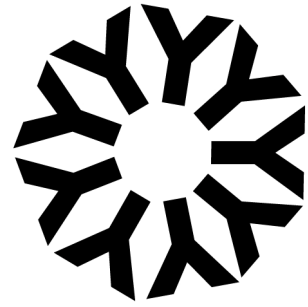


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Joint Inspection of Youth Offending Teams of England and Wales

Report on:
Leeds
Youth Offending Service

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2008

Foreword

The inspection of Leeds YOS took place in the fourth phase of our YOT inspection programme and was undertaken in conjunction with the Enhanced Youth Inspection, the Joint Area Review of children's services and the Corporate Assessment. The findings also contributed to the latter two inspections.

In this, and concurrent inspections during September 2007, it emerged that there were discrepancies between Asset completion and entry dates. This was due to a number of reasons including software problems. There was no evidence to suggest that the YOTs concerned were intending to deliberately enhance their performance, but the effect of this was that it was not possible for inspectors to know definitely when an Asset had been completed. As timeliness affects the assessment of quality, a judgement as to the validity of the data had to be made. These findings are based on the recorded date of the Asset on the system. We have raised our concerns with the Youth Justice Board in the expectation that these problems are rectified.

The YOS was located within Children and Young People's Social Care, and the Management Board, known locally as the Partnership, was chaired by the Chief Executive. He had performed this role since the YOS's inception in 1999. There were strong links with Safer Leeds, and the YOS enjoyed a good level of strategic management support from its partners. It displayed an appetite for continual improvement, and was at the forefront of pioneering innovative technological and service initiatives.

Remand rates were high, and too many children and young people were given community sentences or detention and training orders without an appropriate court report having been prepared.

The number of first-time entrants into the criminal justice system had fallen as a result of some effective partnership working. However, the number of Looked After Children who had received a reprimand, final warning or court sentence was high.

We were impressed with much of the work carried out with children and young people. The YOS coordinated much of the prevention work across the city, and had a range of diverse interventions for those who had entered the criminal justice system. There was a need to ensure that the outcomes of intervention work were measured to inform future service delivery.

Overall, we judged that the Leeds YOS was well placed to address the issues raised by this inspection. This report contains a number of recommendations that we believe will assist the service in consolidating its existing work and continuing to make progress.

Andrew Bridges
HM Chief Inspector of Probation

April 2008

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Glossary

ACPO	Association of Chief Police Officers
Asset	Assessment tool developed by the Youth Justice Board
CAF	Common Assessment Framework
CAMHS	Child and Adolescent Mental Health Services
CPS	Crown Prosecution Service
CRB	Criminal Records Bureau
CYPSC	Children and Young People's Social Care
DTO	Detention and training order
Estyn	HM Inspectorate for Education and Training in Wales
ETE	Employment, training and education
HM	Her Majesty's
HMCS	Her Majesty's Court Service
HMI Probation	Her Majesty's Inspectorate of Probation
ISSP	Intensive Supervision & Surveillance Programme
LAC	Looked After Children
LCJB	Local Criminal Justice Board
LSCB	Local Safeguarding Children Board
MAPPA	Multi-Agency Public Protection Arrangements
Ofsted	Office for Standards in Education
PAT	Positive Action Training
PAYP	Positive Activities for Young People
PCT	Primary Care Trust
PNC	Police National Computer
PPO	Prolific and other Priority Offender
PSR	Pre-sentence report
RAP	Resettlement and Aftercare Provision
RoSH	Risk of Serious Harm
SLA	Service level agreement
SQIFA	Screening Questionnaire Interview for Adolescents (Youth Justice Board approved mental health screening tool for YOT workers)
T3	Substance misuse provider
YIP	Youth Inclusion Programme
YISP	Youth Inclusion Support Panel
YJB	Youth Justice Board
YOI	Young Offender Institution
YOIS	Youth Offending Information System
YOT	Youth Offending Team
YOS	Youth Offending Service

Summary

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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

Work in the courts

- ◇ There was a clear framework of youth court service provision by the YOS that encapsulated the youth court, magistrates' courts and the Crown Court. This was supported by agreed protocols that were regularly reviewed.
- ◇ Less than 50% of sentences were based on a court report. We saw a number of short-term custodial sentences being imposed without an up-to-date pre-sentence report having been prepared.
- ◇ Sentencers did not receive formal, structured information on the outcomes achieved by children and young people on the various orders.

Work with children and young people in the community

- ◇ In 2007 the YOS had led on the development of a Youth Crime Prevention Strategy, which focused on coordinating the range of prevention services in Leeds.
- ◇ Onset assessments had been completed within a reasonable timeframe in 33% of cases.
- ◇ In the majority of cases of those children and young people who had offended, the intervention delivered was likely to address the likelihood of reoffending behaviour. The interventions also addressed, where appropriate, Risk of Harm to others, safeguarding issues and community reintegration.
- ◇ The number of Looked After Children in the criminal justice system was high.
- ◇ Employment, training and education performance for children and young people post-16, judged over the previous nine months, stood at 52.5% against a Youth Justice Board target of 90%.

Work with children and young people subject to custodial sentences

- ◇ In 85% of cases the initial Asset was completed in accordance with national standard timescales and subsequently re-scored. However, in 55% of cases where a Risk of Serious Harm assessment was required it had not been completed to a sufficient standard.
- ◇ Connexions and Child and Adolescent Mental Health Services workers met regularly with the staff at Wetherby Young Offender Institution to discuss issues regarding children and young people engaged with the YOS.
- ◇ In only 31% of cases had the child or young person's individual learning plan continued following release.
- ◇ The YOS had demonstrated a reduction in both frequency and seriousness of offending, both year on year, and against the baseline target from 2002. Reoffending had reduced by 4% since then.

Victims and restorative justice

- ◆ There was limited capacity for victims to access restorative interventions tailored to their needs.
- ◆ Victim and reparation work was focused primarily on referral orders, and the inspection team saw very little evidence of victim related work on any other orders. Often priority was not given to the safety of the most vulnerable victims.
- ◆ There was a comprehensive range of reparation programmes, including a retail theft initiative and a scheme delivered with the fire service aimed at reducing arson offences.

Management and leadership

- ◆ The Youth Justice Plan was integrated into the Safer Leeds Strategy 2005-2008, and into the Children and Young People's Plan 2006-2009. The YOS had contributed to the formulation of these plans, which were subject to regular reviews. It was not seen as a stand-alone organisation.
- ◆ There were effective processes agreed by the YOS and its partners to identify children and young people at risk of offending. However, the prevention schemes only covered small pockets of the city, leaving large areas with no targeted services.
- ◆ All staff stated that managers demonstrated professional management approaches and modelled positive leadership behaviour.
- ◆ There was limited evidence of the Partnership evaluating the quality of the work carried out with children and young people.

Recommendations

Changes are necessary to ensure that (primary responsibility is indicated in brackets):

- (1) an appropriate, timely court report is written for all sentencing courts (*YOS Manager*)
- (2) the number of children and young people subject to a secure remand is reduced (*Chair of the Partnership*)
- (3) an Onset assessment is completed for all children and young people on a prevention programme, together with an appropriately sequenced intervention plan (*YOS Manager*)
- (4) all prevention staff are conversant, and fully understand, the Risk of Harm and vulnerability policy and it is consistently implemented (*YOS Manager*)
- (5) the quality of Asset and Risk of Serious Harm assessments are improved and include victims' issues (*YOS Manager*)
- (6) the number of Looked After Children entering the criminal justice system is reduced, with appropriate use being made of alternative interventions (*West Yorkshire Police and Children and Young People's Social Care*)
- (7) sufficient provision is made available to all children and young people with healthcare needs (*Leeds Primary Care Trust*)
- (8) all children and young people of compulsory school age involved with the YOS receive at least 25 hours of educational provision (*Education Leeds*)
- (9) a wider range of work-based learning, training and further education opportunities are provided for children and young people post-16 (*Chair of the Partnership*)
- (10) all appropriate information regarding children and young people in the secure establishments is shared between both parties (*YOS Manager*)
- (11) suitable and appropriate accommodation is made available to all children and young people engaged with the YOS (*Chair of the Partnership*)
- (12) monitoring and evaluation systems are in place across all YOS interventions, which specifically measure outcomes for children and young people (*YOS Manager*)
- (13) 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 (*Chair of the Partnership*)
- (14) a priority service is provided to those victims or potential victims who are identified as being particularly vulnerable (*YOS Manager*).

