



Her Majesty's
Inspectorate of
Probation

An inspection of youth offending services in

Leicester City

HM Inspectorate of Probation

NOVEMBER 2019

This inspection was led by HM Inspector Pauline Burke, supported by a team of inspectors, as well as staff from our operations, communications and research teams. The Head of Youth Offending Team Inspections, responsible for this inspection programme, is Alan MacDonald. We would like to thank all those who helped plan and took part in the inspection; without their help and cooperation, the inspection would not have been possible.

Please note that throughout the report, the names in the practice examples have been changed to protect the individual's identity.

© Crown copyright 2019

You may re-use this information (excluding logos) free of charge in any format or medium, under the terms of the Open Government Licence. To view this licence, visit www.nationalarchives.gov.uk/doc/open-government-licence or email psi@nationalarchives.gsi.gov.uk

Where we have identified any third-party copyright information, you will need to obtain permission from the copyright holders concerned.

This publication is available for download at:

www.justiceinspectorates.gov.uk/hmiprobation

Published by:
Her Majesty's Inspectorate of Probation
1st Floor Civil Justice Centre
1 Bridge Street West
Manchester
M3 3FX

Contents

Foreword	4
Overall findings	6
Summary of ratings	9
Recommendations	10
Introduction	11
Contextual facts	13
1. Organisational delivery	14
1.1 Governance and leadership.....	14
1.2 Staff.....	16
1.3 Partnerships and services.....	17
1.4 Information and facilities.....	20
2. Court disposals	23
2.1 Assessment.....	23
2.2 Planning.....	24
2.3 Implementation and delivery.....	25
3. Out-of-court disposals	28
3.1 Assessment.....	28
3.2 Planning.....	29
3.3 Implementation and delivery.....	30
3.4 Joint working.....	31
Annex 1 – Methodology	33
Annex 2 – Inspection results	34
Annex 3 – Glossary	40

Foreword

This inspection is part of our programme of youth offending team inspections. We have inspected and rated Leicester City Children and Young People's Justice Service (CYPJS) across three areas: the arrangements for organisational delivery, and the quality of both court and out-of-court disposal work. We have given Leicester City CYPJS an overall rating of 'Good'.

Although this service has been through a major recent restructure and cost-cutting exercise, our inspectors found some important areas of outstanding practice, particularly in relation to partnership working. Examples included work with children who have experienced adverse childhood experiences, where training, consultations and interventions are provided by specialist workers to help children understand how these experiences are affecting them now. Another example is the quality of education, training and employment provision offered both to school-age and post-school-age children and young people.

The inspection found that the governance arrangements required improvement, however, especially regarding the CYPJS Management Board. Although the chair recognises the role that the Board should have in driving the service forward and has the vision to make this happen, some Board members do not understand their role and responsibility. There is a disconnect between the strategic elements of the CYPJS and operational reality. Although staff morale has clearly been affected by the organisational review, they have kept service delivery going, feel well supported by their managers and have manageable workloads.

In post-court work, the quality of assessments and planning is outstanding, in terms of evaluating desistance, safety and wellbeing, and risk of harm to others, as is the implementation and delivery of services to promote desistance. The quality of ongoing case review in relation to the risk of harm to others, however, requires improvement. Reviews do not lead case managers to update assessments or change the priorities in plans to reflect new circumstances, and management oversight when cases are subject to reviews is not good enough.

Work on out-of-court disposals is good overall. Assessments and planning regarding supporting desistance are outstanding, as are assessments, planning, implementation and delivery in relation to reducing the risk of harm to others. The case sample included only youth cautions and youth conditional cautions, which all had assessments completed; however, the process for community resolutions is not clear. The inspectors also had concerns that the out-of-court disposal panel may miss safeguarding concerns by using a screening tool, rather than an assessment, to inform its decisions. Although victim's wishes are considered when plans for the young people are drawn up, this happens after, not before, the panel has met, so these views do not influence the outcome of the panel itself.

The service provides an innovative group work programme, and staff encourage good engagement from the child or young person. There is a focus on developing and maintaining an effective working relationship with them and their parents/carers. The views of all are considered as part of the assessment process.

In this report, we make a number of recommendations that will enable Leicester City CYPJS to drive forward the improvements needed to deliver a high-quality service for children and young people.

A handwritten signature in black ink that reads "Justin Russell". The signature is written in a cursive style with a large, prominent 'J' and 'R'.

Justin Russell

Chief Inspector of Probation

Overall findings

Overall, Leicester City CYPJS is rated as: **Good**. This rating has been determined by inspecting the youth offending service in three domains of its work. The findings in those domains are described below.



Organisational delivery

We interviewed case managers, the CYPJS service manager and the Chair of the Management Board, and held focus groups with other members of the Board and key stakeholders.

Our key findings about organisational delivery are as follows:

- The chair recognises the role that the Board needs to play in driving the CYPJS forward, and has the vision to make this happen.
- The service provides an innovative group work programme, and staff do all they can to encourage good engagement from the child or young person.
- There is a specialist police role that supports the case manager by providing intelligence, monitoring and bespoke interventions.
- The service has examples of good practice, of which one is the Adverse Childhood Experiences Project.
- Education, training and employment provision both for school-age and post-school-age children and young people was also good.
- Arrangements to transition young people aged 18 years to probation services are good.

But:

- Not all Board members understand their role and responsibility, and there is a disconnect between the strategic elements of the CYPJS and operational reality – for example, the lack of strategic attention given to reducing the number of Looked After Children known to the CYPJS.
- Insufficient attention has been given to the disproportionate number of Looked After Children and young white males in the youth justice system.
- The process for community resolutions is not clear, which means that the out-of-court disposal panel may miss safeguarding concerns by using a screening tool, rather than an assessment process.
- Quality assurance systems and management oversight processes in reviews are not consistently having an impact on practice.
- There is little evidence of young people being involved in service development.



Court disposals

We reviewed 35 cases managed by the CYPJS that had received a court disposal, six to nine months before we visited. Based on an analysis of these case files and interviews with the relevant case managers.

Our key findings are:

- The quality of assessments and planning is outstanding, in terms of evaluating desistance, safety and wellbeing, and risk of harm to others.
- The implementation and delivery of services to promote a child or young person's desistance is outstanding.
- Case managers use available sources of information and involve other agencies to manage and minimise the risk of harm to others.
- Staff consider the child or young person's strengths and focus on maintaining an effective working relationship.
- The views of the child or young person, and their parents/carers, are considered as part of the assessment process.

But:

- The quality of reviewing the risk of harm to others requires improvement.
- Reviews do not always lead case managers to update assessments or change the priorities in plans to reflect new circumstances.
- Management oversight when cases are subject to reviews requires improvement.
- The views of the child or young person, and their parents/carers, are not consistently considered when reviewing the case.



Out-of-court disposals

We reviewed 24 cases managed by the CYPJS which had received an out-of-court disposal at least three to five months before we visited. Based on an analysis of these case files, and interviews with the relevant case managers and, where necessary, others closely involved in the case, our key findings about out-of-court disposals are as follows:

- Assessments and planning to support desistance and reduce the risk of harm to others is outstanding; however, assessing and planning regarding a child or young person's own safety and wellbeing is not as good.
- Implementation and delivery of interventions with these young people in relation to reducing risk of harm to others is outstanding.
- Sufficient focus has been given to developing and maintaining an effective working relationship with the child or young person and their parents/carers.

- Case managers ensure that the child or young person, and their parents/carers, understand the implications of receiving an out-of-court disposal.
- There is good cooperation between the partners present at the out-of-court disposal panel.

But:

- The panel which makes the decisions on out-of-court disposals bases these decisions on a screening tool, rather than an assessment of the child. Once the decision is made, however, an assessment is completed.
- Although the CYPJS no longer uses a 'mini' AssetPlus assessment, the quality of these assessments was not to the same standard as for those who had received a full AssetPlus assessment.
- Assessing and planning regarding a child or young person's own safety and wellbeing is not carried out to the same high standard as assessing and planning to support desistance or reduce the risk of harm to others.
- The wishes and views of victims are not taken into account prior to the out-of-court disposal panel meeting and so cannot influence its decisions.
- Case managers are not reporting the progress that is being made by the child or young person to the police for the cases that require it.

