

Safer, Stronger Select Committee		
Report Title	Full Joint Inspection into Lewisham Youth Offending Work – Progress of Improvement Plan	
Key Decision	No	Item No.5
Ward	All	
Contributors	Keith Cohen - Youth Offending Service Strategic Manager.	
Class	Part 1	Date: June 2017

1.0 **Purpose of the Report**

HMI Probation undertook a Full Joint Inspection of Youth Offending Work in Lewisham in September 2016.

The final report was published in Dec 16:

<https://www.justiceinspectorates.gov.uk/hmiprobation/>

This report outlined the progress of the HMIP Improvement Plan following the publication of the report at the 6 month stage.

2.0 Recommendation:

- Note the progress against the Improvement Plan
- Further progress made against the Improvement Plan to be reported to the Select Committee in November 17

3.0 **Background**

- The Full Joint Inspection is part of a programme of risk proportionate Inspection of Youth Offending Work agreed by Ministers. This document outlines the HMIP recommendations for improvement, update on the partnership 12 month action plan which has been approved by HMIP and the related key performance indicators to evaluate and evidence progress against the agreed elements of the plan.
- The Full Joint Inspection (FJI) is undertaken in six local authority areas per year, five of which are normally in England and one in Wales. It focuses primarily on those areas where there is cause for concern about performance. This is determined following analysis of information received from the Youth Justice Board (YJB), intelligence gained from other inspections and publicly available data, and through consultation with other inspectorates via quarterly 'Information Bank' meetings.
- Government policy requires inspections to be undertaken as unannounced or with very short notice. Work should be inspected 'as is'

and with the minimum of preparatory overheads, rather than as the inspected body 'would like it to be'

4. The following headlines were noted by HMIP :

- Work to reduce reoffending was unsatisfactory. Although most initial assessments of the reasons why children had offended were sufficient, the plans to address those risks and the frequency with which those plans were reviewed were unsatisfactory, so the impact on reoffending was limited;
- Work to protect the public and actual or potential victims was unsatisfactory. There was some good work by case managers to protect the public, but plans lacked measurable objectives, which meant interventions to address the risk of harm did not always address the specific risks children posed;
- Work to protect children and reduce their vulnerability was unsatisfactory. There was some good safeguarding work undertaken by individual case managers. The immediate sharing of information between the YOS and children's social care services about missing children was not sufficiently robust;
- Governance and partnership arrangements were ineffective. There was a lot of partnership activity in Lewisham and a sense of energy around the delivery of services, but this was not always cohesive and the impact for children and young people was inconsistent; and
- Work to deliver interventions to reduce reoffending was unsatisfactory. A range of interventions was available for case managers and partners but further work needed to be done to engage with young people better. Interventions were not evaluated routinely, so it was difficult for the YOS to understand what was effective.
- Inspectors were pleased to find that work to ensure the sentence was served was good. The YOS made consistently good efforts to understand and respond to things stopping children or their parents/carers from engaging. Work to ensure young people complied with their sentence was effective

5. **HMIP Improvement Plan Activities**

5.1 **The following recommendations were made:**

The local authority Chief Executive should make sure that:

- The Youth Justice Management Board focuses on improving outcomes for children and young people with all partners being accountable for a reduction in reoffending rates, better management of risk of harm to others and the more effective protection of vulnerable children and young people who have offended.

The YOS Head of Service should make sure that:

- The Youth Justice Management Board considers a broader range of performance information to enable a consistent focus on outcomes for children and young people
- Planning for work with children and young people is carried out in all cases and is regularly and meaningfully reviewed
- Interventions are planned, address the areas identified in assessment, delivered with integrity and evaluated
- Quality assurance and management oversight in all case management work is conducted to a good standard, including the delivery of interventions and review of work
- The risk and vulnerability management panel is functioning effectively given the pace of work and volume of cases that it deals with
- Education, training and employment providers have sufficient information about the circumstances of children and young people before placements begin
- The delivery of health services to YOS children and young people reflects the needs identified in The Joint Strategic Needs Assessment 2014: Young People In Contact With The Criminal Justice System including physical health, and speech, language and communication needs
- Information sharing with health, substance misuse and social care partners is improved.

