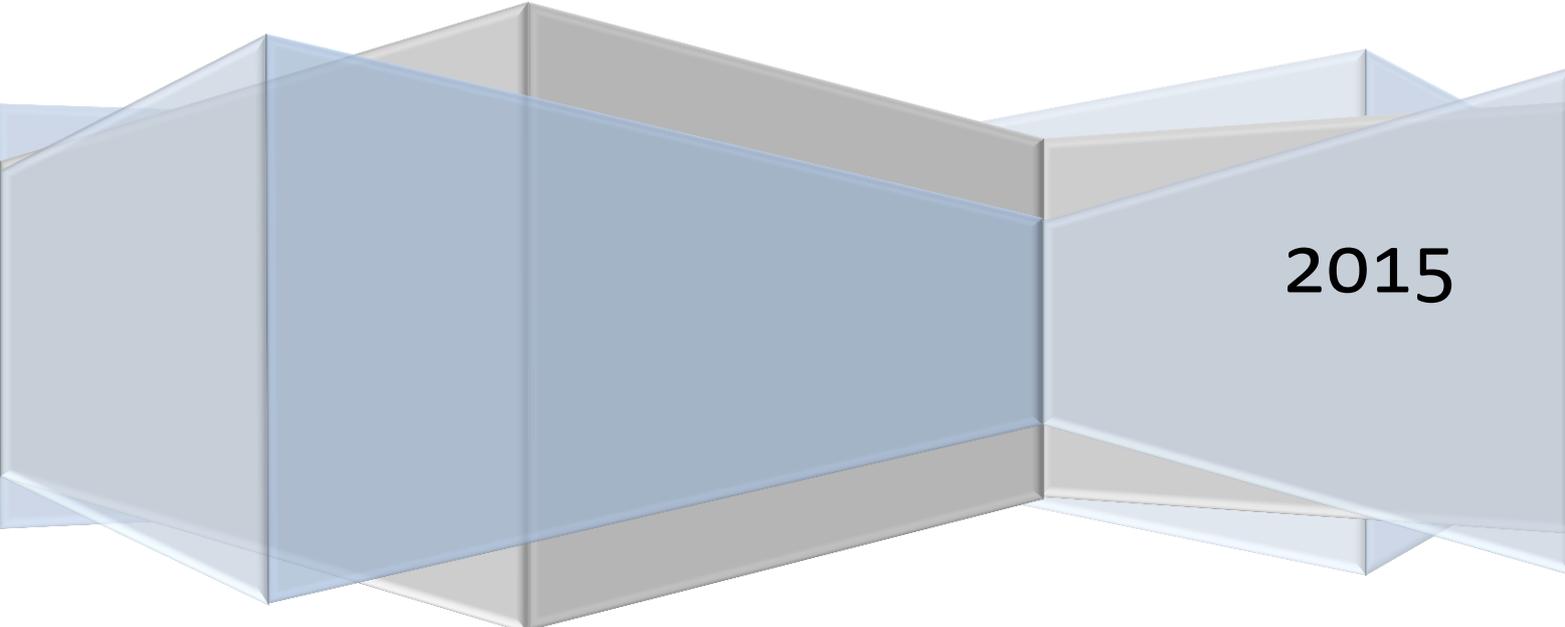


A Restorative Justice Strategy for Portsmouth

Safer Portsmouth Partnership

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2015

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Introduction

The Safer Portsmouth Partnership (SPP) is the key anti-crime and substance misuse group in Portsmouth, working towards reducing crime and substance misuse through a series of interventions which assist in making the city a safe place to live, work and visit.

The partnership uses research and analysis to identify priorities for the city and supports services that make a positive difference in the lives of Portsmouth residents.

With a focus on prevention and early intervention, the work of the SPP has seen a continual reduction in young offenders, including first time entrants to the criminal justice system, with today's figures being 74% less than those in 2007/2008, however 2013/14 saw the first time entrants figure start to rise again. Whilst the youth justice system already uses restorative justice regularly for young offenders post-conviction, this strategy focuses on moving the application of restorative approaches upstream to prevent entry to the criminal justice system altogether. Restorative justice affords victims of crime and those harmed by conflict, the opportunity to have their voice heard and be involved in 'restorative practice'.

Restorative justice can also be used to prevent re-offending, by encouraging offenders to accept responsibility for their actions and seek to repair the harm they have caused.

I recommend this strategy and its aim, to develop restorative practices across partner agencies, including community representatives and volunteers.

Councillor Rob New

Cabinet Member for Environment & Community Safety and Chair of the Safer Portsmouth Partnership

SECTION ONE - What is restorative justice?

Restorative Justice is a process, which brings victims of crime or conflict into communication with those responsible, in order to repair the harm caused and find a positive way forward for all parties¹. This communication is usually facilitated by someone trained in delivering restorative approaches.

