



Portsmouth

CITY COUNCIL

EDUCATION, CHILDREN AND YOUNG PEOPLE
SCRUTINY PANEL

**A REVIEW INTO PROGRESS AGAINST THE YOUTH
OFFENDING TEAM IMPROVEMENT PLAN**

Date published: 16 June 2015

Under the terms of the Council's Constitution, reports prepared by a Scrutiny Panel should be considered formally by the Cabinet or the relevant Cabinet Member within a period of eight weeks, as required by Rule 11(a) of the Policy & Review Procedure Rules.

PREFACE

The Education, Children and Young People Scrutiny Panel undertook a review into progress against the Youth Offending Team Improvement Plan. This was drawn up following an Ofsted inspection November 2013 which had identified particular weaknesses in Portsmouth, together with higher than average rates of reoffending.

The aim of this review was to investigate how the council and partners are responding to the finding of the YOT inspection in 2013, and the progress against the subsequent Improvement Plan.

During the review which was carried out between February 2015 and June 2015, the Panel received evidence from a number of sources, which it used to draw up a series of recommendations to submit to the Cabinet. The Panel noted that good progress is being made in implementing the actions on the improvement plan and that good progress is being made with reducing re-offending rates and custody rates. The Panel also found the governance of the YOT Board to be strong and felt that the YOT team had adapted to recent changes in a professional manner.

I would like to convey, on behalf of the Panel my sincere thanks to all the officers and witnesses who contributed to making this review a success.

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Councillor Will Purvis
Chair, Education, Children and Young People Scrutiny Panel.

Date: 16 June 2015

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EXECUTIVE SUMMARY

1. To consider progress against the three national indicators

Portsmouth Youth Offending Team (PYOT) is measured nationally against three key performance indicators; Preventing First Time Entrants (FTE's) into the Youth Justice System, Reducing the Rate of Reoffending and Reducing the Rate of Custody.

The Panel learned that the trend for FTE's since 2009 is downwards however in comparison with 12 months ago there has been a slight increase. Measures are in place to address these concerns including multi agency triage panels to ensure that only those who need to progress into the Youth Justice System do so. Data for reoffending rates is historic and the reoffending rates relates to a cohort of young people who first offended two years ago. There has been a more recent downward trend in reoffending rates and the number of offences per offender is slowly reducing. There has been a significant reduction in custody rates in the last year and figures for Quarter 3 continue to decrease which is encouraging. One reason for this is improved practices and integrated working across the city by PYOT in recent months to ensure that the highest risk young people are effectively targeted.

2. To consider progress against the Improvement Plan

The Panel were advised that following the HMIP inspection a number of areas had been recommended for improvement. They had however noted that there were some positive developments and signs of encouragement with developing YOT management and staff groups. The Improvement Plan is split into part A, which focusses on improvements at Board level, and part B which focuses on improvements at team level. During the review the Panel received copies of Part A and Part B of the Improvement Plan each time this had been updated following the YOT Board meetings.

All of the actions within Part A of the Improvement Plan had been completed with the final few actions being signed off at the March YOT Board meeting. Huge progress had been made on Part B and all of the actions had seen some progress. There were a few areas where the actions were yet to be signed off as green but measures were in place to ensure that these would be signed off in the next few months.

3. To consider the effectiveness of management and governance arrangements through the YOT Management Board

The Panel were advised of the composition and role of the YOT. The YOT Board provides oversight, support and challenge to the Youth Justice Services in Portsmouth. The panel received evidence from the Chair of the YOT Board, Superintendent Stuart Murray, about the induction process for new members which included meeting with the chair, working through a handbook and visiting the YOT team to see

work in progress. Superintendent Murray is due to step down from the role later this year and would be replaced by Chief Superintendent Will Schofield. The Panel felt that Chief Superintendent Murray had done an excellent job in improving the governance of the YOT Board and were confident that arrangements were in place to ensure a smooth transition to the new YOT Board Chair. Work has taken place between the Board and the management team and two development days had taken place to bring the two closer together. There had been a lot of cultural change in the team about how to work differently and with partners and there was now a much improved feeling and morale within the team.

The induction process for the YOT team had been reviewed and revised last summer and is working well. The Panel felt that the YOT now had an excellent staff and the right systems were in place to continue the team's improvement journey.

4. To assess how well the partnership is integrating interventions with young people

The Panel received evidence from the Inclusion Commissioning Manager about how the partnership is integrating interventions by working with education. The education link worker provides a link between the YOT, schools and colleges and also retains strong links with existing teams within education. The link worker focussed on getting post 16 young offenders into education, employment or training and there is now strong evidence that increasing number of young people are now accessing education, employment or training. Plans are in place to increase the attendance of school-age children not accessing full time education and this is reviewed for children on part time timetables. An education audit is due to be completed by the end of April which will address these issues.

The Panel also heard from the Locality Manager at Solent NHS Trust about the assessment and intervention service for children and young people. The YOT has a specialist Child and Adolescent Mental Health (CAMHS) nurse attached who provides mental health consultation, training and direct work. The CAMHS team are assisting the YOT in identifying further training requirements for staff which is not currently in place.

5. To consider how effectively service users including victims are engaging with the YOT

The PYOT is committed to ensuring that young people, parents/carers and their victims are effectively worked with and has a comprehensive document for all new starters detailing how it can facilitate young people's compliance with their intervention plan. In addition to this there are several other actions that YOT staff should undertake with all young people that they work with.

One of these is the Viewpoint questionnaire which young people are asked to complete at the end of their supervision. The results of these are aggregated into a spreadsheet twice a year to address the feedback from these questionnaires. The results of the 2014/15 survey were very encouraging with 67% of the young people who felt the service given to them by the YOT was very good and 26% who felt it was good.

