

CABINET

22 NOVEMBER 2011

Title: Youth Offending Service Inspection, July 2011	
REPORT OF THE CABINET MEMBER FOR CRIME, JUSTICE AND COMMUNITIES	
Open report	For Information
Wards Affected: None	Key Decision: No
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Accountable Director: Anne Bristow, Corporate Director of Adult and Community Services	
Summary: <p>Her Majesty's Inspectorate of Probation (HMIP) is running Core Case Inspections on every Youth Offending Service (YOS) in England and Wales. This programme entails visits to all Youth Offending Services over a three-year period which started in April 2009. Its primary purpose is to assess the quality of practice against published criteria, in relation to assessment, interventions and outcomes.</p> <p>As the inspection regime nears its end, London is one of the final regions to be inspected. Barking and Dagenham's YOS was inspected in July, and received a very good result, with the lead inspector rating the result as creditable (compared to 'disappointing' for some other London boroughs) and with the score for 'reducing the likelihood of re-offending' being one of the best in the country. Currently, B&D has the highest scoring YOS in the London Region. These results were published publicly on 12th October 2011. A copy of the HMIP Inspection Report is attached at Appendix 1.</p> <p>At the same time as HMIP were inspecting the YOS, CQC reviewed the delivery against health needs for young offenders. The findings suggest that whilst some services are in place for the health needs of young offenders, more focus needs to be given by Health Services in terms of supporting the YOS and the general health needs of young offenders. This is being addressed via a specific public health Needs Assessment and the YOS Chief Officers' Group (YOS COG). A copy of the letter is attached at Appendix 2.</p>	
Recommendation(s) The Cabinet is recommended to note the contents of the report.	
Reason(s) The Inspection ranked the YOS as creditable and recognises the work that Barking and Dagenham is doing to change outcomes for young people who are offending or who are at risk, and safeguarding the public.	

1. Introduction and Background

1.1 The Youth Offending Service (YOS)

The role of the Barking and Dagenham Youth Offending Team is to prevent offending by young people at risk of offending and social exclusion and reduce re-offending of those within the Criminal Justice System. The YOS has a specific public protection role.

1.1.1 The Youth Offending Team is a multi-agency partnership service comprising staff from Local Authority, police, probation, education, CRI Subwise, CAMHS and Connexions. It works closely with young offenders and their parents or carers as well as with court, other criminal justice agencies and other organisations or groups that support young people and recognise the unique value and contribution that they make to society.

1.1.2 The Team is committed to the following outcomes:

- To prevent offending by children and young people
- To reduce re-offending of those in the criminal justice system
- To improve victim satisfaction
- To work with the local crime reduction strategy to reduce youth crime
- To achieve these outcomes irrespective of the ethnic origin, gender, religion, disability or sexuality of service users

1.4 The Inspection Process

Her Majesty's Inspectorate of Probation (HMIP) is conducting a three year inspection of all 157 Youth Offending Services (YOS) in England and Wales. This programme started in April 2009 and will be completed by April 2012. The London Region is one of the last to be inspected from June – December 2011. In the week commencing 18th July, Her Majesty's Inspectorate of Probation (HMIP) conducted a Core Case Inspection of Barking and Dagenham's Youth Offending Service (YOS).

1.4.1 The results of 116 YOS inspections have been published; 7 of these are London Boroughs (and include Barking and Dagenham). The results of 40 other inspections are forthcoming; 25 of these will be London Boroughs.