Next steps

An improvement plan addressing the recommendations should be submitted to HM Inspectorate of Probation for approval four weeks after the publication of this inspection report. Once agreed, the plan will be forwarded to the Youth Justice Board to monitor its implementation.

Service users' perspective

Children and young people

One hundred and sixteen children and young people completed a questionnaire for the inspection, of which 100 questionnaires were interactive on computer software. The remainder were completed on paper, either independently or during an interview with an inspector.

- ◆ The overwhelming majority of children and young people felt YOS staff were really interested in helping them.
- ◆ All children and young people interviewed indicated that they were treated fairly and with respect.
- ◆ More than three-quarters of children and young people said that things had got better for them as a result of their work with the YOS, and most were less likely to reoffend as a result.
- ◆ 64% had been helped with issues relating to school, training or employment.

Sixteen interviews were conducted with children and young people in custody.

- ◆ Contact by the YOS during custodial sentences was good. The majority described regular visits and attendance and input at planning meetings.
- ◆ Only 10% of children and young people reported that the YOS worker had had any input into their programmes in the secure establishment.
- ◆ Most children and young people said that they were treated fairly and with respect by the YOS staff. However, 40% had not been told how to make a complaint if they needed to.

Parents/carers

Thirteen questionnaires were completed by parents/carers, either independently or during an interview with an inspector.

- ◆ All except one parent/carer indicated that the first contact with the YOS was helpful, and it was explained what was available to their family.
- ◆ All parents/carers stated that their needs had been taken into account, and that they had been given enough information about sentences.
- ◆ The overwhelming majority of parents/carers reported that things got better for them and their child or young person following contact with the YOS.

Victims

Four questionnaires were completed by victims of offending by children and young people, either independently or during an interview with an inspector.

- ◇ All victims were completely satisfied with the service provided by the YOS.
- ◇ All victims indicated that they were given enough information about sentences, and had the chance to talk about any worries they had about the offence, or about the child or young person who had committed it.
- ◇ One victim commented, "*The victim liaison officer was very supportive and professional, she arranged the meeting with the young person at the secure unit. It was a very rewarding and worthwhile experience*".

Sharing good practice

Below are examples of good practice we found in the YOS.

Work with children and young people at risk of offending

**General criterion:
2.1**

Middleton YIP ran a sports leadership programme, and as a part of this they organised a fun day for younger children on the estate during half-term. Children and young people on the programme organised tag rugby, football and cricket activities to develop their leadership and coaching skills. This had been well received by the local community.

Work with children and young people who have offended

**General criterion:
2.5**

A Junior ISSP had been developed as an alternative option for children and young people under 13. This targeted approach enabled the development of expertise with younger children who had offended, and provided the structure for continuity in the relationship between keyworkers and the child or young person.

Outcomes of work with children and young people in the community

**General criterion:
2.11**

An 11 year old boy who was the subject of a referral order had a poor attendance record at school, and was engaged in antisocial behaviour and bullying towards other pupils. As a result of a joint plan being created between the school and the YOS and the young person, he subsequently won an award for the most improved attendance, and was assisting teachers in a lunchtime art class for younger pupils. Given his apparent artistic abilities, his case manager had encouraged him to cartoon his offence. This had been used as the basis to encourage him to take responsibility for his behaviour, and enhance his understanding of the consequences of it.

Work with children and young people subject to custodial sentences

**General criterion:
3.3**

A 17 year old young person received a DTO. His offending behaviour had escalated, resulting in him breaching previous orders. The case manager decided to co-work his licence period with a youth justice worker who had been involved with him as his behaviour support worker at school. This promoted consistency and trust, and allowed a greater knowledge of the case. Although some absences resulted in breach action being taken, he was encouraged to maintain contact with the YOS, culminating in a financial penalty being imposed as opposed to the licence being revoked.

Victims and restorative justice

**General criterion:
4.1**

Following a spate of criminal damage offences to motor vehicles, a number of children and young people received final warnings. They were all required to attend an offence focused programme. As well as looking at the consequences of the offending, and the impact on individuals and communities, the children and young people met with the victims, supported by the YOS victim liaison officer and a sessional mediator. Both the children and young people and the victims felt it had been a positive experience.

Diversity

**General criterion:
5.1**

In order to encourage more staff from the black and minority ethnic communities to work within the YOS, an arrangement had been agreed with PAT West Yorkshire. Two black and minority ethnic graduates were provided with placements, and mentoring was offered. It was jointly funded by both organisations.

Management and leadership

**General criterion:
5.1**

YOS performance was broken down to each operational area team. The time taken to prepare this data had been reduced from nine days to less than 15 minutes. This had proved extremely popular with other YOTs, and was now live in Bradford and Kirklees, with five other YOTs also installing the system.

1. WORK IN THE COURTS

1.1 General criterion:

Children and young people are safeguarded and the likelihood of their further offending reduced by the provision of an appropriate pre-sentence service, including bail supervision and support programmes.

Leeds youth court had four courts that were staffed daily by 11 dedicated team members. The court manager also had responsibility for the seconded member of staff at HMYOI Wetherby. Due to the high number of children and young people being processed through the court there was a high dependence on the use of stand-down reports. Between October 2006 and September 2007, 32% of cases had been dealt with in this way. This figure also included specific sentence reports.

Strengths:

- (1) YOS and court staff communication arrangements were in place that ensured that the YOS was alerted to the possibility of children and young people being at risk of a secure or custodial remand.
- (2) The YOS had secured funding in 2006 to create a dedicated bail supervision and support team that consisted of three youth justice workers. Part of their role was to assess all children and young people detained overnight and prepare a bail Asset. They visited those children and young people remanded into custody promptly, making bail applications where appropriate. One of the bail support team was trained to carry out housing assessments on children and young people detained in the secure establishments.
- (3) As a result of a significant number of remands in custody being imposed for robbery offences, the bail support team had developed a specific package programme linked to the offence. At the time of our inspection it had not been evaluated.
- (4) All children and young people remanded to the local authority were allocated a bail support worker.
- (5) The YOS had access to ten remand foster carers who met bi-annually with the manager of the court team to discuss topical issues.
- (6) YOIS was available to all members of the team within the court building.
- (7) The YOS had produced a briefing document for all social workers, foster carers and staff from the residential care homes attending court with children and

young people. This was to promote their participation, and to enable them to effectively support those children and young people they were representing.

Areas for improvement:

- (1) Sentencers reported that they felt confident that the YOS could deliver the proposals put forward in bail support packages. There was, however, insufficient appropriate housing available for those children and young people who at the time of the court appearance were deemed homeless. On occasions they were housed in local bed and breakfast establishments that were unsuitable.
- (2) YJB data for 2006/2007 indicated that the use of remand to custody was high at 48%, against a target of 30%, and a national average of 44%.

1.2 General criterion:

Courts are assisted in making informed, timely and effective decisions by the provision of good quality reports and appropriate information from the YOT.

Strengths:

- (1) There was a clear framework of youth court service provision by the YOS that encapsulated the youth court, magistrates' courts and the Crown Court. This was supported by agreed protocols that were regularly reviewed.
- (2) The court team manager and several other members of staff had been in post for some time and good working relationships had been formed with the court officials. Court team members had developed a number of practice guidelines in conjunction with court staff. YOS court services were available over weekends and bank holidays, and arrangements were in place to provide court services to the Crown and magistrates' courts when required.
- (3) The court team manager attended the quarterly Youth Court User Group, and regularly delivered inputs at youth magistrates' meetings. He also represented the YOS on the Criminal Justice Operational Group, which consisted of the police, HMCS, CPS, probation and representatives from the Criminal Justice Board. The role of this group was to monitor performance against central government and local targets.
- (4) The YOS Manager met quarterly with the Chair of the Youth Court Bench and the senior legal advisor.
- (5) A PSR feedback form had recently been devised, a supply of which was situated in the District Judges and magistrates' retiring room. Sentencers indicated that they were generally content with the various reports provided by the YOS.
- (6) In almost all cases where produced, the court report was of the appropriate

type, prepared within national standards, and based on relevant evidence from Asset. In all cases, the child or young person had been interviewed at least once. In the great majority of cases, the court report made a clear proposal for sentence.