Conclusions

Based on the evidence and views it has received during the review process the Panel has come to the following conclusions:

1. The panel noted that the YOT team had undergone substantial change and have adapted to this in a professional manner. The YOT now had an excellent staff and the right systems are in place.
2. Good progress is being made with reducing re-offending rates and reducing custody rates with figures continuing to decrease. The panel noted that figures for first time entrants had increased slightly in comparison to 12 months ago.
3. The Panel felt that Chief Superintendent Murray had done an excellent job in improving the governance of the YOT Board and were confident that arrangements were in place to ensure a smooth transition to the new YOT Board Chair.
4. The panel welcomed the progress made to date on implementing the actions on the YOT improvement plan and particularly welcomed the co-location of CAMHS and substance misuse workers within the YOT Team. The panel noted that there are still some actions to be signed off as green and that work is underway to ensure that these would be signed off in the next few months.
5. Results from the 2014/15 viewpoint questionnaire given to the YOT cohort are very positive. The incoming Restorative Justice Worker will be reviewing feedback from the victim satisfaction forms.

Recommendations

1. To ensure that continuing support is provided to the team for embedding change and adequate time is given to reflect upon their recent training (conclusion 1).
2. That the YOT team are given recognition for their hard work and commitment and that the YOT Manager makes enquiries about what mechanisms are in place to reward the team. (conclusion 1)
3. That the multi-agency triage panel due for implementation in April continues to progress to reduce the number of first time entrants to ensure that only those who need to progress through the Youth Justice System do so. (conclusion 2)
4. That progress continues with the Integration of the YOT with education (conclusion 4)
5. To ensure that audits on health and education are completed and fully assessed (conclusion 4)
6. To ensure that the Restorative Justice Worker is given the full support needed to address the feedback from the Victim

Satisfaction Forms and complete the strategy document (conclusion 5)

The budgetary and policy implications of these recommendations are set out in section 11 on pages 22-23.

1. Purpose.

The purpose of this report is to present the Cabinet with the recommendations of the Education, Children and Young People Scrutiny Panel following its review into progress against the Youth Offending Team Improvement Plan.

2. Background.

2.1 The Portsmouth Youth Offending Team (PYOT) was established on 1 April 2012 following disaggregation from Wessex Youth Offending Team. Following this published data on first time entrants to the criminal justice system in Portsmouth had showed substantial improvement. However, HMIP had chosen to inspect Portsmouth in November 2013 primarily because of concerns arising from the core case inspection of Wessex YOT in 2011, which had identified particular weaknesses in Portsmouth, together with higher than average rates of reoffending. Areas where improvements were identified were:

- Governance
- Performance Management
- Partnerships
- Professional Practice

2.2 A post inspection improvement plan was drawn up and the Education, Children and Young People Panel (henceforth referred to in this report as the Panel) felt it was an appropriate time to scrutinise this leading up to the next YOT Inspection due in May 2015.

2.3 The review of the Youth Offending Team Improvement Plan was undertaken by the Education, Children and Young People Scrutiny Panel, which comprised:

Councillors Will Purvis (Chair)
Ben Dowling
Ken Ferrett
Paul Godier
Lynne Stagg
Alistair Thompson

Standing Deputies were: Councillors Margaret Adair, Colin Galloway, Terry Hall and Matthew Winnington.

2.4 At its meeting on 24 February 2015, the Panel agreed the following objectives for a scrutiny review of progress against the PYOT Improvement Plan:

- To consider performance against the three National Indicators

- To consider progress against the Improvement Plan
 - To consider the effectiveness of management and Governance arrangements through the PYOT Management Board
 - To assess how well the partnership is integrating interventions with young people
 - To consider how effectively service users including victims are engaging with the PYOT
- 2.5 The Panel met formally to discuss the review on three occasions between 2 February 2015 and 16 June 2015.
- 2.6 A list of meetings held by the Panel and details of the written evidence received can be found in *appendix one*. A glossary of terms used in this report can be found in *appendix two*. The minutes of the Panel's meetings and the documentation reviewed by the Panel are published on the council's website www.portsmouthcc.gov.uk.

3. To consider performance against the three National Indicators

- 3.1 The Panel received evidence from the PYOT Manager. He advised that PYOT is measured nationally against three Key Performance Indicators; Preventing First Time Entrants Into the Youth Justice System, Reducing the Rate of Re-Offending and Reducing the Rate of Custody. As well as measuring the trends of the last three years' worth of data, locally, the PYOT Management Board has set a target of being in the top three of their comparator YOTs by 2016.

Reducing First Time Entrants into the Youth Justice System

- 3.2 The graphs below paint a mixed picture. The trend of First Time Entrants (FTE) since 2009 is clearly downwards. In many respects this is a success story. It is one that is also replicated across the country.
- 3.3 However, it is a concern that this decline has plateaued and in Quarter 2 of 2014/15 there is even an increase. There has been a reduction in the three year trend (and also from Quarter 2 to Quarter 3). However in comparison with 12 months ago, there has been an increase in FTE. This increase is in contrast to what other YOTs have experienced in last 12 months. In many respects the figures are figures in this respect may be seen as a reflection on the support provided to young people (including those beneath the age of criminal responsibility) to address the complex criminogenic needs which some of them may exhibit prior to involvement with the Youth Justice System.
- 3.4 Work is already underway to address these concerns and the rise in FTE's. The Children's Trust is developing Multi Agency Teams to ensure joined up early intervention is focussed at those who need it. In relation to offending Multi Agency Triage Panels are planned for roll out in April- again to ensure bespoke interventions are offered; to ensure only those who need to progress through into the Youth Justice System do so. Any young person who comes into contact with the police who reaches a

certain criteria will be discussed at a multi-agency panel and it is anticipated this would have a significant impact on reducing first time entrants into the youth justice system.

