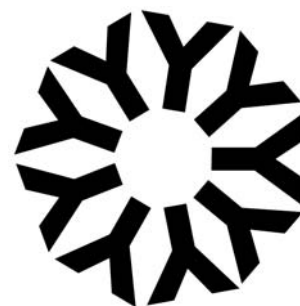


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Joint Inspection of Youth Offending Teams of England and Wales

Report on:
Greenwich
Youth Offending Service

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Foreword

The inspection of Greenwich YOS was conducted in the third phase of the inspection of Youth Offending Teams across England and Wales. We found a committed and positive staff team, with a capable YOS manager who had been in post for 15 months following a period of approximately two years when there had been no-one appointed to this post. This lengthy vacancy had resulted in a number of procedural gaps and disorganised practices which were likely to take equally as long to put right. The service had moved forward significantly, but still had some distance to go.

The YOS enjoyed good working relationships with a range of partners and focused firmly on reducing crime and safeguarding children and young people. There was still some work to be done in regaining appropriate attendance at the Strategic Management Board but the development of this important group was well in hand. However, the profile of the YOS across the authority was still not as high as it might be, despite the efforts of the Chair of the Board and it is to be hoped that the implementation of the recommendations from this inspection will assist that development further.

We were pleased with the quality of work being undertaken in the courts and the much improved working relationships that had been fostered as a result. However, more attention needed to be given to the Risk of Harm assessments in pre-sentence reports. The quality of supervision plans also required improvement. Outcomes of the work undertaken should be evaluated and the results used to inform future practice.

Overall we felt that the Greenwich YOS was reasonably placed to address the issues raised by the inspection. This report contains a number of recommendations which we believe will assist the team in consolidating its existing work and continuing to make progress.

Andrew Bridges
HM Chief Inspector of Probation

April 2007

Fieldwork for this inspection was undertaken in November 2006.

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Glossary

ACPC	Area Child Protection Committee
APA	Annual Performance Assessment
ASB	Antisocial behaviour
ASBO	Antisocial behaviour order
Asset	Assessment tool developed by the Youth Justice Board
CAMHS	Child and Adolescent Mental Health Service
CDRP	Crime and Disorder Partnership
CPA	Comprehensive Performance Assessment
CRB	Criminal Records Bureau
CSCI	Commission for Social Care Inspection
DAAT	Drug and Alcohol Action Team
DTO	Detention and training order
Estyn	HM Inspectorate for Education and Training in Wales
ETE	Employment, Training and Education
HMI Prisons	HM Inspectorate of Prisons
HMI Probation	HM Inspectorate of Probation
HMIC	HM Inspectorate of Constabulary
ISP	Initial supervision plan
ISSP	Intensive Supervision & Surveillance Programme
IT	Information Technology
JAR	Joint Area Review
LCJB	Local Criminal Justice Board
LSC	Learning and Skills Council
MAPPA	Multi-Agency Public Protection Arrangements
NACRO	National Association for the Care and Resettlement of Offenders
NEET	Not in Employment, Education or Training
Ofsted	Office for Standards in Education
PA	Personal adviser
PCEP	Professional Certificate of Effective Practice
PCT	Primary Care Trust
PPO	Prolific and Priority Offender
PRU	Pupil Referral Unit
PSR	Pre-sentence report
RAP	Resettlement and Aftercare Provision
RESET	A new programme which works with resettlement, ETE,

accommodation and family needs of all children and young people who receive DTO sentences.

RoH	Risk of Harm
ROTL	Release on Temporary Licence
SEN	Special Educational Need
SLA	Service level agreement
SMART	Specific, measurable, achievable, realistic and time-bounded
SMS	Short Messaging Service
SQUIFA	Screening Questionnaire Interview for Adolescents
SSIW	Social Services Inspectorate for Wales
SSR	Specific sentence report
WPI	Wales Programme for Improvement
YIP	Youth Inclusion Programme
YISP	Youth Inclusion Support Panel
YJB	Youth Justice Board
YOI	Youth Offenders Institution
YOS	Youth Offending Team

Introduction

The joint YOS inspection programme began in September 2003 and is the first full inspection programme to examine the work of the YOSs. The programme is being implemented in three phases and covers all 157 YOSs in England and Wales over a five year cycle.

This, the third phase of the inspection, started in September 2005 and includes all YOSs not previously inspected in phases one and two. Its methodology has been developed to complement that of the Joint Area Reviews of Children's Services in England, and inspections undertaken as part of the Wales Programme for Improvement, and of Youth Support Services under the Learning and Skills Act 2000 in Wales. Although the YOS programme remains a separate process in both England and Wales, inspections are conducted within a similar timeframe as these other inspection arrangements wherever possible, so that any areas of potential overlap or duplication can be rationalised and reduced.

The YOS inspection covers five core areas of work:

- ◆ management and partnership arrangements, including the role and functioning of the local Board
- ◆ work in the courts
- ◆ work with children and young people in the community
- ◆ work with children and young people subject to detention and training orders
- ◆ victims and restorative justice.

Findings from the YOS inspection inform not only the Joint Area Review but also the Corporate Assessment, Annual Performance Assessment and Comprehensive Performance Assessment in England, and in Wales inspections undertaken as part of the Wales Programme for Improvement and of Youth Support Services.

On conclusion of the inspection, the YOS is asked to prepare an action plan responding to the recommendations. Once agreed, the action plan is forwarded to the Youth Justice Board to monitor its implementation.

Overview

- ◆ The London Borough of Greenwich is in South-East London, England.
- ◆ Greenwich had a total population of 214,403 measured in the Census 2001. Of this population, 24.3% were aged 10-17 years at the time of the census. This figure was slightly higher than the average for England, which was 22.7%.
- ◆ Greenwich had a predominantly white population, 77.1%; this was lower than the average for England of 90.9%. The percentage of Asian or Asian British residents, 6.8%, was higher than the average for England of 4.6%. The percentage of Black or Black British residents, at 11.1%, was also higher than the English average of 2.3%.
- ◆ The level of employment in Greenwich, 57%, was slightly lower than the average for England of 60.9%. The level of unemployment, 5.4%, was correspondingly higher than the average for England of 3.4%.
- ◆ There were a higher percentage of students resident in Greenwich at the time of the census, both economically active and inactive, at 9.5% compared to 7.3% in England.
- ◆ Greenwich Borough Council was classified as a 3 star council in the Audit Commission's Comprehensive Performance Assessment 2005.
- ◆ The Youth Justice Board figures for youth offending for the period April 2004 to March 2005 show that 45.7 offences were committed per 1000 children and young people aged 10-17 years in Greenwich.
- ◆ The Youth Justice Board summary of overall YOS performance for April 2005-March 2006 awarded Greenwich YOS a performance level of 4.

Scoring summary

4: Excellent; 3: Good; 2: Adequate; 1: Inadequate.

	Section score
Management	2
Work in the courts	3
Work with children and young people in the community	2
Work with children and young people subject to detention and training orders	2
Victims and restorative justice	1

Overall assessment

Greenwich YOS was in the process of re-establishing itself after a lengthy period without a YOS manager. During this time a number of individuals had tried to bolster part of that role whilst at the same time carrying out their own full-time responsibilities. The YOS was located at one end of the borough and travel by public transport from the farthest part of the area could take up to two hours. The building was an old school and was very overcrowded and had generated some health and safety matters which despite having been raised, had not been addressed. This was rightly causing staff some concerns.

There were good working relationships with the court and in the preventative arena. Staff were very enthusiastic and supportive of each other. There was a need for more formal supervision and management oversight of cases, in order better to meet national standards and more importantly to improve the quality of the outcomes for children and young people.

We found evidence of good levels of contact with children and young people under supervision. The use of structured interventions such as 'Teen Talk' could be increased and the range of reparation placements, whilst acceptable, was limited.

Partnership working aimed at parents/carers had proved itself effective.

Diversity issues

Greenwich YOS presented itself as confident in its approach to diversity. Staff had received training and were able to articulate an individualised approach to assessment and planning which was largely borne out by the file inspection we conducted.

The inspection found that:

- ◆ there was a mixed staff group which reflected the local population to a good extent
- ◆ staff enjoyed easy access to interpreters and could give examples of their use
- ◆ the YOS was conducting a three month survey into sentencing patterns in the local court to explore whether there was bias in sentencing in relation to race. This was to be used with the courts once the results had been analysed
- ◆ there were good examples of reparation work linked appropriately to diversity. One young woman, whilst subject to a referral order had investigated the Stephen Lawrence murder, which had happened in the neighbourhood. She had developed part of a presentation about it which was on display in the YOS waiting area
- ◆ there was a Race Action Plan and this had been presented to the staff group and the Strategic Management Board in detail.