1.4.2 The inspections are based entirely around detailed case audits, with HMIP randomly selecting a number of cases. Inspectors focus on three main areas:

- Safeguarding
- Reducing risk of Harm
- Reducing Likelihood of Reoffending

These areas are awarded a percentage score, and that percentage score is allocated to one of the following bands according to the amount of changes required:

- Minimum
- Moderate
- Substantial
- Drastic

1.4.3 At present, the average scores nationally and regionally are as follows:

	England & Wales Average	London Region Average
Safeguarding	68%	58%
Risk of Harm	63%	52.5%
Risk of Reoffending	71%	66%

2. Barking and Dagenham YOS Results

2.1 HMIP randomly selected 38 cases to inspect. Three inspectors then visited the YOS for four days, carrying out an interview with each allocated YOS Practitioner. Our overall results are as follows:

	Score	Changes Required
Safeguarding	75%	Minimum
Risk of Harm	65%	Moderate
Risk of Reoffending	86%	Minimum

More detailed scores of connected areas are show below:

2.1.1 Assessment and Planning

Risk of Harm to Others	64%
Likelihood of Reoffending	84%
Safeguarding	81%
Overall	80%

2.1.2 Interventions

Protecting the Public by Minimising Risk of Harm to Others	72%
Reducing the Likelihood of Reoffending	90%
Safeguarding the child or young person	83%
Overall	82%

2.1.3 Outcomes

Achievement of Outcomes	74%
Sustaining Outcomes	91%
Overall	78%

- 2.2 These scores are exceptionally high, and show an excellent return for the Borough's YOS. In comparison with London so far, they are the **highest achieved**. Inspectors of the YOS said:

"We found the YOS staff group to be enthusiastic and committed to working with the children and young people they were responsible for. The YOS was reaping the benefits of its investment in developing staff through an internal apprenticeship scheme, which had given career opportunities to those who had worked as volunteers or sessional staff."

- 2.3 Additionally, John Drew, Chief Executive of the Youth Justice Board, wrote to the Director and the Borough's YOS:

*"Please accept my congratulations on your excellent Core Case Inspection result. London is a hard place to work in a YOT for a great many reasons, and as you are probably aware yours is the **strongest result yet in London**. There are many more Inspections to be completed but I'm confident you will still find yourselves in the top echelon of YOTs. Well done!"*

- 2.4 The Borough's YOS has made radical changes to both staffing structure and risk management/case planning mechanisms over the last year and this approach is reflected in the overall result of the inspection.

- 2.5 The restructure of the case management team has meant that cases are now managed end-to-end by staff. This allows for previously specialist work such as Pre-Sentence Reports, Intensive Supervision and Surveillance, and Detention and Training Orders to be merged within the caseload of all workers.

- 2.6 The re-commissioning of prevention services has led to cost savings and efficiencies: the new service is designed for both pre- and post-sentence interventions, which should further reduce both first time entrants and re-offending.

- 2.7 The restructure also allows for a far greater focus on supervision by the new Principal Practitioners. Weekly case planning meetings are now held for all cases with a Vulnerability Management Plan and/or Risk Management Plan, and are chaired jointly by two Operations Managers, with both Practitioners and Partnership staff in attendance. These systems also deliver more effective oversight on compliance and enforcement procedures.

- 2.8 As these results suggest, these changes are having a positive effect on the work of the YOS and outcomes for young offenders.

- 2.9 A plan is currently being drafted, in response to the Inspectors' four recommendations, for submission to HMIP in November. A draft will be available in due course.

2.10 Recommendations for Improvement

HMIP have recommended four changes to ensure that in a higher proportion of cases:

- (a) a timely and good quality assessment and plan, using Asset, is completed when the case starts;

- (b) specifically, a timely and good quality assessment of the individual's *Risk of Harm to Others* and vulnerability is completed at the start, as appropriate to the specific case;
- (c) cases that meet Multi-Agency Public Protection Arrangements (MAPPA) criteria are correctly and consistently identified, and then referred or notified to MAPPA in accordance with national guidance; and
- (d) there is regular and effective oversight by management, especially of screening decisions, that is clearly recorded within the case record, as appropriate to the specific case.