'All partners being accountable for a reduction in reoffending rates, better management of risk of harm to others and the more effective protection of vulnerable children and young people who have offended'

5.2 Progress Updates:

5.3 **Lewisham Youth Justice Management Board** is responsible for the work of the Youth Offending Service and the wider crime prevention partnership. Following the conclusion and proposals for change outlined in the HMIP report the board has undergone a **complete review** including the introduction of an independent chair. The Chair has introduced the following new components:

- A self-assessment framework to evaluate effectiveness for participant members
- A revision of the terms of reference for both the Quarterly Main board and supporting Performance Sub-board
- Activities outside of the meeting to strengthen Strategic and Operational partnership working to improve ownership of Youth Justice priorities across the range of services
- Lead Person for each section of the improvement plan and clarity of responsibility for implementation.
- The introduction of a Principal Policy Officer to act as Clerk for the meeting, co-ordinate actions and support the YOS Strategic Manager to update service policies.
- The Board is required to monitor the performance of the prevention of youth crime agenda and ensure the delivery of statutory principal aims at local level. This includes reducing the likelihood of reoffending by young people and the risk of harm that they can cause to other people and themselves.
- An update letter for the Committee is attached from the Independent Chair (Appendix B)

5.4 *'The Youth Justice Management Board considers a broader range of performance information to enable a consistent focus on outcomes for children and young people.'*

Activities to date:

- Implementation of an in-depth Performance management partnership group to ensure performance is linked to outcomes with detailed analysis of root cause to drive activity.
- Temporary support through a Partnership Analyst to contribute to accurate and relevant data reporting.
- The creation of a set of indicators to evidence outcomes for children and young people (see Appendix A)

5.5 *'Interventions are planned, address the areas identified in assessment, delivered with integrity and evaluated. Quality assurance and management oversight in all case management work is conducted to a good standard, including the delivery of interventions and review of work'*

Activities to date:

- The Service has introduced a new model of working adapted from the London Resettlement Consortium Mayor's Office funded Victims Trauma project. The agreed ethos of the delivery model is to create a Trauma-informed Service. Our working definition of a trauma-informed service is:

'An intentional universal presumption that all people who come in contact with the service have exposure to trauma in their past and that with such a presumption, amend and adjust services accordingly'

- A very thorough case audit process is being used to monitor case level improvement, ensure standards are being achieved to improve outcomes for young people and indicate themes for training and development.

5.6 *'Interventions are planned, address the areas identified in assessment, delivered with integrity and evaluated.'*

Activities to date:

- An interventions review has been undertaken. Many of the recommendations in this report have been adopted for example to rationalise the current group work provision, build theory and evaluation into programmes (e.g. new Trauma-Informed Weapons Awareness Programme) and to run direct interventions in the school environment.
- The FFT Functional Family Therapy work has been brought in house to focus exclusively on youth justice cases which has resulted in four times as many families in contact with the YOS receiving the intervention. FFT Governance and effectiveness is subject to close scrutiny by the owners of the model in the USA
- Improvements in the quality of data credibility through specialist support and use of anonymous staff surveys to identify database training needs. A program of intensive training on Career Vision (YOS Database) and embedding of ASSET Plus (new Youth Justice assessment framework)
- Introduction of Strengths based, Trauma-Informed and Restorative delivery model has resulted in re-design of team functions, new practice in screening and case formulation techniques supported by CAMHS and on-going trauma training and clinical supervision.