Key statistics

File reading statistic	YOS file read score	Average for phase 3.1 YOSs	Range for phase 3.1 YOSs	YJB targets
	(% cases)			
Initial assessment completed in accordance with national standards requirements: - timeliness	66%	79%	41-100%	100%
- adequate quality	61%	68%	36-93%	
Full Risk of Harm to others completed on relevant cases	87%	62%	0-100%	
Evidence of management oversight in Risk of Harm cases	20%	40%	0-100%	
Initial supervision plan meets the content requirements of national standards and contain specific, measurable, achievable, realistic and time-bounded objective	33%	27%	0-100%	100% ⁽¹⁾
Frequency of appointments arranged broadly conform to national standards, to the requirements of order/licence, and to any Risk of Harm considerations	81%	79%	45-100%	
Judgements about acceptability/unacceptability of absences are appropriate	79%	74%	40-100%	
Breach/recall action has taken place, if required, within the national standards timescale	56%	56%	0-100%	
No evidence of any criminal activity during the course of the order	83%	70%	6-48%	
Action taken for children considered vulnerable to harm from self and others was appropriate.	100%	82%	20-100%	
Action taken where there is evidence of educational difficulties is effective	71%	66%	33-100%	90% ⁽²⁾
Appropriate referrals are made in cases of:	20%	70%	0-100%	
- physical health				
- mental/emotional health	93%	70%	33-100%	100% ⁽³⁾
- substance misuse	80%	73%	33-100%	100% ⁽⁴⁾
Victim was consulted about restorative/reparative justice work with child or young person	45%	53%	13-84%	
Assessment of overall quality of pre-sentence reports	44%	50%	0-76%	

(1) Relates to detention and training plans

(2) In full-time Employment, Training and Education

(3) Child and Adolescent Mental Health Service referrals

(4) Screening and referrals

Key findings

- ◆ **Management** – Greenwich YOS was at a critical point in a journey of improvement. There had been a period of two years when there was no YOS manager. This resulted in the Strategic Management Board taking an operational role and in turn a number of partners either stopped attending or delegated their representation. Since the appointment of a YOS manager in August 2005 and a new Chair of the Strategic Management Board in April 2006, there had been a steady development in the business of the Board and in the YOS's operational performance. However, there were still some key partners who did not attend the Strategic Management Board or whose representative was not sufficiently senior and this required rectification if the Board was to achieve its proper strategic role and be credible in the borough.

The YOS manager had made many improvements in operations and in developing working relationships, policies and service level agreements, but there was still much to do. The operational management team was a combination of permanent and temporary individuals who, although supportive of each other, had not developed a shared culture or style and this in turn resulted in staff feeling differentially managed. There was inconsistent formal supervision and insufficient case scrutiny, so a number of key processes were not being consistently delivered.

- ◆ **Work in the courts** – Good relationships between the YOS and the youth court were described by both parties and again, it was clear that there had been recent progress, with better liaison after a period of insufficient contact and commitment. Pre-sentence reports, whilst favourably received by sentencers, needed to be improved in the areas of offence analysis and risk sections in particular.
- ◆ **Work with children and young people in the community** – The preventative projects appeared to be very thoroughly planned, delivered and demonstrated significant impact on first-time entrants to the criminal justice system. The borough was developing a new partnership structure for prevention and the YOS was well involved in this and had the potential to deliver considerable further benefits.

There were very good levels of engagement with those under supervision and staff demonstrated a real commitment to their work, but some of the activity lacked focus and reviews were not undertaken, meaning that progress was hard to identify.

- ◆ **Work with children and young people subject to detention and training orders** – There was a reasonable level of attendance at training plan meetings and reviews were conducted on discharge, with some success at following on work started in custody. The high number of detention and training orders in Greenwich, coupled with

high numbers in the secure estate generally meant that with more children and young people placed further away from their home, it had become harder for YOS workers to visit.

- ◆ ***Victims and restorative justice*** – Work with victims had not developed as it should and this was due in part to staffing changes and part-time arrangements. This had resulted in insufficient scope for direct personal contact to be made with victims in order to promote the benefits of more active levels of involvement.

Recommendations

The Chair of the Management Board should ensure that:

- ◆ an improvement plan is devised to address the following recommendations and forwarded to the lead inspector within four weeks of the publication of this report
- ◆ all partner organisations are reminded of the need to have an appropriate and regular presence at meetings
- ◆ the issues pertaining to the building, including the level of overcrowding and more urgently the health and safety concerns of the staff are fully discussed by the Board with a view to some remedial action being taken.

The YOS manager should ensure that:

- ◆ the operational management team undertake some appropriate training to assist them in acting consistently
- ◆ staff supervision takes place as defined in the YOS policy and that systematic case scrutiny is a key feature. All new staff undertake a comprehensive induction and training package to enable them to perform their role effectively and that the impact of this is evaluated so that improvements can be made
- ◆ there is an impact evaluation of all new policies and procedures that relate directly to practice, (e.g. risk policy) to satisfy the Board that staff are both familiar with and applying new requirements.

Partner organisations should ensure that:

- ◆ all contracts or service level agreements with the YOS are reviewed and updated annually
- ◆ seconded staff receive appropriate contact and support from their home agency
- ◆ the Primary Care Trust should ensure that it is properly represented at Strategic Management Board meetings.

The Metropolitan Police should ensure that:

- ◆ final warnings are delivered as per effective practice guidelines from the Youth Justice Board
- ◆ the protocol for seconded police officers is reviewed, updated, implemented and promoted amongst relevant staff
- ◆ it is properly represented at the Strategic Management Board meetings.

London Probation Area should undertake to:

- ◆ enable appropriate attendance at, and active contribution to the Strategic Management Board
- ◆ meet the statutory requirements of the Crime and Disorder Act 1998.

1. MANAGEMENT

1.1 Leadership

Key judgement:

- ◆ *The Management Board provides strategic oversight and direction, and coordinates the provision of youth justice services by the YOS and partner organisations.*

Greenwich YOS was located within the Children's Services Department of Greenwich Borough Council and the Strategic Management Board was chaired by the Senior Assistant Director, who line managed the YOS manager. The Board was in the process of re-establishing itself as a strategic group after a lengthy period of functioning mainly at an operational level due to the absence of a YOS manager.

Strengths:

- ◆ The Strategic Management Board had made good progress in re-establishing itself as a strategic group after a lengthy time of holding an operational focus.
- ◆ The Chair, who took on this position in April 2006 had a clear sense of where the Board needed to be by the end of 2007 and had made good progress towards that end. He was well supported in this by the YOS manager who regularly arranged training and information presentations to the Board to help those attending improve their strategic knowledge and understanding of their role and its context.
- ◆ The Chief Executive kept herself informed about the YOS via regular briefings from the Director of Children's Services, who line managed the Chair of the YOS Strategic Management Board. The Chief Executive also chaired some of the groups of which the YOS manager was a member.
- ◆ All members of the Board commented that there was a much improved business focus to meetings since the appointment of the current Chair.
- ◆ The Board Chair had a strong understanding of YOS issues having been involved as a member of the Board for some time before becoming Chair and through being line manager for the YOS manager.
- ◆ A YOS performance manager was developing the provision of information to the team and to the Strategic Management Board. Both groups were in the process of understanding how to make the best use of the information available.

- ◆ The YOS manager had ensured that the Board received performance data at every meeting and had also arranged for the YJB to give a presentation on performance issues, to assist the Board in understanding its proper role.
- ◆ The YOS manager was a member of a range of borough-wide strategic groups, including the Crime Prevention Partnership, the PPO Strategic Board and the DAAT which gave her access to Board members in other settings and the opportunity to promote the YOS agenda widely.

Areas for improvement:

- ◆ A number of key partners were not well represented on the Board, notably Probation and the PCT. Education had not been separately represented and this had been problematic, but a senior manager for education had recently been deployed to undertake this role.
- ◆ The Chair had made efforts to develop attendance with some success, but a further drive was urgently required to garner the proper make up of the group, so that it could meet its full potential.
- ◆ There were some important issues about the building, including matters of safety, which staff had raised with the authority but to which they had received no response. The Board should consider pursuing these issues.

1.2 Partnership and resources

Key judgement:

- ◆ *Partner organisations and the YOS work together to deter children and young people from offending.*

A range of protocols and agreements between the YOS and other organisations had been formulated. There were some innovative arrangements in place, such as the placing for several days per week for a year of a youth worker in the YOS to develop links with appropriate activities.

Strengths:

- ◆ Greenwich had just established a new Youth Crime Prevention Partnership across the local authority and the YOS featured significantly in this.
- ◆ There was an effective partnership between the YOS and the Kinara Centre which delivered parenting programmes.
- ◆ Overall, the Board members interviewed, considered that the profile of the YOS across the borough had been improving, but deserved to be further enhanced.