2.11 Inspection of Health

2.11.1 During the course of the HMIP assessment, the Care Quality Commission (CQC) carried out a brief inspection at Barking & Dagenham YOS, with the intention of reviewing the PCT's contribution to the YOS and following up a number of the general issues outlined in the publication 'Actions Speak Louder.' The main strengths identified were:

- (a) the quality of the YOS parenting workers;
- (b) the quality of the sexual health programmes, which the YOS has developed independently of the PCT;
- (c) the life skills courses for young people living independently or semi-independently;
- (d) effective joint working among Substance Misuse and the parenting workers in identifying who may benefit from programmes;
- (e) the case practitioners and Substance Misuse workers that have been 'Young People Friendly' trained have good general sexual health awareness;
- (f) case practitioners have a good understanding and are confident in initiating Common Assessment Frameworks to secure assistance for vulnerable young people on the end of statutory orders;
- (g) the YOS is well represented and is an active member of a number of strategic partnerships enabling them to influence commissioning and service provision;
- (h) the redefined commissioning arrangements, which are now integrated with Borough-wide commissioning arrangements;
- (i) the full case reviews on closure of a case, which ensure that any outstanding needs are being met by relevant services.

2.11.2 Areas for improvement were, however, highlighted in a series of recommendations:

- (a) there should be overarching clarity by the Commissioning services on the management (especially the disclosure) of information to ensure consistent practice is employed amongst the YOT partners. This would ensure that the health and well-being (including safeguarding) of the child is central;
- (b) health professionals should input into court training to enhance understanding of the needs of CYP and how these can be best facilitated within the Criminal Justice System;
- (c) joint working should be encouraged between health partners to ensure a holistic service is delivered to CYP to meet their needs;
- (d) case Practitioners should have access to health professionals to assist/advise them on assessing the health needs of CYP and ensuring appropriate referrals are made to agencies or community services;

- (e) there should be specific or formal monitoring of how health services relate to offending behaviour or re-offending;
- (f) health practitioners should monitor ASSET scores below their referral criteria to identify unidentified need.

2.11.3 The CQC made clear that the PCT, as a statutory partner of the YOS Management Board, is obliged to take an active interest in promoting and securing health services and ensuring service delivery to YOS CYP, and criticised the PCT for being “*an absent partner in the planning, review and delivery of health provision within the YOS, including the development of healthy eating and sexual health programmes.*”

2.11.4 The PCT have agreed to three main steps to increasing their involvement:

- (a) a needs assessment of young offenders within the YOS will be conducted, potentially involving Public Health. This will mean including it within the broader JSNA being undertaken at present.
- (b) a review of current commissioned health provision contracts to determine ownership, quality assurance and the inclusion of risk mitigation measures such as the maintenance of services in the event of staff leaving or being absent will be undertaken.
- (c) service specifications with the YOS will be developed. These should include clear outcome measures and governance arrangements relating to the sharing of information between parties to ensure safeguarding is at the forefront of their work with CYP and their families.

2.12 Looking Forward

The work of the YOS to date and the health needs of offenders are being addressed through the refresh of the Joint Strategic Needs Assessment (JSNA). A plan to address all areas identified for improvement is being drafted for submission to HMIP in November, which will then be monitored by the Youth Justice Board and Community Safety Partnership.

3. **Options Appraisal**

3.1 As this report is for information there is no options appraisal

4. **Consultation**

4.1 As this report is for information there has been no widescale consultation. Comments have been sought from the Police and Health in terms of the outcomes of the Inspections and in terms of action planning for improvement.

5. **Financial Implications**

Implications completed by: Ruth Hodson, Group Manager ACS Financial Services

5.1 In terms of financial implications the biggest impact on the broader public purse relates to reoffending. With a score of 86% it is evident that the YOS is impacting on this area and that young people are supported away from offending and into more positive lives.

- 5.2 The YOS total gross budget for YOS in 2011/12 is £2,258,031, which consists out of the LBBD base budget allocation of 1,547,384 and income from various sources of £710,647.

