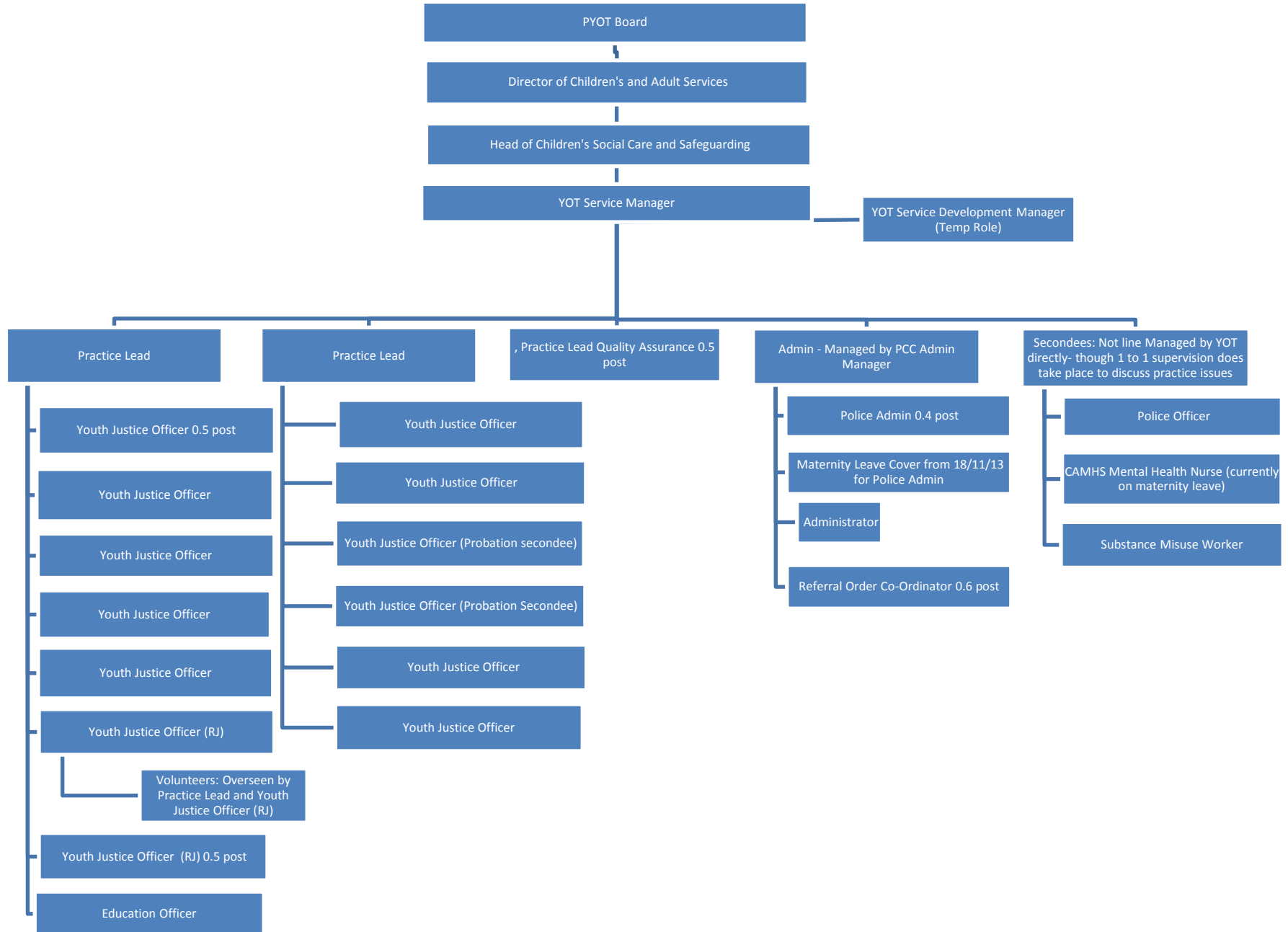
Looking at the percentage change in the rates of young offenders by electoral ward between 2012/13 and 2013/14 (**Figure 6**), shows that there have been decreases in most electoral wards with the exception of Fratton, Nelson, Milton and Baffins wards.

Figure 6 Changes in Rates of Young Offenders by Electoral Ward, Portsmouth City 2012/13 and 2013/14