Service:

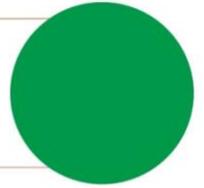
Leicester City Children and Young People's Justice Service

Fieldwork started:

August 2019

Overall rating

Good



1. Organisational delivery

1.1	Governance and leadership	Requires improvement	
1.2	Staff	Good	
1.3	Partnerships and services	Outstanding	
1.4	Information and facilities	Requires improvement	

2. Court disposals

2.1	Assessment	Outstanding	
2.2	Planning	Outstanding	
2.3	Implementation and delivery	Good	
2.4	Reviewing	Requires improvement	

3. Out-of-court disposals

3.1	Assessment	Good	
3.2	Planning	Good	
3.3	Implementation and delivery	Good	
3.4	Joint working	Good	

Recommendations

As a result of our inspection findings, we have made six recommendations that we believe, if implemented, will have a positive impact on the quality of youth offending services in Leicester City. This will improve the lives of the children in contact with youth offending services, and better protect the public.

The Chair of the CYPJS Management Board should:

1. work with Management Board members, so that they understand their role and the responsibility and function of the CYPJS
2. improve the relationship between the Board, the management team and practitioners, so that all can recognise how strategic priorities should influence operational delivery.

The CYPJS Management Board should:

3. identify and minimise the impact of discrimination and disadvantage in the criminal justice system, especially for Looked After Children and young white males
4. clarify how community resolutions are to be used in the out-of-court disposal process and make sure that the decisions agreed by the panel consider the needs of children and young people.

The CYPJS Service Manager should:

5. capture the views of children and young people, their parents/carers and other stakeholders, so that they can influence future service delivery
6. Improve the quality of reviews of cases and develop guidance for managers, so that they provide effective management oversight.

Introduction

Youth offending services (YOSs) supervise 10–18-year-olds who have been sentenced by a court, or who have come to the attention of the police because of their offending behaviour but have not been charged – instead, they were dealt with out of court. HMI Probation inspects both these aspects of YOSs.

YOS are statutory, multidisciplinary partnerships that deal with the needs of the whole child. They are required to have staff from local authority social care and education, police, National Probation Service and local health services.¹ Most YOSs are based within local authorities, although this can vary.

YOS work is governed and shaped by a range of legislation and guidance specific to the youth justice sector (such as the National Standards for Youth Justice) or else applicable across the criminal justice sector (for example, Multi-Agency Public Protection Arrangements (MAPPA) guidance). The Youth Justice Board for England and Wales (YJB) provides some funding to YOSs. It also monitors their performance and issues guidance to them about how things are to be done.

Leicester City Council is a unitary authority. It consists of 54 councillors, representing 22 wards in the city, overseen by a directly elected mayor. Leicester has a relatively young population profile, with children and young people under the age of 20 years making up 27 per cent of the population, compared with an average of 23.8 per cent in England as a whole. The percentage of school children from a minority ethnic group is 69.6 per cent, compared with the England average of 28.9 per cent. The level of child poverty in Leicester is worse than the all-England average (18.6 per cent), with 25.9 per cent of children aged under 16 years living in poverty. The most recent Ofsted inspection for children's services was in 2017 and the outcome was that the service requires improvement.

The CYPJS is one of four services located within the council's Early Help and Prevention Service, which also includes Children Centres & Family Support, the Youth Service and the Multi-Systemic Therapy team. The Early Help and Prevention Service sits within the city council's Children's Social Care and Early Help Division. The CYPJS has a dedicated service manager who oversees the operational delivery of the service and reports to the Head of Service for Early Help and Prevention. The reoffending rate for young people in Leicester is slightly lower than the national average, and of the 77 young people who were in the April to June 2017 cohort, 22 young people reoffended, committing 96 offences. This shows that a small number of young people are committing a high volume of offences. The first-time entry rate for Leicester City CYPJS is almost 70 per cent higher than the England and Wales national average, although the service has seen a steady decline in these numbers since 2014.

The role of HM Inspectorate of Probation

Her Majesty's Inspectorate of Probation is the independent inspector of youth offending and probation services in England and Wales. We provide assurance on the effectiveness of work with adults and children who have offended, to implement orders of the court, reduce reoffending, protect the public and safeguard the vulnerable. We inspect these services and publish inspection reports. We highlight

¹ The *Crime and Disorder Act 1998* set out the arrangements for local youth offending teams and partnership working.

good and poor practice, and use our data and information to encourage high-quality services. We are independent of government, and speak independently.

HM Inspectorate of Probation standards

The standards against which we inspect are based on established models and frameworks, which are grounded in evidence, learning and experience. These standards are designed to drive improvements in the quality of work with people who have offended.²

² HM Inspectorate's standards are available here:
<https://www.justiceinspectorates.gov.uk/hmiprobation/about-our-work/our-standards-and-ratings/>

Contextual facts

First-time entrant
(rate per 100,000)

399

Leicester
City³

237

East Midlands³

236

England and
Wales³

Reoffending rates

38.2%

Leicester
City⁴

40.1%

England and
Wales

Caseload information⁵

Age (years)

10-14

15-17

Leicester City

26%

74%

National average

24%

76%

Race/ethnicity

White

Black and minority ethnic

Unknown

Leicester City

62%

35%

3%

National average

71%

26%

4%

Gender

Male

Female

Leicester City

88%

12%

National average

84%

16%



Population information

355,218

Total population of Leicester City (mid - 2018 estimates)³

34,161

Total youth population of Leicester City (mid - 2018 estimates)⁶

19,173

Total black and minority ethnic youth population of Leicester City (2011 Census for)⁷



³ Youth Justice Board. (2019). *First-time entrants, January to December 2018*.

⁴ Ministry of Justice. (2019). *Proven reoffending statistics, July 2016 to June 2017*.

⁵ Youth Justice Board. (2019). *Youth justice annual statistics: 2017-2018*.

⁶ Office for National Statistics. (2019). *UK population estimates mid-2017*.

⁷ Office for National Statistics. (2012). *Census 2011*.

1. Organisational delivery



Organisations that are well led and well managed are more likely to achieve their aims. We inspect against four standards.

1.1 Governance and leadership	Requires improvement
The governance and leadership of the YOT supports and promotes the delivery of a high-quality, personalised and responsive service for all children and young people.	

The inspection assessed the governance and leadership arrangements as 'Requires improvement'. Membership and attendance at the Management Board need to improve, in order for the Board to develop its strategic vision and have a better understanding of its accountability for the CYPJS. The relationship between the Board, the management team and practitioners should be strengthened, to improve the understanding of how strategic priorities influence operational delivery.

The CYPJS went through a restructure between September 2018 and April 2019, which has had a negative impact on the motivation of staff. The remodelling of services provided an opportunity to refresh the delivery model to meet need, and achieved financial savings of £677,000. A total of 25 out of 49 posts were removed. The overall impact of this reduction in staffing was minimal, however, as the service had anticipated the reduction and deliberately carried vacancies in anticipation of the new staffing structure. As part of the restructure, the CYPJS moved to a different directorate within the city council, and changed the Chair of the Management Board. The redesigned service launched on 01 April 2019.

The Strategic Director for Social Care and Education became Chair of the Management Board in September 2018. As he has no background in youth justice, he recognises the importance of the CYPJS service manager's expertise, the link she provides to practice, and her contribution as a member of the Board. The Chair knows the role that the Board needs to have in driving the CYPJS forward, and has the vision to make this happen. The Board is still developing its vision for the CYPJS, as the service settles into its new position in the structure. It is moving in the right direction, however, and there is a strategic plan in place for 2019/2020.

Membership of the Board includes all statutory partners, although attendance by some has been inconsistent. The Board recently completed a self-assessment of its governance arrangements for the CYPJS, and is currently developing mechanisms to work with staff, including monitoring compliance with the YJB's national standards. Work still needs to be done, however, to brief Board members on their responsibility and understanding of the CYPJS's function.

There have been no recent Board development days and no visits to the CYPJS by Board members to observe the work of the service. This has resulted in a disconnect between the strategic elements of the CYPJS partnership and operational reality. The staff survey found that only 62 per cent of staff were aware of the activities of the Management Board, and 50 per cent of staff had not been asked their views about working for the service. The interaction between the Board, the management team and frontline staff needs to improve, so that everyone understands the priorities for the service and how they influence operational delivery.