Areas for improvement:

- (1) Less than 50% of sentences were based on a court report. We saw a number of short-term custodial and community sentences being imposed in court without an up-to-date report having been prepared.
- (2) A community proposal was made in almost all cases, but it was only followed fully in less than half of the cases.
- (3) Only 15% of court reports were completed using the nationally approved format.
- (4) In 43% of cases the report included a description as opposed to an analysis of the offence.
- (5) Less than 20% of reports included an assessment of the victim's wishes and willingness to engage in reparation and restorative justice processes. Sentencers indicated that this was often a gap that, if completed, would have assisted with sentencing.
- (6) In less than half of the reports, an assessment of vulnerability had not been included and diversity had not been sufficiently addressed.
- (7) Court staff did not receive formal, structured information on the outcomes achieved by children and young people on the various orders.

Conclusion: These criteria are assessed as **adequate**.

2. WORK WITH CHILDREN AND YOUNG PEOPLE IN THE COMMUNITY

Work with children and young people at risk of offending

2.1 General criterion:

The YOT (or others on its behalf) undertakes appropriate activities to prevent children and young people from offending.

In 2007 the YOS had led on the development of a Youth Crime Prevention Strategy that focused on coordinating the range of prevention services in Leeds. A practice and prevention manager had been in post for three months prior to the inspection, and part of his role was to pull together the different strands of the strategy. The YOS had strong links with a range of schemes, chairing both the Senior and Junior YIP Steering Groups and the Signpost YISPs. There were Senior YIPs in Middleton and Bramley for children and young people aged 13-16, and Junior YIPs in Middleton, Bramley, Chapeltown, Osmondthorpe and Woodhouse for 10-12 year olds. PAYP was integral to the prevention strategy with five keyworkers deployed to work with children and young people at risk of offending or involvement in antisocial behaviour.

Strengths:

- (1) In all cases there was a clear referral, linked to the criteria of the scheme, and in all except one case the referral had been verified through locally agreed processes.
- (2) In all cases race and ethnicity had been clearly recorded.
- (3) In 87% of cases, home visits were carried out and repeated as necessary.
- (4) In all cases there was a nominated lead professional/keyworker.
- (5) Two YISPs covered the south and east of the city. Delivered by Signpost, intensive support was provided to the families of children and young people involved in antisocial behaviour, which had resulted in them on occasions being put at risk of losing their housing.
- (6) There was a wide range of interventions available on the prevention initiatives, which targeted the criminogenic needs of the child or young person.
- (7) Good partnership working was evident between the YOS, the Middleton YIP and the Youth Service.
- (8) In 54% of cases the intervention delivered was likely to reduce the likelihood of

offending and antisocial behaviour. In 62% of cases it was likely to address community reintegration.

- (9) YOS workers demonstrated commitment to their work with the child or young person.

Areas for improvement:

- (1) Onset assessments had not been completed in over a third of the relevant cases within a reasonable timeframe.
- (2) In several cases, contact with the child or young person and their parents/carers had not occurred until some considerable time after the referral, often four or five months. It had proved difficult to engage with some families.
- (3) Diversity issues, potentially discriminatory/disadvantaging factors, and any other individual needs had not been assessed at an early stage in all cases.
- (4) Prevention staff displayed a lack of understanding of risk issues and procedures, which was reflected in an absence of RoSH assessments and risk management plans.
- (5) An intervention plan was prepared in less than half of the cases where the child or young person had engaged, and we saw little evidence of them being reviewed.
- (6) Insufficient attention had been paid to ensuring that intervention plans had outcome-oriented objectives, and very few were appropriately sequenced.
- (7) Not all cases had a suitable exit strategy.

2.2 General criterion:

The health of children and young people who are at risk of offending is promoted by the work of the YOT and its partners.

The YOS nurses had qualifications in general nursing, learning disabilities and mental health, and all formed part of the Tier 3 CAMHS service. Two full-time and two part time staff covered the four area offices.

T3, a substance misuse crime reduction initiative, had been commissioned in 2006 as the treatment provider. The previous contract, delivered by a different organisation, had been terminated when it had failed to provide the required level of service.

Strengths:

- (1) In most cases an appropriate physical health, substance misuse or mental health referral was made and interventions delivered to the child or young person.

- (2) In all cases there was evidence that the child or young person had been supported in accessing local services.
- (3) Children and young people at risk of offending were offered comprehensive services that included school nurse visits, advice and support on healthy eating and lifestyle, and contraception.
- (4) The YOS was a partner in 'Citywise', a free and confidential sexual health service for all children and young people.

2.3 General criterion:

Children and young people who are at risk of offending are safeguarded through the work of the YOT and its partners, to contribute to the promotion of their welfare and, where applicable, their protection.

Strengths:

- (1) There was good liaison with parents/carers, and home visits were routinely undertaken.
- (2) The YOS and CYPSC had developed a good practice guide to joint working. It promoted coordinated and planned work between the two agencies, and supported the YOS safeguarding policy and procedures.

Areas for improvement:

- (1) In 73% of cases it was uncertain whether the child or young person's status had been checked with CYPSC on receipt of the referral, and consequently this was not clearly recorded.
- (2) In two of the five relevant cases there had been no liaison between the keyworker and CYPSC.
- (3) In two cases a vulnerability management plan had not been produced to reduce the identified needs.
- (4) Overall, prevention staff displayed a very limited knowledge of issues surrounding vulnerability, and the importance of completing vulnerability action plans where appropriate.
- (5) There was no evidence of CAF being used.

2.4 General criterion:

Children and young people who are at risk of offending are enabled and encouraged to achieve their potential.

Each operational area team had an education officer. They also had staff from Connexions whose numbers had doubled shortly prior to the inspection.

Strengths:

- (1) In almost three-quarters of cases where the Onset assessment had been completed, ETE needs had been identified and the appropriate referral had been made.
- (2) A multi-agency protocol had been agreed between the YOS, West Yorkshire Police and Education Leeds to provide restorative justice training for staff in schools. This enabled antisocial behaviour and bullying type incidents to be dealt with informally, without police involvement.
- (3) In most cases the preventative service had helped to ensure that the child or young person was supported in accessing local services.
- (4) In four of five cases the YOS had taken action to reintegrate the child or young person back into full-time education.

Area for improvement:

- (1) There was insufficient recording of outcomes, and evaluation was not linked to the achievement of targets.

Conclusion: These criteria are assessed as **adequate**.

Work with children and young people who have offended

2.5 General criterion:

The YOT (or others on its behalf) undertake appropriate activities to prevent children and young people from reoffending.

The YOS was based in four operational area offices across the city in the north, south, east and west, each with a manager and staff from partner agencies. The management team, referral order team and victim staff were situated on a separate site in Headingley. The ISSP team were co-located with the south team.

Strengths:

- (1) In 89% of cases the Asset was completed in accordance with national standard timescales. 86% of Assets had been reviewed and informed the intervention plan.