3.5 Fig 1

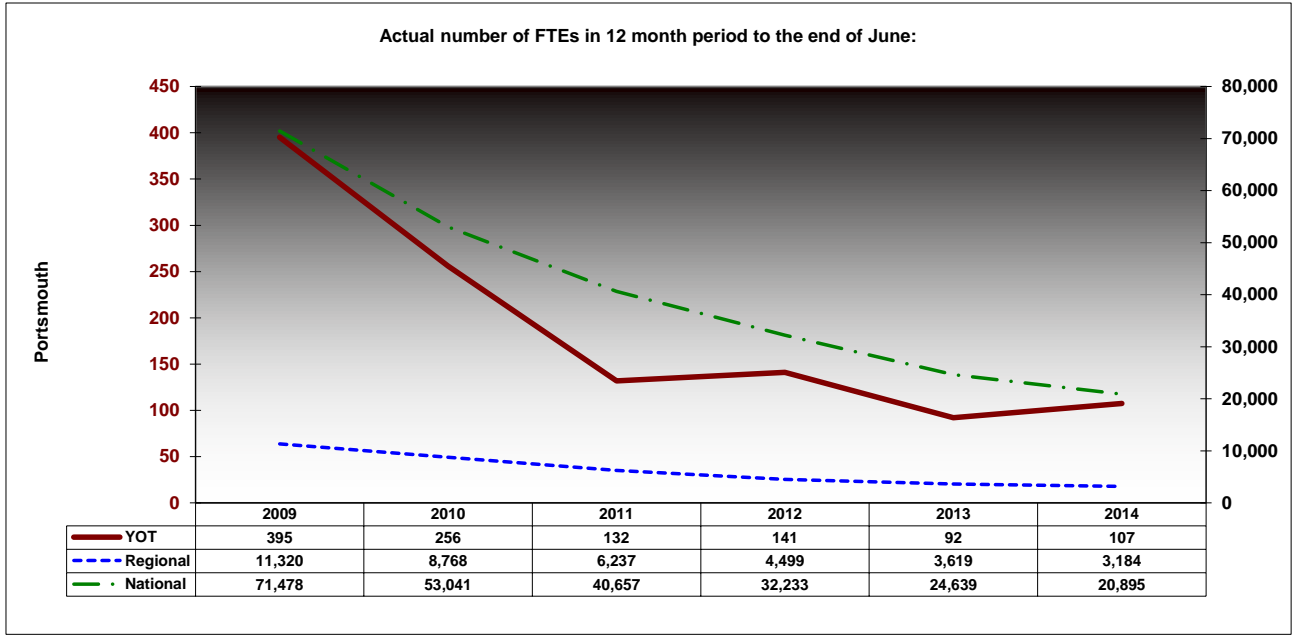
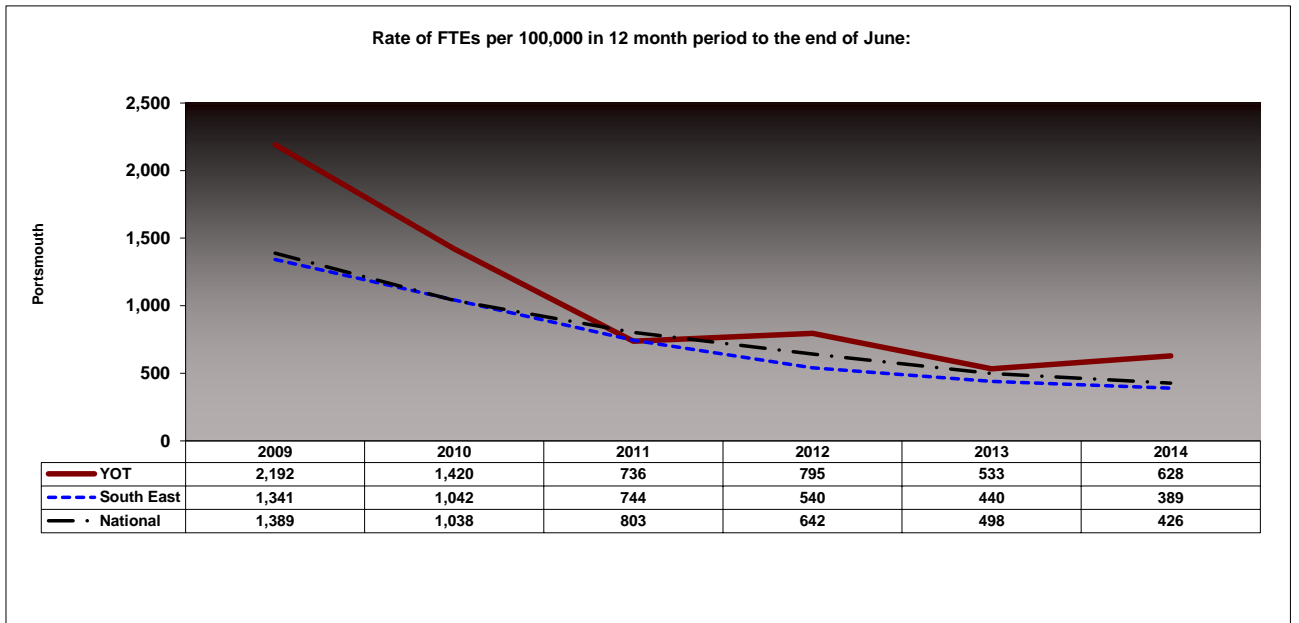


Fig 2



Re-offending rates

Fig 3; Re-offending Data

| Portsmouth Trend Data | | | | | |
|-----------------------|-------------|-------------------------------|------------------------------|-----------------------|---------------------------------|
| Quarter | Cohort Size | Re-offenders within 12 months | Re-offences within 12 months | Offences per offender | Proportion of YPs who re-offend |
| Q1 (13/14) | 350 | 164 | 636 | 1.82 | 46.9% |
| Q2 (13/14) | 343 | 168 | 653 | 1.90 | 49.0% |
| Q3 (13/14) | 333 | 161 | 608 | 1.83 | 48.3% |
| Q4 (13/14) | 323 | 158 | 614 | 1.90 | 48.9% |
| Q1 (14/15) | 304 | 138 | 550 | 1.81 | 45.4% |
| Q2 (14/15) | 277 | 123 | 506 | 1.83 | 44.4% |

3.6 As is evident from the chart above (fig 3), there is a downward trend in re-offending rates although offences per offender has plateaued. It should be noted that data for this particular measure is historic and the re-offending rates relates to a cohort of young people who first offended three years ago. In Quarter 3 the reoffending rates per offender reduced to 1.74. So, the data for Quarter 3 14/15 relates to a group of young offenders coming into contact with the YOT from April 2012 to March 2013. The YOT is currently using a live tracker to measure real time re-offending rates. This indicates that currently the projected National Binary rate of re-offending is 23.5%. In Portsmouth the projected rate is 13.1%. In addition the projected National Frequency Rate is 0.78%. In Portsmouth it is 0.46%. Re-offending rates therefore sit encouragingly below projected national averages for both measures. It is the historical figure which is measured nationally. The PYOT is currently using a live tracker to measure real - time reoffending rates.