Inspectors noted that there is a disproportionate number of Looked After Children and young white males in the youth justice system. Although the number of Looked After Children in the general population has been reducing, of the 114 CYPJS cases open during the week of the inspection, 21 were Looked After Children. This was 18 per cent of the caseload. Reducing the number of Looked After Children known to the CYPJS, however, has not been a priority for the Board. There was no analysis of these children and their offending, and little awareness across the agencies regarding the problem and impact. It is recognised that more work needs to be done across the partnership, for agencies to understand their safeguarding role and the concept of being a corporate parent, in order to stop Looked After Children being unnecessarily criminalised.

Disproportionality for young white males is also an issue. They make up 42 per cent of 10–17-year-olds in Leicester (2014 census), but 63 per cent of the YOT caseload. A number of analytical reports have been completed, the most recent being in 2017, but this has not resulted in any improvement actions. Although the general performance information for the CYPJS is of a high standard, the data is not consistently being used to decide what is delivered at an operational level.

Despite the financial cuts already made to the directorate, the council's vision now is to expand its offer regarding prevention services. Although the CYPJS has received short-term funding to deliver some prevention projects, however, these arrangements will have to be reviewed, to ensure sustainability of the activities that are being developed. This includes the intention that all children coming into contact with the police will have the opportunity for a community resolution with interventions, if appropriate. There was no evidence, however, that the potential volume of this future work has been analysed, to ensure that resources will be able to meet demand.

The out-of-court disposal process has a number of weaknesses. The police issue a first community resolution without it being referred to the out-of-court disposal panel, although any further arrests are sent to the panel. At the panel, a screening tool is used to inform the decision-making. This raises safeguarding concerns, as the needs of the children and their families are not fully assessed. The process for community resolutions is not clear, and the rationale for why some children receive interventions and some do not is ambiguous.

The move to the Early Help and Prevention Service has integrated the CYPJS into the council's wider prevention programme and raised its profile. Issues having an impact on youth offending are prominent on the agendas of other key strategic groups, including the Children's Trust, Leicester Safer City Partnership, the Safeguarding Children Board and the Corporate Parenting Board. This has led to the development of a number of initiatives, including a partnership approach to organised crime and child criminal exploitation, where participants agree on how to deal with these crimes in the context of the vulnerabilities of the people and the families involved. This has meant that both a criminal justice response to arrest and conviction, and a partnership response to safeguarding and wellbeing are considered.

Although there has been a strategic response to knife crime, with a multi-agency group looking at effective practice, this has not had an impact on staff at an operational level. There are interventions – for example, 'Which Way Now?' and the Pedestrian Arts charity, which was commissioned by the Police and Crime Commissioner's Office – but there is no clear framework of effective practice in relation to knife crime for CYPJS staff to follow.

The service manager and team managers are knowledgeable about youth justice, and work well together to support the team. In relation to reviews, however, the inspection found that management oversight required improvement, as in half of post-court cases, managers had approved reviews that were of poor quality. An alert⁸ was raised on one post-court case owing to concerns about safeguarding, and these were resolved by the service during the inspection. In the past, team managers have attended Management Board meetings to present on themed topics, but this has not happened recently. The team managers see their role as delivering the priority work outlined in the youth justice plan. Opportunities for staff innovation and creativity will be available through working groups that are being established to improve practice further.

1.2 Staff	Good
Staff within the YOT are empowered to deliver a high-quality, personalised and responsive service for all children and young people.	

Staff have clearly been affected by the organisational review, although inspectors had a clear sense that they had kept service delivery going at what must have been a difficult time. They feel very well supported by their managers, who are also tackling performance issues appropriately. The provision of a dedicated group-work coordinator and advocates who work alongside case managers to deliver the interventions is a good initiative that is working well. We therefore rated this standard as good.

The workforce is diverse and reflects the community within which the children and young people reside. Case managers had approximately 12 cases each at the time of the inspection, and 67 per cent of respondents to the staff survey said that they found their workload or caseload manageable. Staff were concerned, however, about the increase in rota duties that they now have to undertake as a result of fewer staff, and were worried about the impact on their workloads of managing prevention cases in the future. There is a workload tool used by managers, although not all staff had sight of it, and the staff pairing system worked well in covering periods of leave and sickness. It also helped in having a consistent case manager for children and young people.

The reduction in staffing levels has led to all staff having to compete for the remaining roles, and this has affected morale. Staff are motivated to provide a good service, however, and are keen to promote the work they complete with children and families. There was evidence in the inspected cases that staff encourage good engagement and compliance from the child or young person, and staff and managers alike are child centred and know the children in their care well.

The service provides an innovative group work programme, and there is a dedicated group work coordinator who is in the process of reviewing the groups that are needed – for example, in relation to serious youth violence and knife crime. A programme has been developed and is being piloted for those children who have

⁸ An individual alert encompasses practice, or practice omissions, that require immediate remedial action to be taken (usually by the organisation responsible for the case) to reduce or contain an identifiable, serious and imminent risk.

suffered adverse childhood experiences, and young people who attend will be able to get a recognised qualification.

The role of the advocates within the service is established, and advocates work well with those children who pose a high risk of reoffending or serious harm to others. They support the case managers to deliver interventions and respond to children's individual needs. There is an experienced worker who provides services for victims, although the post is only for three days a week, which is limiting for such a complex area of work, and the wishes and views of victims are not considered before the out-of-court disposal or pre-sentence report. The worker is innovative in his approach, however, and uses recordings of victims talking about their experience to show at panel meetings.

Staff are involved in Early Help and Prevention and wider service meetings, and there are also specific meetings for the CYPJS. Members of the CYPJS management team have recently presented to colleagues within wider Early Help and Prevention services to inform them about CYPJS's work, and staff generally felt positive about the degree of integration within the directorate. Communication with staff about early help needs to be improved, as practitioners are confused about their specific role and responsibilities when a family is also accessing early help provision and other workers are involved.

There is an induction process in place for new staff, and there are procedures for addressing staff competency. Staff receive regular supervision, and annual appraisals are completed. Seconded staff receive supervision from both their home agency, which completes an appraisal, and also from their CYPJS line manager. Service volunteers see themselves as a part of the organisation and had received a good induction.

Referral order panel members are happy with the amount of work they are given and the way it is allocated. They see individual children through the entire panel process, from first panel until final, and this offers continuity for children and families. There is a structured framework for volunteer training, and this includes county lines, child sexual exploitation and data protection.

A team training schedule is in place, and staff feel encouraged to take up training opportunities. Staff have access to a variety of training provision, including online training sessions. They have completed courses on safeguarding practice (mandatory), domestic abuse and 'Less is More', which provides training in completing AssetPlus, to help staff manage their workloads. They have recently received trauma-informed practice and adverse childhood experiences training, which was delivered to both the city and county CYPJS together, and 'Signs of Safety', which was delivered jointly with children's social care. The team managers are completing management training courses to help their own development.

1.3 Partnerships and services	Outstanding
A comprehensive range of high-quality services is in place, enabling personalised and responsive provision for all children and young people.	

The partnerships in Leicester City CYPJS are particularly impressive. The substantial input by partners is detailed below, but the following are of particular note: the overriding focus on children in all the work that the partnerships are delivering;

schools holding each other to account, to avoid children being excluded; the education, training and employment provision for post-school-age children; the integrated nature of the trauma-informed approach and the support provided by the Child and Adolescent Mental Health Service (CAMHS) workers to achieve this; the group work to help children and young people understand how adverse childhood experiences are affecting them now; and the lack of waiting lists for key services. For these reasons, this standard has been rated as outstanding.

There is an extensive range of partnership staff in the CYPJS, including a substance misuse worker, an education, training and employment worker, Connexions staff, educational psychologists, a CAMHS worker, a liaison and diversion worker, probation officers, seconded CYPJS police officers and an integrated offender management coordinator.

The integrated offender management coordinator works with young people who pose a high risk of reoffending. They support the case manager, share intelligence and provide an additional level of monitoring, and will deliver bespoke interventions, such as exploitation prevention work, engaging with families and staying safe. The coordinator is a member of the multi-agency case management and diversity panel, which is chaired by a CYPJS manager. This panel reviews all cases that are assessed as high risk or where diversity needs to be considered, in custody or on remand cases, and those that have been transferred or are being caretaken.