- (2) Whilst only 71% of children and young people were invited to complete a *What do you think?* form, most of those asked did complete it.
- (3) Individual needs had been actively assessed, and factors identified that needed addressing in most cases. Arrangements had been made to minimise their impact in the overwhelming majority of cases.
- (4) Most cases had an accurate screening of RoSH, had the correct classification and were appropriately reviewed.
- (5) New risk management procedures had been launched in April 2007 and all staff had received two days training. Risk management panels were held for all children and young people who fell below MAPPA thresholds. These meetings included a police officer, a practice manager and an operational manager.
- (6) 85% of intervention plans were completed within appropriate timescales. Progress against the objectives was reviewed in 89% of cases.
- (7) In the overwhelming majority of cases, the interventions planned on referral orders included reparation to the victim and/or wider community. In all cases it included an intervention to prevent offending.
- (8) In 93% of cases, the intervention delivered addressed the likelihood of reoffending behaviour. The interventions also addressed, where appropriate, RoSH to others, safeguarding issues and community reintegration.
- (9) In more than two-thirds of cases, constructive interventions challenged the child or young person to take responsibility for their offending.
- (10) ISSP had a flexible structure that allowed programmes to be designed around the child or young person and their diverse needs. There was a full range of YOS specialist support available to those on the programme.
- (11) ISSP activities were increasingly drawn from a range of community resources available in local areas. Staff were encouraged, and used, a developing network of intelligence to establish what was on offer within the city.
- (12) We saw good engagement with children and young people on a one-to-one basis, and effective use was made of community resources including the dance workshops.
- (13) The YOS provided sessional mediators to all children's residential homes to resolve minor offending as per a protocol with CYPSC, and had delivered training to residential staff and managers to support the implementation of this approach.
- (14) In 88% of cases the child or young person had received a comprehensive induction to their order.
- (15) In more than three-quarters of cases, the frequency of appointments conformed to national standards, met RoSH considerations and supported the

achievement of intervention plan objectives.

- (16) In all except one case the YOS worker had monitored attendance across all interventions.
- (17) In the great majority of cases, effective action had been taken to ensure compliance. Text messages were sent to children and young people reminding them of their appointments.
- (18) Judgements about acceptability/unacceptability were consistent in 85% of cases and appropriate in 96% of cases.
- (19) In most cases the YOS worker had demonstrated commitment to their work, motivated the child or young person throughout their sentence and reinforced positive behaviour.

Areas for improvement:

- (1) Only 62% of Asset assessments were of sufficient quality.
- (2) The initial Asset was informed by parents/carers in 72% of cases, CYPSC in 40% of cases and contact with the education/training provider in 22% of cases.
- (3) In 90% of cases, race and ethnicity had been clearly recorded. However, on occasions we found discrepancies in the classification recorded on Asset and YOIS.
- (4) 67% of RoSH assessments had been completed to a sufficient standard.
- (5) Victim issues were covered thoroughly in 42% of RoSH assessments.
- (6) 25% of children and young people did not receive a home visit.
- (7) Only 56% of intervention plans were outcome focused, and 44% were appropriately sequenced. 26% of plans included victim restorative processes.
- (8) Very few interventions delivered sufficiently addressed victim awareness.
- (9) 45% of joint working between the YOS and CYPSC was delivered to plan. Whilst there was good liaison between practitioners, there was little evidence of different agency plans being linked.
- (10) In nearly a third of cases the first appointment following sentence with the child or young person did not take place within the national standard timescales.
- (11) In those cases where an accommodation need was identified, action had not been taken in half of the cases inspected.

2.6 General criterion:

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

Strengths:

- (1) In over two-thirds of cases an intervention had been delivered in relation to emotional and mental health and substance misuse.
- (2) In 90% of cases SQIFA had been used appropriately.
- (3) There was a dedicated nurse who provided physical, and emotional and mental health screening to all those children and young people on RAP and ISSP. She also delivered a weekly prescribing clinic.
- (4) Electro-acupuncture was offered by all the nursing team as a complimentary therapy. In addition, a sensory room had been established for children and young people with emotional issues.
- (5) Pregnancy and chlamydia testing, sexual health advice and free contraception linked to the Teenage Pregnancy Strategy was promoted across all YOS offices.
- (6) Snack bags meeting basic nutritional needs and developed by the health practitioners in partnership with the PCT were available to all children and young people visiting YOS premises. Healthy eating was promoted across all YOS offices.

Areas for improvement:

- (1) Where there was evidence of a physical health or emotional and mental health need, a referral had only been made in just over half of the cases.
- (2) Emotional and mental health services were not available to young people aged 17 and above, unless they were previously known to the CAMHS.
- (3) There was insufficient capacity to deliver the health provision, and a bid had been made to the PCT for an additional post. There were only three substance misuse workers covering four operational area teams.

2.7 General criterion:

Children and young people who have offended are safeguarded through the work of the YOT to contribute to the promotion of their welfare and, where applicable, their protection.

Strengths:

- (1) In most relevant cases there had been liaison between YOS and CYPSC staff

and there had been involvement during supervision.

- (2) The YOS had checked the status of the child or young person with CYPSC and it was clearly recorded in most cases.
- (3) Staff had access to an e-learning package for safeguarding.

Areas for improvement:

- (1) Joint working between YOS and CYPSC staff to address safeguarding issues had been delivered to plan and achieved within reasonable timescales in two out of six cases. In four cases, joint work had been effectively communicated.
- (2) In 42% of cases the interventions delivered sufficiently addressed children and young people staying safe.
- (3) There was a high number of LAC in the criminal justice system although there had been a slight reduction between 2005/2006 and 2006/2007. There was a notable increase in LAC receiving custodial sentences and supervision orders.

2.8 General criterion:

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

Strengths:

- (1) The Grafton provision was an alternative teaching and learning centre provided by Education Leeds. It provided teaching for those children and young people not in mainstream school, and had enabled some children and young people to have literacy and numeracy assessments, who subsequently received the required support.
- (2) An intervention was offered to a child or young person with a mainstream statutory educational need in 83% of cases, and in 90% the intervention promoted learning opportunities and attainment.
- (3) In 92% of cases an intervention was offered to a child or young person with a post-16 education or training need, and in 82% of those cases the intervention promoted learning opportunities and attainment.
- (4) Recent additional appointments of ETE staff had resulted in a steady improvement in the number of children and young people engaged in ETE according to YJB data. At the time of the inspection the figure stood at 68.8%. This had also resulted in a wider range of interventions and support being made available.
- (5) The doubling of Connexions staff seconded to the YOS had resulted in more support for children and young people post-16.

Areas for improvement:

- (1) There were inconsistencies in scoring ETE on Asset. This was despite the fact that ETE staff had developed and implemented a comprehensive training package for case managers on this and other issues.
- (2) Post-16 ETE performance, judged over the previous nine months, stood at 52.5% against a YJB target of 90%.
- (3) ETE and Connexions staff were not routinely involved in Asset completion, or in case reviews.
- (4) Too many children and young people were only receiving 0-15 hours education.
- (5) There was an insufficient range of suitable quality training places for children and young people who had offended.
- (6) Some providers, including colleges and training agencies, were reluctant to accept children and young people who had offended.
- (7) Insufficient attention was given to setting outcome focused objectives, and monitoring and reviewing ETE progress.

Conclusion: These criteria are assessed as **good**.

Work with parents/carers

2.9 General criterion:

Parents/carers are supported in addressing their children's antisocial and offending behaviour.

Strengths:

- (1) The overwhelming majority of parents/carers had been informed of the requirements of the interventions undertaken by their children and young people. Likewise they had been kept informed about progress during the course of supervision.
- (2) In almost all cases the active engagement of parents/carers in their child or young person's supervision had been facilitated by the work of the YOS or partner agency.
- (3) The YOS had developed a bespoke parenting self-assessment tool that could be used at the initial stage of contact or during the course of the interventions.
- (4) Each operational area and specialist team had a parenting 'champion' who encouraged active work with parents/carers by other staff. They helped to

prepare parenting action plans and carried out work on more complex cases. Work with parents/carers was a part of the induction package for new staff.

- (5) Information packs were available in each office and there were good links with other organisations providing parenting support.
- (6) All Relative was a parenting programme for parents/carers of children and young people at risk of antisocial behaviour, hosted by Leeds YOS on behalf of the city. It used the Incredible Years accredited programme and operated from a number of venues across the city. Ongoing support was given by way of weekly phone calls or home visits. Childcare and transport costs were available to enable parents/carers to attend.
- (7) Parenting workshops and support groups available in each operational area team were popular, and appeared to be having a positive impact.
- (8) Bangor University had evaluated the Incredible Years programme and had reported on the findings from three groups run in Leeds that had started in February 2007. Child behaviour was much improved after parents had participated on the course, and teachers reported some positive outcomes for children in their learning and behaviour at school.