3.7 There are a number of reasons for this reduction and the PYOT manager felt that greater joined up working between agencies in the city and improved PYOT practices since disaggregation from Wessex YOT have played a part.

3.8 The YJB measured re-offending rates which are still high when compared to other YOTs though and there is still considerable work to undertake. However, the YJB advised in their quarterly report for Q2 14/15 that *"Performance has improved against both the binary and the frequency measures of reoffending during the period between Jan-Dec 11 and Jan-Dec 12 in line with the national trend although set against the trend towards a deterioration across the South East. (A mixed picture can be seen across Hampshire). It is noted that the improvements seen in Portsmouth are of a greater magnitude than those seen either nationally or across the South East or Hampshire."*

Reducing Custody Rates

3.9 The PYOT Manager said that, there has been a significant reduction in custody rates in the last year as is evident from the chart below (fig 4)

Fig 4 Custody Rate Data

| Portsmouth Trend Data | | |
|-----------------------|-------------------------------|----------------|
| Quarter | Number of Custodial Sentences | Rate per 1,000 |
| Q1 13/14 | 26 | 1.50 |
| Q2 13/14 | 22 | 1.27 |
| Q3 13/14 | 16 | 0.92 |
| Q4 13/14 | 12 | 0.69 |
| Q1 14/15 | 6 | 0.35 |
| Q2 14/15 | 9 | 0.53 |

3.10 Rates for Quarter 2 of 2014/15 did increase although the figure is skewed slightly as one young person had his custodial sentence overturned on appeal in Quarter 3. The rate for Quarter 2 was therefore more likely to be similar to that of Quarter 1. Nonetheless, the rate is still lower than the start of the financial year. The speed of this decline over the last 18 months has been commented upon by the YJB who were impressed by this rate of decrease and in their most recent quarterly report they commented that *"Performance has improved substantially. Whilst this is in line with the trend seen nationally and across both the South East and Hampshire improvements seen in Portsmouth are to a much greater magnitude. In turn whilst actual performance remains weaker than the national average and also the South East and Hampshire averages, it is now much closer aligned which is a development that is welcomed."* Figures for Quarter 3 continue to decrease and are 0.47 per 1,000 for Portsmouth which is encouraging.

3.11 One of the reasons for this reduction has been the improved practices and integrated working across the city by the YOT in recent months, with agencies to ensure that the highest risk young people are effectively targeted. Over the last 12 rolling months there had been fewer custodial sentences. During December 2014 and January 2015 there had been no young persons remanded in custody. In February and March there was one young person remanded in custody. This young person was charged with historical offences whilst serving a custodial sentence. This sentence finished and the case had not been heard so the courts had little option on this occasion.

4 To consider progress against the Improvement Plan

4.1 The Panel received evidence from the PYOT Manager, PYOT Board Chair and Partnerships and Commissioning Manager for Children. They advised that Her Majesty's Inspectorate of Probation (HMIP) found there were a number of areas to improve and published their results under five key headings with a star rating out of four, with four being the highest. The inspectors identified that there were some positive developments in Portsmouth and signs of encouragement in the developing PYOT management and staff groups. Work with children and young people assessed as posing the highest Risk of Serious Harm to others or assessed as being very vulnerable, was given priority and was generally

undertaken well enough. Case managers engaged with children and young people well. Overall, the inspection report noted that *"work to reduce the likelihood of reoffending and work to manage the risk of harm to others were worryingly poor and suffered particularly from longstanding staffing difficulties."*

- 4.2 The Improvement Plan (*appendix 3*) is split into two sections. Part A which focuses on improvements at Board Level, and Part B which focuses on improvements at Team Level. The improvement plan is reviewed every month to monitor progress. In October, progress against the plan was reviewed and refreshed and in addition an Operational Plan was developed for the PYOT practitioners so that they could have a greater element of ownership of the actions within the Improvement Plan and its impact upon themselves and the service users worked with.
- 4.3 A peer review was completed in the interim by an experienced external peer review team which provided external scrutiny and challenge. This had been positive and none of the challenges from this review came as a surprise to the team.

Part A of the Improvement Plan

- 4.4 The Partnerships and Commissioning Manager for Children advised that part A of the improvement plan has been addressed and said he was confident that the team had met all the objectives. This would be signed off at the next PYOT Board and governance of the PYOT was now strong.
- 4.5 Work has taken place between the Board and the management team and two development days had taken place to bring the two closer together. There had been a lot of cultural change in the team about how to work differently and with partners and there was now a much improved feeling and improved morale within the team. This was highlighted during March with the implementation of the new casework system. There had been a few teething issues but the staff had remained positive. The Panel felt that it was important that someone outside of the team praised the YOT team for their hard work and positive attitudes so that they know they are valued and this would give them an incentive to continue the good work.

Part B of the Improvement Plan

- 4.6 Part B of the Improvement Plan focuses on frontline practice and was more complex. The actions are listed under five objectives. Huge progress had been made with Part B and the majority of amber actions in the plan had seen some progress. There were no red actions and the amber actions remaining were mainly technical actions.
- 4.7 Following the PYOT Board in April several more actions had been endorsed as green. As of 23 April 2015, the outstanding actions are as follows:

Objective 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

- 3. *Increase levels of compliance with Assessment, Planning, Intervention and Review (APIS) good practice guidance and National Standards.*
Evidence of improved performance evident from internal audits.
Audits undertaken by the YJB in March raised concerns about timeliness. Auditing of plans now taking place. Benchmark session with YJB planned for May 2015. Anticipated this can turn green from May 2015 therefore.
- 11. *Implement relevant initial health screening tool and referral process.*
A suite of Health screening processes (in Asset plus tool, LAC Health Action plans etc.) in place. Health audit indicates screening is being undertaken appropriately by YOT. Health Board Champion to develop Pathway processes. Anticipated for sign off May 2015.
- 14. *Hold a focused QA Audit on education dimension of assessments and plans (first of annual schedule).* Audit due for completion at end of April 2015 at which stage this can turn green.

