



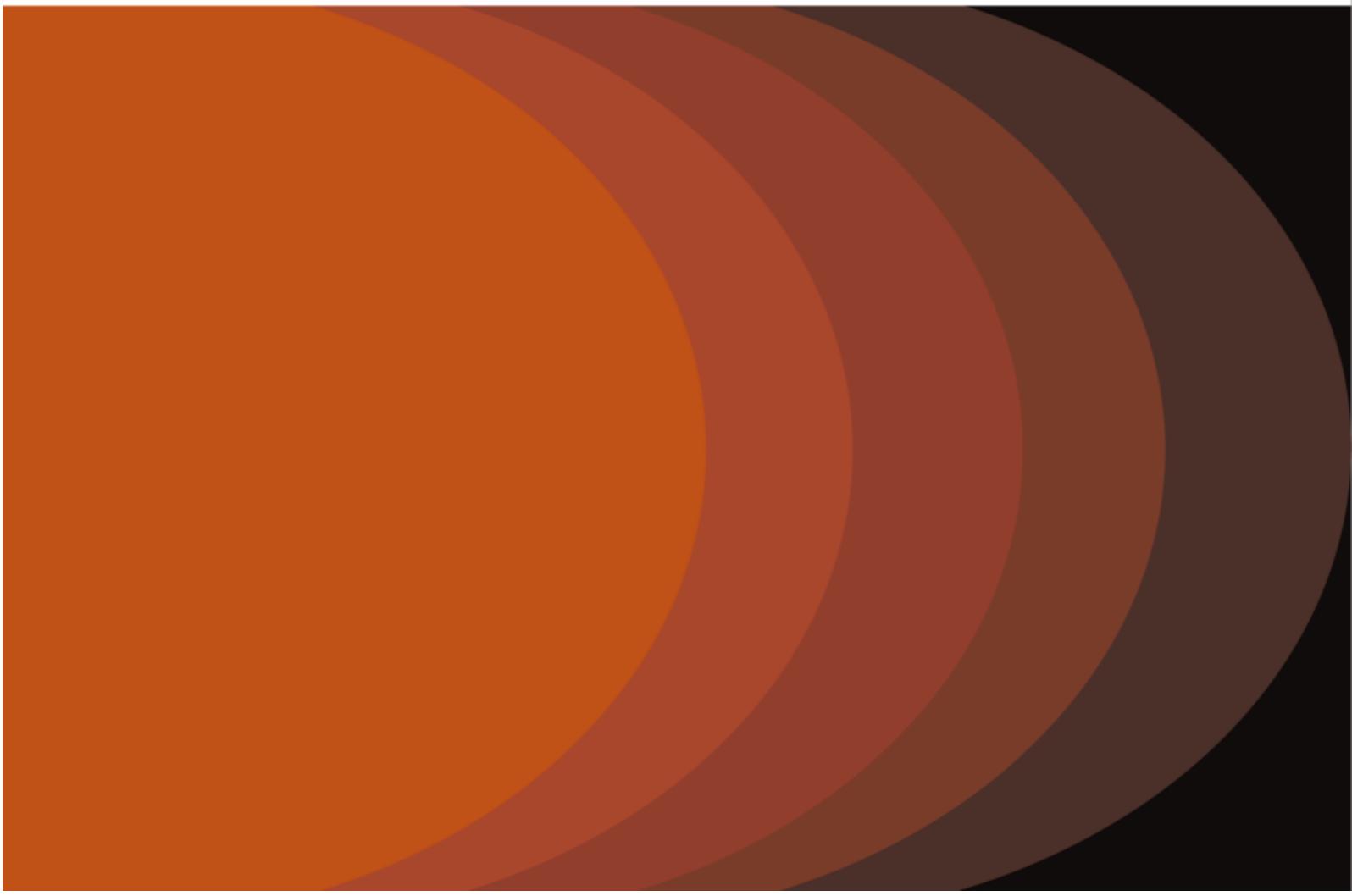
Her Majesty's  
Inspectorate of  
Probation

An inspection of youth offending services in

# North Yorkshire

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HM Inspectorate of Probation, September 2020



## **Acknowledgements**

This inspection was led by HM Inspector Mike Lane, supported by a team of inspectors and colleagues from across the Inspectorate. We would like to thank all those who helped plan and took part in the inspection; without their help and cooperation, the inspection would not have been possible.

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## Foreword

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This inspection is part of our four-year programme of youth offending service inspections. We have inspected and rated North Yorkshire Youth Justice Service (YJS) across three broad areas: the arrangements for organisational delivery of the service; the quality of work done with children sentenced by the courts; and the quality of out-of-court disposal work. Overall, North Yorkshire YJS was rated as 'Good'.

The YJS Management Board sets a clear vision and strategy, which is well communicated across the partnership and is evidence-based. Partnership arrangements are mature and collaborative. Statutory and non-statutory partners are represented on the Board and attendance is good. Board members have sufficient seniority to make decisions and commit resources from their own agencies, and we saw evidence of this in the wide range of statutory and specialist services provided to YJS children. Business risks are understood and mitigated by senior leaders, with excellent use of performance data to inform strategic decisions and service delivery.

The YJS workforce has the full range of skills, knowledge and experience to develop trusting and supportive relationships with children and families. Staff are committed, creative and have high aspirations for the children they work with. There is a strong focus on capturing the views and perspectives of children and using them to shape service delivery. Feedback received from children and parents/carers confirms that the work of the YJS is making a difference.

The partnership has an in-depth understanding of the issues and challenges facing the YJS children. There is a strong mix of targeted, specialist and mainstream services, with high levels of collaboration and shared responsibility across partners for addressing their complex needs. Out-of-court disposal work was good, with outstanding joint working between the YJS and the police. Overall, we found that there is a shared culture of making decisions in the best interest of the child, while considering the wishes of victims.

There is much to commend North Yorkshire YJS and the partnership for, reflected in their overall rating of 'Good'. However, the quality of the service could be enhanced with more consistency in post-court work to address the risk of harm to others presented by some children. That said, this is a well-led and well-managed service and we are confident that they can improve from their already strong base.



**Justin Russell**  
Chief Inspector of Probation

## Ratings

North Yorkshire Youth Justice Service

Score 25/36

Overall rating

Good



### 1. Organisational delivery

1.1 Governance and leadership

Outstanding



1.2 Staff

Good



1.3 Partnerships and services

Outstanding



1.4 Information and facilities

Outstanding



### 2. Court disposals

2.1 Assessment

Requires improvement



2.2 Planning

Requires improvement



2.3 Implementation and delivery

Requires improvement



2.4 Reviewing

Good



### 3. Out-of-court disposals

3.1 Assessment

Good



3.2 Planning

Good



3.3 Implementation and delivery

Good



3.4 Joint working

Outstanding



## Executive summary

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Overall, North Yorkshire Youth Justice Service (YJS) is rated as: 'Good'. This rating has been determined by inspecting the YJS in three areas of its work, referred to as 'domains'. We inspect against 12 'standards', shared between the domains. Our fieldwork started on 16 March 2020. Unfortunately, on 17 March 2020, the inspection had to be paused due to the impact of COVID-19. North Yorkshire YJS and Her Majesty's Inspectorate of Probation agreed to resume the inspection remotely on 01 June 2020, and fieldwork conducted through off-site analysis of case files and phone and video conferencing was completed on 05 June 2020.

The standards are based on established models and frameworks, which are grounded in evidence, learning and experience. They are designed to drive improvements in the quality of work with children who have offended.<sup>1</sup> Published scoring rules generate the overall YJS rating.<sup>2</sup> The findings and subsequent ratings in those domains are described below.

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### 1. Organisational delivery



North Yorkshire YJS is very well managed, with strong governance arrangements. There are high levels of advocacy for YJS children across the partnership, with a culture of consistently striving for positive outcomes and supporting staff to be innovative. The YJS has retained its criminal justice specialism, yet managed to integrate effectively with the wider Looked After Children Service. Business risks are understood and mitigated, with feedback gathered from stakeholders and children. Partnership arrangements are mature and collaborative, with excellent use of data to inform strategic decisions and to demonstrate impact on YJS children. There are high levels of staff satisfaction and motivation, evidenced by the stable workforce within the YJS.

We interviewed the YJS Head of Service and the Chair of the Management Board. We held 11 meetings with other members of the Board, YJS managers, staff and key statutory partners. We gathered the views of other stakeholders, such as YJS volunteers and youth court magistrates, either in person or via a survey.

Key findings about organisational delivery were as follows:

- There is a clear vision and strategy, which is well communicated across the partnership and is evidence-based.
- Strategic partnership arrangements are mature and collaborative, with excellent use of data to inform strategic decisions and to demonstrate impact on YJS children.

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<sup>1</sup> HM Inspectorate of Probation's standards can be found here:

<https://www.justiceinspectors.gov.uk/hmiprobation/about-our-work/our-standards-and-ratings/>

<sup>2</sup> Each of the 12 standards is scored on a 0–3 scale in which 'Inadequate' = 0; 'Requires improvement' = 1; 'Good' = 2; 'Outstanding' = 3. Adding these scores produces a total score ranging from 0–36, which is banded to produce the overall rating, as follows: 0–6 = 'Inadequate', 7–18 = 'Requires improvement', 19–30 = 'Good', 31–36 = 'Outstanding'.

- Board members advocate for YJS children and have sufficient seniority to make decisions and commit resources from their own agencies.
- The workforce has the full range of skills, knowledge and experience to develop trusting and supportive relationships with children and families.
- There is an in-depth understanding of the characteristics of the children of the YJS cohort, with a strong mix of targeted, specialist and mainstream services.
- There are high levels of collaboration and shared responsibility across partners for addressing the complex needs of YJS children.
- There are clear working protocols and well-developed pathways for children to access necessary services, with strong examples of innovative and responsive practice.

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## 2. Court disposals



We took a detailed look at 20 community sentences and 1 custodial sentence managed by the YJS. We also conducted 17 interviews with the relevant case managers. We examined the quality of assessment; planning; implementation and delivery of services; and reviewing of cases. Each of these elements was inspected in respect of work done to address desistance. For services to keep the child safe, we only assessed the quality of planning, and implementation and delivery in the 17 cases where we expected meaningful work to take place. Similarly, for work to keep others safe, we assessed the quality of planning, and implementation and delivery in the 15 cases where meaningful work was required.

In this service, 86 per cent of cases met our requirements for assessment for desistance, and 71 per cent were sufficient for the assessment of safety and wellbeing. However, assessment of risk of harm to others was sufficient in just 57 per cent of cases, resulting in a rating of 'Requires improvement' for that standard. Assessments did not always sufficiently identify or analyse who was at risk or the nature of that risk, nor consistently analyse the controls and interventions necessary to manage and minimise the risk of harm presented by some children.

Planning for work to address desistance, and safety and wellbeing issues was good, and met our standards in 76 per cent and 65 per cent of cases respectively. However, planning to address the safety of others was sufficient in only 53 per cent of cases, resulting in a rating of 'Requires improvement' for that standard. Planning to address specific concerns and risks related to actual and potential victims was not consistently to the required standard and we found similar shortcomings in the quality of contingency planning for risk of harm to others.

Implementation and delivery of work to address desistance, and safety and wellbeing was sufficient in 67 per cent and 65 per cent of cases respectively. Implementation and delivery of work to address the safety of others was sufficient in only 60 per cent of cases, resulting in a rating of 'Requires improvement' for that standard. We found effective arrangements to manage the risk of harm posed by some children were inconsistent and in some cases this meant opportunities to involve different agencies in managing the risk of harm to others were missed.