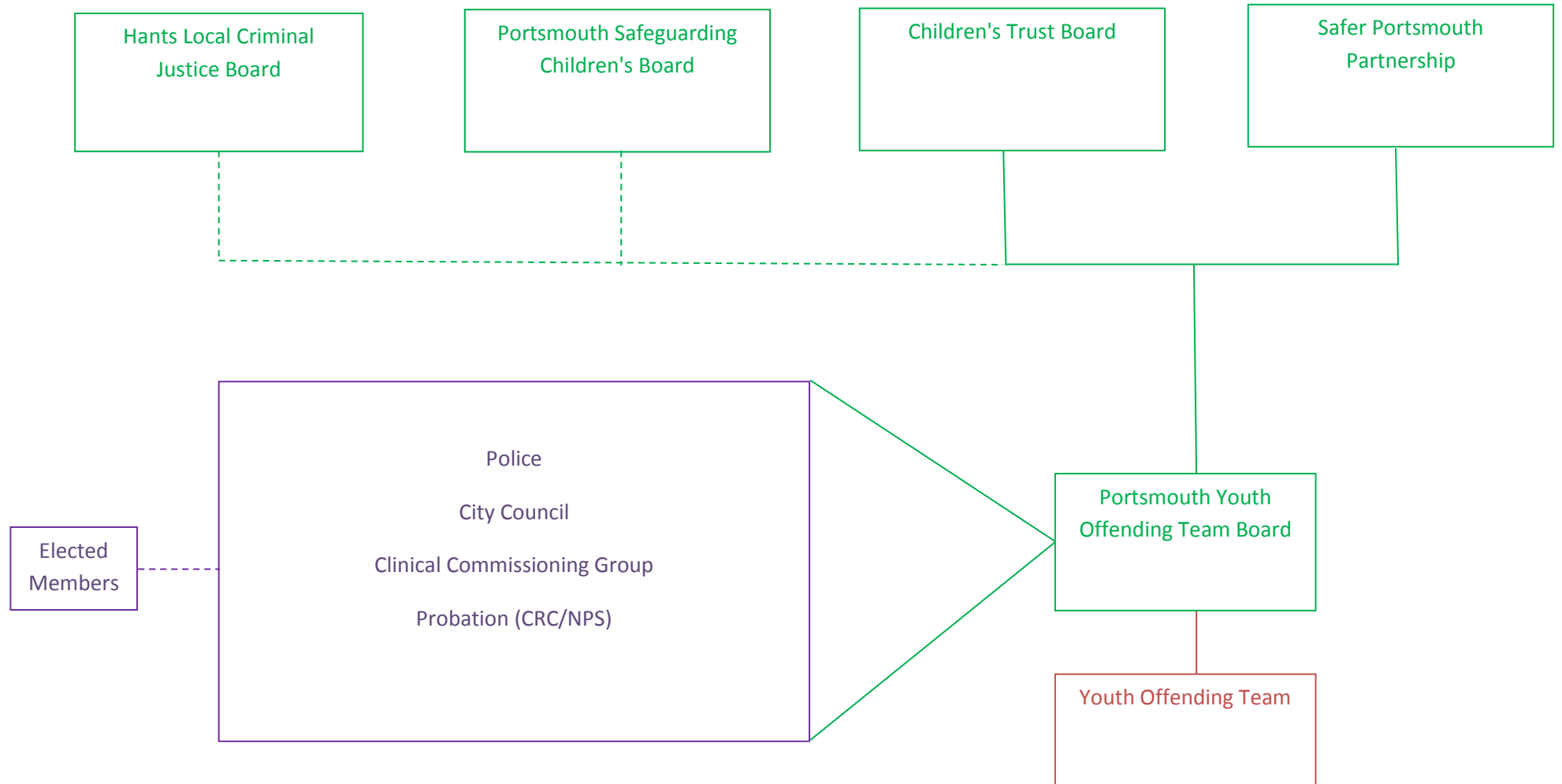
Source: Youth Offending Information System

Appendix 2: Portsmouth YOT Structure Chart



Appendix 3: YOT Governance

YOT Governance



Appendix 4: 2014/15 Budget

	Budget £
EXPENDITURE (1)	
Staffing costs	643,600
In Kind Staffing	64,700
Central Costs	
- premises	400
- transport	4,600
- supplies and services	80,700
-third party payments	35,800
	<u>829,800</u>
FUNDING	
Youth Justice Board Funding	235,900
Partner Cash/In Kind Contributions	
Hampshire Police	64,000
Probation Service	66,200
Public Health (Previously Portsmouth CCG)	15,000
Other Incomes	10,000
Police and Crime Commissioner [crime prevention]	17,000
PCC Base budget	251,000
PCC Contingency funding 2014/15	174,700
	<u>833,800</u>
Remand Arrangements	
Secure Accommodation	103,300
Remand Strategy	81,200

Notes

1) The total service expenditure excludes accommodation and support service costs (estimated at £30,000) which have been provided in-kind by PCC.

Appendix 5: Costed Plan



Portsmouth Youth Offending Team Costed Good Practice Development Guide 2013-14

- 1) As part of the terms and conditions for the 2014/15 Youth Justice Board Good Practice Grant, the Portsmouth Youth Offending Team (PYOT) is committed to developing good practice within the team with a view to:
 - Reducing youth re-offending
 - Reducing the numbers of first time entrants into the system
 - Reducing the use of youth custody
- 2) This plan sets out the proposed costing of the activities and purchases in the upcoming year. Before setting out the proposed costings it is prudent to therefore firstly identify the areas where the grant is needed to be spent.
- 3) In short, the deficits in performance and practice identified by the HMIP Inspection Report are clear and self-explanatory. Specifically there are fundamental concerns about the team's Assessment, Planning, intervention and Supervision practice. Management of risk and vulnerability was highlighted as a concern as was the lack of management oversight and involvement of children, their parents/carers and victims in identifying intervention plans. The YJB have been very involved in analysing the performance of the team and have endorsed this critique.
- 4) Additionally, this costed plan is being written with reference to the last 12 months of Performance data for the team. In relation to reducing re-offending and custody (one would also include remands in this); the PYOT is above local and national averages indicating that there is still much work to be undertaken in addressing these areas. The reduction of First Time Entrants has shown a steady decline year on year but performance is also above National Averages and so work will need to be undertaken to address work in this area also. The management of NEET young people and work to

track Children in Care and local Priority Young People is also needed in the coming year

- 5) Finally, local performance measures demonstrate the need to ensure risk and vulnerability management plans are completed to a consistently high quality.
- 6) The schedule of proposed spend on the next page takes into account the total grant of £228,398 (discounting additional Unpaid Work, Remand and Restorative Justice Funding). As was the case last year, the majority of the money will be spent on staff undertaking specific roles and holding specific leads designed to tackle the areas of performance highlighted above, though there is also an acknowledgement that some of this money will be needed on training and resources. Costs and spending may therefore change during the course of the year and this may be reflected in a half yearly update.