4.8 Objective 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

- 3. *Implement actions and outcomes of the three days of staff development to evidence improvements in practice by the team in response to a) the above audit b) reoffending profile (from tracker) c) ASSET scoring d) gaps in interventions, e) assessment of quality.* Actions implemented- Dip sample evidenced a concern regarding timeliness therefore will repeat in April and May 2015. Intention to sign off at this stage.
- 5. *Ensure PYOT staff understand the full range of health interventions offered through the integrated CAMHS and substance misuse services.* SLAs currently being developed and this is being led by the Board Health representative. The PYOT Manager has also suggested the need for follow up sessions to assist in embedding training. Anticipated to become green in May 2015 once SLA in place and follow up training arranged.
- 10. *Implement changes to health support following the findings of the HNA.* YOT Service Development Manager presented paper at February Board. Recommendations need to be implemented and anticipated to be in place May 2015.

4.9 Objective 8 – By October 2014, all staff will be clear on effective practice and effectively and robustly performance managed

- 6. *Develop robust link between supervision, audit, PDRs and training.*
Evidence that links are in place and improved quality in October backs this assertion up. YJB have agreed to review in April/May 2015 when

Training Plans and PDR targets are set.

4.10 Objective 9 – By, October 2014 all staff will have the right training, supervision and oversight in place to deliver high quality practice

- 5. *Ensure Practice Leads have the knowledge and skills to countersign assessments and plans.* In place. YJB raised concerns about consistency of countersigning and not willing to sign off as green at this stage. Benchmarking event taking place in May 2015 at which stage sign off is anticipated.

4.11 Objective 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

- 7. *Ensure timely delivery of reparation (indirect and direct) and restorative processes through revised practice and prioritisation within staff team.* Action plan in place to ensure delivery by end March. Evidence that the reduced waiting time is being maintained will enable this action to go green. Service Development Manager liaising with YJB to provide evidence. Anticipated sign off date May 2015.

Portsmouth Youth Offending Team Manager

4.12 Mr Gardner explained that a health needs assessment had been completed and progress had been made although further work was still required. Mr Gardner said there was now regular attendance at YOT Board meetings by the CCG as the accountable health representative to the PYOT.

4.13 Members of the PYOT team had received a great deal of training which now needed to be embedded. There was a training plan in place for next year. Making every contact counts training scheduled for January and he needed to reflect with health colleagues how the team use this. Assessment, planning, intervention and supervision training (APIS) had also taken place which is reflected upon monthly with audits. This was a continual process and reflective discussions were starting to take place. There was now a need to ensure that all the training received by the PYOT team is fully embedded and this continues to be an area of focus for the PYOT board. More work in terms of identifying specialist health needs and know what needs to be completed.

4.14 The Workforce development strategy was drawn up with input from the YJB regular audit by managers and the YJB dip sample. There is congruence with the YJB assessments and there is now a need to look further to see how well plans are integrated with the YOT improvement plan.

4.15 The new AssetPlus assessment tool will provide a holistic assessment and intervention plan. This allows one record to follow a child or young person throughout their time in the youth justice system. In Portsmouth this will go live in summer 2016. PYOT has chosen to adopt this approach before

going live and all young people are screened.

5 To consider the effectiveness of management and governance arrangements through the PYOT Management Board

- 5.1 The Commissioning & Partnerships Manager for Children informed the Panel that the PYOT sits within the Children's Social Care & Safeguarding Directorate. It is a multi-disciplinary organisation that works both within Children's Service and the Criminal Justice System. The PYOT is managed by the PYOT service manager. There are two teams of youth justice officers, one of which includes an education officer who are each led by a Practice Manager. There is also an admin team managed by the PCC admin manager which includes police admin posts and a team of secondees who are not managed by PYOT directly though one to one supervision does take place. This team includes a police officer, the CAMHS mental health nurse and the substance misuse worker. There is also a quality assurance post.
- 5.2 The YOT has one over-arching aim which is to prevent offending behaviour by children and young people (10 – 17 years of age). Every local authority has to bring together practitioners from key agencies to help prevent offending and work with young people. The YOT's work falls into three areas:
- Preventing crime and anti-social behaviour
 - Community supervision of offenders
 - Re-settlement of young people from custody
- 5.3 The membership of the PYOT Board includes representatives from Hampshire Constabulary, Portsmouth City Council, the National Probation Service, courts and health. There is also a representative from the YJB. The YJB was created by the Crime and Disorder Act 1998 to oversee the youth justice system for England and Wales to prevent offending, reduce re-offending, protect the public, support victims of crime, and to promote the safety and welfare of children and young people in the Criminal Justice System.
- 5.4 The Panel received evidence from the PYOT Board Chair, Chief Superintendent Stuart Murray. He advised that the PYOT Board provides oversight, support and challenge to the Youth Justice Services in Portsmouth. Its role is to give strategic direction, hold the YOT partnership to account, championing the work of the YOT and is a decision making authority in relation to YOT partnership issues. New members are supported by setting up initial meetings with the chair and PYOT Board members to work through the Handbook, clarify notes, responsibilities and skill set, and have visits to the PYOT to see work in progress.
- 5.5 Chief Superintendent Murray had taken on the role of District Commander and YOT Board Chair in July 2013 and had now been appointed Detective Superintendent for Hampshire Police so would be stepping down from chairing the YOT Board this year. Chief Superintendent Will Schofield, who is currently chairing the Isle of Wight YOT Board, would be taking over the role of PYOT Board chair from April 2015. Chief Superintendent Schofield has been attending meetings for the last few months to ensure a smooth

transition. The Panel felt that Chief Superintendent Murray had done an excellent job in improving the governance of the YOT Board and were confident that arrangements were in place to ensure a smooth transition to the new YOT Board Chair. Due to Julian Wooster's recent departure, Stephen Kitchman had taken over the role of Vice Chair of the Board for the next six months.