- ◆ The YOS provided the management of the YISP and were actively working on plans to expand its coverage.
- ◆ Staff seconded from the PCT received good clinical supervision from their parent organisation.
- ◆ The YOS manager was a member of the Children's Safeguarding Board.
- ◆ There was a YOS MAPPA policy which described what action must be taken in specific circumstances and an operational manager had responsibility for MAPPA liaison. Training in MAPPA had been provided.
- ◆ CAMHS had formal links with MAPPA, thus enabling its contribution to the discussions about the more serious RoH concerns regarding children and young people in the borough.
- ◆ There was a referral panel made up of volunteers who described the training and support they received as being very helpful and thorough.

Areas for improvement:

- ◆ Police secondees were not benefiting from contact with their service and the potential benefits of linkage between the YOS and the local police was being missed.
- ◆ There was a secondment agreement between the Metropolitan Police and the London YOSs but the seconded officers were not aware of it.
- ◆ The seconded probation officer was due to leave the YOS and London Probation Area were not intending to provide a further seconded officer, but simply the cash equivalent. This was inappropriate in that it deprived the YOS of some key skills and further diluted the relationship between the YOS and the probation service.

1.3 Staff supervision, development and training

Key judgement:

- ◆ *Positive outcomes for children and young people are enhanced by effective staff.*

Strengths:

- ◆ Since her appointment in August 2005, the YOS manager had worked hard at developing and implementing some systematic approaches to the work of the team. This had been successful to an extent, but a number of her plans had not yet fully implemented and lacked the necessary systems for progress to be clearly monitored.
- ◆ There was a supervision policy which identified frequency and an agenda for staff supervision.

- ◆ The majority of SLAs included procedures for the management of discipline and complaints.
- ◆ There were alternate team meetings or training inputs every Tuesday morning. These had included presentations on RoH and diversity.
- ◆ There was a training calendar for the year, so that staff could identify potentially beneficial courses in advance.
- ◆ All staff and managers presented as committed to and enthusiastic about their work. The most common response to the question: *“What is the best thing about working here?”* was *“the supportive and friendly people”*.
- ◆ There was a leaflet which described the complaints procedure and this was given to every child or young person who became involved with the YOS.
- ◆ A number of staff were undertaking or had completed the YJB’s Professional Certificate in Effective Practice.
- ◆ The panel of volunteers for referral orders stated that they had found the training and support they received both appropriate and helpful in enabling them to carry out their role.
- ◆ All staff and volunteers were CRB checked and cleared.

Areas for improvement:

- ◆ Staff did not receive regular supervision or appraisal and were unhappy about this.
- ◆ The operational management group, whilst providing a high level of informal support and case discussion as well as a duty manager rota, had not managed to establish a pattern of formal supervision as defined in the policy document. Whilst this gave them a reasonable level of information about those cases which caused the most concern, there was not the necessary detailed level of knowledge about or guidance of the overall work of each staff member for whom a manager had responsibility. This was identified in part as being due to the heavy external demands on their time, being involved in borough-wide groups at operational level.
- ◆ Few staff had benefited from a formal induction programme and many reported having learned about the IT system by talking to colleagues.
- ◆ Due to there being a number of part-time posts there was a lack of integration of some aspects of the teams work, not least between victim contact staff and reparation workers. Some recent recruitment provided an opportunity for some of these gaps to be bridged and accordingly for practice to be enhanced.

- ◆ Several members of staff commented that they could not make time available to benefit from the courses on the training calendar.

**Good
practice**

The YOS was the base for a borough-wide appropriate adult scheme that was managed by the Rainer Foundation. The coordinator was responsible for providing appropriate adult cover seven days per week from 7:00am until midnight. This was achieved by the recruitment, training and supervision of a group of volunteers who, once judged to be competent, were placed on a rota. This demonstrated a high commitment to a well managed project and provided children and young people with a high level of consistent support during a potentially difficult time.

OVERALL ASSESSMENT OF MANAGEMENT

This section is judged as adequate.

2.

WORK IN THE COURTS

Key judgement:

- ◆ *Good working relationships exist between the YOS and the local court.*

The local court served three boroughs, each with its own YOS. There was a lead justices' clerk with youth court responsibility, who was the liaison person for each of the YOSs and who had very recently become a member of the Greenwich Strategic Management Board.

Strengths:

- ◆ The working relationship between the court and the YOS was described as being very good by the lead justices' clerk for the youth court. There was recognition that the YOS had performed less well in recent times and that improvement had begun with the appointment of the current YOS manager.
- ◆ A detailed agreement between the YOS and the local court had been updated in 2006. In addition to this, there were a number of procedural guidelines covering stand-down reports and bail support matters.
- ◆ One operational manager took responsibility for court issues and so provided a consistent contact point.
- ◆ The lead justices' clerk was about to become a member of the YOS Senior Management Board and provided training on breach proceedings to the YOS.
- ◆ The YOS was represented at the youth court user group and was also invited to provide training input to magistrates. At the time of the inspection, plans were in hand to invite sentencers to the YOS office to meet with and hear from staff directly.
- ◆ There was an agreement between Greenwich YOS and the other two YOSs that shared the court building to ensure that there was always cover on Saturdays and bank holidays.
- ◆ Members of the administrative team attended court with YOS workers to collect results and ensure that all necessary information was available.

Key judgement:

- ◆ *Effective practice with children and young people who have offended is promoted by the work of the YOS within the courts.*

Strengths:

- ◆ There was a system to ensure that all children and young people who were sentenced or remanded for a PSR were spoken to, provided with information and given their first appointments before leaving court.
- ◆ In four of the five relevant cases when a child or young person was sent to custody, there was evidence that all the necessary documentation was available at court to be sent directly to the institution.

Areas for improvement:

- ◆ The provision of the first appointment at court was not routinely recorded in the case file.
- ◆ Children and young people sent into custody did not always know the name and contact details of their YOS worker and would benefit from being given a small contact details card at the first opportunity.

Key judgement:

- ◆ *Children and young people are safeguarded and the likelihood of their further offending reduced by the provision of appropriate services, including bail supervision and support programmes.*

Greenwich YOS had been unsatisfied with the remand management contract provided by NACRO and ended the contract with them in June 2006. This area of work was being dealt with by duty officers and duty managers until the new bail and remand officer started their employment. The provision of a quality service had been affected by this change and by a level of dependence on agency staff. Greenwich had permanently recruited to this position shortly before the inspection, but the development plans for this service had not yet been implemented.

Strengths:

- ◆ A safeguarding issue that had been identified in Asset was appropriately addressed in 82% (nine out of 11) of relevant reports.
- ◆ In 72% of the reports inspected the child or young person's maturity and ability to carry out and understand the proposed sentence was included.
- ◆ There was a custody panel, and a part of its remit was consideration on a weekly basis of all cases due to appear that week where custody was likely. PSR proposals were checked and thought given to

ensuring that all possible alternatives had been taken into account. The panel had not been running for long enough to demonstrate results at the time of the inspection.

Area for improvement:

- ◆ Improvement was needed in the reports' section which described the impact of the offence on the victim. This would then further develop the 61% of reports that did identify the child or young person's ability to understand the seriousness of the offence and the consequences of their actions.

Key judgement:

- ◆ *Courts are assisted in making informed decisions by the provision of good quality reports from the YOS.*

The YOS manager had ensured the development of a number of systems, such as PSR panels to improve the consistency and impact of the YOS's provision in court.

Strengths:

- ◆ The YOS had in place a process for both peer and managerial quality assuring of PSRs and were providing an increasing number of stand-down reports, for which a template had been developed to aid consistency.
- ◆ PSR proposals were discussed at allocation meetings to consider proportionality and consistency.
- ◆ A feedback form was attached to each PSR for completion by the sentencer, although better use needed to be made of the information gathered.
- ◆ The YOS was contributing to improving diversity practice in the court setting by monitoring sentencing practice over a three month period. This was designed to identify whether there was any apparent discriminatory sentencing happening.
- ◆ A series of information leaflets about different disposals had been developed to be given to children and young people and their parents/carers after the sentence.
- ◆ All of the PSRs inspected were found to be free from any discriminatory language or stereotypes.
- ◆ 88% (14 out of 16) of relevant reports had a proposal that was commensurate with the seriousness of the offence and in all but one of these, the proposal was followed by the court.

Areas for improvement:

- ◆ Most of the PSRs inspected were weak in terms of their RoH to others content and did not differentiate this from risk of reoffending.

- ◆ In ten of the reports reviewed, inspectors considered that there was insufficient attention paid to the impact of the offence on the victim.
- ◆ Just under half of the reports read 44%, (eight out of 18) were found to be insufficient in the offence analysis, being rather more descriptive than analytical and this may be an area for some training input.

OVERALL ASSESSMENT FOR WORK IN THE COURTS

This section is judged as good.

3. WORK WITH CHILDREN AND YOUNG PEOPLE IN THE COMMUNITY

3.1 Work with children and young people at risk of offending

Key judgement:

- ◆ *Children and young people are prevented from offending.*

The YOS had a YISP and there was a YIP covering a third of the borough. Both projects were well designed and thoughtfully run. Both offered very similar processes of identification, assessment and involvement in appropriate activities for the children and young people they engaged with, the main differences being geography and age group.