Staff have access to speech, language and communication provision, and there are no delays in receiving a service from either CAMHS or Turning Point, which provides the substance misuse provision.

The CYPJS is part of the child criminal exploitation hub, and is invited to all strategic and operational meetings. The council lead member for children chairs the 'Top 10' meeting attended by all heads of service, which reviews the children who are of most concern, based on referrals from both children's social care and the CYPJS. These cases receive the strategic oversight needed to ensure that they are being managed appropriately. Harmful sexual behaviour assessments are allocated to two workers to complete jointly. Appropriately trained CYPJS staff and social workers deliver interventions together; this follows the recommended guidance for these types of cases.

Good practice

The examples of good practice outlined below have been driven by the partnerships themselves. The CYPJS Management Board needs to provide the impetus to ensure that this impressive work is not lost

Good practice

The service has implemented the Adverse Childhood Experiences Project, which is an example of good practice. Funded by NHS England, two specialist CAMHS workers (a clinical psychologist and a community psychiatric nurse) engage with children who have undiagnosed mental health concerns, where trauma indicates the likelihood of potential mental health issues at a later stage. They deliver specialist training on both child and teenage development to CYPJS staff, provide consultations for case managers, write a plan of care, and work alongside practitioners to complete direct work with children. They also liaise with the group work coordinator to develop the project's programme for children.

Good practice

A further example of good practice is the service's education, training and employment provision. There is evidence of good work with children with special educational needs and disability, where funding is used to meet their complex individual needs. The educational psychologists linked to the CYPJS work alongside colleagues who are based in the school, so that schools feel supported in managing children's behaviour. Each child who goes into custody is allocated an educational psychologist, to ensure that their educational needs are being met, especially during the transition periods. There is a 'fair access panel', which is attended by senior leaders from all schools, including the academies. The CYPJS worker attends the panel to advocate for the child, and the school has to show that it has done all it can before it considers exclusion. The schools hold each other accountable for any exclusions, and each school must seek support from the pupil referral unit before an exclusion is agreed.

Provision for post-school-age young people is also excellent. There are two Connexions workers linked to the CYPJS who continue to work with young people when their order is finished. These workers motivate children and are proactive in identifying provision based on the young person's needs. One of the workers is also trained to teach the Construction Skills Certification Scheme, which helps young people access the qualifications needed in the construction industry.

There has been some project work with local employers, where they are given information about young people to help them better to understand and address individual issues relating to the young person's behaviour, and so help the young person remain in employment.

Transition arrangements from the CYPJS to probation services are good, and follow national guidelines. This is helped by the Engage project, which is funded by the Police and Crime Commissioner's Office. The project was set up a number of years ago, following an analysis of the reoffending rates for 18–25-year-olds, which included some young people who had transitioned from the CYPJS. It looked at how young people coped with moving to an adult service, and how this affected compliance with their statutory order. The project provides mentors for these young people, who are also supported by the CYPJS advocates during the transition period.

The partnership has access to CYPJS performance reports, which are provided for the Board and include a mixture of local and national indicators. The profiling of young people known to the service is shared with other partners. The CYPJS's performance is monitored across the partnership, including at the strategic offender

management and MAPPA Board. Although data monitoring has shown that young white males and Looked After Children alike are overrepresented in the youth justice system, the partnership has not used this information effectively to address this issue of disproportionality.

There is an extensive variety of reparation projects. These included community partnerships with a local church and a community radio station. There are also placements in charity shops and in the motor trade, some of which have led to apprenticeship opportunities.

Feedback from court staff states that input from CYPJS officers in court and information in pre-sentence reports demonstrate that proposals for sentencing are personalised and responsive. The court receives performance reports from the CYPJS, and there are regular liaison meetings and training events.

1.4 Information and facilities	Requires improvement
Timely and relevant information is available and appropriate facilities are in place to support a high-quality, personalised and responsive approach for all children and young people.	

While the CYPJS asserts that it undertakes regular quality assurance, there was limited evidence of this in the cases inspected. This specifically applied to the management oversight of cases that had been inadequately reviewed but signed off by managers. The quality assurance process had not picked this up, and therefore the impact on practice was restricted. Although feedback from children and young people was collated, there was little evidence that it was used to influence service delivery and outcomes. Overall, we rated this standard as ‘Requires improvement’.

The CYPJS has a full suite of policies and guidance in place, which are accessible to staff. Staff are aware of the escalation process that is available for all partners, to help in challenging another agency when there are disagreements in practice. There is no indication, however, that this is formally used, and therefore opportunities for learning between agencies may be lost.

The CYPJS has been in its current accommodation for many years and, owing to the unsuitability of this accommodation, staff deliver individual and group interventions in community premises. New offices have been commissioned and the CYPJS was due to move location during the inspection. They are a substantial improvement on the current office, and are in a central location with good transport links. In the new premises, the CYPJS will be co-located with partner agencies, and this will help to build relationships between organisations. Referral order panels are delivered in community centres and venues close to children and young people. Families can select which venue they would prefer to attend.

Information sharing is supported by enabling CYPJS staff to access children’s social care’s Liquid Logic system, and most partners have access to the CYPJS case management system. In the new premises, practitioners will not have their own desks and will have laptops to support agile working. Staff find the case management system too slow, however, which often causes time-outs and is restrictive, with only one person being able to input on a case at any one time.

The CYPJS has a monitoring system in place for quality-assuring work. This includes monthly audits and practice observations, which routinely take place. The service

recently completed a resettlement audit on all cases, which involved devising an audit tool, delivering a briefing to staff and updating the resettlement policy.

These quality assurance systems and management oversight processes, however, are not having a sufficient impact on practice. For example, for those children and young people subject to a court order, the reviewing of their risk of harm to others is a poor area of practice and requires improvement. Similarly, the priorities for the CYPJS set out in the service delivery plan are not used in team meetings to improve operational practice.

Although young people managed by the CYPJS are involved in the staff recruitment process, and there is a participation team in children's services, there is little evidence of young people being involved in service development. Similarly, feedback from children is collated from the attendance centre and referral order panels, but there is no systematic approach to analysing this feedback, so it does not influence service delivery.

Summary

Strengths:

- The chair recognises the role that the Board needs to have in driving the CYPJS forward, and has the vision to make this happen.
- Staff encourage good engagement and compliance from the child or young person.
- The service provides an innovative group work programme, and there is a dedicated group work coordinator.
- The youth integrated offender management coordinator supports the case manager by providing intelligence, monitoring and bespoke interventions.
- The service has implemented the Adverse Childhood Experiences Project, which is an example of good practice.
- The service's education, training and employment provision is also an example of good practice.
- Transition arrangements to probation services are good and are helped by the Engage project, where relevant.

Areas for improvement:

- There is a lack of understanding by some Board members about their role and responsibilities, and the function of the CYPJS.
- There is a disconnect between the strategic elements of the CYPJS partnership and operational reality – for example, the lack of strategic attention given to reducing the number of Looked After Children known to the CYPJS.
- The Board has not given sufficient attention to the disproportionate number of Looked After Children and young white males in the youth justice system.
- The process for community resolutions is not clear and the volume of potential throughput as the YOT increases its focus on prevention has not been analysed, to ensure that additional resources will meet demand.

- The out-of-court disposal panel uses a screening tool to inform its decision-making, and this raises safeguarding concerns.
- Quality assurance systems and management oversight processes in reviews are not having a consistent impact on practice.
- There is little evidence of young people themselves being involved in service development.



2. Court disposals

Work with children and young people sentenced by the courts will be more effective if it is well targeted, planned and implemented. In our inspections, we looked at a sample of 35 cases. In each of those cases, we inspect against four standards.

2.1 Assessment	Outstanding
Assessment is well-informed, analytical and personalised, actively involving the child or young person and their parents/carers.	

Overall, we rated this standard as ‘Outstanding’, with the AssetPlus assessment tool being completed to a high standard. Assessments contain evidence of analysis and consider the broader issues that may have an impact on the safety and wellbeing of children, and particularly the risk of harm that they might pose to others.