Reviewing of work to address desistance and the safety of the child was outstanding, and met our standards in 81 and 83 per cent of cases respectively. However, reviewing

work to manage the safety of others was sufficient in 75 per cent of cases, resulting in a rating of 'Good' for that standard.

Our key findings about court disposals are as follows:

- The YJS focused on making sure that each child was treated as an individual, with service provision tailored to meet their specific needs.
- Assessment, planning and implementation to promote desistance, and safety and wellbeing was sufficient in the majority of cases.
- There was an outstanding level of involvement of children and their parents/carers in the delivery of casework.
- There was evidence of effective partnership working in many cases.
- Reviewing for desistance, safety and wellbeing, and risk of harm to others was of very high quality.

But:

- There were shortfalls in assessment to address the risk of harm to others.
- Contingency planning for safety and wellbeing, and risk of harm to others was not always tailored to the needs of the case or recorded well enough.
- Delivery of services to manage the risk of harm to others was inconsistent.
- Management oversight of court orders did not consistently promote high-quality casework practice across all teams.

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### 3. Out-of-court disposals



We inspected 15 cases managed by the YJS that had received an out-of-court disposal. These consisted of seven youth conditional cautions, one youth caution and seven community resolutions. We interviewed the case managers in 15 cases.

We examined the quality of assessment; planning; and implementation and delivery of services. Each of these elements was inspected in respect of work done to address desistance. For the eight cases where there were factors related to risk of harm, we also inspected work done to keep other people safe. In the 13 cases where safety and wellbeing concerns were identified, we looked at work done to safeguard the child. We also looked at the quality of joint working with the police in the seven youth conditional caution cases.

Assessment work to address desistance, and safety and wellbeing, was outstanding, in 87 per cent and 80 per cent of cases respectively. The overall rating for this standard, however, was driven by the score of 73 per cent for assessment to keep other people safe, resulting in a rating of 'Good'.

Planning for work to address desistance was outstanding in 80 per cent of cases. Planning for safety and wellbeing was judged good and sufficient in 67 per cent of cases. The score for planning to keep other people safe, at 63 per cent, was just below the maximum for 'Requires improvement'. The ratings panel considered the strong scores for the other two key elements, alongside the outstanding scores for joint working, and exercised professional discretion to apply a rating of 'Good' to the overall standard.

Implementation and delivery of work to address desistance, and safety and wellbeing was outstanding, and met our standards in 80 per cent and 85 per cent of cases, respectively. The score for implementation and delivery to keep other people safe, at 63 per cent, was just below the boundary for a score of 'Good'. The ratings panel considered the strong scores for the other two key elements for this standard, alongside the outstanding scores for joint working, and exercised professional discretion to apply a rating of 'Good' to the overall standard.

More than 80 per cent of cases met our standard for joint work with the police in out-of-court disposals and so a rating of 'Outstanding' was applied. In every case, the YJS's recommendations were sufficiently well informed, analytical and personalised to the child to support joint decision-making. Sufficient attention was given to compliance with, and enforcement of, the conditions in every relevant case.

Our key findings about out-of-court disposals are as follows:

- Assessment, planning, and implementation and delivery to support desistance was outstanding.
- Out-of-court disposal recommendations were based on relevant information and timely assessments, which included the child's understanding and acknowledgement of responsibility.
- Decision-making was dynamic and responsive to the children's needs, reacting to changes in trends and individual circumstances.
- Practitioners were knowledgeable and interested in the 'lived experience' of children.
- The YJS took a fully inclusive approach with partners, colleagues, families and children to make sure that the appropriate disposal was delivered and implemented effectively.
- Case managers advocated well to support the safety and wellbeing of children.
- Out-of-court disposal work was delivering positive outcomes for children.

But:

- Contingency planning for safety and wellbeing, and risk of harm to others was not always tailored to the needs of the case or recorded well enough.

## Recommendations

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

### **The North Yorkshire Youth Justice Service should ensure that:**

1. the quality of post-court casework to manage the risk of harm to others is of a consistently high standard across each of its teams
2. contingency planning is tailored to the needs of individual cases, recorded appropriately and shared effectively with partners
3. there is improved management oversight of risk-of-harm work for court disposal cases.

## Background

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

YOTs are statutory partnerships, and they are multi-disciplinary, to deal with the needs of the whole child. They are required to have staff from local authority social care and education services, the police, the National Probation Service and local health services.<sup>3</sup> Most YOTs are based within local authorities; however, this can vary.

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

North Yorkshire is the largest county in England – 8,654 km<sup>2</sup>, with a population of 615,000 people (just 69 people per km<sup>2</sup>). The youth justice service (YJS) area spans almost from coast to coast, including two national parks and a large countryside leisure and agriculture sector. Less than half of the residents live in the major towns, requiring creative and flexible outreach to small outlying communities. It is a safe and prosperous county, with the lowest crime rates in England, low unemployment and good schools. Catterick Garrison (the largest military base in Europe) contributes to an increasingly diverse population. There are also pockets of severe deprivation, on the coast and in isolated rural areas.

The YJS informed us that funding for public services in large rural counties has historically been a challenge, exacerbated substantially by austerity. North Yorkshire agencies have responded by developing a strong culture of partnership, working to serve local communities effectively. This approach is reflected in the structure and practice of the YJS.

With effect from September 2017, the YJS now operates as an integrated specialist function of the county's Early Help provision. They have created six co-located and co-managed teams, with a key focus on more effective early intervention. Two of these teams specialise in more complex, serious casework, two carry a mixed workload and two specialise in lower-level disposals. Integration with Early Help has been a key change for YJS, and senior leaders recognise that this journey is not yet completed. North Yorkshire YJS operates within the North Yorkshire County Council children and families practice model. This family-focused and strengths-based framework builds on the 'Signs of Safety' approach.

North Yorkshire YJS has been part of a Department for Education pilot since April 2019, being one of a handful of YOTs with YJB approval to pilot locally integrated assessment and planning systems, and the first to have started operational use of these. Their 'My Assessment Plan' (MAP) model is a radically condensed and sharply focused approach, written in simple direct language and with full participation by the children and families. This methodology builds on the strengths of children, rather than using the previous risk and deficit-based approach. In their local context briefing, the

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<sup>3</sup> The *Crime and Disorder Act 1998* sets out the arrangements for local YOTs and partnership working.

YJS stated that 66 per cent of their pre-court and statutory casework is now managed under MAP, and they expect to reach 75–80 per cent within 12 months.

At the time of inspection, North Yorkshire had a broadly even split between court orders and out-of-court disposals, and a continued trend of improved performance against the three national key performance indicators (custody, reoffending and first-time entrants) since 2017. Although first-time entrants are below the England and Wales average, reoffending is acknowledged by the partnership as a subject to be addressed because it is higher than the national rate.

The overall population of North Yorkshire has steadily increased in recent years; however, the 10–17-year-old population has been decreasing. The figure for the 10–17-year-old population confirmed in the Census 2011 (56,835) was a 10.5 per cent reduction from that estimated by the Office for National Statistics (ONS) in 2005. The mid-year estimate for 2018 from the ONS continued to show a reduction, with the 10–17-year-old population estimated to be 54,127.

Black and minority ethnic children made up 4.4 per cent of 10-17-year olds in North Yorkshire according to the 2011 Census. Data analysis by the YJS in June 2019 indicated that children from a black, Asian or minority ethnic background who were being supervised by the YJS as part of a court order or through their diversion scheme made up only 1.8 per cent of the caseload in 2018/19.

## Contextual facts

### Youth justice information

201	First-time entrant rate per 100,000 in North Yorkshire <sup>4</sup>
222	First-time entrant rate per 100,000 in England and Wales <sup>4</sup>
45.5%	Reoffending rate for North Yorkshire <sup>5</sup>
38.4%	Reoffending rate in England and Wales <sup>5</sup>

### Population information

614,505	Total population of North Yorkshire <sup>6</sup>
54,127	Total youth population (10–17 years) in North Yorkshire <sup>6</sup>
2,369	Total black and minority ethnic youth population in North Yorkshire <sup>7</sup>

### Caseload information<sup>8</sup>

Age	10–14 years	15–17 years
North Yorkshire YJS	26%	74%
National average	23%	77%

Race/ethnicity	White	Black and minority ethnic	Unknown
North Yorkshire YJS	98%	1%	0% <sup>9</sup>
National average	70%	26%	4%

Gender	Male	Female
North Yorkshire YJS	80%	20%
National average	85%	15%

<sup>4</sup> Youth Justice Board. (2019). *First Time Entrants, April to March 2019*.

<sup>5</sup> Ministry of Justice. (2019). *Proven reoffending statistics, April 2017 to March 2018*.

<sup>6</sup> Office for National Statistics. (2019). *UK Population estimates, mid-2018*.

<sup>7</sup> Office for National Statistics. (2012). *Census 2011*.

<sup>8</sup> Youth Justice Board. (2020). *Youth Justice annual statistics: 2018 to 2019*.

<sup>9</sup> In some cases, figures in this table may not total or may exceed 100 due to the rounding up/down of decimal places.

### Additional caseload data<sup>10</sup>

178	<b>Total current caseload, of which:</b>
86 (48%)	Court disposals
92 (52%)	Out-of-court disposals

### Of the 86 court disposals:

74 (86%)	Total current caseload on community sentences
9 (10%)	Total current caseload in custody
3 (3%)	Total current caseload on licence

### Of the 92 out-of-court disposals:

6 (7%)	Total current caseload with youth caution
12 (13%)	Total current caseload with youth conditional caution
74 (80%)	Total current caseload: community resolution or another out-of-court disposal

### Education and child protection status of caseload<sup>11</sup>

8.9%	Current caseload 'Looked After Children' resident in the YJS area
3.9%	Current caseload 'Looked After Children' placed outside the YJS area
4.9%	Current caseload with child protection plan
31.7%	Current caseload with child-in-need plan
0.9%	Current caseload aged 16 and under not in school/pupil referral unit/alternative education
19.8%	Current caseload aged 16 and under in a pupil referral unit or alternative education
19.8%	Current caseload aged 17+ not in education, training or employment

### For children in the YJS cohort subject to court disposals:

Offence types <sup>12</sup>	%
Violence against the person	71%
Theft and handling stolen goods	10%
Criminal damage	5%
Summary motoring offences	5%
Other summary offences	10%

<sup>10</sup> Data from the cases assessed during this inspection (March 2020).

<sup>11</sup> Organisational data supplied by the YJS.

<sup>12</sup> In some cases, figures may not total, or may exceed, 100 due to rounding.

# 1. Organisational delivery



North Yorkshire YJS is very well managed, with strong governance arrangements. There are high levels of advocacy for YJS children across the partnership, with a culture of consistently striving for positive outcomes and for supporting staff to be innovative. The YJS has retained its criminal justice specialism, yet managed to integrate effectively with the wider Looked After Children Service. Business risks are understood and mitigated, with feedback gathered from stakeholders and children. Partnership arrangements are mature and collaborative, with excellent use of data to inform strategic decisions and to demonstrate impact on YJS children. There are high levels of staff satisfaction and motivation, evidenced by the stable workforce within the YJS.

There is a clear vision and strategy, which is well communicated across the partnership and is evidence-based. There is a strong focus on the quality of delivery through child and family-centred practice. The YJS is represented on all relevant strategic groups, and Board members have sufficient seniority to make decisions and commit resources from their own agencies.