Areas for improvement:

- (1) Some parenting assessments were not linked to Asset.
- (2) Case managers had been trained to undertake parenting assessments; however, we saw little evidence within case files of these being completed.

Conclusion: This criterion is assessed as **good**.

Outcomes of work with children and young people in the community

2.10 General criterion:

The YOT promotes consultation with service users about the services they receive, and this information is used to improve outcomes.

Strengths:

- (1) The YOS held a bi-annual event for parents/carers of children and young people on ISSP, both to inform them of their progress and to invite feedback on the service received.
- (2) All children and young people and parents/carers were invited to provide feedback at the end of each order, and forms for this were provided in each reception area for children and young people.

- (3) The YOS was involved in the wider city participation strategy through Children Leeds.

Area for improvement:

- (1) Consultation and feedback information did not clearly inform future service delivery.

2.11 General criterion:

The YOT demonstrates positive outcomes in its work with children and young people in the community.

Strengths:

- (1) In none of the prevention cases inspected had the child or young person received a reprimand, final warning or been convicted of an offence.
- (2) Most prevention cases had not seen an increase in restrictive interventions, and the risk profile had not increased for any of the children or young people.
- (3) In nearly three-quarters of cases assessed, children and young people on the prevention programme had complied with the requirements of the order.
- (4) Of children and young people who received a final warning, 95% were not subsequently charged with an offence.
- (5) 70% of children and young people had not been convicted of an offence since the start of the order.
- (6) In 57% of cases the Asset review showed an improvement over the initial score.
- (7) In over 50% of cases, some or significant progress had been made against the first and second priority criminogenic factors for each child or young person.
- (8) Over two-thirds of children and young people interviewed stated that the YOS had helped them to make better decisions, understand their offending behaviour and assist with their ETE.
- (9) The YOS had been working with Leeds University analysing data for the last four years on first-time entrants to the criminal justice system. As a result of this work, the prevention strategy was focusing on the findings to inform and improve future practice.
- (10) In 2006/2007 the YOS achieved a 7% reduction in first-time entrants to the criminal justice system compared to the 2004 baseline.
- (11) Between 2002 and 2005 there had been a decrease in community penalty reoffending by 10%.

Areas for improvement:

- (1) The year-on-year pre-court recidivism rate had risen to 34.9% between 2002 and 2006. This coincided with an increase in police reprimands from 1063 to 1528 in the same period.
- (2) Between 2002 and 2006 there had been an increase in first tier reoffending by 8%.
- (3) In just over half of final warning, first tier and community order cases, where an accommodation need had been identified it had not improved.
- (4) In only 26% of cases was there a positive demonstrable change in a child or young person's victim awareness.

Conclusion: These criteria are assessed as **adequate**.

3. WORK WITH CHILDREN AND YOUNG PEOPLE SUBJECT TO CUSTODIAL SENTENCES

3.1 General criterion:

The YOT (or others on its behalf), undertake appropriate activities during the custodial phase of the sentence to prevent children and young people from reoffending.

A seconded member of staff was posted at HMYOI Wetherby, where most boys and young men served their remand episode or custodial sentence. She was a case worker, and together with a social worker from CYPSC, provided a vital link with the YOS. The establishment was about 15 miles from Leeds city centre.

Strengths:

- (1) In 85% of cases the initial Asset was completed in accordance with national standard timescales and subsequently re-scored.
- (2) In the overwhelming majority of cases the YOS worker ensured that the child or young person's accommodation needs were assessed and monitored, and actively worked with others to secure appropriate provision. This was achieved with the seconded housing officer initiating the enquiries, and taking appropriate action 28 days prior to the release date.
- (3) Prior to the inspection the YOS had started sending information regarding a child or young person to the secure establishments by way of secure e-mail as opposed to using the yellow envelope system. This had resulted in significant improvements in the timely arrival of paperwork at the appropriate destination.
- (4) In 85% of cases the YOS worker contributed to the initial training plan.
- (5) In most cases the initial training plan was completed within timescales. More than two-thirds outlined who would deliver the interventions, and three-quarters of the children and young people had seen and signed the plans.
- (6) Interventions planned were likely to address the likelihood of reoffending behaviour in 85% of cases, and community reintegration in 75% of cases.
- (7) In almost all cases the frequency of contact during the custodial phase conformed to national standards, and met RoSH and safeguarding considerations. In almost three-quarters of cases, the contacts supported the achievements of the training plan.
- (8) In all cases contact between parents/carers and the child or young person had

been encouraged by the YOS.

- (9) In all except one case the YOS had assisted the parents/carers to attend planning and review meetings, in particular the final review meeting. These meetings were often chaired by the YOS staff.
- (10) In all cases the YOS worker contributed to the final review meeting.
- (11) Together with staff from HMYOI Wetherby, joint training had been delivered to YOS staff on resettlement issues. This had included the importance and effect on others of chairing planning, review and final meetings, and had been well received.
- (12) Where appropriate, the seconded member of staff at Wetherby would attend MAPPA or risk management panel meetings. If unable to do so a written report would be provided.

Areas for improvement:

- (1) Initial Assets were of sufficient quality in only 53% of cases. They did not consistently draw on a range of sources, and in a quarter of cases the child or young person was not interviewed. The parent/carer was only interviewed in 35% of cases, and contact with the education/training provider only occurred in a fifth of cases.
- (2) The child or young person was only invited to complete a self-assessment *What do you think?* form in 10% of cases.
- (3) In 15% of cases, race and ethnicity was not recorded clearly.
- (4) The individual needs of children and young people had not been assessed at an early stage. Where they had been considered, plans had been put in place to minimise their impact in 83% of cases.
- (5) Full attention had not been paid to the methods likely to be most effective with the child or young person in 45% of cases.
- (6) Whilst the screening of RoSH was accurate, a RoSH Asset had been completed in only two-thirds of cases, and of those completed more than half were of a sufficient standard.
- (7) In 73% of cases victim issues had not been covered thoroughly in the RoSH Asset.
- (8) In three of the custody cases that were read, specific risk factors were not assessed and communicated, both verbally and in writing, to the secure establishment immediately.
- (9) In most cases the views of education and the PCT were not included at the initial planning meeting.

- (10) In half the cases, the initial training plan was sensitive to diversity issues, and requirements in the plan were sequenced in 15% of cases.
- (11) Interventions in the initial training plan only addressed RoSH to others in 35% of cases and staying safe in 53% of cases.
- (12) Where a risk management plan was completed it was comprehensive in half of the cases, and completed at the same time as the RoSH Asset in 63% of cases.
- (13) In 60% of cases the overall quality of the communication between YOS staff, the secure establishment and others to facilitate the delivery of the intervention plan and prepare the child or young person for release was judged as sufficient.

3.2 General criterion:

Children and young people are safeguarded through the work of the YOT during the custodial phase of the sentence to contribute to the promotion of their welfare and, where applicable, their protection.

Strengths:

- (1) In all cases the status of the child or young person had been checked with CYPSC. In all but one case it was clearly recorded, and there had been liaison between the YOS worker and CYPSC.
- (2) Connexions and CAMHS staff met regularly with the staff at HMYOI Wetherby to discuss issues regarding children and young people engaged with the YOS.
- (3) YOS case managers carried out an extra monthly welfare visit to HMYOI Wetherby, in between attending the statutory meetings.

Areas for improvement:

- (1) In more than three-quarters of cases a vulnerability action plan had not been produced where required.
- (2) In more than two-thirds of cases, action appropriate to the needs of the child or young person had not been taken.
- (3) Staff from the YOS delivered interventions on visits to HMYOI Wetherby, although on occasions the secure establishment was not aware that this had happened.