5.7 *'The risk and vulnerability management panel (RMVP) is functioning effectively given the pace of work and volume of cases that it deals with'*

Activities to date:

- Review of RMVP completed by YJMB partner and Performance Operational Manager. Robust review included attendance, purpose, effectiveness measures and strengthening links to other relevant panels.
- RMVP cases now referred require strategy meeting prior to the panel to propose actions, identify agency responsibilities and problem solve

5.8 *‘Education, training and employment providers have sufficient information about the circumstances of children and young people before placements begin’*

Activities to date:

- Performance data to now include a range of indicators that show outcomes, attendance, exclusions, attainment, ethnicity etc.
- Closer collaborative working with education system to improve behaviour including holding initial planning meetings at schools and restorative interventions.

5.9 *‘The delivery of health services to YOS children and young people reflects the needs identified in The Joint Strategic Needs Assessment 2014: Young People In Contact With the Criminal Justice System including physical health, and speech, language and communication needs’*

Activities to date:

- A JSNA refresh has delivered interim findings including recommendations on strengthening information collection through Asset Plus: on developing and implementing structured pathways to guide case workers through the process of referrals to appropriate services when a specific need is identified: strengthening data sharing between partners through reciprocal agreements with a particular emphasis on schools
- Strengthening staff training for improved recognition of Speech Language Communication Needs/SEN among the cohort
- Mobilisation of new integrate young people’s health service to deliver universal and targeted health provision.

5.10 *‘Information sharing with health, substance misuse and social care partners is improved.’*

Activities to date:

- Work commenced on new Service Level Agreement with Children’s Social Care has commenced especially alignment of Early Help Strategy and new Lewisham MASH arrangements built around continuum of need model.
- SLA criteria to be established with new Young People’s service provider for Substance Misuse and Health and well -being

6.0 HMIP Improvement Plan: Additional Steps to be actioned in next Six Months

6.1 Service Remodel. The next steps of the roll out of a Trauma-Informed Service will see a move from generic to a functional model based around Intake team for initial contacts, Pre-Court and Pre-Sentence Report, ASSET+ assessment and case formulation and two Interventions Teams one essentially managing Community Orders and a second responsible for High Risk and Custody cases. These essential elements will inform and shape the service values and identity:

- high levels of knowledge and awareness of mental health issues amongst staff, requiring ongoing training, supervision and clinical support;
- structured mental health assessments and individualised intervention plans;
- the development of trusting relationships with young people which emphasise their strengths and resiliency;
- A safe environment and knowing when young people are “ready to address their difficulties”.
- The refreshing of all Service policies and procedures to accord with the model.
- Staff morale and capacity to address the context of very high risk and safeguarding issues that the borough manages the funding provided will to a large degree influence potential improved outcomes and impact.

6.2 Strengthening Partnerships. The initial improvement phase has seen a growing awareness within the Youth Justice partnership of the importance of close collaborative working at every stage of the youth justice journey. The effectiveness of the Youth Justice Management Board in finding joint solutions to mutual outcomes can be strengthened further as analytical capacity and complimentary service level agreements to prevent and reduce re-offending are fully realized.

6.3 Evidencing improved Outcomes for Children and Young People. The Inspectors highlighted that the large amount of Strategic Activity in Lewisham Crime partnership did not provide clear and robust evidence of outcomes for young people. The YOS will continue to work at a range of improvement activities to strengthen the quality of data through a Live tracker of information, build on the partnership contribution to analyse information in relation to understand the cohort and deploying resources

accordingly. Whilst young people have been involved in the reviews identified above the ongoing delivery will ensure that young peoples feedback and input is included in service redesign and changes.

7.0 Financial Implications

7.1 There have been financial considerations both in the short and long term in relation to delivering against the improvement plan. These will be reviewed in Dec 17.

8.0 Legal & Human Rights Implications

8.1 The Council is under a number of statutory obligations to reduce crime and anti-social behaviour. The Crime and Disorder Act 1998 requires the Council to formulate and implement a strategy for the reduction of crime and disorder; the Anti Social Behaviour 2003 requires the Council as a local housing authority to have policies and procedures for dealing with anti-social behaviour and the Race Relations (Amendment) Act 2000 places the Council under a duty to have, when carrying out its functions, due regard to the need to eliminate unlawful discrimination and promote good relations between persons of different racial groups.