- 5.6 Chief Superintendent Murray felt that when he had taken over as chair the governance was not direct enough. This had now improved significantly and monthly PYOT management meetings are held to develop and deliver a shared understanding of good and effective modern youth justice practice. PYOT Board Minutes are shared with YJB to evidence progress.
- 5.7 The YOT Board have held two development days to ensure the Board is effective in its governance role. The YOT has a full complement of staff for the first time in three years and if a member of staff leaves or is off sick there is currently the capacity to back fill. It has been difficult to recruit people with the right skills.
- 5.8 The induction process was reviewed and revised last summer and was considered to be working well. A 'buddy' system is in place for new members of staff. Jon Gardner monitors and tracks supervision. Sessions with CAMHS to provide support clinical support sessions starting end of April. There are currently no long term sickness issues. In June and July there were 8.8% day's sickness but this reduced to 1% for October and November. The Panel felt that the PYOT now had an excellent staff and the right systems were in place.

6 To assess how well the partnership is integrating interventions with young people

- 6.1 The Panel received evidence from Julia Katherine, Inclusion Commissioning Manager and Anne Fleming, Locality Manager, Solent NHS Trust about how the partnership is integrating interventions with young people.

6.2 Julia Katherine, Inclusion Commissioning Manager

Julia explained that she had represented education on the PYOT Board since January 2014 with the aim to address the issues raised in the Ofsted inspection report. The education link worker role had been revised and following three previous attempts to recruit, the position has now been filled. The education worker provides the link between the PYOT, schools and colleges and also retains strong links with existing teams within education including the special educational needs and disabilities team and the school attendance team. New statutory duties relating to young offenders with special educational needs come into force on 1 April 15. PCC are well prepared for this, having worked with the Department for Education to pilot these changes prior to implementation.

- 6.3 Initially the Education PYOT Link Worker was asked to focus on getting post-16 young offenders into education, employment or training (as this

was raised as an area of concern in the inspection report). There is now good evidence that increasing numbers of young people are now accessing education, employment or training. There is also a better understanding of the data on young people who are not accessing education, employment or training, for example understanding the differences between those young people who do not have an offer of education, employment or training and those who have an offer, but are choosing not to access this. A review of all of the cases of school-age children who are not accessing full-time education has been able to confirm that plans are in place to increase the attendance of these children and that where they are on part-time timetables, these are regularly reviewed. The next step is to ensure that this information is fully integrated within YOT reports. This will be addressed through the audit that is currently taking place and which will be reported back to the March YOT Board meeting. The education audit would be completed by the end of April.

- 6.4 75-85% of the cohort has special educational needs. The new legislation gives PCC responsibility for making sure the cohort receive the correct education whilst in custody. Audits take place into individual plans and the health audit has been completed and the results are still to be distributed to the Board. Following the Children's Social Care safeguarding audit the team will be in a much stronger position identify any deficits. The demographics of the YOT cohort have changed. The reoffending tracker identified an emerging a pattern of concern with 10-14 year olds and this information was used to focus resources.

Anne Fleming, Locality Manager, Solent NHS Trust

- 6.5 The Locality Manager, Solent NHS Trust explained that the PYOT provides an assessment and intervention service for children and young people (10-17 years) who have committed a criminal offence. The team has a specialist Child and Adolescent Mental Health Service (CAMHS) nurse attached, who provides mental health consultation, training and direct work. The team also assist with speech and language therapy and there is training for PYOT officers to understand and identify speech and language problems by the Solent Speech and Language Therapy Service. Discussions are taking place with the CCG about enhancing the offer further. The CAMHS team are also working with the PYOT to identify any specific training which is not in place. A training session on loss and bereavement is being considered and details had been provided to the PYOT manager.
- 6.6 There is no physical healthcare nurse within the team to ensure that the young people are looking after their health which is often not their main priority. Physical health is one of the most overlooked factors and things such as poor diet and poorly controlled medical conditions could lead to serious health issues in the future. Undiagnosed brain injuries can also be a factor linked to criminal behaviour. The PYOT are linked with Headway, the brain injury association, who offer sessions to staff on implications of an acquired brain injury. The team are also looking to have a training

session in A&E to get first-hand experience of the brain injuries.

- 6.7 Obtaining GP details from young people can be a challenge which delayed the health audit. The substance misuse worker is in the process of being TUPE'd over to Public Health and they will continue to be dedicated to with the PYOT and the Looked After Children team. There has been a significant reduction in the number of Looked After Children in the YOT cohort from 23% down to 8%.
- 6.8 The Troubled Families Team is one of the closest partners to the PYOT. Phase 2 of the troubled families agenda broadens eligibility criteria which will assist in early help step down as well as joint work with families meeting specialist services eligibility. The phase 2 troubled families' is helpful and is due to come into force in June.

7 To consider how effectively service users including victims are engaging with the YOT

- 7.1 With regard to the demographics of young offenders, The PYOT Manager advised they are predominately white and 70% are male, 30% are female. 14 is the most common age to reoffend. Of the priority young persons (PYP's), the majority are at the Harbour School. Young People meeting with SEN are significant at 80%. The rationale of repeat offenders is very different. For females the trigger is often vulnerability often related to home stressors and events whereas for males it is often a result of peer pressure.
- 7.2 The Panel received some written evidence from the PYOT Manager. The PYOT is committed to ensuring that young people, their parents/carers and their victims are effectively worked with. In order for this to happen, service users need to be fully engaged from the point of assessment and with planning and throughout intervention.