Restorative justice is known by various other names including, 'effective resolution,' 'restorative practices' and 'restorative approaches.' For some, restorative justice refers to the methods that are used to deal with acts of criminality, whilst restorative 'practice' and 'approaches' signify a new stage of restorative justice, as it moves beyond criminal conduct to address inappropriate behaviour and conflict in schools, social services, workplaces and neighbourhoods².

In this strategy, restorative justice will be used as an umbrella term to describe a range of methods. Face-to-face mediation, community conferencing and in-direct communication, are some of the types of restorative justice commonly used.

The process focuses on offenders accepting responsibility for their actions and repairing the harm caused to the victim, rather than receiving punishment through the traditional routes of the criminal justice system³. It empowers the victim by giving them a voice, whilst allowing both parties the time and space to give their account of the incident and the impact it has had⁴. The aims can be summarised in terms of the 3 R's; 'Responsibility, Restoration and Reintegration'⁵.

Restorative justice should not feel as distant as the current criminal justice system, and therefore be better able to persuade people to become involved⁶. The approach

¹ 'What is Restorative Justice?' Restorative Justice Council, found at: http://www.restorativejustice.org.uk/what_is_restorative_justice/, last viewed 20/08/2014.

² Simon Green, Gerry Johnstone and Craig Lambert, 'What harm, whose justice? : excavating the restorative movement,' *Contemporary Justice Review*, 16, 4, 445-460, November 2013, p. 446

³ New Economics Foundation, 'Punishing Costs: How locking up children is making Britain less safe,' February 2010, p. 30

⁴ 'What is Restorative Justice?' Restorative Justice Council.

⁵ Home Office, 'An Exploratory Evaluation of Restorative Justice Schemes,' Crime Reduction Research Series Paper 9, 2001, p. 9

⁶ 'An Exploratory Evaluation of Restorative Justice Schemes,' p.9

allows room for personal involvement in the system, and helps to put offending in its social context⁷.

⁷ Blackpool Youth Offending Team, 'Restorative Justice Strategy,' 2011-2014, p. 4

SECTION TWO - Why use restorative justice?

On both theoretical and practical levels, restorative justice is viewed as a successful policy. In practical terms, many of the bodies which have employed the methods have seen positive outcomes, with the Restorative Justice Council quoting 85% victim satisfaction rates and a 14% reduction in the frequency of re-offending⁸.

The search for an alternative

For many the criminal justice system is seen as failing; restorative justice is a viable alternative. The current system often leaves both victims and offenders feeling unfairly treated and dissatisfied with the outcome, with these feelings being stronger amongst young people⁹. Young offenders often have little understanding or care about the harm they cause, leading to a self-perpetuating cycle of punishment, which continues into adulthood¹⁰. The use of restorative justice additionally provides an alternative for adult offenders, who become first time entrants into the criminal justice system.

Restorative justice combats these issues by focusing on offenders taking responsibility for their actions by admitting what they have done to those they have harmed, and to themselves. This is acknowledged as being significantly harder than being put in front of a judge¹¹. Restorative approaches involve the offender in a way that the traditional justice system fails to. "Human beings are happier, more cooperative and productive, and more likely to make positive changes to their behaviour when those in positions of authority do things with them, rather than to them or for them."¹²

⁸ Justice Minister Damian Green, 'New Victim's Funding for Restorative Justice,' Press Release 19/11/2013, found at: <https://www.gov.uk/government/news/new-victims-funding-for-restorative-justice>

⁹ 'Restorative Justice, Restorative Practice - from cradle to grave - the Restorative Approach,' a proposal from North East Lincolnshire, 2010, p.7

¹⁰ 'Restorative Justice, Restorative Practice,' a proposal from North East Lincolnshire, 2010, p. 7

¹¹ 'Ibid, p. 9

¹² V. Knight, J. Hine, K. Patel and K. Wilson, 'Evaluation of the Restorative Approaches Project in Children's Residential Homes across Leicestershire,' Final Report, De Montfort University, 2011, p. 14

Restorative justice works for the victim and the offender; one offender described the effect that taking part in a restorative process had on his thinking, "it makes you think 100% about the victims," effectively ending the notion of a victimless crime, or indeed a faceless victim.¹³ In the Justice Research Consortium's conferences, 80% of offenders were either 'very' or 'quite' satisfied with the process¹⁴.

For victims, there is "less fear of the offender, less anger at the offender, a greater ability to get on with their lives... (with) less desire for physical revenge against the offender after restorative justice than before."¹⁵

A more holistic approach

It is important to connect restorative justice with other support services. Research shows that for many, criminality is connected with personal issues, which then exacerbate the likelihood of re-offending. There is space in restorative justice for the offender to tackle their personal issues as part of their reparation. For example, attending substance abuse support services may be part of an agreement made between offender and victim. The importance of this connection with support services can be illustrated when looking at the data surrounding current offenders.