In the majority of the cases inspected, the assessment included sufficient analysis of offending behaviour, including the child or young person’s attitudes towards, and motivation for, their offending. In nearly all cases, staff considered the diversity and wider social context of the child or young person by using information held by other agencies. In 97 per cent of cases, the assessment focused on the child or young person’s strengths and their protective factors.

The views of the child and their parents/carers were considered in 91 per cent of cases. The needs and wishes of the victim were taken into account in the majority of relevant cases, although in four out of 29 cases they were not reflected, therefore limiting the opportunity for restorative justice.

The factors that are most related to a child or young person’s offending are lifestyle; education, training and employment; and self-identity. In 89 per cent of cases, the assessment sufficiently analysed how to address these factors and support desistance.

In most cases, staff identified and analysed the risks to a child or young person’s safety and wellbeing. In 86 per cent of cases, assessments drew appropriately on assessments or information held by other agencies. In nearly all cases, staff had given enough attention to analysing the controls or interventions that best promoted the child’s safety and wellbeing. Inspectors agreed with the safety and wellbeing classification in 94 per cent of cases.

In 86 per cent of cases, assessments identified and analysed any risk of harm to others posed by the child or young person, including identifying who is at risk, and the nature of that risk. Case managers used available sources of information and involved other agencies, where appropriate, in nearly all cases. They considered controls and interventions to manage and minimise the risk of harm to others presented by the child or young person in most cases.

In one case, an inspector noted:

“There is a good assessment of the level, nature and likelihood of harmful behaviour and to whom this is posed. There is a good understanding of the experiences and factors which contribute to risk of harm to others”.

Inspectors agreed with the case manager’s assessment of the level of risk of serious harm in all but one case. In 91 per cent of cases, the assessment analysed how to keep other people safe.

Overall, the quality of assessments of a child or young person’s desistance, safety and wellbeing, and risk of harm to others was judged to be outstanding in each area.

2.2 Planning	Outstanding
Planning is well-informed, holistic and personalised, actively involving the child or young person and their parents/carers.	

Overall, the standard of planning for supporting a child or young person’s desistance, safety and wellbeing, and risk of harm to others was rated as ‘Outstanding’. This includes a multi-agency case management and diversity panel, chaired by a CYPJS manager, to support the management of high-risk cases. For those children and young people at risk of, or involved in, serious youth crime, the planning is supported by information from the seconded police officers within the CYPJS.

The quality of planning that focused on supporting the child or young person’s desistance was outstanding in almost all cases. Case managers set out the services most likely to support desistance in nearly all cases, and in all but one case planning took account of the diversity and social context of the child. In most cases, the plan considered the child or young person’s strengths and protective factors, and in all but one case staff thought about the child’s level of maturity and how that affected their motivation. In 94 per cent of cases, there was evidence that the child or young person, or their parents/carers, had been involved in the planning, and their views taken into account.

One inspector noted:

“The planning activity clearly builds on the assessment of the young person and focuses on areas linked to offending and desistance. In addition, there is clear evidence of personalisation and adapting to the young person’s needs, motivation and capacity, and taking their adverse childhood experiences/trauma into account in how they will deliver the sentence”.

Overall, planning supported the child or young person’s desistance in 94 per cent of the cases reviewed.

The risks to a child’s safety and wellbeing were addressed in 84 per cent of cases, and in most cases planning involved other agencies; however, contingency arrangements to manage those risks were not identified in 8 of the 32 relevant cases. Overall, planning focused on keeping the child or young person safe in 81 per cent of the cases inspected.

There was sufficient planning to promote the safety of others in most of the cases inspected, and 81 per cent of relevant cases involved other agencies, where appropriate. Planning to address any specific concerns and risks related to actual and potential victims was less well developed, and was evident in 73 per cent of relevant cases. Consideration of the needs and wishes of victims as part of the planning process was not evident in 6 of the 29 relevant cases.

Planning set out the necessary controls and interventions to promote the safety of other people in 82 per cent of cases. Effective contingency arrangements to manage those risks that have been identified were evident in 79 per cent of the cases inspected. There was sufficient planning to keep other people safe in 82 per cent of cases, and, overall, the quality of planning is judged to be outstanding.

2.3 Implementation and delivery	Good
High-quality, well-focused, personalised and coordinated services are delivered, engaging and assisting the child or young person.	

Overall, the implementation and delivery of services was rated as 'Good'. Work to support desistance is outstanding, and is an area of strength. Services to support a child or young person's safety and wellbeing or their risk of harm to others are good. The CYPJS has access to a wide range of specialist staff and other resources, to deliver suitable and innovative interventions to children and young people. Education, training and employment provision and the Adverse Childhood Experiences Project are examples of good practice.

In 85 per cent of cases, the services delivered were those most likely to support desistance. Nearly all cases reflected the diversity and wider social context of the child or young person and, in most cases, built on the child's strengths.

In 97 per cent of cases, it was clear that staff focused on maintaining an effective working relationship with the child or young person and their parents/carers.

This was demonstrated in one case, where the inspector noted:

"The plans are being delivered as intended, and enforcement action has been taken where appropriate. There is evidence of good relationship-building with the young person to deliver work, and of referrals to other professions to address other areas of concern. There is evidence of effective working with the young person's key family members to share information and support the young person".

In all cases, the case manager had encouraged the child or young person's compliance with their court order. In 4 out of 23 cases, however, enforcement action had not been taken when this was appropriate.

The delivery of services to promote the child or young person's safety and wellbeing was evident in 81 per cent of cases, although in 5 out of 30 cases the case manager had not coordinated the involvement of other organisations. Overall, the implementation and delivery of services effectively supported the safety of the child or young person in 77 per cent of the cases inspected.

Services delivered to keep other people safe were of an acceptable quality in 75 per cent of the cases inspected, although in 7 of the relevant 28 cases, staff had not coordinated the involvement of other agencies in managing risk of harm. The protection of actual and potential victims had not been considered in a third of cases but, overall, the safety of other people was effectively supported in 74 per cent of cases.

2.4 Reviewing	Requires improvement
Reviewing of progress is well-informed, analytical and personalised, actively involving the child or young person and their parents/carers.	

Reviewing was the weakest area of practice across both post-court and out-of-court cases. Although reviewing that focused on a child’s desistance and their safety and wellbeing was good, practice was less strong when reviewing their risk of harm to others. Management oversight when quality-assuring reviews was not good enough in 50 per cent of the cases we looked at, which has driven the rating of: Requires improvement. This may be a result of managers prioritising supporting staff through the restructure and not having sufficient time to quality assure the work being produced.

Case managers are aware that children and young people’s circumstances can change rapidly, and that this can result in an increase, or sometimes decrease, in the likelihood of reoffending, risk of harm to others, or risks to their safety and wellbeing.

Reviews resulted in the identification of, and a subsequent response to, changes in the factors linked to desistance, and built on the child or young person’s strengths in 69 per cent of cases. The motivation and engagement levels of the child or young person had been considered in most of the cases reviewed, although in 40 per cent of cases the child or young person, and their parents/carers, had not been meaningfully involved in the process.

In only 68 per cent of cases did the review lead to changes in the plan of work but, overall, most cases focused sufficiently on supporting the child or young person’s desistance.

As with desistance, the quality of reviewing of a child’s safety and wellbeing is good. In 67 per cent of cases, information from other agencies had been considered. In 43 per cent of relevant cases, however, this had not led to the necessary changes in the ongoing plan. Overall, reviewing focused sufficiently on keeping the child or young person safe in 67 per cent of cases.

Reviewing risk of harm to others was rated as ‘Requires improvement’. This area of work may have become a paper exercise, rather than something that involves the child, their parents/carers and other agencies. In 64 per cent of cases, the case manager had identified and responded to changes in risk, although in 7 of the relevant 24 cases the case manager did not take account of information from other agencies. In only just over half of cases had the child or young person, and their parents/carers, been meaningfully involved in reviewing the risk of harm to others, and their views considered. In only 54 per cent of cases did the reviewing process lead to necessary adjustments in the ongoing plan of work to manage and minimise

these risks. Overall, reviewing focused on keeping other people safe in only 60 per cent of cases.

For example, one inspector noted:

“There is a risk of harm review completed but it fails to review the current situation. No changes have been made”.