Young People

- 7.3 The PYOT has a comprehensive document in place identifying how it can facilitate young people's compliance with their intervention plan. This document should be read by all new starters as part of their induction process and used as an aide memoir thereafter. The processes themselves were launched at team workshop in September 2014.
- 7.4 In addition to this document, the following actions should be undertaken by staff with all young people the team work with:
- **Completion of a Learning Styles Assessment and SLCN Screening Tool:** These actions are crucial in identifying how best to work with a young person. 60% of young people in the Youth Justice System have a Speech, Language or Communication need which may present barriers to engagement and intervention with the young person. The screening tool is used to identify these potential barriers to engagement and highlight issues which may require consideration of referral to other services. The Learning Styles assessment should be used in conjunction with this tool to identify a

young person's learning style and how best to tailor an intervention plan that addresses the young person's needs. These tools are just the starting point and the intervention plans should detail how the intervention will be tailored to meet the young person's individual needs.

- **What Do You Think Form (or Equivalent):** The Asset What Do You Think Tool is an effective way of gauging the thoughts and opinions of a young person when completing an Asset assessment. Its primary aims are to ensure that the young person's views and perception of their circumstances are obtained and taken into account, that it highlights any issues that the PYOT were unaware of and that it facilitates a comparison between the PYOT Youth Justice Practitioner's Assessment and that of the young person. As noted above, many young people have differing learning styles and/or needs which may make completion of this document problematic. In these instances one of the PYOT's alternative documents (ie All About You, Life Pie etc) can be used.
- **Young Person's Charter:** This document should be proactively shared and meaningfully discussed with young people in the early stages of their order. It sets out a list of expectations for young people which the PYOT will honour when working with them. There is an expectation that changes will be made to the charter should appropriate suggestions be made by young people.
- **Supervision Plan:** Intervention plans need to be SMART and outcome focussed. However, this on its own is not enough to ensure future engagement. The plan has to be created with the young person (and also, if appropriate, parents/carers, partner agencies, victim wishes etc) and needs to be a document owned by the young person. There is an expectation that evidence of this joint approach to developing the plan (ie signature on plan, case diary entry etc) is explicitly detailed within a young person's file. The plan may take different forms- depending on the learning needs of the young person. However, it must still be recorded on the YOT case management system in a way that does not conflict with local arrangements and agreed practice.
- **Suggestion Box:** Three suggestion boxes have been placed in the PYOT designated room at the Go For It Centre. The boxes are themed on Things we do well, Things we don't do well and Things we can do differently.
- **Food and Toys:** The PYOT is aware of the impact of factors such as hunger and health issues such as ADHD upon young people. To remedy this, a limited supply of food and drink is available to assist with increasing blood sugar levels and addressing the impact of hunger. Small toys are also placed in the room to provide a "distraction" and assist those who have disorders such as ADHD or just simply like to fiddle with something when engaging in a potentially emotional or intense intervention.
- **Meet the Manager:** Every quarter, during half term, young people are invited to meet the PYOT Manager and are asked to provide feedback on what is being done well, not well or could be done differently.

- **Observations:** The PYOT has a quality assurance process which involves the observation of practice by Practice Leads. Part of this process is a discussion with the young person after the intervention has taken place asking for their views on the intervention they are undertaking with PYOT.
- **Viewpoint questionnaire:** At the end of supervision, the PYOT is fully committed to getting young people's views using the Viewpoint Questionnaire. Upon commencement of this strategy it was quickly discovered that the completion of the form electronically was a barrier. In these circumstances the PYOT decided to undertake completion via paper forms only. The results from these feedback forms are aggregated into a spreadsheet twice a year and plans are put into place to tackle the feedback highlighted by young people wherever feasible.
- **Acting on Feedback:** The PYOT management team have timetabled quarterly meetings to discuss user feedback and devise plans to tackle issues raised. If a comment is made at any stage which requires instant resolution, action would of course be taken.
- **Home Visits:** Home visiting by the supervising officer is an important and vital requirement that enables engagement from the young person and their family and facilitates a more holistic assessment of risk and need.

Victims

- 7.5 Victim Satisfaction Forms are sent out to all victims at the end of intervention. The strategy to address the feedback within these forms is due for a refresh and this was one of the tasks of the incoming Restorative Justice Worker. The forms have now been reviewed and the strategy document will shortly be updated.

Parents

- 7.6 All of the strategies noted above should be replicated, where appropriate, with parents and carers. The development of a specific parent satisfaction form took place at the beginning of 2015 and this will be reviewed during April 2015. Practitioners should remember that interventions involving parents are designed to provide additional support to them. The aim is to:
- improve their relationships with their children
 - reduce negative factors
 - strengthen protective factors such as positive and consistent discipline and constructive supervision

Good parenting interventions also help to build self-confidence and awareness of how important effective parenting is, not only to prevent young people from becoming involved in the youth justice system, but to go on to lead productive and successful lives. Locally, robust links to the PCC Parenting Service and the Positive Family Steps Services (Barnados FIP and Multi Systemic Therapy) are in place to provide staff with a link to services assisting in providing a whole family approach. Use of the locally

targeted Barnados FIP Mentor is also crucial in assisting practice and developing YOT staff understanding of engaging parents

Training

- 7.7 The PYOT is committed to ensuring practitioners have the necessary skills to undertake all of the above strategies and processes. In these circumstances, Practice Leads will identify training needs in supervision and these needs will form part of the PDR process and will contribute to future Workforce Development Plans.