Substance misuse is an issue which is experienced by many offenders. Over half of all prisoners nationally (55%), report committing offences connected to their drug taking, with the need to buy drugs the most commonly cited factor¹⁶. The highest levels of use are among the most prolific offenders¹⁷.

Alcohol is also a major factor, with 63% of male and 39% of female prisoners, admitting to hazardous drinking prior to imprisonment, with alcohol misuse and dependence being significantly higher within the prison population, than in the general population¹⁸. This in combination with a report by HM Inspectorate of

¹³ 'Facing Up to Offending: Use of restorative justice in the criminal justice system,' A joint thematic inspection by HMIC, HMI Probation, HMI Prisons and the HMCPSI, September 2012, p. 6

¹⁴ The Prison Reform Trust, 'Prison: The Facts,' Bromley Briefings Summer 2013, p. 12

¹⁵ 'Norfolk Restorative Approaches Strategy 2010-2015,' p. 7

¹⁶ 'Restorative Justice, Restorative Practice,' a proposal from North East Lincolnshire, 2010, p.7

¹⁷ 'Prison: The Facts,' p. 7

¹⁸ The Prison Reform Trust, 'Alcohol and Re-offending - Who Cares?' January 2004, p. 1.

Prisons, which identifies a failure by the prison service to offer support to those with alcohol misuse issues, illustrates the need to offer support to alcohol dependent offenders, in order to drastically change their offending habits¹⁹.

Learning disabilities are another prevalent issue within the criminal justice system, with 20-30% of adult offenders experiencing them²⁰. These disabilities can affect offending, as well as the individual's ability to cope with the current justice system. These individuals are frequently excluded from elements of the prison regime where there are opportunities to address their offending behaviour, therefore missing the chance to break their cycle of re-offending²¹.

The story is the same for young people, with 23% of young offenders being identified with learning disabilities, and a further 36% with borderline learning disabilities²². Other issues include the fact that 39% have been on the child protection register or been the victim of abuse²³. In addition 46% are underachieving at school²⁴.

This national picture is reflected locally, where similar issues are likely to contribute to the high re-offending rates in Portsmouth, which compares poorly to both the national average and to other similar areas²⁵.

In restorative approaches, those with addictions and other problems can receive support for their problems as part of any reparation they complete. This is crucial, especially for young people and first time offenders, whose needs are often not met, and acts as a form of early intervention²⁶.

¹⁹ HMIP, 'Alcohol Services in prisons: an unmet need,' A thematic report by HM Inspectorate of Prisons, February 2010.

²⁰ 'Prison: The Facts,' p. 6

²¹ Ibid, p. 6

²² Ibid, p. 6

²³ Ibid, p. 7

²⁴ Ibid, p. 3

²⁵ 'Safer Portsmouth Partnership, Update to the Strategic Assessment,' 2013/14, p. 18

²⁶ 'Restorative Justice, Restorative Practice,' a proposal from North East Lincolnshire, 2010, p. 7

Benefits to communities

The skills gained through taking part in restorative approaches are ones which both the offender and victim will retain when the process comes to its conclusion. These individuals now have the opportunity to use these skills to inform their own experiences of conflict, be it in school, at home, in social settings or in the work place. In addition, the public are seen to be generally supportive of restorative justice, especially as a way of dealing with young and first time offenders²⁷. They view it as a less bureaucratic and faster way of dealing with neighbourhood level offences²⁸.

These factors may result in healthier communities, which are able to overcome local tensions through using the skills they have learnt, reducing the demand for police and other state funded services, which are invariably under pressure.²⁹

Financial benefits

The financial benefits of using restorative justice successfully are significant. In 2007-2008, 47% of adults were reconvicted within a year of their license; this cost the economy between £9.5 and £13 billion³⁰. The re-offending rate for young people (under 18) is even higher at 73%³¹. This, in addition to the fact that the average cost of an annual adult prison place is estimated at £37,648³², means that any alternatives to custody are encouraged. An inspection by HMIC into restorative justice found that it was less bureaucratic than other more formal processes and had the potential to make savings and improve outcomes³³.

Norfolk County Council Children's Services, has estimated that for the cost of one year in custody, 50 restorative justice conferences could be funded and potentially

²⁷ 'Facing Up to Offending', September 2012, p. 2

²⁸ Ibid, p. 2

²⁹ 'Restorative Justice, Restorative Practice,' a proposal from North East Lincolnshire, 2010, p. 9

³⁰ 'Prison: The Facts,' p .9

³¹ 'Prison: The Facts,' p .9

³² Ibid, p. 1

³³ 'Facing Up to Offending', September 2012, p. 5

achieve lower rates of re-offending, saving money in the present and in the future³⁴. Restorative justice has also been successfully implemented in children's homes, leading to a reduction of 50% in police call outs, saving time and money. Moreover, the young people living in the homes felt it was a better place to live³⁵.