Summary

Strengths:

- The quality of assessment and planning is outstanding, in terms of evaluating desistance, safety and wellbeing, and risk of harm to others.
- The implementation and delivery of services to promote a child or young person’s desistance is outstanding.
- Case managers use available sources of information and involve other agencies to manage and minimise the risk of harm to others.
- Staff consider the child or young person’s strengths and their level of maturity.
- The views of the child or young person, and their parents/carers, are considered as part of the assessment process.
- Case managers are focused on maintaining an effective working relationship with the child or young person by considering their motivation and engagement levels.

Areas for improvement:

- The quality of reviews of the risk of harm to others requires improvement.
- Reviews do not lead case managers to update assessments or change the priorities in plans to reflect new circumstances.
- Management oversight when cases are subject to reviews requires improvement, as managers are approving reviews which we judged to be of poor quality.
- The views of the child or young person, and their parents/carers, are not consistently considered when reviewing the case.

3. Out-of-court disposals



Work with children and young people receiving out-of-court disposals will be more effective if it is well targeted, planned and implemented. In our inspection, we looked at 24 cases. In each of those cases, we inspect against four standards.

3.1 Assessment	Good
Assessment is well-informed, analytical and personalised, actively involving the child or young person and their parents/carers.	

Overall, we rated out-of-court disposals as 'Good', with assessments of desistance and risk of harm to others rated as 'Outstanding'. The service was rated as 'Good' in safety and wellbeing, which gives an overall rating of 'Good'. The CYPJS is developing its work with community resolutions but this has yet to go live, so the cases in the sample were either youth cautions or youth conditional cautions, and therefore had AssetPlus assessments completed. The out-of-court decision-making process by the panel is not as strong as it could be, as it is based on a screening tool and not a complete assessment of the child. The screening tool includes an outline of the offence and information as to whether the child is known to other agencies. There is no meeting with the child or their family, to ascertain their views prior to the panel, and the disposal is decided on without an assessment of the child or young person being completed to assist decision-making. Once the disposal has been agreed by the panel, however, the AssetPlus is completed. In some of the cases inspected, the CYPJS had completed a 'mini' AssetPlus, which means that the case manager only answers specific questions in the AssetPlus, rather than complete it all. This assessment is no longer used, and was applied to only a small number of cases in the sample. Inspectors noted that these had not been completed to the same standard as cases that had received a full assessment. The wishes of the victims do not influence the decision-making process by the panel, as victims are only contacted after the panel meeting, and so their views are not considered before the out-of-court disposal is agreed.

In nearly all cases, there was sufficient analysis of offending behaviour, and the assessment considered the diversity and wider familial and social context of the child or young person in 75 per cent of cases. In most cases, the assessment focused on the child or young person's strengths and protective factors, and in 88 per cent of cases staff considered the child or young person's levels of maturity, ability and motivation to change. In 83 per cent of cases, practitioners had involved the child or young person, and their parents/carers, in the assessment and taken their views into account. The needs and wishes of victims, however, had not been considered in 5 out of the 15 relevant cases, and so opportunities for restorative justice had been lost.

In one case, the inspector noted:

"Good reference to the young person's family and cultural background and impact of the offence within that context. It is evident that the young person and family are fully involved in the assessment, and their voice is heard throughout".

Similar to post-court orders, the factors in out-of-court disposals that relate most to a child or young person’s offending are self-identity; education, training and employment; and lifestyle. In 83 per cent of cases, the assessment sufficiently analysed how to address these factors and support desistance.

Assessing the risks to the child or young person’s safety and wellbeing was not rated as highly as desistance and risk of harm to others. In 71 per cent of cases, the risk to a child’s safety and wellbeing had been identified and analysed appropriately. Staff had used information from other agencies in more than two-thirds of the cases inspected. Inspectors agreed with the safety and wellbeing risk classification in 87 per cent of relevant cases. Overall, the assessment analysed how to keep the child or young person safe in only 67 per cent of cases. Inspectors noted that assessments did not always clearly document the potential risks, and the level of risk could be minimised for some children.

For example, in one case an inspector noted:

“There is a recent attempt of suicide where the young person has taken paracetamol and yet this isn't well documented or analysed. It is not clear or documented what the triggers were, and why the young person took this action”.

Assessing the risk of harm that a child or young person posed to others was rated as ‘Outstanding’. In 15 out of 19 relevant cases, the assessment sufficiently analysed how to keep other people safe. The case manager had used available sources of information, including other assessments, to inform their own judgement in 89 per cent of cases. In most cases, the assessment to keep other people safe had been completed within an appropriate period following the start of the out-of-court disposal, and inspectors agreed with the level of risk of harm to others in 78 per cent of cases. Overall, the assessment sufficiently analysed how to keep other people safe in 83 per cent of cases.

3.2 Planning	Good
Planning is well-informed, holistic and personalised, actively involving the child or young person and their parents/carers.	

The planning of interventions to support desistance and reduce the risk of harm to others is outstanding. Planning regarding a child’s safety and wellbeing is not completed to the same high standard, however, as it lacks detail regarding how progress is to be monitored, and so was rated as ‘Good’. Therefore, overall, planning in out-of-court disposal cases is rated as ‘Good’.

In 88 per cent of cases, staff set out the services most likely to support desistance, paying attention to appropriate timescales and sequencing. In 83 per cent of cases, planning took sufficient account of the diversity and wider familial and social context of the child or young person, and in nearly all cases their level of maturity and motivation to change had been considered. In 88 per cent of cases, staff took account of the young person’s strengths and protective factors, and in most cases the child or young person, and their parents/carers, were involved in the planning process.

The needs and wishes of victims had been considered in 71 per cent of relevant cases, but planning to address concerns related to actual and potential victims was

not evident in 6 out of 16 relevant cases. In nearly all cases, planning was proportionate and interventions could be completed within the appropriate timescale. Overall, planning sufficiently supported the child or young person's desistance in 88 per cent of cases.

Nearly all cases addressed keeping the child or young person safe, and most included information from other agencies. Contingency arrangements for any changes to the level of risk, however, had been made in just over half of the cases inspected. Overall, planning focused on keeping the child or young person safe in 75 per cent of cases.

Planning to address the factors related to risk of harm to others was evident in 81 per cent of cases, and involved other agencies in most cases where this was relevant. Planning of contingency arrangements to manage those risks was identified in only 67 per cent of cases but, overall, planning that focused on keeping people safe was evident in 81 per cent of cases.

One inspector noted:

“There is a thorough plan in place which evidences factors to be developed to keep others safe, including restriction of the internet, education on the law and internet usage, and making better choices”.

3.3 Implementation and delivery	Good
High-quality, well-focused, personalised and coordinated services are delivered, engaging and assisting the child or young person.	

Implementation and delivery in relation to reducing risk of harm to others was outstanding, and the delivery of services to support a child or young person's desistance was good. Services to support the child's safety and wellbeing were also good, although this was the lowest-rated area of practice in the out-of-court disposal work. To improve this area of work, better communication with partners and a more coordinated multiagency approach is required. Overall, we rated this standard as 'Good'.

Interventions to support desistance had been delivered in good time in 75 per cent of cases, and reflected the diversity of the child or young person, and involved parents/carers, in nearly all cases.

Sufficient focus had been given to developing and maintaining an effective working relationship with the child or young person, and their parents/carers, in 92 per cent of cases. Case managers had given attention to encouraging and enabling the child or young person's compliance in 88 per cent of cases, and the delivery of the interventions had been proportionate in all but 4 out of 24 cases. Overall, support for the child or young person's desistance was evident in 75 per cent of the cases inspected.

Promoting the safety and wellbeing of the child or young person through service delivery was evident in only 65 per cent of cases, although case managers involved other agencies in keeping children and young people safe in 79 per cent of relevant cases. As for keeping other people safe, attention had been given to the protection

of actual and potential victims in only just over half of the relevant cases, although the interventions sufficiently managed and minimised the risk of harm in 85 per cent of relevant cases. Overall, the safety of other people was supported effectively in 81 per cent of cases.

One inspector noted:

“The case manager clearly completes work aimed at reducing the potential risk of harm to others in line with the assessment and plan. The focus is on anger management (acknowledged during the disposal as a priority), knife crime awareness and an understanding of the impact offending has on others. The young person fully adheres to the conditions, engages well and evidently forms a good relationship with the case manager”.