Strengths:

- ◆ It is likely that both these projects had contributed to a 13% reduction in first-time entrants to the criminal justice system in the year 2005/2006. This was a most impressive figure, well in excess of the YJB targets.
- ◆ All children and young people in the target area who received a reprimand were automatically referred to YISP for an assessment for an individual support plan to be drawn up and possible inclusion in the panel.
- ◆ Onset was completed in all YISP cases.
- ◆ There were plans in hand to extend this provision so that it covered the whole borough and as wide an age range as feasible.
- ◆ There were good links with the youth service and its activities as well as easy access to a range of appropriate activities that could serve to divert children and young people away from potentially criminal behaviour and in which they could remain involved after their engagement with the formal projects had ceased.

Area for improvement:

- ◆ Although the YOS had secured RAP funding, its benefits had not yet been implemented and this would ensure increased options for those being supported by the prevention projects.

Good practice

The YOS manager had been active in working with the safer neighbourhood team to clarify the roles of the different parts of the authority so that proper consideration was given to prevention before the imposition of ASBOs.

3.2

Work with children and young people who have offended

Key judgement:

- ◆ *Children and young people who have offended are prevented from reoffending.*

The YOS was organised on a matrix structure. Each operational manager had line management responsibility for a number of staff and also a range of functional responsibilities. The YOS had access to an ISSP project which was established between Greenwich and a neighbouring YOS.

Strengths:

- ◆ Nineteen of the 29 cases with an initial assessment had been completed in line with the national standard on timeliness and 17 of these were judged to be of sufficient quality.
- ◆ The YOS had introduced a mobile phone texting (SMS) programme to increase compliance rates which was to be monitored for a year to ascertain whether it had positive effects.
- ◆ All new commencements were checked against the children's services database to identify if there was any current or recent social work involvement.
- ◆ There was an induction meeting every Monday afternoon when all children and young people who had been sentenced to a community order on the preceding week were brought together and given information about what was to happen. This ensured that they all received the same message and could be expected to understand what was required of them.
- ◆ There was evidence of children and young people being actively involved in the assessment process in 93% (25) of the cases inspected and in the majority of these there was evidence that the assessment took account of specific needs in relation to diversity.
- ◆ In 80% (eight) relevant cases, where RoH had been identified as medium or high, there was evidence that the case had been referred to a manager.
- ◆ Inspectors agreed with the RoH assessment in 92% (11) of relevant cases.
- ◆ There were good levels of contact with children and young people subject to community orders.
- ◆ In 92% (24) of relevant cases there was evidence that the parent/carer was kept informed about the child or young person's progress.
- ◆ There was speedy notification by the police of a decision to issue a final warning in line with national standards in all such cases inspected.

- ◆ The YOS had access to a number of structured interventions such as 'Teen Talk' and had planned to implement a groupwork programme.
- ◆ One of the groups planned was in response to the borough's high teenage pregnancy problem. It addressed the male role in sexual relationships.
- ◆ There was evidence in over 90% of relevant cases inspected that case managers actively liaised with those providing interventions and spent time with the child or young person to help consolidate the work done by others.

Areas for improvement:

- ◆ Case managers were linked to different managers for numerical balance and this did not help with achieving consistency.
- ◆ There was a need for more systematic approaches to some of the core tasks, such as initial assessments, to meet national standards and to ensure more consistency.
- ◆ About one-third of assessments did not meet national standards in terms of either timeliness or quality.
- ◆ Intervention plans were found to be outside the national standard for timeliness in 25% of relevant cases and over 50% were of insufficient quality.
- ◆ 40% of reviews were not judged to be satisfactory in terms of either timing or content.
- ◆ The majority of cases where RoH had been referred to a manager did not have evidence of management review.
- ◆ Referral panels sat within 20 days of the order being made in 68% of relevant cases inspected (five out of eight).

Key judgement:

- ◆ *The health of children and young people who have offended is promoted by the work of the YOS.*

Strengths:

- ◆ The YOS was well resourced for issues to do with mental or emotional health, but lacked any specific provision or system for considering physical health problems.
- ◆ There was a family therapist, a forensic clinical psychologist and an assistant clinical psychologist available within the YOS.
- ◆ Although there was no inpatient facility within Greenwich for children and young people with mental health problems, those requiring admission were referred by CAMHS to a neighbouring facility and this system was working well.

- ◆ Substance specific clinical supervision of the YOS drugs worker was provided by a well qualified substance misuse worker based within Greenwich YOS, who was part of the virtual substance misuse team (eight workers located across the borough in various services).
- ◆ This worker undertook assessments of those children and young people with a score of 2 or above in Asset. They were able to offer interventions meeting Tier 2 (early interventions) and less complex Tier 3 (treatment) need either in one to one or group settings. As part of the Greenwich Young People's Virtual Treatment Team, the worker was able to facilitate onward referral to the substance misuse specialist worker in CAMHS as appropriate.
- ◆ CAMHS role was 50% service delivery and 50% coordination of the virtual team.
- ◆ There was a discrete service for children and young people with learning disability within CAMHS, and this was accessible through the health workers within the YOS.

Areas for improvement:

- ◆ There was no physical health service available in the YOS with reliance being placed on case managers referring to universal health services when children and young people needed assistance. Nor was there evidence that these needs were being assessed on Asset, nor that case managers were referring to the health specialists within the YOS for advice or help with directing them to appropriate facilities. The PCT needed to consider whether such a service could be included in its plans to develop its 'Teen Talk' model, which was beginning to be rolled out and would include a service at the assessment centre annex of the Newhaven PRU which was adjacent to the YOS. Clear protocols would need to be developed between the YOS and the PCT in relation to, e.g. the nurse within the project holding a clinic for children and young people from the YOS.
- ◆ There was no discrete service for children and young people who required needle exchange or substitute prescribing; this could only be accessed through adult services.
- ◆ The referral processes from case managers to the health and substance misuse workers were under used, uncoordinated and needed clarification. It was unclear what screening tools were used, although YOS case workers had received training in an amended form of SQUIFA and DAAT had provided training for all staff in relation to SMART (Substance Misuse Awareness Raising Tool), the screening tool used for assessing substance related need. Whilst this training was seen as a positive development, managers needed to understand why this training had not resulted in greater clarity for staff in the referral processes and to take steps to promote consistent use of the correct procedure.
- ◆ There was no system for ensuring consistency by case managers, in relation to scoring and thresholds for children and young people in

need of health and substance misuse services and this needed to be addressed through training.

- ◆ The process for ensuring health input to PSRs on a consistent basis was not sufficient.
- ◆ All data on health service provision was not captured and used as part of the performance feedback.

Key judgement:

- ◆ *Children and young people who have offended are safeguarded through the work of the YOS.*

Strengths:

- ◆ In 13 of the 15 cases where it was indicated, a full RoH assessment had been completed.
- ◆ The YOS manager was a member of the Local Safeguarding Children's Board.
- ◆ All staff were required to attend Safeguarding training and staff were CRB checked.
- ◆ In the seven cases where action was taken because a child or young person was considered vulnerable, the action was judged as appropriate.
- ◆ In all cases where the YOS was working with Looked After Children, the social worker was appropriately involved in the process.

Area for improvement:

- ◆ There was no system to ensure consistent oversight by managers in cases of high vulnerability.

Key judgement:

- ◆ *Children and young people who have offended are enabled and encouraged to achieve their potential.*

The ETE workers had worked in isolation for some time and they had persisted in trying out a range of approaches in order to locate suitable provision for the children and young people they worked with. They had used resources effectively and had built up their own networks. However they had not received sufficient guidance and support in developing agreed policies and procedures or assessment schedules. Nor had they set up a system of individual learning plans with opportunities for intervention with clear targets and outcomes.

At the time of the inspection, 44% of pre-16 and 50% of post-16 children and young people were not engaged in full-time ETE. The YOS had

experienced a very poor response from schools in working to reintegrate children and young people who had been excluded. This manifested itself as phone calls not being returned or information being very slow in being forwarded. Education staff in the YOS felt that the YOS was viewed as of little importance within education establishments and this needed to be addressed.

Strengths:

- ◆ The ETE team were committed and achieved well within the constraints described above.
- ◆ The YOS was represented on the newly formed Hard to Reach Panel. Thus it was able to contribute at an operational level with regard to ETE.
- ◆ The Strategic Management Board had identified the challenge of achieving the ETE performance measure as a priority.
- ◆ The Connexions PA organised job clubs to assist children and young people in their search for employment or training and provided motivational groupwork.
- ◆ The education worker attended the pupil placement panel on a monthly basis to discuss children and young people who needed to be placed into a school.