A Greater Manchester Police pilot has shown restorative justice as a way to make savings. They estimated that the average time in custody is 8 hours and 45 minutes. In comparison a level one restorative justice disposal³⁶ takes only an hour. The pilot suggests that if restorative justice was implemented force wide, it could result in savings of £850,000 per year, the cost of 19 full time Police Officer posts³⁷.

³⁴ 'Norfolk Restorative Approaches Strategy 2010-2015,' p. 7

³⁵ Ibid, ' p. 7

³⁶ Level 1 Disposal - an instant or on street disposal where Officers use restorative skills in the course of their duties.

³⁷ 'Facing Up to Offending', September 2012, p. 22

SECTION THREE - Where are we now?

Current practise of restorative justice in Portsmouth

Restorative justice is not a new concept in Portsmouth, with several organisations already employing it in their work. Although only limited service mapping has been carried out, young people currently have the best chance of accessing restorative justice in the city. Whereas for adults, the only chance of accessing restorative justice is through 'community resolutions' given by police as well as contact with community wardens, or by a referral to the Portsmouth Assessment Service, usually through the local authority Anti-Social Behaviour Unit. However, information gathered from community wardens and PCSO's show that their use of restorative justice is mainly with young people. Therefore adults, both first time and repeat offenders, are currently unlikely to be dealt with using restorative approaches.

Below is a review of some of the ways in which restorative justice is currently employed in Portsmouth.

Children's social care residential homes

There are two children's homes in Portsmouth³⁸, providing thirteen beds for children aged 12 to 18 years. In 2005, staff received training in restorative justice and although there is no formal policy, it is still implemented on an almost daily basis, due to good staff retention.

Restorative justice is used by staff in the aftermath of an incident and during key work sessions. The criteria on which staff base the use of restorative justice depends on the individual; no incident is immediately written off, but it is used when the young person has a level of empathy and understands what they have done. Staff report that it is often used to resolve relationship issues between residents. Successful uses of restorative justice are recorded and if the young person fails to engage, this is logged in their personal record.

³⁸ Tangiers Road and Skye Close.

When a resident's actions impact on someone outside of the home, the staff will offer restorative justice to the aggrieved. However, if the victim would like the police to be called, their wishes will be followed.

Through promoting the use of restorative justice as a method of engaging with the young person, the hope is that they will better engage with the support mechanisms around them, as a member of authority is doing something with them, rather than to them or for them³⁹.

In addition, the South East Protocol in relation to 'Looked After Children', has been signed and accepted by all interested parties in the region; an aspiration of this is to reduce the offending of children in care, by encouraging the use of restorative justice⁴⁰.

Residential outreach team

The residential outreach team comprises of a five staff working out of Tangiers Road children's home. They provide a form of early intervention working in the community with young people whose behaviour or situation is deteriorating to the point where if it continues, they may end up in care, or due to their escalating criminality, in custody. The aim of the team is to make children feel safer, engaged and confident enough to take the steps they need to, in order to improve their situation. At this time, there is no requirement to use restorative justice; however many similar techniques are used.

The team work with young people aged 12 to 18 years, referred by their social worker. The referral criteria include such issues as anger management, conflict with parents, truancy, substance misuse and increasing criminality. Some live at home, others are in foster care or reside in hostels. The case worker will try and get the individual and parent/carer to sit down together to discuss their issues and their feelings.

³⁹ , 'Evaluation of the Restorative Approaches Project in Children's Residential Homes across Leicestershire,' p. 14

⁴⁰ 'South-east protocol to reduce offending and criminalisation of children in care,' as signed by Local Authority Leader and Chief Constables.

Those with substance misuse problems will be referred to relevant services, but the team will retain the lead professional role. The focus is to help the client understand the consequences of their actions, identify how they feel, and what actions they could take to help themselves. After meeting the young person, the case worker will produce a report about the individual, including it in any recommendations about how to improve the young person's situation.

Community Wardens

Community wardens provide a uniformed presence in Portsmouth, with the aim of making the community feel safer, deter and reduce the fear of crime, tackle anti-social behaviour and help keep the city clean and tidy. There are currently no formal policies or training given regarding the use of restorative justice; however it is used informally across Portsmouth, with individual wardens using differing methods with varying regularity.

Wardens have used restorative justice in some circumstances where there is no single offender, but where young people have caused harm within the community and have wanted to give something back to repair that harm. For example;

- Gardening for a disabled male who otherwise wouldn't have received any support and couldn't manage his property.
- Repainting the sides of houses in an alleyway which had been covered in graffiti.
- Litter picking and gardening on a piece of land in Paulsgrove.