6. Legal Implications

Implications completed by: Fiona Taylor, Group Manager Safeguarding Law

- 6.1 Section 17 of the Crime and Disorder Act 1998 places a duty on councils to do all they reasonably can to reduce crime and disorder locally working with our partner agencies. The duty gives a focus on how councils' delivery of core services can make a significant difference to crime reduction and in particular young people's services. This report details Her Majesty's Inspection of Youth Services nationally and focuses on the results of the B&D inspection in July of this year. The Department of Health reviewed the work of health services in relation to the youth offending cohort and identified gaps in service provision will be addressed through the Joint Strategic Needs Assessment (JSNA) which is a statutory document produced in accordance with the Local Government & Public Involvement in Health Act 2007 and which will inform the business planning processes for services for the council and its health partners going forward.

7. Other Implications

7.1 Risk Management

The Youth Offending Services operates a risk management approach. Risk considers the risk to the community as well as the risk of harm to the offender. Risk is reviewed under the new YOS systems regularly. Regular supervision of cases helps to manage this risk and the quality of casework has been recognised in this inspection.

7.2 Contractual Issues

There are no contractual issues relating to this report

7.3 Staffing Issues

There are no staffing issues relating to this report, though the Inspectors recognise the dedication and efficacy of YOS staff.

7.4 Customer Impact

In terms of service delivery the YOS delivers a service primarily to young people as service users. At the same time in terms of victims and those who live in fear of crime the service impacts on all areas of our community and sometimes on our most vulnerable. The positioning of the YOS within ACS ensures that the impact of young offenders' behaviour on the wider community is acknowledged at the same time as a statutory children's service is delivered.

Nationally, over-representation of BME groups in the youth justice system has caused concern work fairly and effectively with BME offenders. Further analysis at a local level is required on the difference in demographics of youth offenders and the disposals used. This is needed to ascertain whether there are any differences in the demography for those who have further action taken against them and those that have not.

The Borough's changing demographic is critical: an increase in the number of young people residing in the Borough and a reduction in the Borough's number of FTEs

(people in Full-Time Employment) is expected over the next 10 years. This will require a continued focus through policing and preventative initiatives. A reduction in funding now would increase the risk of the unintended consequence that more crime could occur in the medium term, with the costs likely to outweigh any short term savings. The Joint Strategic Needs Assessment has recognised a need to undertake an analysis of young offenders and pre-court disposals to ascertain whether there is over-representation of young people from Black and Minority Ethnic (BME) backgrounds locally.

7.5 Safeguarding Children

The Youth Offending Service safeguards those children who are most at risk in terms of criminogenic behaviour and who also pose a risk to the community. It aims to divert those at risk away from criminality and to prevent re-offending of those who do enter the criminal justice system. The YOS score for safeguarding children was above the national average and minimum improvement is needed. The Report mentions that training around Multi-Agency Public Protection Arrangements (MAPPA) would be beneficial and will be included in the brief response plan.

7.6 Health Issues

At the same time as the YOS Inspection a thematic inspection of the contribution of Health was undertaken. The report of the Inspector is attached at Appendix 2. It is suggested that whilst YOS officers address mental health and substance misuse by young offenders there is a gap in provision in terms of assessing and addressing general health. This is being addressed through the Joint Strategic Needs Assessment and YOS Chief Officers' Group. The JSNA has advised that:

- Services such as Child and Adolescent Mental Health and Drugs Services are safeguarded and included within the YOS model, as part of the Multi-Agency Locality Teams.
- A strong focus on prevention is built and maintained

7.7 Crime and Disorder Issues

Section 17 of the Crime and Disorder Act places a statutory duty on the Council and partners to jointly address the needs of young offenders as detailed at Section 6 (Legal Implications) above. The provision of YOS Services discharges that duty.

List of appendices:

Appendix 1: Full HMIP Report on the YOS Inspection

Appendix 2: Full CQC Recommendations Letter

Appendix 3: HMIP's Press Release