Resource	Objective	Work Elements	Outcomes	Cost (£000)
Practice Lead x 2.5	Improve practice and performance in areas identified in PYOT's Team Plan	<ul style="list-style-type: none"> • Review/evaluate existing practice • Continue monthly audits/file checks • Devise new QA systems • Provide support/reflective supervision to staff • Feedback to YOT Manager and Management Board • Implement and evaluate plans to address underperformance 	Reduce Re-Offending and Reduce Custody,	82
Youth Justice Officer x 2	Undertake measureable and effective Restorative Justice interventions in all appropriate cases	<ul style="list-style-type: none"> • Review existing practice • Develop training for staff and volunteers • Develop links with other agencies/teams within the LA • Develop good practice within the team • Review use of RJ with out of court disposals 	Reducing First Time Entrants	42
Education Worker x1	Improve NEET performance for children open to the YOT	<ul style="list-style-type: none"> • Develop role of newly seconded team member with Education remit • Develop links with local education and training providers • Identify and intervene with 	Reducing First Time Entrants, Reducing Re-Offending	27

		<p>potential young people at risk at an earlier stage and improve NEET performance for young people already on orders</p> <ul style="list-style-type: none"> • Identify NEET young people at risk of becoming PYP and take appropriate action with colleagues • Interrogate data for quarterly reports and provide detailed feedback on performance 		
Youth Justice Officer x1 (equivalent)	Reduce the number of young people committing 5 or more offences in a year (Safer Portsmouth Partnership Target)	<ul style="list-style-type: none"> • Identify and nominate appropriate young people who fit criteria of the new Priority Young Person (PYP) Strategy • Evaluate and review practice with these at risk young people • Implement action plans devised at multi-agency PYP meetings • Feedback to Practice Leads on a monthly basis with a view to contributing to monthly performance monitoring of success 	Reducing Re-Offending, Reducing Custody	27
Youth Justice Officer x1 (equivalent)	Reduce the risks posed by young people causing harm to others and the safeguarding risks to themselves	<ul style="list-style-type: none"> • Develop staff skills with a view to increasing the number of competent staff to address risks more appropriately and effectively • Review all current risk and vulnerability assessments (all young people open to YOT) • Improve quality of risk and vulnerability management plans • Complete all appropriate plans and feedback performance reviews to YOT Management Board and YJB 	Reduction in number of young people with safeguarding and ROSH management plans in place and increase in competence in managing young people with these plans	27
Youth Justice Officer x 0.75 (equivalent)-	Develop effective group work provision for all young people at	<ul style="list-style-type: none"> • Continue to develop group work provision that devise and evaluate new sessions 	Reducing Re-Offending, Reducing	17

	high risk of re-offending	<ul style="list-style-type: none"> • Evaluate young person feedback as a way of improving effectiveness of delivery • Feedback results of evaluation to team and involve team in development of future provision • Develop co-working opportunities with police and other teams within Portsmouth CC 	Custody	
Training	Ensure all team receive appropriate training to ensure roles can be undertaken effectively	<ul style="list-style-type: none"> • The PCC Learning and Development Team will lead on delivery of appropriate training modules building upon outcomes of Inspection Report and Improvement Plan. • The team will also commission training packages via any appropriate external providers during the course of the year • Staff to attend training-potentially to discuss and evaluate at monthly Clinical Supervision sessions (to be commissioned) 	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 people	<ul style="list-style-type: none"> • Small budget required for any appropriate resources identified (ie work packs, materials etc) to assist staff delivering effective intervention 	Reducing First Time Entrants, Reducing Re-Offending and custody	1.398

Appendix 6: Portsmouth Youth Offending Team- Risk Register

Risk Number	Risk Title	Outcomes	Objective	Risk Owner	Probability	Impact	Current Score	Control Measures	Control Owner	Probability	Impact	Controlled Score	Notes
1	Risk of further cuts to public expenditure in forthcoming months (ie Transforming Rehabilitation agenda, cuts to LA and Hants Constabulary Budgets, cuts to health budgets) affecting long term stability of overall budget PYOT Budget	Resulting in reduced level of resources and failure to stick to budget leading to an impact upon the provision of services to Young People	Avoid overspend	YOT Board	4	4	16	Financial forecasting of probable outcomes and scenario planning to prepare for predicted efficiency savings	YOT Board	3	3	12	
2	Failure to implement Inspection Improvement plan	Resulting in poor quality levels of intervention and subsequent failure to achieve performance targets	Avoid poor re-inspection	JG	2	3	6	Implementation of HMIP recommendations via Inspection Improvement Plan	JG	2	1	2	
3	Failure to implement new case management system effectively	Resulting in failure to undertake core responsibilities and YJB performance monitoring Requirements	Seamless transfer between case management systems	JG	2	4	8	Close working with Project Manager responsible for implementation	JG	2	2	4	