Results of the 2014/15 Viewpoint questionnaire

- 7.8 Results from the 2014/15 Viewpoint questionnaire are very positive. 49 responses were received to the questionnaire. Key headlines included:
- 100% of respondents felt that the PYOT staff fully explained what was going to happen when they first came to the PYOT.
 - 100% of respondents said that they had enough say in what went into their referral order contract, with 90% fully understanding what the contract requires them to do to stop offending.
 - 81% of respondents had agreed to a supervision or sentence plan and 95% of these felt that they had enough say into what went into their plan.
 - 95% understood what their supervision or sentence plan requires them to do to stop offending.
 - 98% were asked by PYOT staff why they had offended and were asked to explain what they thought would help them stop reoffending.
 - 83% said that the PYOT always took their views seriously
 - 70% said there was nothing that made it harder to take part in sessions with the PYOT. Of those who thought there were things that made it harder to take part the main reasons were difficulty getting to the sessions or another reason which was not specified.
 - 100% felt that their PYOT worker did enough to help them take part in PYOT work.
 - 84% said that there was nothing that made them feel unsafe or afraid whilst in contact with the PYOT, and all respondents said that the PYOT had helped them feel safer.
 - 88% needed help with school, training or with finding a job and received this.
 - 71% reported that things had improved at school, college or in getting a job since working with the PYOT.
 - 87% said their work with the PYOT made them less likely to offend.
 - 89% said they had been treated fairly by the people in the PYOT team.
 - 67% of respondents felt the service given to them by the PYOT was very good and 26% felt that it was good.

8 Equalities Impact Assessment.

An equality impact assessment is not required as an EIA was completed on the YOT earlier this year and the recommendations do not have a

negative impact on any of the protected characteristics as described in the Equality Act 2010.

9 Legal Comments.

There are no specific legal comments save that the report seeks to promote the statutory obligations especially within the context of education provision, in addition the provision of services is clearly delivered on a fair and consistent basis, thereby minimalizing possible challenge from specific groups who may have a protected characteristic .

10 Finance Comments.

Any financial implications arising from the recommendations and proposals contained within this report, are intended to be funded from within the existing financial resources of the Youth Offending Team budget.

11 BUDGETARY AND POLICY IMPLICATIONS.

The following table highlights the budgetary and policy implications of the recommendations being presented by the Panel:

| Recommendation | Action by | Policy Framework | Resource Implications |
|---|--|--|---|
| 1. To ensure that continuing support is provided to the team for embedding change and adequate time is given to reflect upon their recent training (conclusion 1). | PYOT Board Chair Director of Children's Social Care PYOT Manager | Youth Justice Strategic Plan & associated local delivery plan. | Continued review by PYOT Board & development of ongoing plan to deliver YJ Strategic Plan. |
| 2. That the YOT team are given recognition for their hard work and commitment and that the YOT Manager makes enquiries about what mechanisms are in place to reward the team. (conclusion 1) | PYOT Board Chair Director of Children's Social Care PYOT Manager | Workforce development strategy | Review of workforce development strategy Board development days with team to continue & ongoing feedback from team in development of this. |
| 3. That the multi-agency triage panel due for implementation in April continues to progress to reduce the number of first time entrants to ensure that only those who need to progress through the Youth Justice System do so. (conclusion 2) | PYOT Board Chair Director of Children's Social Care PYOT Manager Director of Regulatory Services, Community Safety & Troubled Families | Procedures linked to Joint Action Team development. Outputs are closely aligned with development of multi-agency teams and troubled families phase 2. Reporting & evaluation | Ongoing resource commitment to facilitate panel; analyst capacity to review & evaluate progress. Evaluation of demand on early help providers & Troubled Families providers. |

| Recommendation | Action by | Policy Framework | Resource Implications |
|---|---|---|--|
| | | framework aligned to Youth Justice Strategic Plan | |
| 4. That progress continues with the Integration of the YOT with education. (conclusion 4) | Inclusion Commissioning Manager PYOT Manager | Reporting and evaluation framework aligned to Youth Justice Strategic Plan | Evaluation and review of Education Link Worker role profile. Discussions already held w/c 27/4/15 |
| 5. To ensure that audits on health and education are completed and fully assessed. (conclusion 4) | Inclusion Commissioning Manager Deputy Head of Integrated Commissioning | Audit Plans in place aligned to Youth Justice Strategic Plan and associated local delivery plan | Co-ordinated resource from within PYOT & statutory partners to completed audit to requirements & ensure alignment with local delivery plans. |
| 6. To ensure that the Restorative Justice Worker is given the full support needed to address the feedback from the Victim Satisfaction Forms and complete the strategy document. (conclusion 5) | PYOT Manager | Youth Justice Strategic Plan Community Safety Restorative Justice Strategy Hampshire LSCB Victims Protocol | Co-ordinated response to addressing requirements of Restorative Justice by PYOT, Police and all involved in Community Safety Partnership |

| Meeting Date | Witnesses | Documents Received. |
|-------------------------|---|--|
| 2 February 2015 | <p>Hayden Ginns, Partnerships and Commissioning Manager for Children</p> <p>Jon Gardner, YOT Manager</p> | <p>YOT overview paper</p> <p>Portsmouth Youth Offending Team Post-Inspection Improvement Plan</p> |
| 24 February 2015 | <p>Hayden Ginns, Partnerships and Commissioning Manager for Children</p> <p>Jon Gardner, YOT Manager</p> <p>Superintendent Stuart Murray, YOT Board Chair</p> <p>Will Schofield, YOT Board Member</p> <p>Stephen Kitchman, Head of Children's Social Care & Safeguarding</p> | <p>Scoping document.</p> <p>Analysis of Portsmouth YOT Performance against the 3 National Key Performance Indicators paper</p> <p>Presentation slides from Stuart Murray</p> <p>YOT Improvement Plan Parts A & B</p> |
| 16 March 2015 | <p>Anne Fleming, Locality Manager, Solent NHS Trust</p> <p>Julia Katherine, Inclusion Commissioning Manager</p> <p>Hayden Ginns, Partnerships and Commissioning Manager for Children</p> <p>Jon Gardner, YOT Manager</p> <p>Stephen Kitchman, Head of Children's Social Care & Safeguarding</p> | <p>Written evidence - results of Viewpoint Questionnaire</p> <p>PYOT Board draft induction pack</p> <p>PYOT processes for ensuring service user engagement</p> <p>Updated Part A and Part B of the Improvement Plan</p> |
| 16 June 2015 | <p>Sign off meeting</p> | |

GLOSSARY

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|-------|--|
| CAMHS | Child and Adolescent Mental Health Service |
| HMIP | Her Majesty's Inspectorate of Probation |
| PYOT | Portsmouth Youth Offending Team |
| YJB | Youth Justice Board |