Areas for improvement:

- ◆ Consideration needed to be given establishing a baseline assessment for all children and young people for literacy and numeracy.
- ◆ Case managers were not sufficiently aware of the Connexions PA and the opportunities she could provide for post-16 children and young people.
- ◆ There was not a clear recording system for Individual Learning Plans, which set out targets and time scales and acted as a learning contract.
- ◆ The YOS did not use the data provided for the YJB to ensure that the ETE returns were known and understood by all.
- ◆ There was no quality assurance system to measure the effectiveness and outcomes of the placements for the children and young people.

Key judgement:

- ◆ *Outcomes for children and young people are improved by their involvement through consultation about the services provided by the YOS.*

Strengths:

- ◆ Greenwich YOS gave high priority to consultation with children and young people and this was in line with general borough practice.
- ◆ Good use was made of the self-assessment part of Asset.
- ◆ The YOS had invested in Viewpoint and this was available for use by children and young people both as part of the inspection and as a routine part of their supervision.
- ◆ Feedback was acquired through recently introduced exit questionnaires used at the end of groups, orders and at final panel meetings.
- ◆ Interpreters were used as necessary throughout the work undertaken.

Area for improvement:

- ◆ There was not sufficient consistent analysis of the information gathered to inform general strategic developments.

Good practice

One child or young person who completed Viewpoint for the inspection wrote:
"The things i do at YOS are very constructive and make sence. They make me think about may things not only about what i did but what i learn. The reparation which i did has inproved my knowledge and thinking of Greenwich. I have learnt a valuable lesson."

3.3 Work with parents/carers

Key judgement:

- ◆ *Parents/carers are supported in addressing their children's offending.*

The YOS had a very experienced parenting worker on staff. Her role was to undertake a specialist assessment of parents/carers' needs and abilities when referred by the YOS worker. This work was undertaken in both a voluntary capacity and to a lesser extent through court parenting orders. If parents/carers then needed to be engaged, this could occur usually via a groupwork programme or on a one to one basis with the specialist worker.

Strengths:

- ◆ The YOS parenting worker undertook approximately 50 specialist parental assessments per year following a referral from a YOS worker.
- ◆ The borough funded a specialist parenting group worker at the family centre. The YOS, with other agencies could refer into this programme.
- ◆ The programme had been evaluated and the YOS received feedback about any parents/carers they referred.
- ◆ The programme worked with parents/carers either singly or as a couple, on a voluntary basis or as a result of a court order and had excellent completion rates.
- ◆ The programme was viewed as successful by those taking part. A number of participants were spoken with as part of the inspection and made comments such as: *"Helped me to take control of me"; "Makes you feel stronger"; "Sees things from point of view of the child"; "Gives you more confidence"*.
- ◆ The parenting worker and the project worker had easy access to interpreters if needed.

Area for improvement:

- ◆ There was not sufficient linkage between the work being done with parents/carers and that with their child.

OVERALL ASSESSMENT OF WORK WITH CHILDREN AND YOUNG PEOPLE IN THE COMMUNITY

This section is judged as adequate.

4.

WORK WITH CHILDREN AND YOUNG PEOPLE SUBJECT TO DTOs

Key judgement:

- ◆ *The likelihood of reoffending for children and young people who receive DTOs is minimised through the intervention of the YOS by assessment.*

Greenwich had a relatively high level of DTOs and at the time of the inspection, due to the overcrowding in the secure estate, many of them were placed far from home. Five cases were examined and eight children and young people were interviewed for the inspection, five at Huntercombe and three at Werrington. Of the five DTO cases inspected, one was Looked After.

Strengths:

- ◆ There was a RESET project worker, funded by the Rainer Foundation, seconded to the YOS for a period of two years. This was coming to an end. The project's aim was to improve resettlement for children and young people who had been subject to a custodial sentence. RESET also provided a mentoring service.
- ◆ In 80% of relevant cases, the initial assessment was completed on time and to an acceptable quality. All of the relevant documentation was either sent to the establishment immediately or within 24 hours of sentence.
- ◆ In the single Looked After Child case examined, the social worker was appropriately involved and consulted throughout the process.
- ◆ RoH to others assessments in this small sample were good.
- ◆ Risk of custody meetings were held in accordance to cases that arose or were identified. PSR authors/case managers were required to complete the *at risk of custody* form and present these to the team at the risk of custody meetings. Decisions were recorded on the form and filed in the case file. The content of the discussion was also included in the PSRs.

Areas for improvement:

- ◆ Insufficient use was made by YOS case managers of the partnership resources available.
- ◆ The process for ensuring health input to initial review plans for children and young people in YOIs and pre-release plans needed clarification and improvement.

Key judgement:

- ◆ *The likelihood of reoffending for children and young people who receive DTOs is minimised through the intervention of the YOS by contact with the child or young person and effective liaison with the secure establishment during the custodial period.*

Strengths:

- ◆ Attendance by YOS workers at training/planning meetings at Huntercombe was very good, but it was less so at Werrington. This may have been related to the distance of Werrington from Greenwich and associated costs. It was noted that the same YOS workers had visited the children and young people before they had been transferred to Werrington on overcrowding drafts when they were previously placed nearer to the YOS – i.e. at Huntercombe and Feltham.
- ◆ Overall, across the five cases inspected, training plan work was evidenced as being sufficient in terms of both timeliness and quality.
- ◆ There was evidence of good levels of contact between case managers and parents/carers during the custodial period.
- ◆ In all of the relevant cases, there was evidence of the YOT worker ensuring that the training plan final review was informed by Asset. In one of these cases the inspector considered the contribution to be 'excellent'.

Area for improvement:

- ◆ One child or young person said that he did not really know what the role of his YOS worker was while he was in custody. Almost all of the children and young people seemed to have very low expectations of their YOS worker during the custodial phase of their DTO.

Key judgement:

- ◆ *The likelihood of reoffending for children and young people who receive DTOs is minimised through the intervention of the YOS by reintegration into the community.*

Strengths:

- ◆ In each case inspected, there were good levels of contact post-discharge and evidence that the case manager had made sure that the requirements of the licence were properly understood.
- ◆ In the two cases where breach was required, it was instigated in line with national standards.
- ◆ There was a RAP project worker recently employed by the YOS to develop a RAP service. The person in post was re-writing the proposal

for setting up the service, including a comprehensive action plan in respect of operating procedures and processes. There was pressure for this service to start taking cases. All referrals for this service would be made through the substance misuse worker.

- ◆ In the five cases inspected, there was sufficient evidence that, on the whole, work that had begun in custody was reviewed and continued on discharge.
- ◆ All children and young people aged 16 and above were interviewed by the Connexions worker on discharge to assist with employment or training planning.

Areas for improvement:

- ◆ The children and young people interviewed in custody did not feel that they were being helped to find accommodation when they left although several thought that they would be helped nearer the time of discharge. The likelihood was that they would have to go back to their parents/carers where there had often been difficulties previously.
- ◆ Home visits post-discharge were not carried out in line with national standards.
- ◆ There were resettlement opportunities in the ISSP project run by NACRO of which sufficient use was not made.

Key judgement:

- ◆ *The YOS demonstrates positive outcomes in its work with children and young people subject to DTOs.*

The PPO Scheme was launched in 2005/2006 and offered a new approach targeted at risk of reoffending.

Strengths:

- ◆ There were good links and clear protocols for joint work with MAPPA services.
- ◆ In half of the relevant cases, there was evidence of an improved score in a review Asset.

Areas for improvement:

- ◆ There were insufficient links with and access to accommodation for the 16-18 year age group. This was made worse by the absence of any link between the YOS and the supporting people team.
- ◆ In three of the five cases inspected, there had been further offending behaviour recorded.

**Good
practice**

Comments from caseworkers in the YOIs included:

"Greenwich YOS is one of the better ones."

"I had a lot of help for a young man who was moving to Rochester. The YOS worker went out of his way to arrange home detention curfew and an ISSP programme transfer."

An education worker at Huntercombe said that a YOS worker from Greenwich had been very helpful in getting an education placement sorted out for one child or young person on his discharge.

**Good
practice**

A child or young person, with a statement of special needs for an emotional and behavioural disorder was attending a mainstream school. After offending he was given a custodial sentence and whilst in the secure unit he excelled in education achieving eight GCSEs. On discharge his school place was not available, an alternative full-time placement was located with the support of CAMHS, the school, the SEN department of the school and parents/carers. His mother now attends the monthly drop-in session held by the education worker at the YOS and the child or young person maintains contact with the school via the SEN department at fortnightly meetings with the YOS and parents/carers. He plans to attend the local college to continue his education and training.

**OVERALL ASSESSMENT OF WORK WITH CHILDREN AND YOUNG
PEOPLE SUBJECT TO DTOs**

This section is judged as adequate.

Key judgement:

- ◆ *Victims of children and young people who have offended feel that they have been assisted by the intervention of the YOS in achieving closure.*

Due to some staffing shortages and part-time posts, victim work had not been fully resourced for some time. At the time of the inspection, two part-time police officers had just begun working together and whilst they had plans on ways of developing and enhancing the service they gave to victims, it was too early for any impact to have occurred.