The workforce has the full range of skills, knowledge and experience to develop trusting and supportive relationships with children and families. Managers are experienced and approachable, with staff receiving regular one-to-one supervision and able to access group supervision and specialist input from other partnership agencies. Continuous learning is embedded within the culture of the YJS, and there is a comprehensive training plan and access to developmental training opportunities.

There is an in-depth understanding of the characteristics of the YJS children. There is a strong mix of targeted, specialist and mainstream services, providing the necessary breadth and depth of interventions to meet the full range of needs. There are high levels of operational collaboration and shared responsibility across partners for addressing the complex needs of YJS children. There are clear working protocols and well-developed pathways for children, with strong examples of innovative and responsive practice.

Policies and procedures are accessible to staff, and regularly reviewed and improved to ensure the delivery of a high-quality service. Attention has been given to aligning policies and protocols in relation to child criminal exploitation, Looked After Children and preventative work. The YJS explores new ways of working through self-evaluation and learning from others, but also works collaboratively with other organisations to showcase their good practice.

## Strengths:

- There is a clear vision and strategy, which is well communicated across the partnership and is evidence-based.
- Strategic partnership arrangements are mature and collaborative, with excellent use of data to inform strategic decisions and to demonstrate impact on YJS children.
- Board members advocate for YJS children and have sufficient seniority to make decisions and commit resources from their own agencies.

- The workforce has the full range of skills, knowledge and experience to develop trusting and supportive relationships with children and families.
- There is an in-depth understanding of the characteristics of the children in the YJS cohort, with a strong mix of targeted, specialist and mainstream services.
- There are high levels of collaboration and shared responsibility across partners for addressing the complex needs of YJS children.
- There are clear working protocols and well-developed pathways for children, with strong examples of innovative and responsive practice.

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

### 1.1. Governance and leadership



The governance and leadership of the YOT supports and promotes the delivery of a high-quality, personalised and responsive service for all children.

Outstanding

#### Key data

Total spend in previous financial year – 2018/2019	£2,176,337 (of which YJB Good Practice Grant £736,322) <sup>13</sup>
Total projected budget for the current financial year – 2019/2020	£ 2,245,776 (of which YJB Good Practice Grant £734,542)

In making a judgement about governance and leadership, we take into account the answers to the following three questions:

#### **Is there a clear local vision and strategy for the delivery of a high-quality, personalised and responsive service for all children?**

The Chair of the YOT Management Board is the Director of Children’s Services within the local authority. Since 2017, he has overseen the integration of the YJS within Early Help and Looked After Children services. The YJS has retained its identity as a specialist service but is more widely integrated, with the Chair being a strong advocate and driver of the quality of practice.

The Chair of the Board has been instrumental in setting the culture and vision for the service. The work he does is visible and valued by Board members, staff and managers. He sets clear expectations of YJS Board members and staff, which ensures a strong connection between senior leaders and operational staff. There is a clear strategic plan for the YJS, which includes feedback from stakeholders, victims, children

<sup>13</sup> The purpose of the Youth Justice Good Practice Grant is to develop good practice and commission research with a view to achieving outcomes in reducing offending, reducing numbers of first-time entrants to the justice system and reducing the use of youth custody.

and parents/carers, alongside well-established links to other strategic boards such as the Safeguarding Partnership and the Community Safety Partnership.

The YJS Management Board contains all the statutory partners and meetings are well attended. Board members are of the appropriate seniority to make decisions and commit resources; examples of this include the ongoing funding for a speech and language therapist, a psychology resource, and the 'skill mill' (Skills4Work) education, training and employment project. Senior leaders across the YJS and the partnership regard offending as a serious safeguarding issue, and there is a clear and shared understanding that a child's offending has an impact on their future life chances.

### **Do the partnership arrangements actively support effective service delivery?**

There is a culture of high support and high challenge, with Board members working to agreed terms of reference and having a clear understanding of their roles and responsibilities within partnership arrangements. The Board members gave good examples of how they had adapted their services to meet the needs of children who offend, and this was particularly strong for Looked After Children.

The YJS Board Chair has been careful to ensure that membership is not too large, allowing the partnership to make decisions, drive improvement and deliver the strategic objectives. Membership of the Board was strengthened to include the head of the virtual school and the inclusion manager, with the aim of improving education and training opportunities. Membership is kept under review and agencies can be invited by exception for certain items of business.

Information and data provided to the Board is understood and integrated within YJS practice. The Board has recently requested support to improve the data it receives locally and nationally. Robust and open challenge is commonplace, and the Board holds YJS managers and other services to account. An example of this was within the youth outcomes panel (YOP) out-of-court disposal process, where analysis had shown increased delays in children released under investigation by the police. This led to the introduction of 28-day reviews on cases, to ensure swifter progression to support the delivery of out-of-court-disposal interventions.

### **Does the leadership of the YOT support effective service delivery?**

The YJS Head of Service and team manager demonstrated a strong understanding of the role, function and working of the service. There is effective communication between the YJS leadership team, staff and stakeholders, volunteers, children and their parents/carers, victims of crime and sentencers. It has been decided to retain the victim liaison officer role, which is in line with supporting victims and the priorities of the Police and Crime Commissioner.

There is trust and respect between the YJS management team members, in which open discussions and a culture of continuous improvement are underpinned by established methods of working, including the use of Signs of Safety.

Relationships with other sections of children's services are good, and the management team take the best from each specialism and then integrate this with their core work with YJS children. The embedded Signs of Safety approach across the partnership is designed to put the needs of the child first and prevent any unnecessary duplication or barriers to relationships.

North Yorkshire children's services have a strong commitment to Looked After Children. North Yorkshire's children are only placed in accommodation which is in-county, aside from a very small number of children who are in the secure estate. Out-of-area

children placed in North Yorkshire from other local authorities (of whom there are around 250) are given the same level of service as local children. A working protocol has been set up with the largest private placement provider, which has reduced the number of children reported missing from homes and police callouts for minor offences.

Inspectors found excellent management of the service. Senior managers have clear sight on performance and practice and have established a learning culture for the team to build on. They are well respected by the team and the partners. Managers took time to consult staff about the change to a more integrated service and operating model, managing new developments in practice, co-located offices, and the creation of a child- and family-focused approach.

Senior managers have an open and reflective style, empowering staff to make decisions, providing them with good support and training. Risks are known and understood by the service, including Board members. Decisions are taken collaboratively – the piloting and introduction of the new MAP assessment tool is one such example. The Board and YJS managers anticipated the time it would take to embed this in practice and are continuously monitoring and evaluating progress.

Senior leaders are taking several steps to mitigate risks to the service. These include a reoffending 'tracker', where information from the YJB and Police National Computer has been combined with real-time service data to enable monitoring and timely analysis.

## 1.2. Staff



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

Good

### Key staffing data<sup>14</sup>

Total staff headcount (full-time equivalent (FTE))	49
Total headcount of qualified case managers (FTE)	10
Total headcount of other case managers (FTE)	7.5
Vacancy rate (total number of unfilled posts as a percentage of the total staff headcount)	1.5
Vacancy rate: case managers only (total number of unfilled case manager posts as a percentage of the total case manager headcount)	2.9%
Average caseload per case manager (FTE)	11
Average annual sickness days (all staff)	3.8
Staff attrition (percentage of all staff leaving in 12-month period)	9.6%

<sup>14</sup> Data supplied by the YJS and reflecting the caseload at the time of the inspection announcement. Qualified case managers refer to those with a social work or probation professional qualification.

In making a judgement about staffing, we take into account the answers to the following four questions:

**Do staffing and workload levels support the delivery of a high-quality, personalised and responsive service for all children?**

The staff team is positive about working in the service. Staff describe leaders and managers as supportive, knowledgeable and accessible. They said that senior leaders are highly visible, accompanying them on visits to see children, including going into custody. Staff know that they can contact the Board Chair directly.

Workloads are actively reviewed, and caseloads are manageable. Case managers are supported by the crime and impact workers, who deliver interventions and contact with children as needed. Work is already under way on how to manage the backlog of cases that will come when the courts reopen.

The service is well served by a panel of volunteers, who undertake work on referral order panels and as appropriate adults. All have had restorative justice training and bring a varied and rich experience to the work of the YJS. Volunteers highlighted good induction and support from YJS staff responsible for their oversight, with positive relationships between themselves and YJS case managers. Despite the challenges of the rural area, venues were generally viewed as appropriate for the work undertaken.

**Do the skills of YOT staff support the delivery of a high-quality, personalised and responsive service for all children?**

Staff are suitably qualified, experienced and confident. Approximately 50 per cent of staff are social workers or probation officers. Nearly all the other staff have degrees, and the rest have several years of experience.

Succession planning is in place, but opportunities for promotion are limited within North Yorkshire owing to high retention rates. YJS senior managers stated that one of the areas that could be improved is to facilitate more 'acting up' positions, and highlighted a situation from a previous year when the organisation had some interim positions. A new grade of senior YJS worker has recently been introduced to increase progression opportunities.

**Does the oversight of work support high-quality delivery and professional development?**

Good work is recognised and celebrated at all levels, and managers understand how this promotes good practice and staff satisfaction in a long-serving and stable YJS team. Appraisal, supervision and audits are used to identify the quality of practice, and any performance issues are managed when required.

YJS staff receive a variety of supervisory experiences in one-to-one and group meetings, as well as from specialist managers and colleagues. Supervision is led by the line manager, with primary supervision viewed positively by staff and covering pastoral, development and performance aspects. In spite of this, inspectors found that just 52 per cent of post-court domain two cases had sufficient management oversight, although this was better in the domain three cases, where oversight was sufficient in 73 per cent of the sample. North Yorkshire YJS works across four office locations (Selby, Harrogate, Hambleton and Scarborough), and inspectors found some local variation in the quality of both case management practice and management oversight.

## Are arrangements for learning and development comprehensive and responsive?

Training opportunities are good and based on identified needs. There is a YJS workforce development plan and a large investment in staff training.

A shared approach to working with children is given time to develop, and the Signs of Safety framework is an example of this. Highly regarded specialists are brought into staff conferences to develop skills and understanding. There is a shared and strong commitment to continually improve practice, if it is evidence-based and effective in achieving positive outcomes for children and families.

Staff have access to the North Yorkshire council training database and mentioned a wide range of generic and specialist training, which included: AIM2; SAVRY (structured assessment of violence and risk in youth); family finding;<sup>15</sup> emotional wellbeing; adverse childhood experiences; MAPPA; Signs of Safety: and practice educator courses. A collegiate approach is evident, with peers cascading learning to their colleagues where appropriate.

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### 1.3. Partnerships and services



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

Outstanding

#### Caseload characteristics<sup>16</sup>

Percentage of current caseload with mental health issues	46%
Percentage of current caseload with substance misuse issues	55%
Percentage of current caseload with an education, health and care plan	18%

In making a judgement about partnerships and services, we take into account the answers to the following three questions:

#### Is there a sufficiently comprehensive and up-to-date analysis of the profile of children, to ensure that the YOT can deliver well-targeted services?

Children can access a range of services and support, with specific pathways for universal, targeted and specialist provision. Case managers understand how to access these. Support is available to meet offending, safeguarding and risk of harm-related issues, based on a thorough needs analysis.