8.2 The Local Government Act 1999 places a duty on the local authorities to secure continuous improvement in the way its functions are exercised having regard to the combination of economy, efficiency and effectiveness.

8.3 Section 2 of the Local Government Act 2000 empowers the local authority to do anything which it considers likely to achieve the promotion or improvement of the economic, social or environmental well-being of all or any persons within the local authority's area.

8.4 These statutory duties amongst others feed into the Council's Safer Lewisham Strategy.

9.0 Equalities Implications

9.1 Developing safe and secure communities is central to the work of the Council as a whole and in particular to the Community Services directorate. Reducing and preventing crime, reducing fear of crime and supporting vulnerable communities is critical to the well-being of all our citizens.

10.0 Crime and Disorder Implications

10.1 Section 17 places a duty on partners to do all they can to reasonably prevent crime and disorder in their area. The level of crime and its impact is influenced by the decisions and activities taken in the day-to-

day of local bodies and organisations. The responsible authorities are required to provide a range of services in their community from policing, fire protection, planning, consumer and environmental protection, transport and highways. They each have a key statutory role in providing these services and, in carrying out their core activities, can significantly contribute to reducing crime and improving the quality of life in their area.

11.0 Environmental Implications

11.1 All appropriate services are consulted about on agreed activity before proceeding where Key decisions made may have environmental implications

12.0 Conclusion

12.1 There have been some significant decisions and progress made in critical areas of the improvement plan. The programme of work in place will build on these and be focusing on and driving forward the quality, new model of delivery and outcomes for young people.

For further information on this report please contact Geeta Subramaniam-Mooney Head of Crime Reduction & Supporting People, Directorate for Community Services on 020 8 314 9569, Keith Cohen Strategic Youth Offending Service Manager on 0208 314 9884.

Appendix A – performance dashboard – HMIP approved

National KPIs	RA G
FIRST TIME ENTRANTS	
Reducing the numbers of First Time Entrants to the YJS	
Reducing the numbers of LAC First Time Entrants to the YJS	
REOFFENDING	
Reducing Reoffending: YJB Binary Rate	
Reducing Reoffending: YJB Frequency Rate	
Reducing Reoffending: YJB Reoffence by Reoffenders Rate	
Reducing Reoffending: Live Tracker Binary Rate	
Reducing Reoffending: Live Tracker Frequency Rate	
Reducing Reoffending: Live Tracker Reoffence by Reoffenders Rate	
Reducing Reoffending: Live Tracker Reoffending in First Month of Supervision	
Reducing Offending: Live Tracker % of Violent Reoffences	
Reducing LAC Reoffending: Binary Rate	
Reducing LAC Reoffending: Frequency Rate	
Reducing LAC Reoffending: Reoffence by Reoffenders Rate	
CUSTODY	
Reducing the number of Custodial Disposals	
Reducing the number of LAC receiving Custodial Disposals	
REMANDS	
Reducing the use of Remand:	
Total Number of Bed Nights	
Total Number of Young People on Remand	
Local KPIs	
EDUCATION	
Increasing the number of young people IN EET	
% of young people who are in EET at the end of their Order	
EET Attendance	
EET Attainment by end of Order	
ACCOMODATION	
% in Suitable Accommodation at the end of their Order	
% of young people who have had accommodation confirmed 2 weeks prior to release from custody (remand or sentence)	
HEALTH	
Mental Health - Number Identified as requiring a service	