3.3 General criterion:

The YOT (or others on its behalf), undertake appropriate activities during the community phase of the sentence, to prevent children and young people from reoffending.

Strengths:

- (1) In all cases the child or young person received a timely induction, and in most cases a comprehensive induction, on discharge from custody.
- (2) In all cases the intervention plan was reviewed within ten days of release.
- (3) In the majority of cases the YOS worker monitored the attendance of the child or young person across all interventions.
- (4) In 83% of cases, specialist ETE services were provided in relation to post-16 education and training in accordance with the national standard.
- (5) In all cases the frequency of appointments met RoSH considerations, and in the great majority of cases met safeguarding needs and conformed to national standards.
- (6) In all but one case for high/very high RoSH cases and PPOs, breach action was instigated and resolved within the required timescales.

Areas for improvement:

- (1) Half of intervention plans were reviewed on a three monthly basis or at the end of the order, whichever was the sooner.
- (2) In 67% of cases, emotional and mental health services were not provided in accordance with the national standard.
- (3) In three cases where the child or young person had statutory mainstream education needs, they were not provided for.
- (4) Numeracy and literacy were not assessed on release.
- (5) In only 31% of cases had the child or young person's individual learning plan continued following release.
- (6) In half of the cases, the intervention plan was sensitive to diversity issues.
- (7) In just over half of the cases, constructive interventions successfully challenged the child or young person to accept responsibility for their offending behaviour and its consequences.
- (8) Less than half of the children and young people received a timely and purposeful home visit.

- (9) In 64% of cases effective action had been taken to ensure compliance.
- (10) On occasions HMYOI Wetherby had insufficient information from the YOS on case files to ensure that appropriate licence conditions were imposed on children and young people when they were released from the secure establishment.

3.4 General criterion:

The YOT demonstrates positive outcomes in its work with children and young people subject to custodial sentences.

Strengths:

- (1) Since the start of the community phase the child or young person had been convicted of an offence in only two out of 17 cases.
- (2) In 53% of cases the most recent Asset score showed an improvement over the initial score.
- (3) Most children and young people in the secure establishments with a drug or alcohol issue reported that they had had help to address the problem.
- (4) The YOS had demonstrated a reduction in both frequency and seriousness of offending, both year on year and against the baseline target, and reoffending had been reduced by 4% since 2002.

Areas for improvement:

- (1) 55% of children and young people had complied with the requirements of their order.
- (2) In 63% of cases, accommodation provision for children and young people had not improved.
- (3) In half of the cases there had been no demonstrable benefit to the community as a result of the offender's order.
- (4) Some or significant progress against the first priority criminogenic factors had been achieved in 39% of cases, but against the second and third priority factors, 21% and 26% of cases respectively had seen progress.
- (5) There was a demonstrable change in attitudes and behaviour in 35% of cases but only a 10% change in victim awareness.
- (6) In 45% of cases, attention had not been given to long-term community reintegration.

Conclusion: These criteria are assessed as **adequate**.

4. VICTIMS AND RESTORATIVE JUSTICE

4.1 General criterion:

Victims of children and young people who have offended feel that they have been assisted by the intervention of the YOT in feeling safer and achieving closure.

There was a dedicated restorative justice team, consisting of a coordinator, two victim liaison officers and two reparation coordinators. These posts were financed through the Safer and Stronger Communities Fund.

Strengths:

- (1) Of the 12 victims invited to engage in a restorative justice process, four actually took part.
- (2) In the north of the city, the police officer had recently piloted an initiative to make contact with all victims of crimes committed by children and young people who were engaged on an intervention programme.
- (3) Diversity needs of victims were assessed and appropriate provisions made available. Specific provisions were made for disabled and young victims and an interpreter had been used to facilitate mediation for a Japanese family who were the victims of a mischief night offence.
- (4) The YOS had developed a protocol with Leeds Victim Support, which included an agreement to conduct joint training.
- (5) A protocol had been agreed between the YOS and the probation area's victim services and Public Protection Unit. This outlined their joint responsibilities for the victims of children and young people who had committed serious sexual or violent offences. It had enabled the development of good working relationships between the two agencies.
- (6) A reparation scheme was delivered with the fire service that contributed to a wider community safety agenda to reduce arson and vehicle fires. The Retail Theft Group was co-delivered by local retailers with initiatives to reduce business crime. These projects complimented a comprehensive range of other reparation programmes.

Areas for improvement:

- (1) In 60% of cases the YOS worker had not given appropriate priority to victims who had safeguarding concerns.

- (2) Victim and reparation work was focused primarily on referral orders and the inspection team saw little evidence of victim related work on any other orders.
- (3) There was limited evidence of communication between case managers and victim staff.
- (4) Insufficient attention was given to including victim issues in court reports, Onset, Asset and RoSH assessments.
- (5) Only 32% of victims had been invited to participate in a restorative justice process related to the offence.
- (6) The overall quality of the work carried out to assist victims to feel safer and achieve closure was judged as insufficient in 45% of cases and poor in 14% of cases.
- (7) 79% of children and young people had not been involved in any reparation to the victim or the community.
- (8) Although the YOS received regular feedback from victims through the evaluation form, the information collated did not inform practice development.

Conclusion: This criterion is assessed as **inadequate**.

5. MANAGEMENT AND LEADERSHIP

Leadership and planning

5.1 General criterion:

The Management Board works actively with others, including the YOT manager, in an integrated way to maximise the likelihood of improving outcomes for children and young people.

Since the inception of the YOS, the Management Board, known locally as the Partnership, had been chaired by the Chief Executive of Leeds City Council. It was hosted within CYPSC, but maintained close links with the Safer Leeds Partnership. The YOS Manager was line managed by the Chief Officer within CYPSC.

Strengths:

- (1) The Youth Justice Plan was integrated in the Safer Leeds Strategy 2005-2008 and into the Children and Young People's Plan 2006-2009. The YOS had contributed to the formulation of these plans, which were subject to regular reviews. It was not seen as a stand-alone organisation.
- (2) The YOS Manager was a member of the Children Leeds Board, and their Integrated Strategic Commissioning Board. He was also a member of the Connexions Local Management Committee, and Chair of the Leeds Children's Fund Executive.
- (3) Part of the Community Safety senior management team meetings, the YOS Manager was also a member of the Safer Leeds Partnership Board. The YOS had been actively involved in setting priorities within the Local Area Agreement, which now included YOS targets for reducing first-time entrants to the criminal justice system and reducing recidivism rates.
- (4) The YOS contributed to the LCJB at a variety of levels, with the YOS Manager representing all five West Yorkshire YOTs on the diversity group.
- (5) In October 2007 a YOS diversity advisor jointly funded by the YJB and the five West Yorkshire YOTs was appointed. This complimented and supported the work being carried out by a cross-section of staff that were part of a diversity working group, set up to discuss and tackle issues across the service.
- (6) Leeds University undertook a detailed race audit in 2006 analysing offence patterns and offender needs as evidenced through Asset. The research looked at sentencing patterns, including custodial terms, and mapped these to the seriousness and frequency of offending. Subsequent findings were presented to

the Partnership, the court, the LCJB and YOS staff.

- (7) The YOS employed an information manager and two information officers who had responsibility for the collation, validation and interpretation of data recorded on YOIS. They had developed additional reporting tools that enabled data previously only available monthly or quarterly to be provided to managers on a weekly basis. This data could be monitored for each operational area team throughout the city and for each individual member of staff.
- (8) Each operational area team had a practice manager whose role was to ensure consistency of practice and high standards of work.
- (9) YOS management meetings were held fortnightly and chaired by the Manager. Performance management meetings were held fortnightly in the intervening weeks.

Areas for improvement:

- (1) There was little evidence of the partnership evaluating the quality of the work carried out with children and young people.
- (2) The Youth Justice Plan did not specify outcome focused targets for ETE.

Partnership and resources

5.2 General criterion:

Partner organisations and the YOT work together effectively to protect the public, reduce antisocial and offending behaviour and deliver positive outcomes for children and young people.