Of note is the work undertaken by the Board Chair and the YJS to understand why the service does not have an issue of disproportionality across the black and minority ethnic population. Data analysis by the YJS in June 2019 indicated that children from a black, Asian or minority ethnic background who were being supervised by the YJS as

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<sup>15</sup> The family finding model seeks to build or maintain the child's lifetime family support network for all children who are disconnected or at risk of disconnection through placement outside of their home and community. Upon completion of the process, children have a range of commitments from adults who are able to provide permanency, sustainable relationships within a kinship system, and support in the transition to adulthood and beyond.

<sup>16</sup> Data supplied by the YJS.

part of a court order or through their diversion scheme made up only 1.8% of the caseload in 2018/19. This is significantly below the 4.4 per cent black and minority ethnic figure shown in the 2011 Census.

YJB annual statistics 2018 - 2019 indicate a five-percentage point higher representation of girls within the YJS, when compared to the England and Wales figures. Although there is no formal 'girls' strategy, there is evidence of multi-agency groupwork at an operational level, in response to exploitation in one part of the county. Specific issues are targeted – for example, the 'Making men' group, which delivers interventions on positive masculinity. The Head of Service described how work is undertaken in relation to unaccompanied children and its focus on social GRACES<sup>17</sup> across the partnership.

### **Does the YOT partnership have access to the volume, range and quality of services and interventions to meet the needs of all children?**

The partnership works hard to optimise the benefits of joint working. This includes investment in the relational approach to work, whereby the person with the best relationship with the child undertakes work, rather than necessarily someone from a named agency.

Child and adolescent mental health services (CAMHS) provision is available three days a week, but the service is stretched. This issue has been escalated to managers, who are considering the provision available. A speech and language therapist (SALT) assessment is given to all YJS children, which is part of a planned approach to identify communication needs; however, this limits the time available for ongoing work.

There is good provision from YJS specialist education workers, who are accredited Thrive<sup>18</sup> practitioners and who work closely with schools to support improved engagement and attainment. Education workers attend child in need (CIN) and information-sharing meetings. Their work with the virtual school gives good access to educational services to provide a coordinated approach for YJS children, which enables appropriate provisions for the individual needs of the child.

Reparation is tailored to the requests of the victim and the needs of the child. Staff use a range of placements. An example is the pop-up shed, which is a mobile reparation project to overcome the challenges of working in a very large rural area, and which has recently been commended by the Butler Trust. A restorative practice service also links in to the YJS and provides bespoke interventions for children leaving care and training for other practitioners. At present, the YJS does not accredit any reparation activity, but this is being considered.

The skill mill (Skills4Work) education, training and employment project works with children tending to display both high offending-related needs and high social care needs. The project works with up to four children at any one time, up to a maximum of six months. Children work four days a week and then undertake functional skills and

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<sup>17</sup> The acronym 'social GRACES' represents aspects of difference in beliefs, power and lifestyle, visible and invisible, voiced and unvoiced, to which we might pay attention in supervision. The 'social GRACES' currently represent: gender, geography, race, religion, age, ability, appearance, class, culture, ethnicity, education, employment, sexuality, sexual orientation and spirituality. Developed by John Burnham (2013) this psychotherapeutic approach is intended to generate curiosity and an awareness of therapists' relative positioning in relation to the aspects of difference for themselves, and to the positioning of their colleagues/clients.

<sup>18</sup> Based on established neuroscience, attachment theory and child development, the Thrive approach provides training and action-planning tools to equip adults with the knowledge, insights and resources needed to develop the relationships that help children to flourish and learn.

vocational qualifications one day a week (for example, the Construction Skills Certification Scheme card, health and safety certificate). If opportunities for employment arise, however, they are signposted on to full-time employment or apprenticeships.

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

There are good working relationships between partnership and YJS staff, who take the opportunity to work together when it is of benefit to the child and their family. Operational relationships are mature. This allows open and supportive challenge, when needed, and a personalised service delivery to children.

Work at a strategic level to keep children safe is strong, with children's social care and Early Help services having a clear understanding of the specific needs of children who come to the service, and how involvement with the criminal justice system can have an adverse effect on their future opportunities. The early intervention via the daily Niche<sup>19</sup> checks is one example of how the partnership is trying to identify and respond to children's needs much earlier. A further example is Operation Divan, a police-led preventative partnership initiative to challenge and discourage the carrying of knives by children in North Yorkshire.

Public protection agencies are effectively linked, including MAPPA, multi-agency child exploitation (MACE) meetings and the multi-agency risk assessment conference (MARAC) process. The ongoing secondment of a probation officer to the YJS enables transition work to take place in good time. The management of complex cases is strengthened by input from the psychology team.

The youth outcomes panel (YOP) - which oversees out-of-court-disposal decisions and work undertaken - is well established, with clear lines of accountability. Partners understand the role, function and benefit of the panel. The YOP sits often enough to process the volume of cases coming to it, and has capacity to adjourn and then reconvene virtually, avoiding unnecessary delays. Decision-making is dynamic and responsive to need, reacting to changes in trends and individual circumstances. The emphasis is on meeting the complex needs of children, and support can be provided across the partnership in most cases by someone with whom the child has an existing relationship. Many children are either known to, or have had previous contact with, services, so this approach lends itself to the model used across the partnership.

For cases at the custody threshold, the partnership has created a resettlement panel to oversee decisions and resourcing for this complex group, resulting in a reduction in custody numbers. In addition, the service has a multi-agency PACE (*Police and Criminal Evidence Act*) Group, which has resulted in a reduction in children spending time in custody overnight. Feedback from the Chair of the youth bench also highlighted the quality of work undertaken by the YJS within the youth court.

There is a comprehensive range of restorative approaches in North Yorkshire. Two victim liaison officers, one for each team, contact all relevant victims for cases going to the out-of-court YOP and court cases. This offers victims the opportunity to participate in a restorative approach. All victims are contacted prior to the YOP meeting and their

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<sup>19</sup> Niche is a modern, full-featured police records management system especially suitable for large agencies, multi-agency systems and data sharing.

views are included in the YOP report; the York victim liaison officer represents the victim's views at the panel. This can include requests for reparation and letters of apology. In addition, the victim liaison officer approaches victims at the pre-sentence report stage from court.

### **Involvement of children and their parents/carers**

The implementation and embedding of strengths-based practice has enabled the YJS to gather and use feedback from children and families. The voice of children and their parents/carers was strongly evident in the YJS strategic plan, and in the stakeholder surveys which shaped its development.

HM Inspectorate of Probation's text survey of children in the YJS caseload (which received 14 responses) showed that they were positive in describing their experience of receiving services from the YJS. The Chair of the YJS Board gave an example of how he visited a child in custody and then used the child's feedback to change practice for birthday and Christmas payments to Looked After Children in custody.

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## **1.4. Information and facilities**



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

Outstanding

In making a judgement about staffing, we take into account the answers to the following four questions:

### **Are the necessary policies and guidance in place to enable staff to deliver a high-quality service, meeting the needs of all children?**

The YJS has a full suite of policies and procedures, all of which are being updated as necessary. There are clear protocols and guidance for all key aspects of the YJS work, which are accessible to staff and support the delivery and accountability of practice. Staff described how senior managers guide them in the use of these policies, which also include escalation protocols if required. There are service level agreements between the YJS and the Office of the Police and Crime Commissioner, as well as a clear transitions protocol between the YJS and the National Probation Service.

Within the YOP process, a wide range of information is gathered to assist decision-making, supported by a range of assessment tools. There are good professional relationships between the YJS and police, which enables the YJS to contribute effectively to decision-making for out-of-court disposals and, when needed, provide effective challenge. There is a shared culture of making decisions in the best interests of the child, while considering the wishes of victims.

### **Does the YOT's delivery environment(s) meet the needs of all children and enable staff to deliver a high-quality service?**

From the limited view we had of two delivery sites, these were child-centred and accessible buildings. Given the rural nature of the county, a wide range of delivery sites are needed to minimise travel for children and families. This presents some challenges to staff because suitable venues are not always available.

**Do the information and communications technology (ICT) systems enable staff to deliver a high-quality service, meeting the needs of all children?**

Staff describe ICT systems staff as reliable and able to facilitate high-quality work and exchange of information with partners where required. YJS staff have access to Integrated Children's System (ICS) social care and Early Help records, while partnership staff within the YJS have access to both CareDirector YJS systems and their own agency system (such as nDelius or Niche). The production of management information is strong, and it is used operationally and strategically to shape the delivery of work across the YJS partnership.

**Is analysis, evidence and learning used effectively to drive improvement?**

There is a strong use of performance information, quality assurance and audit throughout the YJS, with numerous examples of how analysis has been used to demonstrate outcomes and help shape service delivery. The YJS has good data across a wide range of performance measures, which is fed into the strategic Management Board and disseminated to staff. External audits were evident, such as the peer review from Essex YOS and ongoing Department for Education/YJB audit for the current MAP pilot. Other internal audits had been undertaken covering disproportionality, YOP, reoffending, education outcomes for YJS children and the skill mill.

The skill mill (Skills4Work) clearly benefits from senior leader support and funding. The YJS has evaluated its impact in terms of reducing reoffending and securing positive social and employment outcomes for children. This is significant given the complex risk and need profile of the children engaging in the skill mill. A YJS analysis report, dated July 2019, indicated that just 3 out of 17 children on that year's cohort had dropped out of the scheme, and 10 were currently working.

Processes for learning lessons are well developed across the partnership. Critical learning reviews are shared at board level and disseminated to staff through team meetings or individual reflective discussions. Inspectors sampled some learning reviews and found they were good quality. Learning was shared across the partnership in other forums, such as the Safeguarding Board. Staff said that this ensured that risk and learning were disseminated across all levels of the YJS and promoted a positive experience.



## 2. Court disposals

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We took a detailed look at 20 community sentences and 1 custodial sentence managed by the YJS. We also conducted 17 interviews with the relevant case managers. We examined the quality of assessment; planning; implementation and delivery of services; and reviewing. Each of these elements was inspected in respect of work done to address desistance. For services to keep the child safe, we only assessed the quality of planning, and implementation and delivery in the 17 cases where we expected meaningful work to take place. Similarly, for work to keep others safe, we assessed the quality of planning, and implementation and delivery in the 15 cases where meaningful work was required.

In this service, 86 per cent of cases met our requirements for assessment for desistance, and 71 per cent were sufficient for the assessment of safety and wellbeing. However, assessment of risk of harm to others was sufficient in just 57 per cent of cases, resulting in a rating of 'Requires improvement' for that standard. Assessments did not always sufficiently identify or analyse who was at risk or the nature of that risk, nor consistently analyse the controls and interventions necessary to manage and minimise the risk of harm presented by some children.

Planning for work to address desistance, and safety and wellbeing issues was good, and met our standards in 76 per cent and 65 per cent of cases respectively. However, planning to address the safety of others was sufficient in only 53 per cent of cases, resulting in a rating of 'Requires improvement' for that standard. Planning to address specific concerns and risks related to actual and potential victims was not consistently to the required standard, and we found similar shortcomings in the quality of contingency planning for risk of harm to others.

Implementation and delivery of work to address desistance, and safety and wellbeing was sufficient in 67 per cent and 65 per cent of cases respectively. Implementation and delivery of work to address the safety of others was sufficient in only 60 per cent of cases, resulting in a rating of 'Requires improvement' for that standard. We found effective arrangements to manage the risk of harm posed by some children were inconsistent and this meant opportunities to involve different agencies in managing the risk of harm to others were missed in some cases.

Reviewing of work to address desistance and the safety of the child was outstanding, and met our standards in 81 and 83 per cent of cases respectively. However, reviewing work to manage the safety of others was sufficient in 75 per cent of cases, resulting in a rating of 'Good' for that standard.