At other times the wardens have been aware of a specific offence committed by youths, and have sought to repair the damage in the community. For example, when youths damaged a lift in a residential block, the warden arranged a meeting between the offenders and elderly residents who suffer with mobility issues. There has been no repetition of this damage since.

Wardens have identified the benefits of their interventions as including;

- A way of stopping behaviour or a situation from escalating
- Dealing with the situation as quickly as possible

- An alternative option to use when young offenders have already exhausted all other routes
- Avoids criminalising people for low level offences
- A form of mediation between groups who are experiencing tensions
- Promoting engagement with members of authority, allowing the young people to feel a part of society

The process through which community wardens currently deal with anti-social behaviour is the acceptable behaviour contract (ABC) approach. There is room in the behavioural contract for restorative justice to be included, so that the victim and partner agencies can become involved in contributing to suggestions of how the offender can improve their behaviour.

Portsmouth Youth Offending Team

The Portsmouth YOT use restorative justice on a daily basis to reduce the re-offending rates of young people aged 10 to 18 years who have already come into contact with the police. All members of the YOT are trained in restorative justice. Additionally, two staff are 'Restorative Justice Officers' (RJ Officers); they are members of the Restorative Justice Council and are accredited to deliver training.

The role of the RJ Officers is to contact all those who have been the victim of a crime committed by a young person and involve them in the process without re-victimising them. No type of crime is excluded from this, although some, such as domestic violence, are treated with greater caution due to their nature.

The RJ Officers follow a formal process which is victim led and entirely voluntary to all parties. The majority of referrals come from the court, where a young offender has been made subject to a community sentence, which includes a requirement to complete some reparation. The rest are received from the police, where an out of court disposal has been issued. In addition, the YOT team produce pre-sentence reports (PSR's), to assist the court with sentencing. The team will contact the victim to ask if they would like to give an opinion regarding the outcome, which is included in the PSR.

If both the victim and offender agree to take part in a restorative justice process, the officer will discuss with the victim what method they would like; direct or indirect. If

the victim chooses to follow the direct route, a face-to-face meeting is arranged. This is viewed as the most successful form and is believed to reduce reoffending. In the past there has been success with prolific offenders, who after meeting one of their victims face-to-face, have ceased to offend. If the in-direct route is selected, other methods will be offered, for example, a letter of apology. The YOT team will also refer young offenders to support services to help address any other issues.

Police Community Support Officers and community resolutions

A community resolution is an outcome used by police as a way of resolving a minor offence or an incident of anti-social behaviour, through an informal agreement made between the parties involved, instead of progressing to a formal sanction.⁴¹ This approach allows officers to use their professional judgement to make decisions about how to deal proportionately with low-level crime⁴².

Community resolutions are similar to restorative justice approaches in that the offender must have admitted guilt and the victim's views are taken into account⁴³. They can be delivered with or without the use of restorative justice techniques, however on many occasions they will be delivered with the methods, but at times without this being apparent to the officer, simply as part of the process. Currently officers have received no formal training in restorative justice (apart from YOT PC's), however they have awareness due to outcomes training they received in 2012, which covered the four restorative justice standards⁴⁴. The Constabulary is in the process of exploring further developments in restorative justice accreditation training, which may include volunteers.

⁴¹ 'Community Resolution,' Ministry of Justice, found at, <https://www.justice.gov.uk/youth-justice/courts-and-orders/disposals/community-resolution>

⁴² Ibid.

⁴³ 'Community Resolution,' Ministry of Justice.

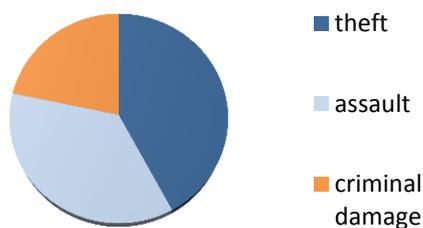
⁴⁴ The 4 Restorative Justice Standards -

- 1) The offender must take responsibility
- 2) Involvement of the victim, community or other affected party
- 3) A structured process that establishes what has occurred and what the impact has been
- 4) An outcome that seeks to put right the harm that has been caused or an outcome that makes other reparation that may not be directly related to the original case

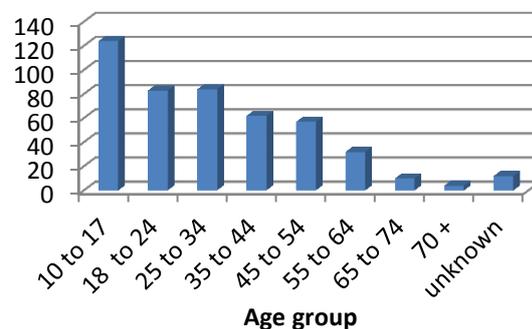
In addition, PCSO's use community resolutions for the same offences which they have the power to deal with by way of fixed penalty notice⁴⁵. However, Hampshire Constabulary are actively seeking approval for PCSO's to be able to deal with low level crimes such as shoplifting, criminal damage and low-level theft, through restorative outcomes; with the caveat that it must be approved by a supervisor, such as their sergeant. This would promote the use of community resolutions for low level offences and potentially for first-time offenders, removing the need for police officers to become further involved and reducing bureaucracy.