Strengths:

- (1) There were effective arrangements in place to cover absences of the seconded probation and health staff.
- (2) In most cases, resources allocated to the case were consistent with the child or young person's RoSH to others, likelihood of reoffending and risk of safeguarding.
- (3) Every six weeks the YOS Manager hosted a full service briefing, which enabled the staff to be updated on performance and other priority issues. These briefings were followed by a professional development seminar on an aspect of diversity or health. Themes had included dyslexia, speech and language, emotional literacy and self-harm. The agenda was driven by staff identifying areas where knowledge required updating.
- (4) The YOS Manager sat on the Strategic Prolific and Priority Offender Group. The YOS led on the prevent and deter strand of the strategy. The deputy YOS

Manager sat on the LSCB.

- (5) A manager from Leeds YOS represented all five West Yorkshire YOTs on the MAPPA Strategic Management Board.
- (6) Since September 2006 the YOS police officers had delivered final warnings according to individual needs as opposed to being carried out on a generic basis at a surgery. After initially bailing the child or young person for six weeks at the police station, appropriate checks were made and a home visit carried out. The final warning was subsequently delivered at a location most appropriate to that child or young person. As a result of the change, significant improvements had been achieved in compliance and completion of the final warnings.
- (7) All final warnings were delivered within 20 days of the decision being made.
- (8) A weekly meeting was held at the Offender Management Unit in the police station. Attended by a YOS police officer and representatives from education, the Antisocial Behaviour Unit, the Youth Service and Safer Schools Police Officers, intelligence was shared and actions agreed on individual children and young people.
- (9) The YOS Manager was the antisocial behaviour champion for Leeds and sat on the Antisocial Behaviour Strategy Group. A recent development had seen this group merge with the Leeds Respect Task Group. The area operational managers sat on the local multi-agency antisocial behaviour problem solving groups, and ensured referrals were made to the preventative and parenting programmes.
- (10) Police officers had good links with the antisocial behaviour officers located within the respective police stations.
- (11) Protocols and SLAs with statutory partners and organisations were regularly reviewed and updated.
- (12) The YOS had developed a comprehensive Accommodation Strategy. Supporting People funded 20 supported tenancies for children and young people referred by the YOS accommodation officer who also sat on the Supporting People Core Group. Furthermore, the housing department had seconded a housing support officer to Leeds YOS, who was based with the RAP team and undertook homelessness assessments. This meant that children and young people did not need to go to the housing department for assessment.
- (13) We saw a number of examples of good partnership working across the city. In conjunction with First Bus and the courts, a scheme had been developed to prevent children and young people from receiving court sentences where fares had been evaded. A similar scheme had been developed and funded within Leeds City Council, offering a restorative alternative to children and young people who had received fixed penalty notices for litter offences.

Areas for improvement:

- (1) The YOS was appropriately staffed and contributions made by partners according to legislation to effectively deliver the Youth Justice Plan. However, the information team within the YOS had carried out some extensive research, which indicated that comparing itself with YOTs in its own family, case managers held high workloads. Case managers and operational managers supported this view.
- (2) The YOS had benefited from obtaining funding from a number of sources, including the Children's Fund. Much of this was due to end in March 2008 and the future of a number of projects remained uncertain. This had implications for long-term strategic planning, including human resources and recruitment.
- (3) The police officers did not have access to PNC terminals within the operational area teams.
- (4) The YOS did not receive details of all children or young people who had received a reprimand or a fixed penalty notice. There was an ad hoc approach to issuing fixed penalty notices, and application of the ACPO gravity matrix at times was inconsistent.
- (5) Between 2002 and 2005 there had been an increase in the number of final warnings administered by almost 50%.
- (6) There was insufficient appropriate accommodation provision, particularly for those children and young people on community orders. Young women aged 16-18 were being placed in emergency hostels with adults and the YOS had no details of them. Where bed and breakfast accommodation was used, the establishments had been approved by the housing department. Within the accommodation protocol it was explicit that a social worker was expected to visit the child or young person.
- (7) There were effective processes agreed by the YOS and its partners to identify children and young people at risk of offending. However, the prevention schemes only covered small pockets of the city, leaving large areas with no targeted services.

Staff supervision, development and training

5.3 General criterion:

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

Strengths:

- (1) All staff stated that managers demonstrated professional management approaches and modelled positive leadership behaviour.

- (2) The ISSP team was led with vision and purpose, which enabled the YOS to benefit from the energy and commitment of its entire staff.
- (3) A comprehensive range of well documented policies and procedures informed the work carried out by the staff.
- (4) A training plan was incorporated into the Youth Justice Plan. Most staff indicated that their training and development needs had been met.
- (5) Induction for new staff was carried out over a six month period, and a buddy was identified for each person starting.
- (6) Most staff reported receiving supervision on a monthly basis or more frequently. In all but one case this supervision was described as being excellent or sufficient.
- (7) The overwhelming majority of staff had received a staff appraisal in the last 12 months.
- (8) Appropriate Adult and mentoring volunteers were well trained and supported by a volunteer coordinator. They were clear about their role and well motivated to undertake the task. They had had training in carrying out risk assessments, drugs awareness and other issues that impacted on working with children and young people. They had regular supervision.
- (9) Youth offender panel members were required to attend forums on three occasions each year, which provided an update on service developments. Those employed by Leeds City Council were allowed paid leave during normal work hours to enable them to carry out panel business.
- (10) The YOS held the Investors in People award and was the first in the country to obtain Investing in Volunteers status.

Areas for improvement:

- (1) Some CRB checks had not been updated despite having been sent to the bureau before the three year expiry date. The YOS was waiting for them to be returned. A few had been sent four months prior to our inspection and urgent follow-up enquiries needed to be made.
- (2) Appropriate Adult and mentoring volunteers had little liaison with case managers, and insufficient case information was provided before initial contact with a child or young person.
- (3) Panel members were unaware that their views were represented on the Referral Order Steering Group.

Conclusion: These criteria are assessed as **good**.

Appendix 1: Contextual information

Area

Leeds YOS was located in the city of Leeds, a metropolitan district of West Yorkshire and, as a single YOS, covered the Leeds local authority.

The area had a population of 715,402 as measured in the Census 2001, 10.4% of which were aged 10-17 years old. This was exactly the same as the average for England.

The population of Leeds was predominantly white British at 91.8%. The population with a black and minority ethnic heritage, 8.2%, was below the average for England/Wales of 8.7%.

Reported crime levels for children and young people aged 10-17 years old across the area, at 84.6 per 1,000, were above the average for England/Wales of 53.

The proportion of LAC aged ten and over sanctioned for an offence committed whilst Looked After was 9.3% in Leeds, which was slightly above the average for England.

YOS

The YOS was within the West Yorkshire Probation Area and West Yorkshire Police area. One PCT covered Leeds.

The Youth Justice Plan 2007/2008 showed that the YOS had 170 staff and 120 volunteers. 68% of staff were female and 16% had a black or minority ethnic heritage.

The work of the YOS was based in six main offices located in the north, south, west, and east of Leeds. A team was based in the youth court, and the referral order and restorative justice team was situated at the headquarters in Headingley. ISSP and RAP were co-located with the south team.

YJB performance data

The YJB summary of overall YOT performance available at the time of the inspection for the period to April to September 2007 gave Leeds YOS a score of 2 on a scale where 5 was the maximum. This was slightly below the national and regional performance.

Performance on reducing reoffending received a score of 5, which was significantly above that of all comparators.