Within court disposals, we found strengths in the service's work on desistance and safety and wellbeing across assessment, planning, implementation and delivery, and review. Apart from case reviewing, public protection work was more variable, where case managers sometimes underestimated the level and nature of risk of harm to others. Management oversight of the work undertaken on court orders was inconsistent and varied between teams. Primarily, this was due to shortfalls in quality assurance practice and management case recording in just under half of all 21 cases. Although nearly all staff saw oversight as helpful and effective, inspectors found this to be sufficient in only just over half the cases.

In one case, an inspector judged:

*“The manager had countersigned an AssetPlus with significant deficits in relation to classifications, planning and implementation and delivery relating to both safety and wellbeing and risk of harm to others. The assessment that has been quality assured lacked detail and analysis”.*

In a further case, an inspector noted:

*“Although the case manager felt well supported, stating she has weekly 'check-ins', the management oversight was ineffective. Deficits in the MAP assessment, including judgements of risk of harm to others and safety and wellbeing concerns, were not challenged and subsequently endorsed through countersignature”.*

### Strengths:

- The YJS focused on making sure that each child was treated as an individual, with service provision tailored to meet their specific needs.
- Assessment, planning and implementation to promote desistance, and safety and wellbeing was sufficient in the majority of cases.
- There was an outstanding level of involvement of children and their parents/carers in the delivery of casework.
- There was evidence of effective partnership working in many cases.
- Reviewing for desistance, safety and wellbeing, and risk of harm to others was of very good quality.

### Areas for improvement:

- There were shortfalls in assessment to address the risk of harm to others.
- Contingency planning for safety and wellbeing, and risk of harm to others was not always tailored to the needs of the case or recorded well enough.
- Delivery of services to manage the risk of harm to others was inconsistent.
- Management oversight of court orders did not consistently promote high-quality casework practice across all teams.

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

## 2.1. Assessment



Assessment is well informed, analytical and personalised, actively involving the child and their parents/carers.

Requires Improvement

Our rating<sup>20</sup> for assessment is based on the following key questions:

	% yes
Does assessment sufficiently analyse how to support the child's desistance?	86%
Does assessment sufficiently analyse how to keep the child safe?	71%
Does assessment sufficiently analyse how to keep other people safe?	<b>57%</b>

### Does assessment sufficiently analyse how to support the child's desistance?

Assessment to support desistance was outstanding. In 19 out of 21 cases, staff gained a thorough understanding of children, their diversity needs, and the wider familial and social context. They achieved this by liaising effectively with partner agencies to access information and previous assessments, and by ensuring that children, and their parents/carers, were central to the assessment process in every case.

Assessments sufficiently analysed offending behaviour, including the child's attitude towards, and motivation for, their offending in 13 out of 21 cases. In all but one case, there was a clear focus on identifying strengths and protective factors, while key structural barriers facing the child were sufficiently analysed in a large majority of cases. A key strength was the attention given to understanding the child's levels of maturity, ability and motivation to change, and the likelihood of engaging with the court disposal. This was evident in 19 of the 21 cases inspected.

An inspector noted:

*"Assessment provided a detailed analysis of the child's previous and current circumstances. Diversity needs (including emotional wellbeing, functioning and previous experiences) have been noted and explored. The offence analysis details the child's complexities and how these may have impacted on his presenting behaviour – for example, attachment difficulties and emotional regulation. Self-assessments from the child and their parent have been completed and used. The parent is also the victim, so her views regarding the offence are evidenced. A case formulation by F-CAMHS [forensic CAMHS] has also been used in understanding desistance and the needs of the child".*

### Does assessment sufficiently analyse how to keep the child safe?

Assessment to keep the child safe was good. In 15 out of 21 cases, assessment drew sufficiently on available sources of information, including other assessments, and involved other agencies. The YJS had access to the local children's social care case management system and could complete checks on past and present contact. Case

<sup>20</sup> The rating for the standard is driven by the lowest score on each of the key questions, which is placed in a rating band, indicated in bold in the table. See Annexe 1 for a more detailed explanation.

managers were aware of the involvement of social workers and drew on information from colleagues, for instance the SALT and CAMHS specialists, to help understand the nature and level of safety and wellbeing need.

We found the classification of safety and wellbeing to be accurate in 14 of the 21 cases inspected, although some case managers underestimated the level of safety and wellbeing needs. Assessment sufficiently analysed how to keep the child themselves safe in 15 out of 21 cases.

### **Does assessment sufficiently analyse how to keep other people safe?**

Assessment to keep other people safe required improvement. Assessment work should provide an analysis of how other people will be kept safe when there are signs that the child could present a risk of harm to others. In just over one-third of the cases inspected, we judged that assessments did not sufficiently identify or analyse who was at risk or the nature of that risk. In 10 out of 21 cases, assessment did not sufficiently analyse the controls and interventions that would be necessary to manage and minimise the risk of harm presented by the child.

In one case, the inspector found that:

*“The case manager recognised and reflected that the assessment of risk of harm to others should have been higher. The YJS was aware of the child’s pattern of significant violence towards girlfriends and other children. The child had been violent at school from the age of 13, including sexualised and controlling behaviour. Although this was cited in the assessment, it was not sufficiently used to draw a clear understanding of the child’s propensity for future violence”.*

## **2.2. Planning**



Planning is well informed, holistic and personalised, actively involving the child and their parents/carers.

Requires Improvement

Our rating<sup>21</sup> for planning is based on the following key questions:

	% yes
Does planning focus sufficiently on supporting the child’s desistance?	76%
Does planning focus sufficiently on keeping the child safe?	65%
Does planning focus sufficiently on keeping other people safe?	<b>53%</b>

<sup>21</sup> The rating for the standard is driven by the lowest score on each of the key questions, which is placed in a rating band, indicated in bold in the table. See Annexe 1 for a more detailed explanation.

### **Does planning focus sufficiently on supporting the child’s desistance?**

Planning to support desistance was good. In 15 out of 21 cases, plans set out the services most likely to support desistance, while a large majority took account of diversity and wider social context factors. Planning took sufficient account of strengths and protective factors in 15 out of 21 cases. Of the relevant cases with an identifiable victim, planning considered their views in all but one. Inspectors found that planning meaningfully involved the child and their parents/carers in 19 of the 21 cases, which was a clear strength.

### **Does planning focus sufficiently on keeping the child safe?**

Planning to keep the child safe was good. In most cases, we found sufficient attention paid to the safety and wellbeing of the child. In 11 out of 15 relevant cases, we found good planning for the involvement of other agencies, and good alignment with other plans to protect or care for the child. Children’s circumstances can change rapidly, however, and contingency planning needs to be in place to respond to these changes. Suitable contingency planning for safety and wellbeing was in place in just 10 out of 17 cases.

### **Does planning focus sufficiently on keeping other people safe?**

Planning to keep other people safe required improvement. Just over one-third of cases had insufficient planning to address specific concerns and risks related to actual and potential victims. Although planning involved other agencies in 10 out of 14 relevant cases, this did not always set out the necessary controls and interventions to promote the safety of other people, which inspectors judged sufficient in 9 out of 15 cases. Inspectors found similar shortcomings in contingency planning for risk of harm to others, with one-third of cases judged to be insufficient. Overall, planning focused sufficiently on keeping people safe in just 8 of the 15 cases.

An inspector noted:

*“The child is assessed as posing a high risk of causing serious harm, but there is no detail on how concerns are to be addressed. For example, appropriate interventions, including weapons, peers, consequences and victim awareness, are not included. The role of the services or internal meetings to manage risk are not detailed and contingency planning does not refer to the specific risks identified”.*

## **2.3. Implementation and delivery**



High-quality, well-focused, personalised and coordinated services are delivered, engaging and assisting the child.

Requires improvement

Our rating<sup>22</sup> for implementation and delivery is based on the following key questions:

<sup>22</sup> The rating for the standard is driven by the lowest score on each of the key questions, which is placed in a rating band, indicated in bold in the table. See Annexe 1 for a more detailed explanation.

	% yes
Does the implementation and delivery of services effectively support the child's desistance?	67%
Does the implementation and delivery of services effectively support the safety of the child?	65%
Does the implementation and delivery of services effectively support the safety of other people?	<b>60%</b>

### **Does the implementation and delivery of services effectively support the child's desistance?**

Implementation and delivery to support desistance was good. It was clear that the case managers take a strengths-based approach to their work. The YJS had access to a wide range of specialist staff and other resources to deliver suitable and innovative interventions to children. Inspectors found in most cases that the YJS delivered the services most likely to support desistance. It was evident in all but one case that staff focused on developing and maintaining an effective working relationship with the child and their parents/carers. In 19 out of 21 cases, service delivery reflected the diversity and wider familial and social context of the child.

Case managers encouraged the child's compliance with their court order in all cases, while implementation and service delivery promoted opportunities for community integration, including access to services post-supervision, in 17 out of 21 cases.

An inspector highlighted the following good practice example:

#### **Good practice example**

When the child's brother died, national standards were appropriately suspended. However, the YJS utilised contact via the family support worker (who the child has a better relationship with) during this period. The child was allowed input into what her reparation should be. It was decided that she bake and provide the goods to various local charities. This linked to the child's career goals of wanting to work in hospitality. Reparation work was completed by the case manager at the child's home, which has encouraged the child to be open and honest, disclosing important information around difficult areas such as relationships and emotional regulation.

### **Does the implementation and delivery of services effectively support the safety of the child?**

Implementation and delivery to support the safety of the child was good. In 11 out of 17 relevant cases, YJS staff demonstrated a sustained focus on the safety of the child. In just over two-thirds of cases, there was sufficient collaboration between relevant agencies in the delivery of the sentence, and clear arrangements to support children who were looked after, open to social care, criminally exploited, or had emotional wellbeing or substance misuse issues.

### **Does the implementation and delivery of services effectively support the safety of other people?**

Implementation and delivery to effectively support the safety of other people required improvement. We found effective arrangements in 9 of the 15 relevant cases. The

safety of other people was effectively supported in 11 out of 15 relevant cases; however, opportunities to involve different agencies in managing the risk of harm to others were missed in one-third of cases.

An inspector observed:

*“Appropriate interventions to address the areas of concern are not sufficiently delivered – for example, weapons awareness, emotional regulation, thinking and behaviour. Insufficient attention is paid to the victim of the offence (who lives next door) or to providing the child with skills or techniques to avoid future offending of a harmful nature”.*

## 2.4. Reviewing



Reviewing of progress is well informed, analytical and personalised, actively involving the child and their parents/carers.

Good

Our rating<sup>23</sup> for reviewing of progress is based on the following key questions:

	% yes
Does reviewing focus sufficiently on supporting the child’s desistance?	81%
Does reviewing focus sufficiently on keeping the child safe?	83%
Does reviewing focus sufficiently on keeping other people safe?	<b>75%</b>

### Does reviewing focus sufficiently on supporting the child’s desistance?

Reviewing of progress to support the child’s desistance was outstanding. In every relevant case, a written review of desistance was completed, leading to necessary adjustments in the plan of work in 17 out of 21 cases. This responsiveness to changing circumstances helped to maintain children’s engagement and ensured that the work delivered was effective and meaningful. Reviewing continued to focus sufficiently on building on the child’s strengths, enhancing protective factors and assessing motivation and engagement levels in a large majority of cases. Importantly, we found that children and their parents/carers were meaningfully involved in their assessment in 20 out of 21 cases.