Police data from April 2013 to March 2014, shows there were 468⁴⁶ community resolutions in Portsmouth across a range of offences, the top three being; theft (169), assault (145) and criminal damage (87). Over twice the amount of community resolutions were given to men (310) than women (146) in the period⁴⁷. The peak age group was 10-17 (124), 25 of which were issued to young people aged 14.

Most common offences

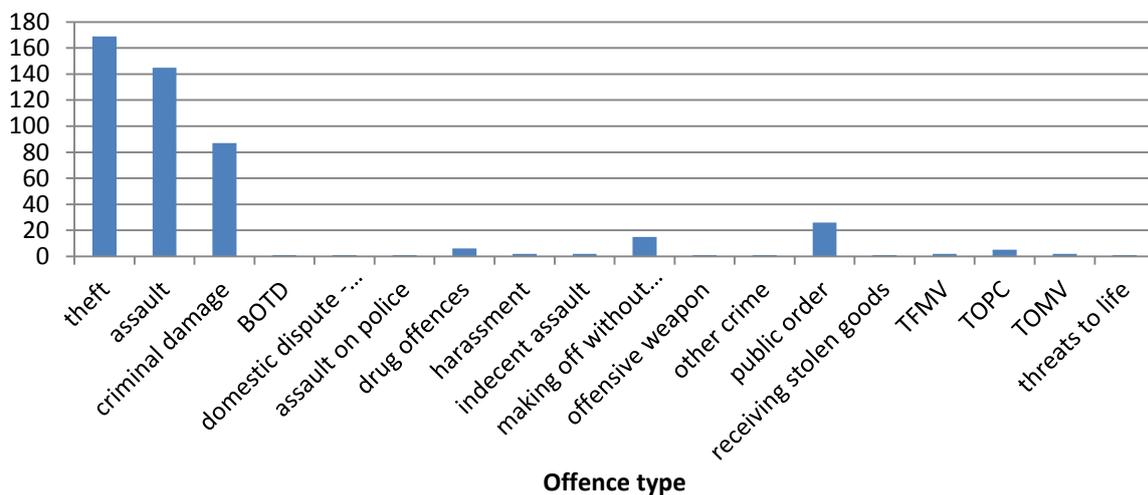


Community resolutions by age



It should be noted that some uses of community resolution are recorded, as the incidents are of such a low level.

Types of offences committed



SECTION FOUR - What has worked for other areas?

Children's residential homes in Leicestershire⁴⁸

From 2007 to 2010 a restorative justice project was introduced into eight council run residential homes for children across Leicestershire. The aim was to reduce and minimise the criminalisation of looked-after-children. The focus was on local government support, thereby avoiding police call outs and delivering good care for the children.

An evaluation conducted by De Montfort University, showed that by using different restorative justice methods through multi-agency working, the number of residents who offended in a year was halved by the end of the project, with the total recorded offences dropping from 147 in the first year, to 50 in the third year. Police call-out data was not routinely available in this study, however, an evaluation of the introduction of restorative justice into Hertfordshire Council's children's homes, found that over 3 years, data showed police call-outs decreased by 23%⁴⁹.

Schools in Barnet⁵⁰

In Barnet, a restorative approaches initiative was introduced into some primary schools, aiming to reduce the number of fixed term exclusions, due to the links between exclusions and young offenders.

In the schools where restorative approaches were implemented, fixed term exclusions were at an average rate of 3.44 in 2003/4. After training, in 2005/6, this figure dropped to 1.75, a reduction of 51%. In those where it had not been employed, in 2003/4 the exclusion rate was 1.59, and rose to 2.44 by 2005/6, a 65% increase. Data was also gathered on bullying, with all respondents to the evaluation stating that the handling of bullying and conflict by staff had improved. In addition, qualitative

⁴⁸ 'Evaluation of the Restorative Approaches Project in Children's Residential Homes across Leicestershire.'

⁴⁹ Brian Littlechild and Helen Sender, 'The introduction of restorative justice approaches in young people's residential units: a critical evaluation,' University of Hertfordshire, February 2010, p. 12.

⁵⁰ Barnet Youth Offending Service, 'Restorative Approaches in Primary Schools, An Evaluation of the Project Co-ordinated by The Barnet Youth Offending Service.'

research⁵¹ shows that restorative approaches enhanced protective factors such as a pupil's ability to take responsibility and problem solve, as well as an increase in their self-esteem and mental well-being.