Risk Number	Risk Title	Outcomes	Objective	Risk Owner	Probability	Impact	Current Score	Control Measures	Control Owner	Probability	Impact	Controlled Score	Notes
4	Failure to build in capacity within team structure for undertaking effective data analysis	Resulting in inaccurate data, taking managers away from other core tasks and creating an inefficient management team	Development of an Information Officer role - potentially from within the Board partnerships own resources and not necessarily a new resource	JG	3	4	12	Development of a role as agreed by the Board	JG	2	2	4	
5	Failure to continue embedding changes resulting from recent legislation and developing good practice	Resulting in continued poor practice (ie early intervention, restorative justice and partnership working) leading to the likelihood of the YOT failing to meet the requirements of the YJB and the expectations of the YOT Board	Avoid poor re-inspection	JG	2	4	8	Effective utilisation of management team to guide team through performance improvements needed	JG	2	2	4	
6	Increase in offending behaviour resulting from changes to benefits system	Increased offending impacting upon caseloads of staff and pressure on services	Maintain high quality intervention if caseloads fluctuate	JG	2	4	8	Scrutiny of FTE and Re-Offending data to identify changes in rates early and undertake remedial action	JG	2	3	6	

Risk Number	Risk Title	Outcomes	Objective	Risk Owner	Probability	Impact	Current Score	Control Measures	Control Owner	Probability	Impact	Controlled Score	Notes
7	Failure to configure Early Help and Prevention Services in the city to tackle causes of FTE rates	Resulting in the increase of FTEs in the city	To reduce the rate and number of FTEs	Children Trust Board	2	3	6	Review of Early Intervention Services incorporating required strategy to reduce FTE	Children's Trust Board	2	2	4	
8	Failure to identify appropriate facilities to see young people	Resulting in poor levels of engagement with service users and failure to address poor practice	Identification of facilities around the city for the YOT to utilise	JG	1	4	4	New facilities identified	JG	1	4	4	

Appendix 7: Inspection Improvement Plan Objectives

Part A. YOT Board Improvement Plan	Part B. YOT Team Improvement Plan
<p data-bbox="188 465 427 506">Four Objectives:</p> <ol data-bbox="229 533 767 1312" style="list-style-type: none"><li data-bbox="229 533 767 719">1. By April 2014, to have in place an effective YOT Board with full, consistent and appropriate membership to lead the improvement programme<li data-bbox="229 741 767 891">2. By June 2014 to have in place a full complement of suitably qualified and experienced case managers including specialist roles<li data-bbox="229 913 767 1099">3. By June 2014, to ensure the YOT Board accesses and uses accurate and timely data on performance through a new Performance Management Framework<li data-bbox="229 1122 767 1312">4. By October 2014, to have in place the right resources used to support the work of the YOT including improved and appropriate locations to work with young people	<p data-bbox="812 465 1023 506">Six Objectives:</p> <ol data-bbox="853 533 1401 1688" style="list-style-type: none"><li data-bbox="853 533 1401 719">5. By October 2014, every young person open to the YOT will have a timely, holistic assessment and multi-agency plan (including pre-sentence reports) of sufficient quality<li data-bbox="853 741 1401 958">6. By January 2015, every young person open to the YOT will be in receipt of high quality, evidence-based interventions delivered by the YOT staff team, co-located specialists and partner agencies<li data-bbox="853 981 1401 1198">7. By October 2014, every young person and their parents/carers will be fully engaged in the relevant aspects of the sentence. Processes and delivery will be shaped to maximise user-engagement.<li data-bbox="853 1220 1401 1323">8. By October 2014, all staff will be clear on effective practice and effectively and robustly performance managed<li data-bbox="853 1346 1401 1496">9. By October 2014, all staff will have the right training, supervision and oversight in place to deliver high quality practice<li data-bbox="853 1518 1401 1688">10. By December 2014, all victims of youth crime will receive high quality support and appropriate involvement in interventions with a focus on victim safety

Appendix 8: Safer Portsmouth Partnership Young People at Risk Strategic Assessment

Young people at risk

Safety

The 'Children and Young People Survey 2014'¹ conducted by the Children's Society found that young people in Portsmouth were fairly positive about their local area and facilities, but scored lower than the national average in relation to feeling safe (7.5 in comparison with 7.8).

Approximately 30% (n1,230)² of young people reported that they had been bullied. Young people generally experienced emotional and/or verbal bullying, but 35% (n430) said that they had experienced physical bullying. Bullying was most commonly experienced at school (78% of those bullied, n960) followed by local area (18%, n221), to and from school (17%, n209) and online (14%, n172).

Most children and young people, in school year 5 and above, have good access to the internet with 70% (n2,240) using smart phones, 64% (n2,048) laptops, 60% (n1,920) tablets and fewer using PCs at home and at the library. Older children were more likely to use every type of device. 16% (n512) of respondents said that they had been worried or upset by something which had happened online, most commonly bullying or threatening messages, followed by not being sure who they were communicating with or being asked to do something they didn't want to.³

The most commonly reported types of anti-social behaviour that young people believed were causing problems in their area⁴ were: dog mess (67%, n1,446), rubbish (55%, 1,187) and general noise (44%, n950). These are similar to the problems reported by adults in the Community Safety Survey 2014.⁵ 57% of young people who responded to the survey said that they had experienced at least one of these problems. Due to the way the survey was administered it was not possible to find out what types of anti-social behaviour young people were most likely to experience.

The crimes that young people were most worried about were: being followed by someone (70%, n1,511), robbery (49%, n1,057), and assault (49%, n1,057). Once again we are not able to find out which types of crime have actually been

¹http://www.hants.gov.uk/pccjsna/API_STR_JSNA_POP_CYP_ChildrenWellbeingReport2014.pdf accessed 23/6/14

² No numbers were given in main body of the 'Children and Young People Survey 2014' and have been worked out using the data available for the number of children in each year group. It is unlikely to be exact but has been included to give readers a rough idea of the number of children affected by an issue. The questionnaire was completed by 4,100 young people aged 7-18 years.