### Does reviewing focus sufficiently on keeping the child safe?

Reviewing of progress to keep the child safe was outstanding. Overall, reviewing focused sufficiently on keeping the child safe in 10 out of 12 relevant cases. A written review of safety and wellbeing was completed in every case. Reviewing identified and responded to changes in factors relating to safety and wellbeing in 10 out of 12 relevant cases. Inspectors found that reviews completed by case managers led to the necessary adjustments in the ongoing plan of work in a large majority of relevant

<sup>23</sup> The rating for the standard is driven by the lowest score on each of the key questions, which is placed in a rating band, indicated in bold in the table. See Annexe 1 for a more detailed explanation.

cases. Many of the children supervised by the YJS had complex lives, and their circumstances could change rapidly. In 10 out of 12 cases, reviewing was informed by the necessary input from other agencies to promote the safety and wellbeing of the child.

An inspector noted:

*“The case manager was fully engaged and involved in joint working and reviews such as LAC [Looked After Children] reviews and PEP [personal education plan] reviews. Home visits were utilised following a change in placement and living arrangements. Such information was fed into formal reviews, such as referral order panels, and contained within appropriate MAP review documentation”.*

### **Does reviewing focus sufficiently on keeping other people safe?**

Overall, reviewing of progress to keep others safe was good. Reviewing responded to changes in factors related to risk of harm to others in just over two-thirds of relevant cases. There was necessary input from other agencies involved in managing the risk of harm in a large majority of relevant cases. Inspectors judged that in three-quarters of cases, the child and their parent/carer was involved in the reviewing process. Overall, reviewing focused sufficiently on keeping other people safe in three-quarters of cases.

### 3. Out-of-court disposals



We inspected 15 cases managed by the YJS that had received an out-of-court disposal. These consisted of seven youth conditional cautions, one youth caution and seven community resolutions. We interviewed the case managers in 15 cases.

We examined the quality of assessment; planning; and implementation and delivery of services. Each of these elements was inspected in respect of work done to address desistance. For the eight cases where there were factors related to risk of harm, we also inspected work done to keep other people safe. In the 13 cases where safety and wellbeing concerns were identified, we looked at work done to safeguard the child. We also looked at the quality of joint working with the police in the seven youth conditional caution cases.

Assessment work to address desistance, and safety and wellbeing was outstanding, with 87 per cent and 80 per cent of cases respectively being of sufficient quality on these aspects. The overall rating for this standard, however, was driven by the score of 73 per cent of cases being sufficient in relation to assessment to keep other people safe, resulting in a rating of 'Good'.

Planning for work to address desistance was sufficient in 80 per cent of cases. Planning for safety and wellbeing was judged sufficient in 67 per cent of cases, while 63 per cent of the cases we inspected were sufficient for planning to keep other people safe – just below the threshold for a rating of 'Good'. The ratings panel considered the strong scores for the other two key elements, alongside the outstanding scores for joint working, and exercised professional discretion to apply a rating of 'Good' to the overall standard.

Implementation and delivery of work to address desistance, and safety and wellbeing met our standards in 80 per cent and 85 per cent of cases, respectively. The score for satisfactory implementation and delivery to keep other people safe, at 63 per cent of cases we inspected, was just below that required for a 'Good' rating. The ratings panel considered the strong scores for the other two key elements, alongside the outstanding scores for joint working, and exercised professional discretion to apply a rating of 'Good' to the overall standard.

More than 80 per cent of cases met our standard for joint work with the police in out-of-court disposals. In every case, the YJS's recommendations were sufficiently well informed, analytical and personalised to the child to support joint decision-making. Sufficient attention was given to compliance with, and enforcement of, the conditions in every relevant case.

North Yorkshire YJS operates a youth outcomes panel (YOP), which oversees out-of-court-disposal decisions and work undertaken. The panel is a collaboration with neighbouring York YOT and North Yorkshire Police, but is well established, with clear lines of accountability. Within the YOP process, a wide variety of information is gathered to assist decision-making, supported by a range of assessment tools. Good professional relationships between the YJS and the police enable the YJS to contribute effectively to decision-making for out-of-court disposals and, when needed, provide effective challenge. There is a shared culture of making decisions in the best interests of the child, while considering the wishes of victims.

In every case, the rationale for joint disposal decisions was clearly recorded, and inspectors agreed with the decisions made in a large majority of them. We found that

the YJS made a positive contribution to determining the out-of-court disposal in every case. Recommendations made by the YJS considered the extent of the child’s understanding of the offence and their acknowledgement of responsibility. In almost all cases, proper attention was given to ensuring the child and their parents/carers understood the implications of receiving an out-of-court disposal.

#### Strengths:

- Assessment, planning, and implementation and delivery to support desistance was outstanding.
- Out-of-court disposal recommendations were based on relevant information and timely assessments, which included the child’s understanding and acknowledgement of responsibility.
- Decision-making was dynamic and responsive to children’s needs, reacting to changes in trends and individual circumstances.
- Practitioners were knowledgeable and interested in the lived experience of children.
- The YJS took a fully inclusive approach with partners, colleagues, families and children to make sure that the appropriate disposal was delivered and implemented effectively.
- Case managers advocated well to support the safety and wellbeing of children.
- Out-of-court disposal work was delivering positive outcomes for children.

#### Areas for improvement:

- Contingency planning for safety and wellbeing, and risk of harm to others was not always tailored to the needs of the case or recorded well enough.

Work with children receiving out-of-court disposals will be more effective if it is well targeted, planned and implemented. In our inspections, we look at a sample of cases. In each of those cases, we inspect against four standards.

### 3.1. Assessment



Assessment is well informed, analytical and personalised, actively involving the child and their parents/carers.

Good

Our rating<sup>24</sup> for assessment is based on the following key questions:

<sup>24</sup> The rating for the standard is driven by the lowest score on each of the key questions, which is placed in a rating band, indicated in bold in the table. See Annexe 1 for a more detailed explanation.

	% yes
Does assessment sufficiently analyse how to support the child's desistance?	87%
Does assessment sufficiently analyse how to keep the child safe?	80%
Does assessment sufficiently analyse how to keep other people safe?	<b>73%</b>

### **Does assessment sufficiently analyse how to support the child's desistance?**

Assessment to support desistance was outstanding. Assessments routinely drew on information from multiple sources to gain the best understanding of a child's circumstances and history. Full and detailed assessments are completed before the joint decision-making panel meets, which assists in decision-making but also considers the support and intervention required. In 13 out of 15 inspected cases, we found that assessments sufficiently analysed how to support the desistance of children. Staff considered opportunities for restorative justice in every relevant case.

In all but one case, the assessment was completed with meaningful input from children and their parents/carers. Their views were considered and were central to the assessment process. There was a focus on understanding the offending behaviour from the perspective of the child, so that their motivation, attitude and sense of responsibility could be analysed. In 13 out of 15 cases, diversity factors were considered, as were any structural barriers that might have an impact on engagement and progress in 12 out of 14 relevant cases.

A good practice example was observed by one inspector:

#### **Good practice example**

The MAP assessment tool has been used in this case; this uses a Signs of Safety methodology to identify strengths and what things need to change for the child. In relation to desistance, the sections in the MAP include family and social relationships, self-identity and health. There is clear information recorded on all these sections. A key strength is the voice of the child, which is very clear in the assessment, both in use of the self-assessment and the scaling. The child's voice is integral to the overall assessment.

### **Does assessment sufficiently analyse how to keep the child safe?**

Overall, assessment of the child's safety and wellbeing needs was satisfactory in a large majority of cases. Staff drew on all the available sources of information from children's social care and other relevant services to understand if and how a child was vulnerable. In 13 of the 15 cases, inspectors judged that the correct classification of safety and wellbeing was made. Assessments were timely and well recorded in all but one case.

### **Does assessment sufficiently analyse how to keep other people safe?**

Work to assess factors linked to keeping others safe was good. In 8 out of 11 relevant cases, assessments drew sufficiently on available sources of information, including other assessments and other evidence of behaviour by the child. Inspectors agreed with the assessed levels of risk of harm to others in 12 of the 15 cases inspected. Overall, assessment clearly identified and analysed the risk of harm to others posed by the child, including identifying who was at risk and the nature of that risk, in 8 out of 11 relevant cases.

## 3.2. Planning



Assessment is well informed, analytical and personalised, actively involving the child and their parents/carers.

Good

Our rating<sup>25</sup> for planning is based on the following key questions:

	% yes
Does planning focus on supporting the child's desistance?	80%
Does planning focus sufficiently on keeping the child safe?	67%
Does planning focus sufficiently on keeping other people safe?	<b>63%</b>

### Does planning focus on supporting the child's desistance?

Planning to support desistance was outstanding. Case managers took an inclusive approach, and in 13 out of 15 cases they developed their plans with the children and their parents/carers, taking full account of the family's needs as well as the child's aspirations and interests.

The work planned was proportionate in all the cases inspected and could be achieved within the timescale of the out-of-court disposal. In most cases, staff included action on all the key areas to support desistance identified during their assessment. In 14 out of 15 cases, planning for the child's levels of maturity, ability and motivation to change was a strength, as was the planning to reinforce and develop the child's protective factors.

The main desistance factors identified included mental health, substance misuse, and self-identity and lifestyle. Case managers struck a good balance between interventions to support desistance and the need to complete specific offending behaviour work. In 12 out of 15 cases, planning focused on supporting access to universal services to promote community integration, which supported effective exit planning and ongoing support.

An inspector noted a good practice example:

#### Good practice example

Planning was consistent with the issues identified in the assessment and was well sequenced, timely and coordinated. This was particularly the case in arranging and facilitating the one-to-one mediation with the victim, which led to positive outcomes for all parties. Exit planning on the YOP assessment at the point of case closure was good, building on the many strengths and positive factors the child had (part-time employment, college, supportive family and CAMHS support).

<sup>25</sup> The rating for the standard is driven by the lowest score on each of the key questions, which is placed in a rating band, indicated in bold in the table. The score for planning to keep other people safe, at 63 per cent, was just below the maximum for 'Requires improvement'. The ratings panel considered the strong scores for the other two key elements, and exercised professional discretion to apply a rating of 'Good' to the overall standard. See Annexe 1 for a more detailed explanation.

### **Does planning focus sufficiently on keeping the child safe?**

Planning to keep the child safe was good. In 8 out of 12 relevant cases, there was sufficient planning to keep children safe. When this was done well, there was good multi-agency working, aligning the YJS plan with other plans.

Overall, planning focused sufficiently on keeping the child safe in just over two-thirds of relevant cases. Circumstances in a child's life, however, can change quickly. Case managers need to consider the potential for change in each case, so that should concerns escalate, they are prepared and more likely to respond effectively. We recognise the need for proportionate planning in out-of-court disposals, where interventions are usually brief, but would have expected to see more detailed contingency planning in some of the cases we inspected. This is important as there should be a clear plan of action in the event of risk to the child either increasing or decreasing. We found contingency planning for safety and wellbeing to be sufficient in only 6 of the 13 cases.

An inspector observed:

*“There is currently a CIN [child in need] plan in place which does identify actions that professionals will undertake but there is insufficient information on responding to changes. CIN planning has not been effectively linked to YJS safety planning. For example, there is no information on what would increase or decrease the risk to the child, and appropriate actions should this occur. It is not sufficiently clear whose responsibility it would be to undertake actions”.*

### **Does planning focus sufficiently on keeping other people safe?**

Planning to keep others safe was good. In most cases, planning focused sufficiently on keeping people safe, and case managers involved other agencies in their planning processes. In five out of eight relevant cases, planning addressed specific concerns and risks related to actual and potential victims.