Policing⁵²

Anecdotal examples of benefits in using restorative justice have been gathered from a variety of police forces;

- In Derbyshire, re-offending rates where restorative justice was used is at 2.3%, compared with a rate of 12.5% for the formal criminal justice system.
- Cumbria noted a 27% fall of first time entrants in a year of restorative justice replacing reprimands and warnings.
- Hertfordshire found the cost of issuing a youth restorative disposal, compared to the nearest equivalent disposal method for a first time entrant youth offender, saved the force £133.84 each time.
- Greater Manchester Police reported that 38% of victims said that their confidence in the police had improved as a result of their restorative justice experience.
- A scheme in Dorset where the police dealt with minor crimes committed by young offenders, by way of a restorative reprimand, experienced 98% victim satisfaction rates during the first 6 months and a 44% reduction in the number of first time entrants, compared to the same period the previous year⁵³.

Eastleigh Restorative Justice Project

Set up by Eastleigh Borough Council and run by a victim support service delivery manager, this scheme utilises trained volunteers to facilitate either face-to-face meetings when possible, or when not, to enable communications between parties to try and resolve the harm caused. Referrals are multi-agency and come from police,

⁵¹ A staff representative from each school completed a questionnaire via a structured interview with an independent researcher.

⁵² ACC Garry Shewan, 'A Business Case for Restorative Justice and Policing.' Found at: http://www.restorativejustice.org.uk/resource/the_business_case_for_restorative_justice_and_policing/. These figures have not been checked as no detail was available from the individual forces.

⁵³ Dorset Constabulary, 'Ground-breaking restorative reprimand scheme huge success in Dorset County,' found at: <http://www.dorset.police.uk/default.aspx?page=2516>

housing and other agencies. Crimes and issues which can be referred include anti-social behaviour, neighbour disputes, criminal damage, minor assaults and theft.

Hull

The city of Hull is working towards becoming the world's first restorative city. Their strategy is to train all 23,000 professionals who work with children, young people and families; currently they have trained approximately 8000.

The police use restorative disposals as an alternative to the traditional system, if an incident should meet specific criteria⁵⁴. This is especially targeted towards young offenders to prevent them becoming first time entrants. 200 Officers have received a 1 day training course, a further 85 can facilitate conferences, and 3 can train others⁵⁵.

Children's homes have also embraced restorative justice, with the 'P3 implementation system' providing a tailored approach designed specifically for the homes⁵⁶. A senior care officer states that it has helped to tackle bullying, reduced serious events in the homes, reduced police involvement and helped the staff to work better together as a team⁵⁷.

Schools and pre-schools have also been heavily involved in the strategy, with data so far showing impressive results. The implementation of restorative methods in schools has seen a reduction of 73% in pupil to teacher verbal abuse, 57% less pupil to pupil violence and nearly a 95% fall in incidents being reported to senior teachers⁵⁸. One school also found that job satisfaction increased amongst staff, leading to a substantial fall in sick days, saving the school £60,000 in 8 months⁵⁹.

⁵⁴ Criteria for use of a restorative disposal - crime by be of a less serious nature, the victim must consent and the suspect cannot be a repeat offender.

⁵⁵ 'Restorative practices for Police and Justice,' found at: http://www.hullcentreforrestorativepractice.co.uk/?page_id=25

⁵⁶ 'Restorative practices in residential settings for children and young people in Hull,' found at: http://www.hullcentreforrestorativepractice.co.uk/?page_id=21

⁵⁷ 'Restorative practices in residential settings for children and young people in Hull.'

⁵⁸ 'What harm, whose justice?', p.452

⁵⁹ Ibid, p. 452

SECTION FIVE - Where are the gaps?

This review has been undertaken in response to the findings of the SPP's ASB Review and at the request of Supt Murray in 2014, then the Portsmouth police commander. Time pressures and a lack of capacity mean it has not been possible to make the review as extensive or as comprehensive as previous partnership strategy development, but has nevertheless demonstrated the potential impact of restorative justice and the need for a more co-ordinated approach across the city.

No consistent training or policy

Although restorative justice and restorative approaches are regularly used in the city, there is no overarching policy, consistent recording or evaluation of success. Access to restorative approaches is often dependent on the knowledge and personality of individuals.

No quality assurance or evaluation

The quality of interventions and the circumstances in which they are used varies between organisations and there are no formal training or refresher programmes. Recording of interventions also varies making evaluation of impact difficult to measure.

Limited access

Proportionately, young people currently have the best chance of accessing restorative justice in Portsmouth, however, the focus is on those who have already reached the point of criminality. For those whose behaviour has not reached the point of a conviction or police notice, there is no guarantee that they will have the opportunity to remedy their behaviour through restorative justice.

Additionally, police data on community resolutions given from 2013/4 suggests they are proportionately given to many more children and young people, than to adults. The majority of examples given by community wardens also revolved around children.