Strengths:

- ◆ All victims were contacted by letter and invited to make their views known as to the impact of the offence upon them and any views about reparation.
- ◆ Whenever a victim responded to a request for feedback as to their level of satisfaction with the service they had received from the YOS, they were invariably positive.
- ◆ A reasonable range of reparation activities existed and were kept under review.
- ◆ There was provision within the range of reparation activity for both highly supported placements such as making poppies for the poppy appeal in the YOS office under direct supervision to helping train children and young people at the local football club.
- ◆ There were examples of reparation work displayed on the main meeting room, so serving as both a reminder and promotional information for staff and for the Strategic Management Board.

Areas for improvement:

- ◆ Victims did not take up opportunities to attend panel meetings.
- ◆ A strategy and target for face to face contacts with victims needed to be established.
- ◆ A culture of expectation of such contact needed to be developed. This would allow relevant staff to promote the benefits to the victims of their active involvement in panel meetings.
- ◆ There was need for a more positive approach to victim contact. An initial approach which automatically identified a face to face appointment would ensure that the relevant staff got involved in

contact with a much higher proportion of victims. This would then provide an opportunity for them to assess the victims' needs and likely response to mediation.

- ◆ Some more up to date and detailed marketing of reparation options would have been appreciated by the referral panel members.

OVERALL ASSESSMENT FOR WORK WITH VICTIMS AND RESTORATIVE JUSTICE

This section is judged as inadequate.

The joint inspection of YOSs

The joint inspection of YOSs is an independent programme, funded by the Home Office and reporting to the Secretary of State. Inspections are conducted jointly, involving CSCI, Estyn, the Healthcare Commission, the Healthcare Inspectorate Wales, HMIC, HMI Prisons, HMI Probation, Ofsted and SSIW as appropriate. The joint inspection team is located within and led by HMI Probation.

Home Office objectives

The joint inspection contributes primarily to the achievement of Home Office Objective II – 'more offenders are caught, punished and stop offending and victims are better supported', and to the requirement to ensure that custodial and community sentences are more effective at stopping offending.

It also contributes to the achievement of Objective III, through the scrutiny of work to address drug and other substance misuse, and to other relevant criminal justice system and Children's Services' objectives in England and Extending Entitlement objectives in Wales.

The **purpose** of the joint inspection is to report to the Secretary of State and, through him Parliament and the public, on the effectiveness of the YOSs in fulfilling their statutory duties to prevent offending by children and young people, and thereby protect the public, whilst still safeguarding their rights and promoting their welfare.

The **aims** of the programme are to:

- ◆ assess the impact made by YOSs and partner organisations on the prevention of offending by children and young people through effective supervision
- ◆ appraise the work undertaken by YOSs and partner organisations to meet the needs of children and young people at risk of offending and enable them to lead law-abiding and constructive lives
- ◆ evaluate the role of the YOSs in safeguarding the rights and promoting the welfare of children and young people
- ◆ assess the extent to which the YOSs are meeting the required standards and targets set by the YJB
- ◆ promote good practice in the management arrangements of YOSs and service delivery to the courts and community
- ◆ identify underperformance and make recommendations to promote improvements
- ◆ evaluate the effective use of resources
- ◆ actively promote race equality and diversity as an integral part of the inspection process
- ◆ produce timely reports which contribute to improved performance by informing policy and practice.

Inspection arrangements

- ◆ The joint YOS inspection is conducted in line with the Government's commitment to proportionate and coordinated inspection in local government. It:
 - is proportionate to risk, with fieldwork adapted to the circumstances of the YOS and only carried out to identify findings or to disseminate good practice
 - complements, and is coordinated with, other inspection programmes, including the JARs in England, and inspections undertaken as part of the WPI and of Youth Support Services in Wales
 - informs judgements made in the APA and CPA in England.
- ◆ The criteria for the third phase of the inspection focus on:
 - management and partnership arrangements
 - work in the courts
 - work with children and young people in the community
 - work with children and young people subject to DTOs
 - victims and restorative justice.
- ◆ Prior to the inspection, each YOS is asked to submit selected advance information and complete a self-assessment, identifying strengths and areas for improvement.
- ◆ In England, fieldwork for each individual inspection takes place over one week, prior to the JAR. It consists of:
 - an assessment of a representative sample of individual case files
 - meetings with relevant managers, representatives of partner organisations and members of the YOS staff
 - contact with children and young people, their parents/carers and the victims of offences committed by children and young people supervised by the YOS.
- ◆ Fieldwork in Wales includes the same elements but is linked to inspections undertaken as part of the WPI and of Youth Support Services. The assessment of case files may, therefore, be conducted in advance of the meetings with managers and staff. However, the total amount of inspection time spent within the YOS remains the same as in England.
- ◆ The assessment of case files consists of a representative sample of between 30 and 80 children and young people (dependent on the YOS's workload) who have been subject to some form of intervention in the previous months. The cases cover most orders, including licences and are examined in detail. The case manager and any other person significantly involved in delivering the intervention are interviewed as part of the file reading exercise and, where possible, the child or young person themselves and their parents/carers.

- ◆ In order to encourage self-assessment and increase ownership of the inspection findings, we are inviting YOSs to second a member of their staff, usually an experienced practitioner, as a representative accompanying the inspection team, for the fieldwork week. We consider this to be a positive way of developing mutual understanding and strengthening the links between inspection and practice.
- ◆ The inspection findings will be compiled in a report which includes recommendations for improvement. These recommendations will be designed to encourage the YOS in its work, to support good practice and to promote improvements.
- ◆ The report is submitted to the Home Secretary, as the Secretary of State responsible for youth justice, with simultaneous copies to the Education and Health Secretaries. In Wales, reports are also submitted to the Ministers for Social Care and Regeneration, Lifelong Learning, Health and Social Care as well as the Minister for Children.
- ◆ Reports on YOSs in Wales are published in both Welsh and English. We also aim to fulfil our other responsibilities under the Welsh Language Act 1993 in accordance with the central principle of equality embodied in the Act.
- ◆ A copy is sent to the YJB. Copies are also made available to the press and placed on the website of HMI Probation at:
<http://www.inspectorates.homeoffice.gov.uk/hmiprobation>

Code of practice

Each inspection will:

- ◆ be undertaken with integrity in a professional, impartial and courteous manner
- ◆ enable the development of independent judgements, based on evidence
- ◆ seek to energise and engage with staff
- ◆ promote race equality and diversity throughout its processes
- ◆ be concluded with the timely publication of a report containing findings and recommendations for improvement.

Anyone wishing to comment on an inspection, a report or any other matter falling within the remit of this inspection programme should write to:

*HM Chief Inspector of Probation
2nd Floor, Ashley House
2 Monck Street
London SW1P 2BQ*

Scoring approach

The scoring approach has been significantly changed in phase three of the inspection programme to ensure compatibility with that of the JAR and Corporate Assessment in England, and the similar judgements used in inspections undertaken as part of the WPI and of Youth Support Services in Wales.

In phase three, each of the five sections of the inspection are individually assessed against the relevant criteria. Assessments are based on:

- ◆ information supplied by the YOS
- ◆ interviews with chief officers, managers and staff both from the YOS and other partner organisations
- ◆ examination of case files
- ◆ discussions with case managers and other people significantly involved in the supervisory process
- ◆ the perspectives of the children and young people, their parents/carers and, where possible, their victims, contacted during the course of the inspection
- ◆ information supplied by the JAR, Corporate Assessment and other relevant inspection findings in England and inspections as part of the WPI and of Youth Support Services in Wales.

The judgements and their descriptors are given in the table below:

Judgement	Descriptor
4	Excellent – performs strongly, well above minimum requirements with outstanding features
3	Good – performs well, consistently above minimum requirements with no important shortcomings
2	Adequate – only meets minimum requirements
1	Inadequate – does not deliver minimum requirements, with many important shortcomings

We summarise the judgements of the five sections in an overall assessment. We have decided that in phase three we will not give a general categorisation of the performance as a whole, as we wish each YOS to focus attention on its own specific areas for improvement.

Next steps

- ◆ The YOS will be asked to send a response to the recommendations, to the lead inspector, together with an improvement plan within four weeks of the publication of the report. It is anticipated that the recommendations will normally be addressed within 12 months of publication to allow sufficient time for integration within existing developments.
- ◆ Once the improvement plan has been agreed by the lead inspector, it will be passed to the YJB who will monitor the recommendations' implementation.
- ◆ The joint inspection programme does not normally include any follow-up action unless issues were to emerge during the course of the programme that were of such serious concern to require immediate attention. The inspection of the Greenwich YOS has not revealed any such concerns.
- ◆ In addition to the reports on individual YOSs, the joint inspection team also publishes periodic reports on findings across a number of teams. Such reports include comments on race equality and diversity issues and other trend information. They also include comparisons between the performance of YOSs with similar characteristics.