Mental Health - Number receiving a CAMHS assessment	Green
Mental Health - Number receiving a CAMHS Specialist Intervention	Green
Speech and Language - Number Identified as requiring a service	Red
Speech and Language - Number receiving a S & L Assessment	Red
Speech and Language - Number receiving a S & L Specialist Intervention	Purple
Trauma - % of cases assess for trauma	Purple
Trauma - % of cases where a trauma informed intervention is being delivered	Purple
DISPROPORTIONALITY	
Toolkit – TBC	Dark Blue
Local Standards	Orange
NATIONAL STANDARDS	
Proportion of National Standards :Red, Amber and Green	Green
Monthly Case Audits: Good, Satisfactory, Not Satisfactory, Poor	Yellow
IMPROVEMENT PLAN	
Board Self-Assessment: HMIP Indicators of Effectiveness	Yellow
Proportions of Improvement Plan Actions: Red, Amber and Green	Red
WORKFORCE	
Vacancy	Green
Long term Absence	Green
Agency	Red
Training completed (as per workforce plan)	Green
RELEVANT CRIME STATS	
Serious Youth Violence	Yellow
Knife enabled crime under 25 (excluding Domestic Abuse)	Yellow
Gun enabled crime	Yellow

Key: **Green** = Target met
Amber = Toward met target
Red = Target not met
Purple = Target not started or problematic

APPENDIX B

Youth Justice Management Board

30 May 2017

Overview by the Independent Chair of the Lewisham YOS Partnership Board

Role of the YOS Partnership Board

Each Local Authority has, by statute, to create a Youth Justice Partnership Board including named partners but augmented to meet local needs.

National guidance sets out that the key role of the local Board is to bridge

- Criminal justice system
- Community safety and
- Children's services sectors

... and to ensure partnership resources are deployed to meet the local Youth Justice Plan and deliver progress to meet three national targets - reducing first time entrants, reducing reoffending and reducing the use of custody

The function of the Partnership Board is to:

1. Hold the local multi agency youth justice service to account for performance – including scrutinising reports to the national Youth Justice Board (YJB)
2. Hold the partners to account for supporting and delivering the local youth justice plan
3. Undertake strategic development of youth justice services

Independent Chair

After the Inspection report by HMI Probation (2016), Lewisham strengthened the processes and structures of the Lewisham YOS Board including by appointing an Independent Chair. My background is as a secondary school head, Member of the Youth Justice Board and in support of other local YOT development work in London.

YJM Board Improvement

During 2017 the Partnership Board:

- i) Reviewed its own effectiveness against national standards and put in place improvement processes
- ii) Developed an annual work plan to ensure we meet national expectations on effective YOS Partnership Boards (YJB and HM Inspectorate of Probation)

iii) Submitted an improvement Plan to HMIP and YJB to address the issues in the Inspection report

iv) Established oversight of a Performance Sub group with internal and external members so that Board can ensure improvement work is having the impact Board wishes to see.

v) Established named Board members as Theme Leads to oversee the key recommendations of the HMIP Probation Inspection report. These Board members work to assure the whole Board that key development priorities are being delivered.

In addition I have met with the Independent Chairs of the Lewisham LSCB and ASB to ensure necessary coherence of our respective Boards – while recognising the distinctive differences of each.

Key priorities now

1) Ensuring all statutory partners are fully contributing and exercising their oversight. We do not yet have such strategic engagement from the Courts Service and changes to the Community Rehabilitation Company (part of Probation)

2) Engaging non-statutory and community partners who can play a key role – for example education providers.

3) Ensuring that the current focus on culture and performance is sustainable given financial and service pressures.

4) Ensure that the Board members are fully equipped to fulfill their roles and to understand the impact of regional and national changes in policy on Lewisham YJMB

5) Oversee resources available for the development of youth justice services

Conclusion

The improvement work programme is well underway and with evident leadership. Board will be playing a full role in scrutiny and oversight of the Improvement Plan.

All this work is key because in Lewisham a relatively small number of young people in contact with the youth justice system present real risk to themselves, families and communities and have a range of complex needs. But these are the young people who happen to be, at any particular moment, to be under the supervision of the YOT but who are also ‘full time’ young citizens of Lewisham supported by families, communities and the universal services. I am clear that our collective hopes for those young people to live healthy, successful, crime - free lives must drive the Youth Justice services.

Graham Robb
Independent Chair, Youth Justice Management Board