As with safety and wellbeing, contingency planning to manage public protection is important and there should be a clear plan of action in the event of the child's risk of harm to others either increasing or decreasing. We found contingency planning for risk of harm to others to be sufficient in only half of the relevant cases.

An inspector found in one case:

*“Assessing has not identified who is at risk, and this has impacted on planning. Identified intervention includes decision-making, but there is a lack of detail on how or when this will be completed. There is no other evidence of planning to manage risk or involvement of other services. Factors that could increase or decrease risk have not been identified, nor is there a clear contingency should this occur”.*

### 3.3. Implementation and delivery



High-quality, well-focused, personalised and coordinated services are delivered, engaging and assisting the child.

Good

Our rating<sup>26</sup> for implementation and delivery is based on the following key questions:

	% yes
Does service delivery effectively support the child's desistance?	80%
Does service delivery effectively support the safety of the child?	85%
Does service delivery effectively support the safety of other people?	<b>63%</b>

#### Does service delivery effectively support the child's desistance?

Implementation and delivery to support the child's desistance was outstanding. Inspectors found a high level of engagement from children, which reflected the proactive approach of staff and their capacity to develop and maintain meaningful relationships with them. Case managers focused sufficiently on developing and maintaining effective working relationships in 14 of the 15 cases, while in all cases staff encouraged and enabled the child's compliance with the work of the YJS.

In most cases, the services most likely to support desistance were delivered, with case managers paying sufficient attention to sequencing and the available timescales. Service delivery reflected the diversity and wider familial and social context of the child, involving parents/carers or significant others in 12 out of 15 cases.

An inspector noted in one case:

*"This was an excellent example of YJS work. Sessions were delivered on the consequences of crime and its impact. Liaison was made with Compass, who were already engaged with the child in respect of past substance misuse. There was an impactful direct mediation session between the child and the victim (the head teacher of the school), and parents were informed how positively that went".*

#### Does service delivery effectively support the safety of the child?

Implementation and delivery to support the safety and wellbeing of the child was outstanding. The YJS maintained an excellent focus on safety and wellbeing, consistently working with a range of agencies and organisations to deliver well-coordinated packages of support. We saw good work by the case managers and other specialist workers in the YJS. Case managers advocated on behalf of children at multi-agency safeguarding hub meetings, attended MACE meetings, made timely

<sup>26</sup> The rating for the standard is driven by the lowest score on each of the key questions, which is placed in a rating band, indicated in bold in the table. The score for implementation and delivery to keep other people safe, at 63 per cent, was just below the maximum for 'Requires improvement'. The ratings panel considered the strong scores for the other two key elements, and exercised professional discretion to apply a rating of 'Good' to the overall standard. See Annex 1 for a more detailed explanation.

referrals to specialist and mainstream services such as CAMHS, SALT and substance misuse, and made referrals to the National Referral Mechanism. Overall, service delivery promoted the safety and wellbeing of the child in 11 out of 13 relevant cases.

An inspector observed:

*“The case manager becomes aware that the child is at risk of being homeless and potentially neglected. Information is shared immediately with services, and a referral made for emergency accommodation provision. Services agreed a plan to ensure the child is visited over the Christmas period and provided with food, while school use the bursary to provide the child with a bus pass, food and toiletries. Home visits are undertaken by the YJS to monitor safety. Early Help services support the child’s mother in exploring housing options while also looking at alternatives for the child and his siblings”.*

### Does service delivery effectively support the safety of other people?

Implementation and delivery to support the safety of other people was good. Overall, in five out of eight relevant cases, implementation and delivery of services effectively supported the safety of other people. In most instances, case managers worked well with their colleagues and partners to implement interventions focusing on the child’s circumstances and behaviour. In five out of eight cases, we found that sufficient attention was given to the protection of actual and potential victims.

### 3.4. Joint working



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

Outstanding

Our rating<sup>27</sup> for joint working is based on the following key questions: the second is asked only in youth conditional caution cases:

	% yes
Are the YOT’s recommendations sufficiently well informed, analytical and personalised to the child, supporting joint decision-making?	100%
Does the YOT work effectively with the police in implementing the out-of-court disposal? <sup>28</sup>	100%

### Are the YOT’s recommendations sufficiently well informed, analytical and personalised to the child, supporting joint decision-making?

Overall, the YJS’s work to inform joint decision-making was outstanding. The out-of-court disposal scheme is well understood and was implemented effectively. The YJS’s recommendations for out-of-court disposal outcomes, conditions and

<sup>27</sup> The rating for the standard is driven by the lowest score on each of the key questions, which is placed in a rating band, indicated in bold in the table. See Annexe 1 for a more detailed explanation.

<sup>28</sup> This question is only relevant in youth conditional caution cases.

interventions were timely, appropriate and proportionate in a majority of cases, and considered how well children understood their offence and acknowledged their responsibility in all cases. Inspectors judged that these recommendations were based on relevant information and assessments, and were child-focused. Work had been undertaken to reduce the number of Looked After Children coming into the criminal justice system, and there has been a reduction in the number of cases of criminal damage and assaults on care home staff coming to the panel.

In 13 of the 14 relevant cases, we found that the child, and their parents/carers, understood the implications of receiving an out-of-court disposal. Where appropriate, other agencies working with the child are invited to the panel to offer their input and to agree plans. The rationale for the decision made by the out-of-court decision panel was appropriate and well recorded in all cases, and oversight was evident through the North Yorkshire and York scrutiny panel and an annual performance evaluation undertaken by the YJS and key stakeholders in October 2019.

When disagreements on outcomes occur, these are discussed and, if necessary, referred to managers for resolution. Most cases are agreed following discussions. During meetings, consideration is given to children's safety and wellbeing. When necessary, they are recognised as victims, and National Referral Mechanism or child protection referrals are made for them or their siblings and peers.

### **Does the YOT work effectively with the police in implementing the out-of-court disposal?**

Joint work with the police to implement the out-of-court disposal scheme was outstanding. Case managers advised the police about progress and outcomes appropriately and promptly. In all the cases we assessed children complied, often because of the persistence of case managers and the personalisation of service delivery. In some cases, police were invited to final meetings to consider exit strategies with the children.

## Annexe 1: Methodology

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### HM Inspectorate of Probation standards

The standards against which we inspect youth offending services are based on established models and frameworks, which are grounded in evidence, learning and experience. These standards are designed to drive improvements in the quality of work with children who have offended.<sup>29</sup>

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

#### Domain one: organisational delivery

The YJS submitted evidence in advance and the Director of Children's Services (who is the Chair of the YJS Management Board) delivered a presentation covering the following areas:

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

During the main fieldwork phase, we conducted 32 interviews with case managers, asking them about their experiences of training, development, management supervision and leadership. We held various meetings, which allowed us to triangulate evidence and information. In total, we conducted 11 meetings, which included meetings with managers, partner organisations and staff. The evidence collected under this domain was judged against our published ratings characteristics.

#### Domain two: court disposals

We completed case assessments over a one-week period, examining case files and interviewing case managers. Sixty per cent of the cases selected were those of children who had received court disposals six to nine months earlier, enabling us to examine work in relation to assessing, planning, implementing and reviewing. Due to the pause in the original on-site fieldwork in March 2020 as a result of COVID-19, some cases were nine to twelve months old at the point they were inspected, when fieldwork resumed remotely in June 2020.

Where necessary, interviews with other people closely involved in the case also took place.

We examined 21 court disposals. The sample size was set to achieve a confidence level of 80 per cent (with a margin of error of 5), and we ensured that the ratios in relation to gender, sentence or disposal type, risk of serious harm, and risk to safety and wellbeing classifications matched those in the eligible population.

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<sup>29</sup> HM Inspectorate of Probation's standards are available here: <https://www.justiceinspectorates.gov.uk/hmiprobation/about-our-work/our-standards-and-ratings/>

### Domain three: out-of-court disposals

We completed case assessments over a one-week period, examining case files and interviewing case managers. Forty per cent of cases selected were those of children who had received out-of-court disposals three to five months earlier. This enabled us to examine work in relation to assessing, planning, implementing and joint working. Due to the pause in the original on-site fieldwork in March 2020 as a result of COVID-19, some cases were six to eight months old at the point they were inspected, when fieldwork resumed remotely in June 2020. Where necessary, interviews with other people closely involved in the case also took place.

We examined 15 out-of-court disposals. The sample size was set to achieve a confidence level of 80 per cent (with a margin of error of 5), and we ensured that the ratios in relation to gender, sentence or disposal type, risk of serious harm, and risk to safety and wellbeing classifications matched those in the eligible population.

In some areas of this report, data may have been split into smaller sub-samples – for example, male/female cases. Where this is the case, the margin of error for the sub-sample findings may be higher than five.

### Ratings explained

Domain one ratings are proposed by the lead inspector for each standard. They will be a single judgement, using all the relevant sources of evidence. More detailed information can be found in the probation inspection domain one rules and guidance on the website.

In this inspection, we conducted a detailed examination of a sample of 21 court disposals and 15 out-of-court disposals. In each of those cases, we inspect against four standards: assessment, planning, and implementation/delivery. For court disposals, we look at reviewing; and in out-of-court disposals, we look at joint working with the police. For each standard, inspectors answer a number of key questions about different aspects of quality, including whether there was sufficient analysis of the factors related to offending; the extent to which children were involved in assessment and planning; and whether enough was done to assess and manage the safety and wellbeing of the child, and any risk of harm posed to others.

For each standard, the rating is aligned to the lowest banding at the key question level, recognising that each key question is an integral part of the standard.

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

We use case sub-samples for some of the key questions in domains two and three. For example, when judging whether planning focused sufficiently on keeping other people safe, we exclude those cases where the inspector deemed the risk of serious harm to be low. This approach is justified on the basis that we focus on those cases where we expect meaningful work to take place.

An element of professional discretion may be applied to the standards ratings in domains two and three. Exceptionally, the ratings panel considers whether professional discretion should be exercised where the lowest percentage at the key question level is

close to the rating boundary – for example, between 'Requires improvement' and 'Good' (specifically, within five percentage points of the boundary; or where a differing judgement in one case would result in a change in rating; or where the rating is based upon a sample or sub-sample of five cases or fewer). The panel considers the sizes of any sub-samples used and the percentages for the other key questions within that standard, such as whether they fall within different bandings and the level of divergence, to make this decision.

### Overall provider rating

Straightforward scoring rules are used to generate the overall provider rating. Each of the 10 standards will be scored on a 0–3 scale, as listed in the following table.

Score	Rating (standard)
0	Inadequate
1	Requires improvement
2	Good
3	Outstanding ☆

Adding the scores for each standard together produces the overall rating on a 0–36 scale, as listed in the following table.

Score	Rating (overall)
0–6	Inadequate
7–18	Requires improvement
19–30	Good
31–36	Outstanding ☆

We do not include any weightings in the scoring rules. The rationale for this is that all parts of the standards framework are strongly linked to effective service delivery and positive outcomes, and we have restricted ourselves to those that are most essential. Our view is that providers need to focus across all the standards, and we do not want to distort behaviours in any undesirable ways. Furthermore, the underpinning evidence supports including all standards/key questions in the rating, rather than weighting individual elements.