Inspection criteria for YOSs in England

1. Management

1.1: Leadership

Key judgement

1.1.1: The Management Board provides strategic oversight and direction, and coordinates the provision of youth justice services by the YOS and partner organisations.

Evidence

- 1.1.1.1 There is a clear line of accountability for the YOS to the local authority Chief Executive and YOS plans are integrated with those of the wider council.
 - 1.1.1.2 The Management Board is made up of representatives of partner organisations who attend and participate actively in meetings.
 - 1.1.1.3 Members of the Management Board represent the needs of the YOS to their parent organisations.
 - 1.1.1.4 The Management Board gives support and guidance to the YOS Manager to ensure that they engage with local and national priorities and promote race equality and wider diversity issues.
 - 1.1.1.5 The Management Board ensures that the Youth Justice Plan is implemented.
 - 1.1.1.6 The Management Board ensures the provision of accurate and timely data returns, both for its own use and that of the YJB.
 - 1.1.1.7 Partners regularly and collectively review, monitor and evaluate service information to ensure that the YOS is contributing to improving outcomes for children and young people.
-

1.2 Partnership and resources

Key judgement

1.2.1: Partner organisations and the YOS work together to deter children and young people from offending.

Evidence

- 1.2.1.1 The Youth Justice Plan reflects partner strategies.
 - 1.2.1.2 Resources have been identified and capacity exists to meet assessed need.
 - 1.2.1.3 YOSs are appropriately staffed by partners according to legislation and Home Office/YJB guidance.
 - 1.2.1.4 Protocols, contracts and SLAs have been agreed between the YOS, its statutory partners and other relevant organisations to address the coordination of work, delivery of services, information sharing, human resources and funding arrangements. They are regularly reviewed and updated.
 - 1.2.1.5 The YOS is a member of the ACPC/Local Children's Safeguarding Board, and operates according to local child protection procedures.
 - 1.2.1.6 The YOS contributes to a joint-agency approach to the management of high-risk offenders in the community, including MAPPA and registration with the police.
 - 1.2.1.7 There are secure arrangements for the recording and sharing of information on children and young people at risk, including those moving across service boundaries.
 - 1.2.1.8 A range of interventions and services, including health and education, are provided across the authority to meet the needs of children and young people who have offended and those at risk of offending.
 - 1.2.1.9 The YOS contributes to community regeneration initiatives that are targeted at the most needy areas and address the broad range of family needs in an integrated way.
 - 1.2.1.10 The YOS contributes to successful outcomes in reducing anti-social behaviour, in particular through effective partnership working.
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1.3 Staff supervision, development and training

Key judgement

1.3.1: Positive outcomes for children and young people are enhanced by effective staff.

Evidence

- 1.3.1.1 Practice is defined by written policies and procedures.
 - 1.3.1.2 Staff are regularly supervised within a performance management framework, in accordance with their developmental needs and assessed level of competence.
 - 1.3.1.3 Annual appraisals contain objectives that are linked to local and national targets.
 - 1.3.1.4 All staff are appropriately qualified and provided with training opportunities to equip them to meet the requirements of the Youth Justice Plan to identify and manage risks and to raise safeguarding concerns.
 - 1.3.1.5 Training needs are regularly reviewed.
 - 1.3.1.6 Volunteers are appropriately trained and are available for YOS activities.
 - 1.3.1.7 CRB checks are undertaken on all staff and volunteers who have access to children and young people or their case files, and are updated at least every three years.
 - 1.3.1.8 Joint agreements are in place for the management of disciplinary, capability and grievance procedures.
 - 1.3.1.9 There is a written complaints procedure, which is well publicised and easily accessible. Complaints are properly managed against the procedure.
 - 1.3.1.10 Health and safety assessments of facilities and activities are undertaken, acted on and updated regularly.
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2. Work in the courts

Key judgement

2.1: Good working relationships exist between the YOS and the local court.

Evidence

- 2.1.1 An agreement is in place between the YOS, justices' clerk or his/her nominated senior lawyer and the local Crown Court covering arrangements for court services.
 - 2.1.2 The YOS provides trained and knowledgeable staff to ensure adequate representation in any courts within its geographical area, including Saturday/bank holiday cover and the Crown Courts.
 - 2.1.3 The YOS attends and contributes to a Youth Court User Group, which meets regularly and whose purpose is detailed in the national standard.
 - 2.1.4 The YOS provides regular inputs to magistrates' court and Crown Court staff about a range of programmes and sentencing options.
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Key judgement

2.2: Effective practice with children and young people who have offended is promoted by the work of the YOS within the courts.

Evidence

- 2.2.1 Information and first appointments are provided to all children and young people who are made the subject of community sentences or bail supervision and support programmes.
 - 2.2.2 All children and young people remanded or sentenced to secure or custodial detention are interviewed, assessed for vulnerability, and the information is passed to the establishment within the national standard timescale.
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Key judgement

2.3: Children and young people are safeguarded and the likelihood of their further offending reduced by the provision of appropriate services, including bail supervision and support programmes.

Evidence

- 2.3.1 Arrangements are in place between the YOS and the appropriate local Children Service's Department regarding the Police and Criminal Evidence Act (1984), remands from Saturday/bank holiday courts and the completion of the appropriate paperwork for children and young people remanded to the care of the local authority.
 - 2.3.2 There are arrangements in place, to which the YOS has agreed, to identify and alert the YOS of all children and young people who are at risk of secure or custodial remand.
 - 2.3.3 Differentiated support/supervision services are offered, commensurate with likelihood of remand, to address objections to bail.
 - 2.3.4 Follow-up services are provided to securely remanded children and young people to ensure that, where appropriate, further bail applications are made and accompanied by commensurate support packages.
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Key judgement

2.4: Courts are assisted in making informed decisions by the provision of good quality reports from the YOS.

Evidence

- 2.4.1 PSRs are produced in accordance with the relevant national standards, of a good quality, to time and in the agreed format.
 - 2.4.2 PSRs are impartial, free from discriminatory language and stereotypes.
 - 2.4.3 Proposals are appropriate and commensurate.
 - 2.4.4 A copy of the PSR is provided to the child or young person and their parents/carers, where appropriate, and in good time.
 - 2.4.5 SSRs and stand-down reports are available and assist the court in timely decision-making.
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3. Work with children and young people in the community

3.1: Work with children and young people at risk of offending

Key judgement

3.1.1: Children and young people are prevented from offending.

Evidence

- 3.1.1.1 The YOS contributes to the provision of services in the local authority to divert children and young people from offending.
 - 3.1.1.2 A process has been agreed by the YOS and its partners to identify and assess children and young people at risk of offending.
 - 3.1.1.3 Assessments are sensitive to cultural difference and diversity, and linked to criminogenic needs.
 - 3.1.1.4 Interventions are inclusive and address the specific needs of girls and young women, children and young people from minority ethnic groups and those with disabilities.
 - 3.1.1.5 Attention is given to safeguarding children and young people.
 - 3.1.1.6 Interventions demonstrate effectiveness in reducing offending and promoting positive outcomes.
 - 3.1.1.7 There is a reduction in the number of children and young people who are first-time entrants into the criminal justice system.
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3.2: Work with children and young people who have offended

Key judgement

3.2.1: Children and young people who have offended are prevented from reoffending.

Evidence

- 3.2.1.1 An Asset form is fully completed at the beginning of all interventions and reviewed as appropriate. It is informed by contact with social services and the self-assessment, and takes account of cultural difference, diversity and safeguarding issues.
- 3.2.1.2 Risk of harm to others is fully assessed in all cases identified as posing a potential risk, through the initial Asset form or alternative accepted tool.
- 3.2.1.3 Supervision plans are written in accordance with national standards, with a victim restorative process, emanate from Asset and contain SMART objectives.
- 3.2.1.4 Interventions address offending behaviour, are targeted in areas of assessed need and are evaluated and consistent with the principles of effective practice.
- 3.2.1.5 Interventions are inclusive and address the specific needs of girls and young women, children and young people from minority ethnic groups and those with disabilities.
- 3.2.1.6 Contact with children and young people is consistent with national standards and Home Office/YJB guidance.
- 3.2.1.7 Enforcement activity follows non-compliance within the national standard timescale.
- 3.2.1.8 Action is taken to challenge and reduce discrimination and harassment by children and young people.
- 3.2.1.9 Examination of the case file provides evidence of progress.
- 3.2.1.10 The YOS demonstrates a reduction in offending in the pre-court, first tier and community bands of penalties.
- 3.2.1.11 Indicative accounts of outcomes from children and young people, parents/carers and other relevant persons asked, show improvements in behaviour, attitude and family relationships.

Key judgement

3.2.2: The health of children and young people who have offended is promoted by the work of the YOS.