3.4 Joint working	Good
Joint working with the police supports the delivery of high-quality, personalised and coordinated services.	

The out-of-court disposal process and the use of community resolutions are currently being reviewed by the CYPJS and the police. An inspector observed the out-of-court disposal panel, which included representatives from the police and the CYPJS. Although the decisions were not based on an assessment, they used screening information from other agencies, and intelligence from the police. Those who received a youth caution or youth conditional caution went on to have an assessment completed, and these cases were the ones that were inspected. There was suitable cooperation between the partners present, and this standard was judged as ‘Good’.

The recommendations made by the CYPJS were appropriate and proportionate in all but one case, and they considered the child or young person’s understanding of the offence and their acknowledgement of responsibility in 79 per cent of cases. There was evidence that they had made a positive contribution to determining the disposal in all of the cases.

In 75 per cent of cases, case managers had ensured that the child or young person, and their parents/carers, understood the implications of receiving an out-of-court disposal.

In 96 per cent of cases, the rationale for disposal decisions was appropriate and clearly recorded. Overall, 92 per cent of the cases showed that the CYPJS’s recommendations had been well informed, analytical and personalised to the child or young person, and therefore supported joint decision-making.

Of the cases that required case managers to report on progress to the police, only 29 per cent had been completed in a timely manner. This suggests that case managers are not aware that feedback is required, and there is no process in place to support them. In nearly all cases, staff had given sufficient attention to compliance with, and enforcement of, the conditions. Overall, 79 per cent of cases showed that the CYPJS worked effectively with the police in implementing the out-of-court disposal.

Summary

Strengths:

- Assessments and planning regarding supporting desistance and risk of harm to others are outstanding.
- Implementation and delivery in relation to reducing risk of harm to others is outstanding.
- Sufficient focus has been given to developing and maintaining an effective working relationship with the child or young person and their parents/carers.
- Case managers ensure that the child or young person, and their parents/carers, understand the implications of receiving an out-of-court disposal.
- There is good cooperation between the partners present at the out-of-court disposal panel.

Areas for improvement:

- The out-of-court decision-making process is based on a screening tool, rather than an assessment of the child.
- Cases for which a 'mini' AssetPlus has been completed are not of the same standard as those that have received a full assessment.
- Assessing and planning regarding a child or young person's safety and wellbeing are not carried out to the same high standard as those for supporting desistance or reducing the risk of harm to others.
- The wishes and views of victims are not taken into account prior to the out-of-court disposal panel – although they are considered subsequently when plans are drawn up.
- Case managers are not reporting progress to the police on the cases that require it.

Annex 1 – Methodology

The inspection methodology is summarised below, linked to the three domains in our standards framework. Our focus was on obtaining evidence against the standards, key questions and prompts in the framework.

Domain one: organisational delivery

The YOS submitted evidence in advance, and the Strategic Director for Social Care and Education delivered a presentation covering the following areas:

- How do organisational delivery arrangements in this area make sure that the work of your YOS is as effective as it can be, and that the life chances of children and young people who have offended are improved?
- What are your priorities for further improving these arrangements?

During the main fieldwork phase, we conducted 41 interviews with case managers, asking them about their experiences of training, development, management supervision and leadership. Various meetings and focus groups were then held, allowing us to triangulate evidence and information. In total, we conducted 14 meetings, either face to face or by telephone.

Domain two: court disposals

We completed case assessments over a one-week period, examining case files and interviewing case managers. Sixty per cent of the cases selected were those of children and young people who had received court disposals six to nine months earlier, enabling us to examine work in relation to assessing, planning, implementing and reviewing. Where necessary, interviews with other people closely involved in the case also took place.

We examined 35 post-court cases. The sample size was set to achieve a confidence level of 80 per cent (with a margin of error of 5), and we ensured that the ratios in relation to gender, sentence or disposal type, risk of serious harm, and risk to safety and wellbeing classifications matched those in the eligible population.

Domain three: out-of-court disposals

We completed case assessments over a one-week period, examining case files and interviewing case managers. Forty per cent of cases selected were those of children and young people who had received out-of-court disposals three to five months earlier. This enabled us to examine work in relation to assessing, planning, implementing and joint working. Where necessary, interviews with other people closely involved in the case also took place.

We examined 24 out-of-court disposals. The sample size was set to achieve a confidence level of 80 per cent (with a margin of error of 5), and we ensured that the ratios in relation to gender, sentence or disposal type, risk of serious harm, and risk to safety and wellbeing classifications matched those in the eligible population.

Annex 2 – Inspection results

In this inspection, we conducted a detailed examination of a sample of 35 post-court cases and 24 out-of-court disposals. In each of those cases, we inspected against four standards: assessment, planning, implementation and delivery, and reviewing. Within each standard, inspectors answered a number of key questions about different aspects of quality, including whether there was sufficient analysis of the factors related to offending; the extent to which young offenders were involved in assessment and planning; and whether enough was done to assess the level of risk of harm posed – and to manage that risk.

To score an 'Outstanding' rating for the sections on court disposals or out-of-court disposals, 80 per cent or more of the cases we analyse have to be assessed as sufficient. If between 65 per cent and 79 per cent are judged to be sufficient, then the rating is 'Good', and if between 50 per cent and 64 per cent are judged to be sufficient, then a rating of 'Requires improvement' is applied. Finally, if less than 50 per cent are sufficient, then we rate this as 'Inadequate'.

The rating at the standard level is aligned to the lowest banding at the key question level, recognising that each key question is an integral part of the standard. Therefore, if we rate three key questions as 'Good' and one as 'Inadequate', the overall rating for that standard is 'Inadequate'.

Lowest banding (key question level)	Rating (standard)
Minority: <50%	Inadequate
Too few: 50–64%	Requires improvement
Reasonable majority: 65–79%	Good
Large majority: 80%+	Outstanding

Additional scoring rules are used to generate the overall YOT rating. Each of the 12 standards are scored on a 0–3 scale in which 'Inadequate' = 0; 'Requires improvement' = 1; 'Good' = 2; and 'Outstanding' = 3. Adding these scores produces a total score ranging from 0 to 36, which is banded to produce the overall rating, as follows:

- 0–6 = Inadequate
- 7–18 = Requires improvement
- 19–30 = Good
- 31–36 = Outstanding.

1. Organisational delivery

Standards and key questions	Rating
<p>1.1. Governance and leadership</p> <p>The governance and leadership of the YOS supports and promotes the delivery of a high-quality, personalised and responsive service for all children and young people.</p> <p>1.1.1. Is there a clear local vision and strategy for the delivery of a high-quality, personalised and responsive service for all children and young people?</p> <p>1.1.2. Do the partnership arrangements actively support effective service delivery?</p> <p>1.1.3. Does the leadership of the YOS support effective service delivery?</p>	Requires improvement
<p>1.2. Staff</p> <p>Staff within the YOS are empowered to deliver a high-quality, personalised and responsive service for all children and young people.</p> <p>1.2.1. Do staffing and workload levels support the delivery of a high-quality, personalised and responsive service for all children and young people?</p> <p>1.2.2. Do the skills of YOS staff support the delivery of a high-quality, personalised and responsive service for all children and young people?</p> <p>1.2.3. Does the oversight of work support high-quality delivery and professional development?</p> <p>1.2.4. Are arrangements for learning and development comprehensive and responsive?</p>	Good
<p>1.3. Partnerships and services</p> <p>A comprehensive range of high-quality services is in place, enabling personalised and responsive provision for all children and young people.</p> <p>1.3.1. Is there a sufficiently comprehensive and up-to-date analysis of the profile of children and young people, to ensure that the YOS can deliver well-targeted services?</p> <p>1.3.2. Does the YOS partnership have access to the volume, range and quality of services and interventions to meet the needs of all children and young people?</p>	Outstanding

- 1.3.3. Are arrangements with statutory partners, providers and other agencies established, maintained and used effectively to deliver high-quality services?