³ This question was only asked of the secondary school sample who had been worried or upset. The actual numbers could not be assumed for these proportions.

⁴ The Children and Young People Survey was a self-completion questionnaire and therefore respondents were able to see all types of anti-social behaviour and crime - this differed from the Community Safety Survey which was administered by fieldworkers.

⁵ Not published yet but available from csresearchers@portsmouthcc.gov.uk

experienced by young people, but 28% of young people reported having experienced at least one of the crimes listed.

The Crime Survey of England and Wales 2014 found that approximately 12% of young people had experienced a crime - although this cannot be directly compared with the Portsmouth Survey finding due to differing methodologies. Of these, approximately half had been a victim of a violent crime and the other half had had something stolen from them. However, those who were victims of violence were more likely to be a repeat victim, leading to a larger proportion of violent crimes (59%) in comparison with thefts (37%).

Nationally 46% (n456) of deaths in young people aged 10-19yrs were from potentially preventable 'external' causes (17% were from cancer, 2011). Road deaths were the most common external cause, followed by self-harm, both of which were significantly higher than deaths as a result of violence. Young men were far more likely to die from external causes than young women, and the level of deaths amongst older adolescents (15-19yrs) was much higher than the younger ones (10-14Yrs).⁶ **The number of children killed or seriously injured in road traffic incidents in Portsmouth in 2009-2011 was almost double the national rate (42.5 per 100,000 under 18 year olds compared with 22.1).**

Vulnerable young people

There is a wealth of research supporting the idea that certain circumstances (risk factors) increase the likelihood of a young person misusing substances or becoming involved in crime/anti-social behaviour.⁷ The likelihood increases when a young person faces a combination of negative factors.⁸ Some previous analysis found that prominent risk factors for young people in Portsmouth were: whether the young person was known to social services, poor attendance from school and being excluded from school.⁹

The number of children in care has been on a slightly increasing trend for the last five years. A snapshot on 31st March 2014 showed that 318 children were being looked after, which was 4% (n12) higher than the previous year.

Mental health issues can impact on many areas of a young person's life, including their ability to have good relationships with their family and friends and engage with education and other life opportunities. Although there is little up to date information about the prevalence of mental health conditions, past research has shown that approximately 13% of boys and 10% of girls have mental health problems. Taking risks and challenging authority can be part of adolescent development, but serious violent behaviour in this age group is not so common and may be linked to long-term

⁶ Association for Young People's Health *Key Data on Adolescence 2013*.

⁷ For example: Youth Justice Board (2005) *Risk and Protective Factors*

⁸ MoJ *Youth Justice Statistics 2010/11*: <http://www.justice.gov.uk/downloads/statistics/youth-justice/yjb-statistics-10-11.pdf>

⁹ Robinson, P (2010) – Quarter 4 Report for Challenge and Support.

negative outcomes. It is estimated that 6.5% of young people aged 11-15 years have a 'conduct disorder' which includes extreme aggressive, destructive and deceitful behaviour.¹⁰

The rate of **hospital admissions for young people with mental health conditions in Portsmouth was 113 per 100,000 which was higher than the national average of 87.6 (2012/13)**. Additionally, the number of **hospital admissions as a result of self-harm in 2012/13 was 495.2 per 100,000 which was also higher than the national average of 346.3**.¹¹

Parental issues may also have a big impact on young people. Where a parent is a problem drug user, children may experience: uncertainty and chaos, witnessing drug use, exposure to criminal activities such as drug dealing or shoplifting, disruption of their education, isolation and fear, possible negligence or abuse and having to act as carers for their parents and younger siblings. A government review estimated that 2-3% of young people may have a drug using parent¹², which could equate to between 800 and 1,200 children in Portsmouth. There is also an overlap for children whose parents misuse alcohol, have a mental illness, are in an abusive relationship or a combination of these, with young people experiencing many of the same issues.

The national Troubled Families programme works with families who both have problems and often cause them. The over-arching criteria for identifying families are: children who are excluded or truanting, children who are committing crime / anti-social behaviour and where parents are not working. Locally this programme is known as Positive Family Steps (PFS) and also works with families experiencing domestic abuse, substance misuse, child protection plans and who are accessing multiple services at a high cost. Within Portsmouth, 821 families had been identified as meeting the criteria for PFS by the end of 2013/14, and 31% (n254) of these families are either currently being worked with or have been worked with so far. During 2013/14, families accessing the service have seen improvements¹³ in the following identified factors:

- 82% (n32) reduced their level of anti-social behaviour,
- 65% (n11) saw a reduction in the children's offending,
- 85% (n53) saw a reduction in the children's exclusions and absences,
- 65% (n50) had an adult closer to employment,
- 84% (n32) experienced a reduction in domestic abuse, and
- 87% (n27) experienced a reduction in substance misuse.

¹⁰ Green et al, 2005 *Mental health of children and young people in Great Britain*.

¹¹ PHE Child Health Profile for Portsmouth 2014

¹² Gov.uk *Hidden Harm* https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/120620/hidden-harm-full.pdf accessed 29/07/14

¹³ These are based on a 5 point scale, each point on the scale has fixed criteria and an improvement means a movement of at least one point on the scale towards the desired outcome.

Offending

Portsmouth has seen a **continued and sustained reduction in youth offending**. There was a 10% (n21) reduction in the number of young offenders, a 9% (n63) decrease in the number of offences committed since 2012/13(see table 4 below) and a 9% (n9) drop in first time entrants (FTEs). These are significant reductions but are in the context of a fall in both young offenders and offences nationally.