Evidence

- 3.2.2.1 Staff working with children and young people are advised and supported in identifying possible physical and mental health problems and in making appropriate referrals.
 - 3.2.2.2 Specialist assessments are undertaken on those with health needs.
 - 3.2.2.3 Children and young people who have offended are discouraged from substance misuse.
 - 3.2.2.4 Children and young people with health problems are supported in accessing services that address their assessed needs.
 - 3.2.2.5 Examination of the case file shows evidence of improved health outcomes.
 - 3.2.2.6 Indicative accounts of outcomes from children and young people, parents/carers and other relevant persons asked, suggest an improvement in physical and mental health.
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Key judgement

3.2.3: Children and young people who have offended are safeguarded through the work of the YOS.

Evidence

- 3.2.3.1 Risk of harm, either to self or to/from others (vulnerability), is fully assessed in all cases.
 - 3.2.3.2 The YOS refers cases where safeguarding concerns have been identified, to the local Children's Services and contributes to child protection plans on a case-by-case basis.
 - 3.2.3.3 Threshold criteria for making and responding to safeguarding referrals are clear and widely understood by staff from both the YOS and Children's Services.
 - 3.2.3.4 Interventions take account of safeguarding children and young people.
 - 3.2.3.5 There is evidence of joint working and the sharing of information and plans with the allocated social worker, particularly in the cases of Looked After Children.
 - 3.2.3.6 Looked After Children who have offended receive specific guidance and support.
 - 3.2.3.7 The YOS contributes to the reviews of Looked After Children who have offended.
 - 3.2.3.8 Examination of the case file reveals a reduction of risk factors.
 - 3.2.3.9 Indicative accounts of outcomes from children and young people, parents/carers and other relevant persons asked, show a reduction in vulnerability.
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Key judgement

3.2.4: Children and young people who have offended are enabled and encouraged to achieve their potential.

Evidence

- 3.2.4.1 Specialist assessments are undertaken on those with specific educational needs.
 - 3.2.4.2 Interventions promote attainment and are targeted in areas of assessed educational need.
 - 3.2.4.3 Support is given to children and young people who have offended and their parents/carers, to promote good behaviour, attendance at school and educational attainment.
 - 3.2.4.4 Action is taken to ensure that children and young people who have been permanently excluded from school attend alternative settings aimed at securing reintegration into mainstream education.
 - 3.2.4.5 Children and young people who have offended are supported in securing further education, training or employment.
 - 3.2.4.6 Examination of the case file provides evidence of improved achievement and/or attainment.
 - 3.2.4.7 Indicative accounts of outcomes from children and young people, parents/carers and other relevant persons asked, show improved achievement and/or attainment.
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Key judgement

3.2.5: Outcomes for children and young people are improved by their involvement through consultation about the services provided by the YOS.

Evidence

- 3.2.5.1 The YOS involves children and young people in consultations about the services they receive.
 - 3.2.5.2 Proactive measures are taken to ensure that children and young people in minority groups, younger children and those with communication problems are able to give their views.
 - 3.2.5.3 Consultation with children and young people makes a significant difference to the quality of service provision.
 - 3.2.5.4 Staff give effective feedback on action following consultation, or on issues raised by individual children and young people, including reasons for not acting on particular issues.
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3.3: Work with parents/carers

Key judgement

3.3.1: Parents/carers are supported in addressing their children's offending.

Evidence

- 3.3.1.1 Assessments of parenting skills are carried out in a timely manner, in accordance with YJB effective practice guidelines and are used to inform interventions.
 - 3.3.1.2 Parents/carers are made aware of the requirements of the interventions and are kept informed about progress during the course of the intervention.
 - 3.3.1.3 Parents/carers are referred to interventions that are sensitive to the diverse needs of parents/carers from a range of cultural backgrounds and are available on a voluntary and statutory basis.
 - 3.3.1.4 Parents/carers are supported in addressing their children's behaviour.
 - 3.3.1.5 Interventions promote effective parenting in relation to the parents'/carers' ability to care, control and safeguard the child or young person.
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4. Work with children and young people subject to DTOs

Key judgement

4.1: The likelihood of reoffending for children and young people who receive DTOs is minimised through the intervention of the YOS by assessment.

Evidence

- 4.1.1 An initial Asset form is completed that takes account of cultural difference, diversity, health, education, safeguarding and family issues, and forwarded immediately to the secure establishment.
 - 4.1.2 Specific risk factors (e.g. risk of harm, either to self or to/from others, health or substance misuse) are assessed and communicated to the secure establishment immediately.
 - 4.1.3 The YOS worker forwards copies of all relevant assessments, including care plans, PSRs, previous convictions, health and educational plans, to the secure establishment within 24 hours of the court appearance.
 - 4.1.4 The YOS worker contributes to the initial training plan and ensures that it is informed by Asset.
 - 4.1.5 The YOS works proactively with the secure establishment to ensure that the child's or young person's educational, training and health needs are assessed and addressed.
 - 4.1.6 Action is taken to identify and address the specific needs of Looked After, or otherwise vulnerable children and young people, girls and young women, children and young people from minority ethnic groups and those with disabilities.
 - 4.1.7 The child's or young person's housing needs on release are assessed and action taken, where relevant, to prevent the loss of existing accommodation or to secure new settled arrangements.
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Key judgement

- 4.2: The likelihood of reoffending for children and young people who receive DTOs is minimised through the intervention of the YOS by contact with the child or young person and effective liaison with the secure establishment during the custodial period.

Evidence

- 4.2.1 The YOS communicates regularly with key people in secure establishments.
 - 4.2.2 The YOS worker contributes effectively to sentence planning and review meetings and to reviews of the training plan.
 - 4.2.3 The YOS facilitates contact with all service providers who are relevant to the needs of the child or young person and the risk they present.
 - 4.2.4 Arrangements to meet the child's or young person's assessed needs, particularly in relation to health, education and accommodation, are established in preparation for their release.
 - 4.2.5 Provision is made to address the specific needs of Looked After or otherwise vulnerable children, girls and young women, children and young people from minority ethnic groups and those who are disabled.
 - 4.2.6 The YOS worker contributes actively to the final review meeting, in accordance with the national standard.
 - 4.2.7 Parents/carers are encouraged to attend sentence planning and review meetings, in particular, the final review meeting.
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Key judgement

- 4.3: The likelihood of reoffending for children and young people who receive DTOs is minimised through the intervention of the YOS by reintegration into the community.

Evidence

- 4.3.1 The training plan is reviewed within ten working days and subsequently on a three-month basis or at the end of the order, whichever is soonest.
 - 4.3.2 The YOS worker assesses and monitors the child's or young person's housing needs.
 - 4.3.3 The YOS worker monitors the provision of health and education services, and the Management Board is informed where these services are not provided, in accordance with the national standard.
 - 4.3.4 The child's or young person's individual learning plan continues following release and is regularly reviewed, updated and shared with relevant providers and organisations, particularly Connexions.
 - 4.3.5 Interventions commenced in custody to address offending behaviour, health, safeguarding and education are continued on release, where appropriate.
 - 4.3.6 Interventions are inclusive and address the specific needs of girls and young women, children and young people from minority ethnic groups and those with disabilities.
 - 4.3.7 YOS contact with children and young people released from custody is consistent with the national standard and Home Office/YJB guidance.
 - 4.3.8 Enforcement activity follows non-compliance within the national standard timescale.
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Key judgement

- 4.4: The YOS demonstrates positive outcomes in its work with children and young people subject to DTOs.

Evidence

- 4.4.1 Examination of the case file provides evidence of progress, demonstrated, for example, by attitude to offending, improved family relationships, health outcomes, educational attainment and reduced vulnerability.
 - 4.4.2 The YOS demonstrates a reduction in reoffending for the custody band of penalties.
 - 4.4.3 Indicative accounts of outcomes from children and young people, parents/carers and other relevant persons asked, show improvements in behaviour and attitude.
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5. Victims and restorative justice

Key judgement

5.1: Victims of children and young people who have offended feel that they have been assisted by the intervention of the YOS in achieving closure.

Evidence

- 5.1.1 Assessments of victims' needs are consistently carried out in a timely manner, in accordance with effective practice guidelines.
 - 5.1.2 All victims are given the opportunity to make informed decisions about their involvement in direct/indirect restorative processes with children and young people who have offended and are supported in doing so.
 - 5.1.3 Communications are undertaken in a sensitive manner, responsive to individual needs, circumstances, preference and diversity.
 - 5.1.4 Victims are offered the opportunity to influence any reparative element of the child's or young person's supervision plan and to be informed of their progress.
 - 5.1.5 Victims have access to a restorative intervention tailored to their needs.
 - 5.1.6 Restorative and reparative interventions are provided that are appropriate to the age, vulnerability, culture, ethnicity, language needs, literacy levels and gender of the victims and children and young people who have offended.
 - 5.1.7 All victims are offered the opportunity to give feedback that is used to inform the work of the YOS.
 - 5.1.8 Children and young people involved in restorative interventions make a positive contribution to the victim and community.
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