The only access adults have to any form of restorative justice is through community resolutions or Adult Conditional Cautions given by the Police. It is clear that adults do

not have equal access to the opportunities restorative justice provides. This is negative for both offenders and victims.

Moreover, there is no opportunity for adult repeat offenders who have exhausted all other methods to get access to restorative justice, as community resolutions are primarily aimed at first time offenders.

In summary, the current gaps are:

- Access to restorative justice for a wider demographic
- Quality assurance of delivery
- Training programme
- Evaluation of effectiveness

SECTION SIX - Action Plan

What do we need to do to get where we want to be?

It is important to involve partners in the development of any strategic plan. Hampshire Constabulary has already begun to develop a county wide strategy to develop the use of out of court disposals and it is important that work in Portsmouth is co-ordinated and supportive.

Through the Office of the Police and Crime Commissioner, a grant has been provided to Portsmouth City Council, which is to be allocated for commissioning work to assist with support given to victims and witnesses. This is in-line with the Commissioner's 'Priority 2,' as set out in his Police and Crime Plan;

'Place victims and witnesses at the heart of policing and the wider criminal justice system⁶⁰.'

The strategic aim of the Safer Portsmouth Partnership is to -

*Develop and embed a **victim centred** approach to restorative justice across partner agencies as well as equipping the community with the skills to resolve local problems using a restorative approach.*

In order to achieve this strategic aim, the following areas of activity will be undertaken;

- The training of local authority staff, community champions and volunteers to become restorative justice facilitators, so that they are equipped to deliver restorative justice in their day to day work.
- The training of staff to become mentors and trainers in restorative approaches in order to support delivery and embed the approach.
- To ensure that the training provided is of a recognised standard and that it offers individuals continued personal professional development.
- Work with partners to assess the impact of restorative justice interventions including recording and data collection.

⁶⁰ 'Hampshire and Isle of Wight Police and Crime Plan 2013-2017,' found at: <http://www.hampshire-pcc.gov.uk/Document-Library/Police-and-Crime-Plan---full.pdf>

- Ensure SPP members cascade the aims of this strategy through their individual organisations and that a communications campaign is developed for the public.
- Aim to develop consistent policy and processes
- Improve access to interventions

An action plan is attached at **Appendix A**, providing detail of measures to evaluate the impact of restorative justice in Portsmouth.

Monitoring progress

It is important the impact of this strategy is evaluated and that progress towards the achieving of measures outlined, in the action plan, are monitored by the SPP.

Quarterly reports will include external developments, whether local, regional or national, which may impact on delivering the actions outlined.

Appendix A - ACTION PLAN

| Action | Measures | Owner |
|--|--|---|
| 1. To train council staff, community champions and volunteers in becoming restorative justice facilitators so that they are equipped to deliver restorative justice in their day to day work. | <ul style="list-style-type: none"> To train 46 people as restorative justice facilitators To deliver the training by the end of April 2015 To select a training programme that is accredited by the Restorative Justice Council | Portsmouth City Council - Community Safety |
| 2. To provide training for staff to become mentors/trainers of restorative justice, thereby providing ongoing support to assist with individual professional development. | <ul style="list-style-type: none"> To train 6 people as mentors/trainers To deliver the training by the end of September 2015 | Portsmouth City Council - Community Safety |
| 3. To secure ongoing consultancy and support, to assist in ensuring that restorative justice practices are embedded within the day to day work of those receiving training for 12 months following. | <ul style="list-style-type: none"> To secure support for the first year post training | Portsmouth City Council - Community Safety |
| 4. To review the record keeping of restorative justice incidents to ensure that the following data can be retrieved by individual participating agencies. The data captured will include; <ul style="list-style-type: none"> General; time, place, offence, who implemented the restorative justice? Victim; no. of victims contacted, no. | <ul style="list-style-type: none"> The process to retrieve the data is implemented by April 2015 | Portsmouth City Council: including - <ul style="list-style-type: none"> YOT LAC Community Wardens Community Safety Hampshire Constabulary |

| | | |
|---|---|---|
| <p>of victims who participated and at what level, percentage satisfied with restorative justice, victims details.</p> <ul style="list-style-type: none"> • Offender; name, age, sex, address, offending history, whether they have offended within a 6/12 month period post restorative justice? | | |
| <p>5. To evaluate the success of restorative justice interventions.</p> | <ul style="list-style-type: none"> • Satisfaction rate of participating victims with restorative justice • Satisfaction rate of participating offenders with restorative justice • Re-offending rates of participants within 6 months (young people) and 12 months (adults) post intervention • Reduction in number of first time entrants to the Youth Justice System • Reduction in Police call outs to school and looked after children • Reduction in the number of first time adults entrants to the criminal justice system | <p>Portsmouth City Council - R&A Community Safety</p> |

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