## Annexe 2: Inspection data

The answers to the key questions that determine the ratings for each standard are underpinned by answers to more detailed 'prompts'. These tables illustrate the proportions of the case sample with a satisfactory 'yes' response to the prompt questions. It should be noted that there is no mechanistic connection between the proportion of prompt questions answered positively and the overall score at the key question level. The 'total' does not necessarily equal the 'sum of the parts'. The summary judgement is the overall finding made by the inspector, having taken consideration of the answers to all the prompts, weighing up the relative impact of the strengths and weaknesses.

### Domain 2 - Court disposals

2.1. Assessment	
<b>Does assessment sufficiently analyse how to support the child's desistance?</b>	<b>% yes</b>
Is there sufficient analysis of offending behaviour, including the child's attitudes towards and motivations for their offending?	62%
Does assessment consider the diversity and wider familial and social context of the child, utilising information held by other agencies?	90%
Does assessment focus on the child's strengths and protective factors?	95%
Does assessment analyse the key structural barriers facing the child?	82%
Is sufficient attention given to understanding the child's levels of maturity, ability and motivation to change, and their likelihood of engaging with the court disposal?	90%
Does assessment give sufficient attention to the needs and wishes of the victim/s, and opportunities for restorative justice?	95%
Is the child and their parents/carers meaningfully involved in their assessment, and are their views taken into account?	100%
<b>Does assessment sufficiently analyse how to keep the child safe?</b>	<b>% yes</b>
Does assessment clearly identify and analyse any risks to the safety and wellbeing of the child?	57%
Does assessment draw sufficiently on available sources of information, including other assessments, and involve other agencies where appropriate?	71%
Does assessment analyse controls and interventions to promote the safety and wellbeing of the child?	71%

<b>Does assessment sufficiently analyse how to keep other people safe?</b>	<b>% yes</b>
Does assessment clearly identify and analyse any risk of harm to others posed by the child, including identifying who is at risk and the nature of that risk?	62%
Does assessment draw sufficiently on available sources of information, including past behaviour and convictions, and involve other agencies where appropriate?	67%
Does assessment analyse controls and interventions to manage and minimise the risk of harm presented by the child?	52%

<b>2.2. Planning</b>	
<b>Does planning focus sufficiently on supporting the child's desistance?</b>	<b>% yes</b>
Does planning set out the services most likely to support desistance, paying sufficient attention to the available timescales and the need for sequencing?	71%
Does planning take sufficient account of the diversity and wider familial and social context of the child?	81%
Does planning take sufficient account of the child's strengths and protective factors, and seek to reinforce or develop these as necessary?	71%
Does planning take sufficient account of the child's levels of maturity, ability and motivation to change, and seek to develop these as necessary?	86%
Does planning give sufficient attention to the needs and wishes of the victim/s?	94%
Is the child and their parents/carers meaningfully involved in planning, and are their views taken into account?	90%
<b>Does planning focus sufficiently on keeping the child safe?</b>	<b>% yes</b>
Does planning promote the safety and wellbeing of the child, sufficiently addressing risks?	65%
Does planning involve other agencies where appropriate, and is there sufficient alignment with other plans (for example, child protection or care plans) concerning the child?	73%
Does planning set out the necessary controls and interventions to promote the safety and wellbeing of the child?	65%
Does planning set out necessary and effective contingency arrangements to manage those risks that have been identified?	59%

<b>Does planning focus sufficiently on keeping other people safe?</b>	<b>% yes</b>
Does planning promote the safety of other people, sufficiently addressing risk of harm factors?	60%
Does planning involve other agencies where appropriate?	71%
Does planning address any specific concerns and risks related to actual and potential victims?	64%
Does planning set out the necessary controls and interventions to promote the safety of other people?	60%
Does planning set out necessary and effective contingency arrangements to manage those risks that have been identified?	67%

<b>2.3. Implementation and delivery</b>	
<b>Does the implementation and delivery of services effectively support the child's desistance?</b>	<b>% yes</b>
Are the delivered services those most likely to support desistance, with sufficient attention given to sequencing and the available timescales?	71%
Does service delivery reflect the diversity and wider familial and social context of the child, involving parents/carers or significant others?	90%
Does service delivery build upon the child's strengths and enhance protective factors?	81%
Is sufficient focus given to developing and maintaining an effective working relationship with the child and their parents/carers?	95%
Does service delivery promote opportunities for community integration including access to services post-supervision?	81%
Is sufficient attention given to encouraging and enabling the child's compliance with the work of the YOT?	95%
Are enforcement actions taken when appropriate?	100%
<b>Does the implementation and delivery of services effectively support the safety of the child?</b>	<b>% yes</b>
Does service delivery promote the safety and wellbeing of the child?	65%
Is the involvement of other organisations in keeping the child safe sufficiently well-coordinated?	67%
<b>Does the implementation and delivery of services effectively support the safety of other people?</b>	<b>% yes</b>
Are the delivered services sufficient to manage and minimise risk of harm?	60%
Is sufficient attention given to the protection of actual and potential victims?	73%

Is the involvement of other agencies in managing the risk of harm sufficiently well-coordinated?	67%
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<b>2.4. Reviewing</b>	
<b>Does reviewing focus sufficiently on supporting the child's desistance?</b>	<b>% yes</b>
Does reviewing identify and respond to changes in factors linked to desistance?	81%
Does reviewing focus sufficiently on building upon the child's strengths and enhancing protective factors?	90%
Does reviewing consider motivation and engagement levels and any relevant barriers?	86%
Is the child and their parents/carers meaningfully involved in reviewing their progress and engagement, and are their views taken into account?	95%
Does reviewing lead to the necessary adjustments in the ongoing plan of work to support desistance?	81%
<b>Does reviewing focus sufficiently on keeping the child safe?</b>	<b>% yes</b>
Does reviewing identify and respond to changes in factors related to safety and wellbeing?	83%
Is reviewing informed by the necessary input from other agencies involved in promoting the safety and wellbeing of the child?	83%
Does reviewing lead to the necessary adjustments in the ongoing plan of work to promote the safety and wellbeing of the child?	83%
<b>Does reviewing focus sufficiently on keeping other people safe?</b>	<b>% yes</b>
Does reviewing identify and respond to changes in factors related to risk of harm?	67%
Is reviewing informed by the necessary input from other agencies involved in managing the risk of harm?	82%
Is the child and their parents/carers meaningfully involved in reviewing their risk of harm, and are their views taken into account?	75%
Does reviewing lead to the necessary adjustments in the ongoing plan of work to manage and minimise the risk of harm?	73%

## Domain 3 - Out-of-court disposals

<b>3.1. Assessment</b>	
<b>Does assessment sufficiently analyse how to support the child's desistance?</b>	<b>% yes</b>
Is there sufficient analysis of offending behaviour, including the child's acknowledgement of responsibility, attitudes towards and motivations for their offending?	93%
Does assessment consider the diversity and wider familial and social context of the child, utilising information held by other agencies?	87%
Does assessment focus on the child's strengths and protective factors?	93%
Does assessment analyse the key structural barriers facing the child?	86%
Is sufficient attention given to understanding the child's levels of maturity, ability and motivation to change?	87%
Does assessment give sufficient attention to the needs and wishes of the victim/s, and opportunities for restorative justice?	100%
Is the child and their parents/carers meaningfully involved in their assessment, and are their views taken into account?	93%
<b>Does assessment sufficiently analyse how to keep the child safe?</b>	<b>% yes</b>
Does assessment clearly identify and analyse any risks to the safety and wellbeing of the child?	80%
Does assessment draw sufficiently on available sources of information, including other assessments, and involve other agencies where appropriate?	87%
<b>Does assessment sufficiently analyse how to keep other people safe?</b>	<b>% yes</b>
Does assessment clearly identify and analyse any risk of harm to others posed by the child, including identifying who is at risk and the nature of that risk?	73%
Does assessment draw sufficiently on available sources of information, including any other assessments that have been completed, and other evidence of behaviour by the child?	73%
<b>3.2. Planning</b>	
<b>Does planning focus on supporting the child's desistance?</b>	<b>% yes</b>
Does planning set out the services most likely to support desistance, paying sufficient attention to the available timescales and the need for sequencing?	67%
Does planning take sufficient account of the diversity and wider familial and social context of the child?	80%

Does planning take sufficient account of the child's strengths and protective factors, and seek to reinforce or develop these as necessary?	93%
Does planning take sufficient account of the child's levels of maturity, ability and motivation to change, and seek to develop these as necessary?	93%
Does planning take sufficient account of opportunities for community integration, including access to mainstream services following completion of out-of-court disposal work?	80%
Does planning give sufficient attention to the needs and wishes of the victim/s?	93%
Is the child and their parents/carers meaningfully involved in planning, and are their views taken into account?	87%
<b>Does planning focus sufficiently on keeping the child safe?</b>	<b>% yes</b>
Does planning promote the safety and wellbeing of the child, sufficiently addressing risks?	69%
Does planning involve other agencies where appropriate, and is there sufficient alignment with other plans (for example, child protection or care plans) concerning the child?	69%
Does planning include necessary contingency arrangements for those risks that have been identified?	46%
<b>Does planning focus sufficiently on keeping other people safe?</b>	<b>% yes</b>
Does planning promote the safety of other people, sufficiently addressing risk of harm factors?	63%
Does planning involve other agencies where appropriate?	63%
Does planning address any specific concerns and risks related to actual and potential victims?	63%
Does planning include necessary contingency arrangements for those risks that have been identified?	50%

### 3.3. Implementation and delivery

<b>Does service delivery support the child's desistance?</b>	<b>% yes</b>
Are the delivered services those most likely to support desistance, with sufficient attention given to sequencing and the available timescales?	80%
Does service delivery reflect the diversity and wider familial and social context of the child, involving parents/carers or significant others?	80%
Is sufficient focus given to developing and maintaining an effective working relationship with the child and their parents/carers?	93%

Is sufficient attention given to encouraging and enabling the child's compliance with the work of the YOT?	100%
Does service delivery promote opportunities for community integration, including access to mainstream services?	87%
<b>Does service delivery effectively support the safety of the child?</b>	<b>% yes</b>
Does service delivery promote the safety and wellbeing of the child?	85%
Is the involvement of other agencies in keeping the child safe sufficiently well utilised and coordinated?	75%
<b>Does service delivery effectively support the safety of other people?</b>	<b>% yes</b>
Is sufficient attention given to the protection of actual and potential victims?	63%
Are the delivered services sufficient to manage and minimise the risk of harm?	63%

<b>3.4. Joint working</b>	
<b>Are the YOT's recommendations sufficiently well-informed, analytical and personalised to the child, supporting joint decision-making?</b>	<b>% yes</b>
Are the recommendations by the YOT for out-of-court disposal outcomes, conditions and interventions appropriate and proportionate?	79%
Do the recommendations consider the degree of the child's understanding of the offence and their acknowledgement of responsibility?	100%
Is a positive contribution made by the YOT to determining the disposal?	100%
Is sufficient attention given to the child's understanding, and their parents/carers' understanding, of the implications of receiving an out-of-court disposal?	93%
Is the information provided to inform decision-making timely to meet the needs of the case, legislation and guidance?	93%
Is the rationale for joint disposal decisions appropriate and clearly recorded?	100%
<b>Does the YOT work effectively with the police in implementing the out-of-court disposal?<sup>30</sup></b>	<b>% yes</b>
Does the YOT inform the police of progress and outcomes in a sufficient and timely manner?	100%
Is sufficient attention given to compliance with, and enforcement of, the conditions?	100%

<sup>30</sup> This question is only asked in youth conditional caution cases.



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