Appendix 2: Inspection data

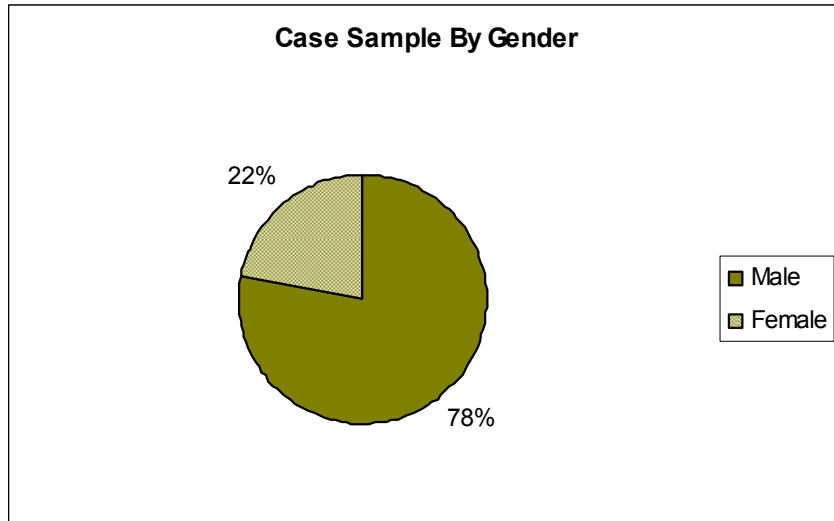
Fieldwork for this inspection was undertaken in November 2007 and during a contribution to the Leeds Joint Area Review in December 2007.

The inspection consisted of:

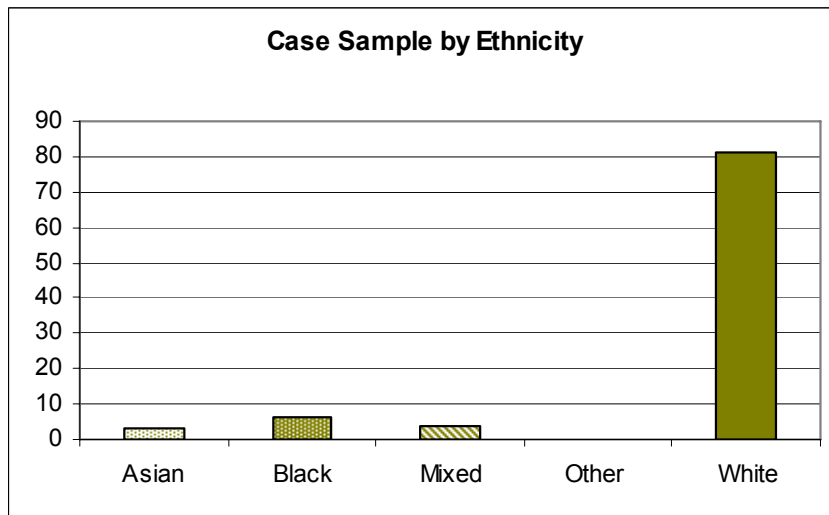
- (1) evidence in advance
- (2) examination of YJB performance data and assessments
- (3) examination of practice in a sample of cases, normally in conjunction with the case manager or other representative, as follows:
 - 15 prevention files
 - 18 final warnings
 - 18 first tier penalties (referral orders, reparation orders)
 - 25 community sentences
 - 20 custodial cases
- (4) interviews and questionnaire responses from children and young people, parents/carers, and victims
- (5) interviews with children and young people in custody
- (6) meetings with staff, managers and partners.

Data charts

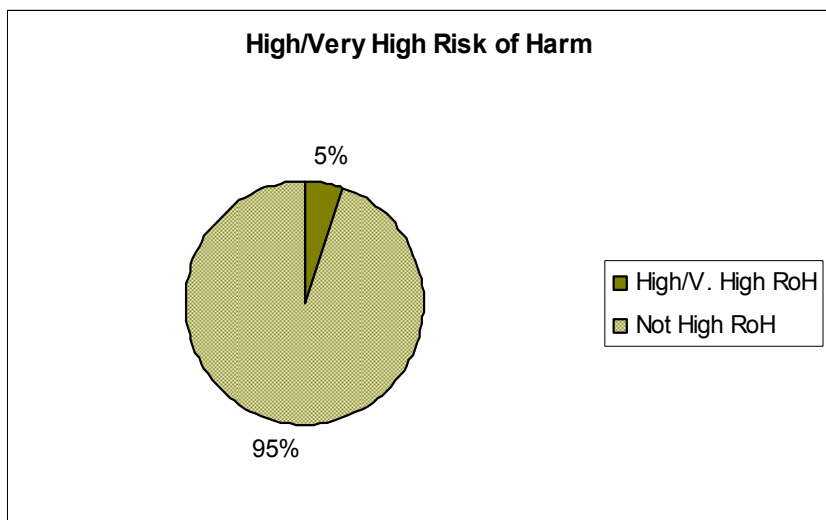
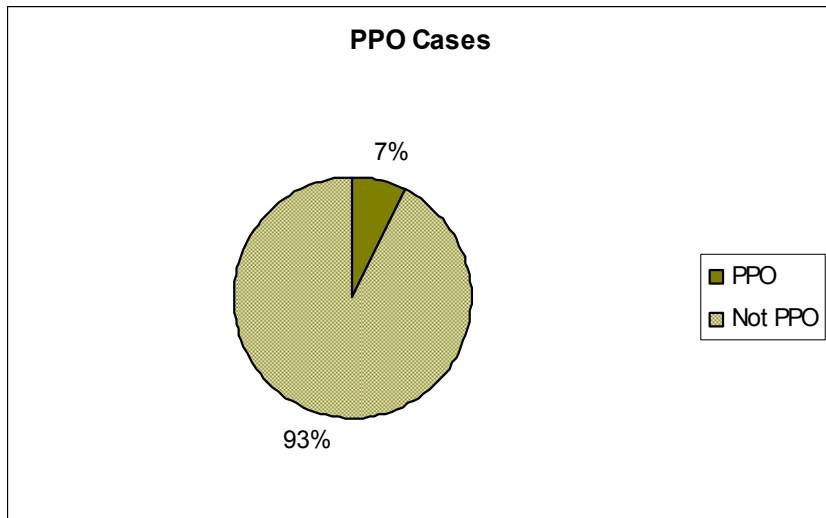
The chosen sample takes into consideration the percentage of girls or young women in contact with the YOS. A representative number is then included in the sample of cases.



The chosen sample takes into consideration the percentage of black and minority ethnic children or young people in contact with the YOS. A representative number is then included in the sample of cases.



The chosen sample includes a number of high Risk of Harm cases and ISSP/PPO cases. The numbers included depend on the size of the YOT/YOS involved, and range from 6-12 cases per sample.



Appendix 3: Joint inspection arrangements

The joint YOT inspection programme began in September 2003 and is the first full inspection programme to examine the work of the YOTs. It has been implemented over four phases, covering all YOTs in England and Wales over a five year period. From September 2005, the findings in England have contributed to the Joint Area Reviews of children's services (led by Ofsted) and the Corporate Assessment of local authority services (led by the Audit Commission)

Appendix 4: Role of HMI Probation and code of practice

HMI Probation is an independent Inspectorate, funded by the Ministry of Justice and reporting directly to the Secretary of State. Our purpose is to:

- report to the Secretary of State on the effectiveness of work with individual offenders, children and young people aimed at reducing reoffending and protecting the public, whoever undertakes this work under the auspices of the National Offender Management Service or the Youth Justice Board
- report on the effectiveness of the arrangements for this work, working with other Inspectorates as necessary
- contribute to improved performance by the organisations we inspect
- contribute to sound policy and effective service delivery, especially in public protection, by providing advice and disseminating good practice, based on inspection findings, to Ministers, officials, managers and practitioners
- promote actively race equality and wider diversity issues, especially in the organisations we inspect
- contribute to the overall effectiveness of the criminal justice system, particularly through joint work with other inspectorates.

HMI Probation aims to achieve its purpose and to meet the Government's principles for inspection in the public sector by:

- working in an honest, professional, fair and polite way
- reporting and publishing inspection findings and recommendations for improvement in good time and to a good standard
- promoting race equality and wider attention to diversity in all aspects of its work, including within its own employment practices and organisational processes
- minimising the amount of extra work arising for probation areas or youth offending teams [those inspected] as a result of the inspection process.

The Inspectorate is a public body. Anyone wishing to comment on an inspection, a report or any other matter falling within its remit should write to:

*HM Chief Inspector of Probation
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London, SW1P 2BQ*

<http://www.inspectorates.justice.gov.uk/hmiprobation>