1.4. Information and facilities	Requires improvement
Timely and relevant information is available and appropriate facilities are in place to support a high-quality, personalised and responsive approach for all children and young people.	
1.4.1. Are the necessary policies and guidance in place to enable staff to deliver a quality service, meeting the needs of all children and young people?	
1.4.2. Does the YOS's delivery environment(s) meet the needs of all children and young people and enable staff to deliver a quality service?	
1.4.3. Do the information and communication technology (ICT) systems enable staff to deliver a quality service, meeting the needs of all children and young people?	
1.4.4. Is analysis, evidence and learning used effectively to drive improvement?	

2. Court disposals

Standards and key questions	Rating and % yes
2.1. Assessment	Outstanding
Assessment is well-informed, analytical and personalised, actively involving the child or young person and their parents/carers.	
2.1.1. Does assessment sufficiently analyse how to support the child or young person's desistance?	89%
2.1.2. Does assessment sufficiently analyse how to keep the child or young person safe?	86%
2.1.3. Does assessment sufficiently analyse how to keep other people safe?	91%
2.2. Planning	Outstanding
Planning is well-informed, holistic and personalised, actively involving the child or young person and their parents/carers.	

2.2.1. Does planning focus sufficiently on supporting the child or young person's desistance?	94%
2.2.2. Does planning focus sufficiently on keeping the child or young person safe?	81%
2.2.3. Does planning focus sufficiently on keeping other people safe?	82%

2.3. Implementation and delivery	Good
High-quality, well-focused, personalised and coordinated services are delivered, engaging and assisting the child or young person.	

2.3.1. Does the implementation and delivery of services effectively support the child or young person's desistance?	97%
2.3.2. Does the implementation and delivery of services effectively support the safety of the child or young person?	77%
2.3.3. Does the implementation and delivery of services effectively support the safety of other people?	74%

2.4. Reviewing	Requires improvement
Reviewing of progress is well-informed, analytical and personalised, actively involving the child or young person and their parents/carers.	

2.4.1. Does reviewing focus sufficiently on supporting the child or young person's desistance?	71%
2.4.2. Does reviewing focus sufficiently on keeping the child or young person safe?	67%
2.4.3. Does reviewing focus sufficiently on keeping other people safe?	60%

3. Out-of-court disposals

Standards and key questions	Rating and % yes
<p>3.1. Assessment</p> <p>Assessment is well-informed, analytical and personalised, actively involving the child or young person and their parents/carers.</p>	Good
<p>3.1.1. Does assessment sufficiently analyse how to support the child or young person's desistance?</p>	83%
<p>3.1.2. Does assessment sufficiently analyse how to keep the child or young person safe?</p>	67%
<p>3.1.3. Does assessment sufficiently analyse how to keep other people safe?</p>	83%
<p>3.2. Planning</p> <p>Planning is well-informed, holistic and personalised, actively involving the child or young person and their parents/carers.</p>	Good
<p>3.2.1. Does planning focus sufficiently on supporting the child or young person's desistance?</p>	88%
<p>3.2.2. Does planning focus sufficiently on keeping the child or young person safe?</p>	75%
<p>3.2.3. Does planning focus sufficiently on keeping other people safe?</p>	81%
<p>3.3. Implementation and delivery</p> <p>High-quality, well-focused, personalised and coordinated services are delivered, engaging and assisting the child or young person.</p>	Good
<p>3.3.1. Does service delivery support the child or young person's desistance?</p>	75%
<p>3.3.2. Does service delivery effectively support the safety of the child or young person?</p>	65%
<p>3.3.3. Does service delivery effectively support the safety of other people?</p>	81%
<p>3.4. Joint working</p> <p>Joint working with the police supports the delivery of high-quality, personalised and coordinated services.</p>	Good

- | | |
|--|-----|
| 3.4.1. Are the YOT's recommendations sufficiently well-informed, analytical and personalised to the child or young person, supporting joint decision-making? | 92% |
| 3.4.2. Does the YOT work effectively with the police in implementing the out-of-court disposal? | 79% |

Annex 3 – Glossary

Adverse Childhood Experiences	A study which demonstrated an association of childhood traumas with health and social problems across the lifespan, and has led to a number of specific projects being developed
AssetPlus	Assessment and planning framework tool developed by the Youth Justice Board for work with children and young people who have offended, or are at risk of offending, that reflects current research and understanding of what works with children
CAMHS	Child and Adolescent Mental Health Service
Community resolution	Used in low-level, often first-time, offences where there is informal agreement, often also involving the victim, about how the offence should be resolved. Community resolution is a generic term; in practice, many different local terms are used to mean the same thing
Court disposals	The sentence imposed by the court. Examples of youth court disposals are referral orders, youth rehabilitation orders, and detention and training orders.
Child sexual exploitation	A type of child abuse that occurs when a child or young person is encouraged, forced or manipulated to take part in sexual activity for something in return – for example, gifts, drugs, alcohol or emotional attention
Criminal exploitation	This occurs when the children or young people is exploited, forced or coerced into committing crimes
Desistance	The cessation of offending or other antisocial behaviour
Detention and training order	Prison sentence for a child or young person. The length is specified by the court, and the child or young person is placed in either a secure children's home (SCH), secure training centre (STC) or young offenders institution. The placement is dependent upon age and vulnerability. The detention and training order will have both custodial and community elements, when the child or young person will be released on licence
Enforcement	Action taken by a case manager in response to a child or young person's failure to comply with the actions specified as part of a community sentence or licence. Enforcement can be punitive or motivational

Education, training and employment	Work to improve learning, and to increase future employment prospects
First-time entrant	A child or young person who receives a statutory criminal justice outcome (youth caution, youth conditional caution or conviction) for the first time
Local authority	YOTs are often a team within a specific local authority
MAPPA	Multi-Agency Public Protection Arrangements: where probation, police, prison and other agencies work together locally to manage offenders who pose the highest risk of harm to others. Level 1 is single agency management, where the risks posed by the offender can be managed by the agency responsible for the supervision or case management of the offender. Levels 2 and 3 require active multi-agency management
Out-of-court disposal	The resolution of a normally low-level offence, where it is not in the public interest to prosecute, through a community resolution, youth caution or youth conditional caution
Personalised	A personalised approach is one in which services are tailored to meet the needs of individuals, giving people as much choice and control as possible over the support they receive. We use this term to include diversity factors
Risk of serious harm	Term used in AssetPlus. All cases are classified as presenting either a low, medium, high or very high risk of serious harm to others. HMI Probation uses this term when referring to the classification system, but uses the broader term 'risk of harm' when referring to the analysis which should take place in order to determine the classification level. This helps to clarify the distinction between the probability of an event occurring and the impact/severity of the event. The term 'risk of serious harm' only incorporates 'serious' impact, whereas using 'risk of harm' enables the necessary attention to be given to those young offenders for whom lower impact/severity harmful behaviour is probable
Referral order	A restorative court order which can be imposed when the child or young person appearing before the court pleads guilty, and whereby the threshold does not meet a youth rehabilitation order
Safeguarding	A wider term than child protection, and involves promoting a child or young person's health and development, and ensuring that their overall welfare needs are met

Safety and wellbeing	AssetPlus replaced the assessment of vulnerability with a holistic outlook of a child or young person's safety and wellbeing concerns. It is defined as "...those outcomes where the young person's safety and wellbeing may be compromised through their own behaviour, personal circumstances or because of the acts/omissions of others" (AssetPlus Guidance, 2016)
Youth caution	A caution accepted by a child following admission to an offence where it is not considered to be in the public interest to prosecute the offender
Youth conditional caution	As for a youth caution, but with conditions attached that the child is required to comply with for up to the next three months. Non-compliance may result in the child being prosecuted for the original offence
YOT/YOS	Youth offending team: the term used in the <i>Crime and Disorder Act 1998</i> to describe a multi-agency team that aims to reduce youth offending. YOTs are known locally by many titles, such as youth justice service (YJS), youth offending service (YOS) and other generic titles that may illustrate their wider role in the local area in delivering services for children
Youth rehabilitation order	Overarching community sentence to which the court applies requirements (e.g. supervision requirement, unpaid work, etc.)
YJB	Youth Justice Board: government body responsible for monitoring and advising ministers on the effectiveness of the youth justice system. Providers of grants and guidance to the youth offending teams



Her Majesty's
Inspectorate of
Probation

HM Inspectorate of Probation
1 Bridge Street West
Civil Justice Centre
Manchester
M3 3FX