Table 4: Youth Offending trends in Portsmouth 2006/07 - 2013/14

	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14
No. of young offenders (incl FTEs)	698	707	665	605	364	315	201	180
Young offenders as a proportion of the 10-17 population	3.7%	4.0%	3.9%	3.5%	2.1%	1.8%	1.1% (1.6% with YRDs)	1.0%
No. of YRDs / OOCs (not included in No. of young offenders)	-	-	-	52 (from Dec 09)	244	165	78	87*
No. of FTEs (rate per 100,000 10-17yrs)from YJMIS¹⁴	-	377 (2,097)	413 (2,289)	344 (1,911)	116 (646)	131 (738)	101 (583)	92 ¹⁵ (532)
No. of offences	1513	1601	1369	1298	1036	993	687	624

* Figure may not include some Police led Community Resolutions which the PYOT have not been informed about

Portsmouth's rate of re-offending compares poorly to both the national average and with other similar areas. The most recent data available from the Youth Justice Board, July 11 to June 12, shows that 48.9% of those in the Portsmouth cohort committed more than one offence, and average number of repeat offences was 1.9 for all those in this cohort. This compares with 35.3% and 1.02 nationally and 40.1% and 1.3 for the SPP most similar areas group.

This high rate of re-offending is due to the number of offenders reducing by a higher percentage than the number of offences they are responsible for (75%, n527 and a 61%, n977 respectively since 2007/08). This is most likely as a result of the youth restorative disposals (YRDs) introduced in Dec 2009, which were replaced in April 2013 with out of court disposals (OOCs). Both deal informally with young people who are at a low risk of re-offending resulting in less offences being formally recorded.

¹⁴ Youth Justice Management Information System

¹⁵ The YJMIS figures for the end of 2013/14 are not available yet - so this figure is Jan - Dec 2013

This issue is being addressed by identifying young offenders who are committing five or more offences in a 12 month period (priority young people - PYPs). The number of PYPs is a performance measure for the SPP but the details of these young people are passed to the Priority Young People group to enable targeted work to encourage them to engage with appropriate services. Since October 2013 and April 2014 the SPP has secured funding from the Office of the Police Crime Commissioner for direct work to be undertaken with a small number of these young people (2 and 4 at any one time). The SPP target for 2013/14 was a 5% reduction on the previous year (45 young people or less) and this target was met at the end of quarter 4.

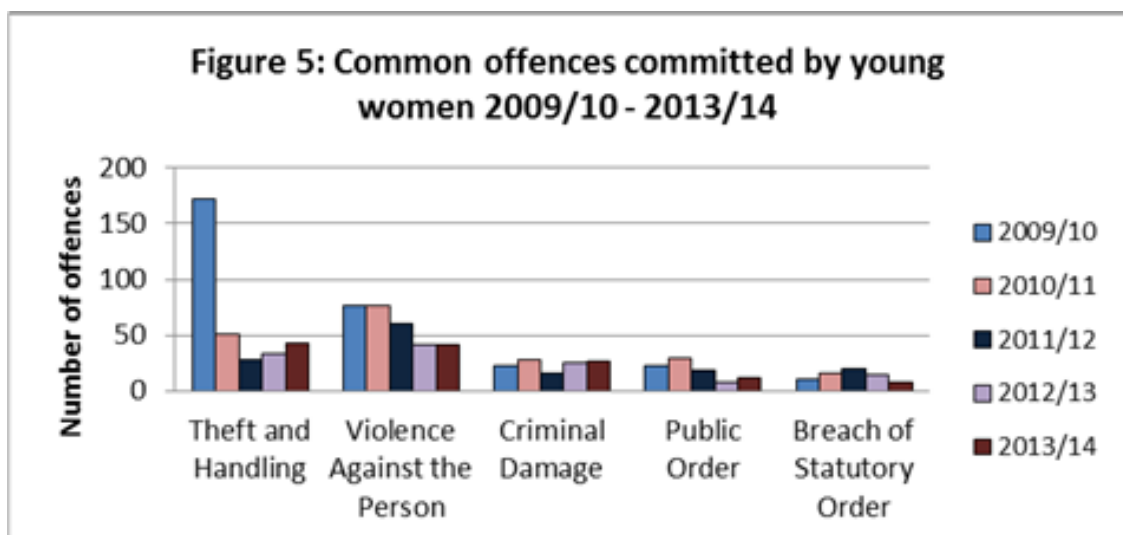
Table 5: Young offenders committing 5 or more offences in a 12 month rolling period

Rolling 12 months period	No. of young people committing 5 or more offences
April 11 - March 12 (baseline)	62
April 12 - March 13	48
July 12 - June 13	37
Oct 12 - Sept 13	40
Jan 13 - Dec 13	47
April 13 - March 14	43

There is a lag of over 18 months for the Youth Justice rate of re-offending and so our most up to date rate is for July 11 - June 12, so it is too early to see whether the work with priority offenders is having an impact, but if it is we should see a reduction over the next year.

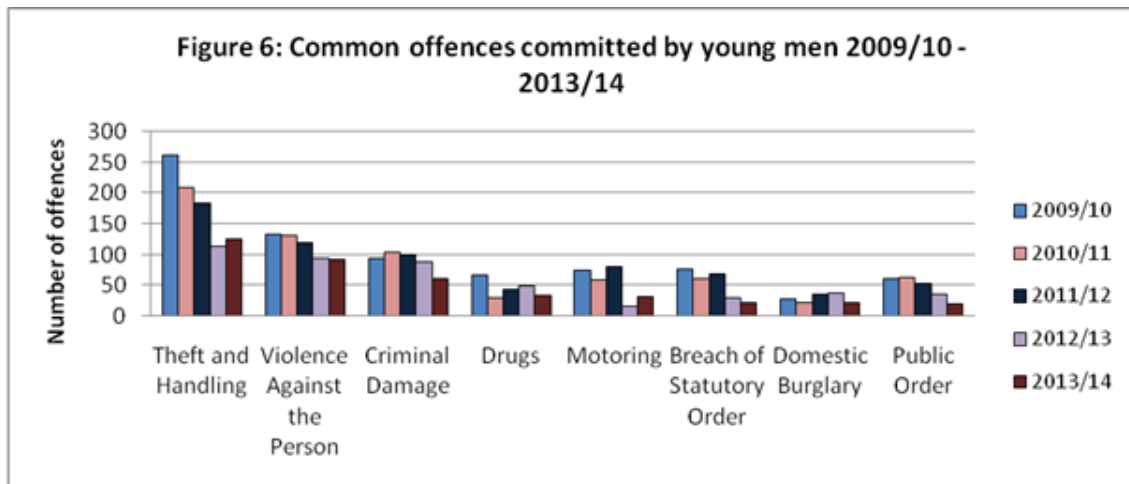
While the number of offenders committing five or more offences has reduced, the average number of offences that they are responsible for (n9.23) is slightly higher than in 2007/08 (n8.54) and when the priority young people group was set up in Jan 2013 (n9.04). This could indicate that the group is working more effectively with those who have committed comparatively fewer offences (e.g. 5-10, rather than 15 or more).

Offences



Theft is now the most common offence committed by young women (28%, n42), just overtaking violence (27%, n41), although the number of offences is very similar. The number of violent offences has not changed since last year, but the number of thefts has increased by 27% (n9).

The top four types of offence committed by young men have not changed since last year: theft (26%, n124), violence (19%, n92), criminal damage (13%, n60) and drugs (7%, n33). The number of domestic burglaries has reduced to levels seen in 2010/11 (n21).



Outcomes

There has been a big change to how the police and youth offending teams deal with low level offences by low risk offenders in the last year. **Out of court disposals have replaced final warnings, reprimands and youth restorative disposals (triage).** Very broadly, youth cautions and youth conditional cautions have replaced final warnings and reprimands and still appear in the figures as substantive outcomes. Community resolutions have replaced youth restorative disposals and are recorded separately by the Portsmouth Youth Offending Team (PYOT). One of the main differences with the new disposals is that that they are not escalatory and the therefore most appropriate outcome can be given for each offence.¹⁶ The data for OOCs is currently being cleaned and is not available for use in this report. This data will need to be analysed once it becomes available. 📖

Over 50% (n323) of young people who received a substantive outcome were given a youth rehabilitation order. This has been the most common type of outcome for the last four years although the proportion of young people receiving it has been increasing in the last few years from 34.5% (n357) in 2010/11.

Referral orders were the next most common outcome (13.3, n83) followed by youth conditional cautions (8.3%, n52), conditional discharges (7.1%, n44), detention and

¹⁶ For further information about OOCs please contact the community safety research team.

training orders (5.3%, n33) and youth cautions (5%, n31). Obviously the main change in outcomes since 2012/13, is that we are seeing youth conditional cautions and youth cautions while no final warnings or reprimands were recorded. The other notable change is that the proportion of young people receiving a detention and training order (custody) has decreased by 62% (n54) from 12.7% (n87) to 5.3% (n33).

The custody rate is also a performance measure for the SPP as this is another area where Portsmouth had been performing badly, and there is a huge cost implication for Portsmouth City Council. The custody rate began to increase from 0.83 per 1,000 in 2009/10 and had risen to a peak of 1.35 in 2011/12, which was much higher than the national average of 0.82 and slightly higher than the average for similar areas (1.29). There have been recent reductions and at the end of 2013/14 the rate was 0.69, which only just missed the target of being below the average for similar areas (0.66) although was still higher than the national average (0.44).

Offenders

In 2013/14 only about a fifth (21%, n37) of young offenders were female, which is proportionally and numerically the lowest ratio since we began collecting this information in 2005/06. The **peak age for young offenders, both male and female, was 16 years** (n46 and n13 respectively). **Charles Dickens ward had a higher rate of young offenders** (1,791 per 100,000, n26) than any other, followed by St Thomas (1,489 per 100,000, n14) and Paulsgrove (1,271 per 100,000, n21). These have been the top three areas since 2008/09.

232 assessments (Assets) were completed by PYOT for 152 young offenders in 2013/14. For each section there is a summary score 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 and 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. 43% reported specific issues: **26% (n40) stated that they had experienced abuse or neglect, 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.¹⁷ This means that some young people are experiencing more than one family issue, particularly **where they had reported abuse - where just over half had also witnessed family violence (n21)**.

¹⁷ Family criminality, alcohol and substance misuse were just for the preceding 6 months.

Substance misuse

Preliminary findings from the Children's Society survey 2013/14 found that **there was very little change in reported smoking, alcohol consumption and cannabis use from last year.**¹⁸

- Alcohol is the most commonly used substance; 53% of respondents reported that they had had an alcoholic drink (a whole drink, not just a sip), which is the same as 2013 but 10% decrease (from 59%) since 2012.¹⁹
- 16% of young people had been drunk in the last four weeks.
- 7% smoked regularly (either daily or weekly).
- 8% had used cannabis in the last year.
- **37% reported that their parents provided alcohol.**
- **Friends were the most common source of cigarettes, tobacco and drugs.**
- Year 10 pupils were significantly more likely to have had an alcoholic drink, been drunk twice or more in the four weeks prior to the survey, smoke regularly and used cannabis than year 8 pupils.

The most recent national survey of smoking, drinking and drug use (2013)²⁰ found that 39% of pupils aged 11-15 had had at least one alcoholic drink in their lifetime, and that 3% smoked regularly and this was a slight reduction on the 2012 survey. Although the methodology is different (pupils from years 7 to 11 completed questionnaires), this indicates that **young people in Portsmouth may be more likely to drink and smoke than the national average.** Cannabis was the most commonly used drug and there was no change in the proportion of pupils who had used cannabis in the last year (7%). Young people who were considered vulnerable, including those who had been excluded or who truanted had an increased risk of problematic drug use.

The rate of under 18's admitted to hospital with alcohol-specific conditions has been falling for the last few years; between 2010 and 2013 there were 36.3 per 100,000 which is a 19% reduction from 2009-2012 and a 36% drop from 2006-2009. This is lower than both the England average (42.7) and the average for similar areas (53.6). Substance misuse hospital admissions were slightly lower in Portsmouth (74.1 per 100,000) than nationally (75.2) and similar areas (74.8).²¹

¹⁸ 920 pupil from years 8 and 10 at 6 secondary schools participated in the 2014 survey compared with 1,608 from all 11 secondary schools in 2012. Further details will be available once the report is finalised. Headlines obtained from V. Toomey, Public Health Analyst

¹⁹ There may be confusion about whether alcopops are alcohol, so caution should be exercised when interpreting this result.

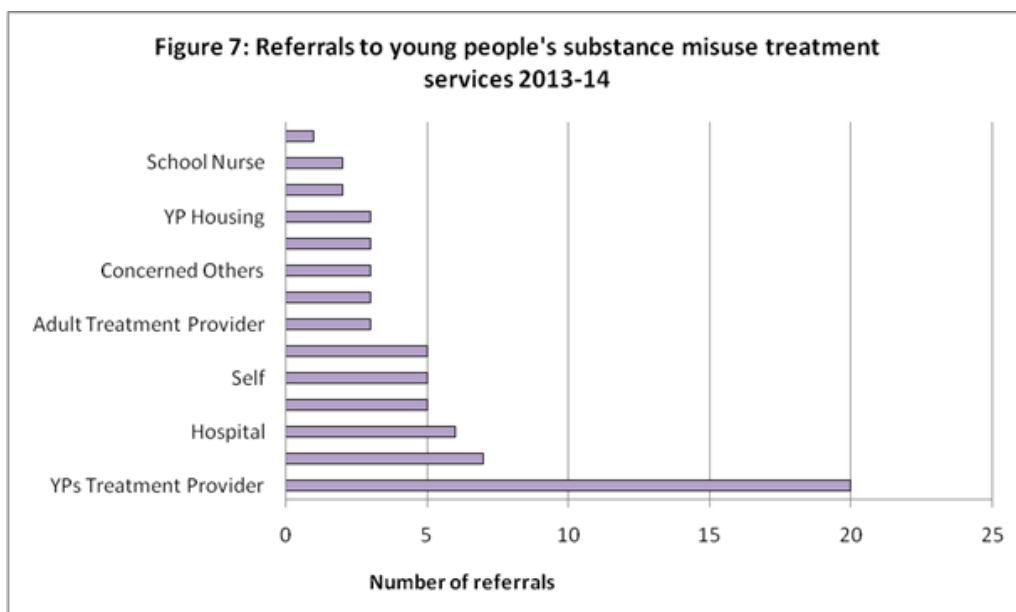
²⁰ <http://www.hscic.gov.uk/catalogue/PUB14579/smok-drin-drug-youn-peop-eng-2013-rep.pdf> accessed 28/07/14

²¹ PHE: <http://fingertips.phe.org.uk/profile> accessed 31/07/14 The crude rate is worked out over a three year period 2010/11 to 2012/13 because the numbers of young people are so small.

Very few young people develop dependency, so those who use substances problematically are likely to be vulnerable and experiencing a range of problems. This means that young people needing treatment have very different needs to adults, often requiring harm reduction, psychosocial or family interventions rather than treatment for addiction.²²

In 2013-14, 68 young people²³ were referred to substance misuse treatment services. Almost all were British white (96%, n65), there were slightly more males than females (56%, n38) and most were 15 or over (91%, n62). Most were referred to either Switch (56%, n38) or the Health Improvement and Development Service (HIDS, 34%, n23) for treatment. HIDs provide a tier 2 service in schools, whereas Switch provides a tier 3 service. Most referrals were between HIDS and Switch (29%, n20) as young people either needed more or less support (see figure 7 below).

Where primary substance was recorded, **cannabis was the most common primary substance (60%, n32 - unspecified and herbal skunk) followed by alcohol (21%, n11)**, which is broadly consistent with the proportions of young people in treatment nationally (68% and 24% respectively).²⁴



²² National Treatment Agency website: <http://www.nta.nhs.uk/young-people.aspx> accessed 23/07/14

²³ Aged 10-17

²⁴ http://www.population-health.manchester.ac.uk/epidemiology/NDEC/factsandfigures/ypannualreport2012_13.pdf accessed 23/07/14