

Lancashire County Council

Children's Services Scrutiny Committee

Wednesday, 9th October, 2019 at 10.30 am in Cabinet Room 'C' - The Duke of Lancaster Room, County Hall, Preston

Agenda

Part I (Open to Press and Public)

No.	Item
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1.	Apologies
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2.	Disclosure of Pecuniary and Non-Pecuniary Interests
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Members are asked to consider any Pecuniary and Non-Pecuniary Interests they may have to disclose to the meeting in relation to matters under consideration on the Agenda.

3.	Minutes from the meeting held on 3 July 2019	(Pages 1 - 6)
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4.	Participation Strategic Framework	(Pages 7 - 38)
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5.	Inspection of Youth Offending Services in Lancashire	(Pages 39 - 78)
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6.	Children's Services Scrutiny Committee Work Programme 2019/20	(Pages 79 - 88)
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7.	Urgent Business
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An item of urgent business may only be considered under this heading where, by reason of special circumstances to be recorded in the Minutes, the Chair of the meeting is of the opinion that the item should be considered at the meeting as a matter of urgency. Wherever possible, the Chief Executive should be given advance warning of any Member's intention to raise a matter under this heading.

8. Date of the Next Meeting

The next meeting of the Children's Services Scrutiny Committee will take place on Wednesday 28 November 2019 at 10:30am in Cabinet Room 'D' (The Duke of Lancaster Room) at the County Hall, Preston.

County Hall
Preston

L Sales
Director of Corporate Services

Lancashire County Council

Children's Services Scrutiny Committee

Minutes of the Meeting held on Wednesday, 3rd July, 2019 at 10.30 am in Committee Room 'B' - The Diamond Jubilee Room, County Hall, Preston

Present:

County Councillor Andrea Kay (Chair)

County Councillors

N Hennessy	J Mein
I Brown	A Schofield
S Clarke	P Steen
J Cooney	

Co-opted members

Councillor Louise Edge, Children's Partnership Board - Hyndburn, Ribble Valley, Rossendale

The Chair welcomed new members to the Children's Services Committee, County Councillor Lorraine Beavers and Councillor Louise Edge who was replacing Councillor Stella Brunskill from the Children's Partnership Board Hyndburn, Ribble Valley and Rossendale.

1. Apologies

Apologies were received from County Councillor Paul V Greenall.

2. Disclosure of Pecuniary and Non-Pecuniary Interests

None were disclosed.

3. Constitution: Membership; Chair and Deputy Chair; and Terms of Reference

The report presented set out the constitution, membership, chair and deputy chair and terms of reference of the Children's Services Scrutiny Committee for the municipal year 2019/20.

Resolved: The Children's Services Scrutiny Committee note:

- i. The appointment of County Councillors Andrea Kay and Nikki Hennessy as Chair and Deputy Chair of the Committee for the remainder of the 2019/20 municipal year.
- ii. The new membership of the Committee following the county council's Annual meeting on 23 May 2019.
- iii. The terms of reference of the Committee.

4. Minutes from the meeting held on 13 May 2019

Resolved: That the minutes from the meeting held on the 13 May 2019 be confirmed as an accurate record and signed by the Chair.

5. Lancashire SEND Partnership Improvement Plan

The Chair welcomed Sally Richardson, Head of Inclusion; Hilary Fordham, Chief Operating Officer, Morecambe Bay CCG; Samantha Jones, Chair of Lancashire Parent Carer Forum; and Ajay Sethi, Head of Learning Services and Skills, to the meeting.

The report presented provided members of the Children's Services Scrutiny Committee with a progress update on the Improvement Programme and Plan as requested at the meeting of the committee on 13 May 2019.

A written statement of action (WSOA) was required in response to the joint Ofsted/CQC area review in November 2017. Of the 47 actions, 33 were completed and 14 had continued into the Improvement Plan.

Regarding the Improvement Plan 2019/20 progress to date, of the 94 number of actions, 18 were complete, 46 were on track, 8 were delayed and 22 had not yet started.

In terms of co-producing, publishing and implementing a clear pathway for identifying and meeting need for Children and Young People from 0 – 25 across Lancashire, information and guidance had been co-produced and would be published by the end of the summer 2019. This would have set timelines which the SEND Partnership would work to.

Queries were raised on Working Group 5 – Improving Outcomes. The SEND briefings and general advice had been delivered to all school governors' not just SEND leads and this had been completed. There was guidance for all school governors as well as a training offer. The LCC Governors Service had provided training on the role school governing bodies had in avoiding the needs for permanent exclusion of pupils with EHC Plans. This had commenced in the Spring Term 2018 and would be ongoing. There was a request from the committee for further information on the number of school governors trained so far.

There were concerns raised in relation to the the actions that were delayed and the potential impact of this. The committee requested for a response to be provided to members in September 2019 before the next meeting of the Children's Services Scrutiny Committee in October 2019.

Regarding meeting needs, it was stated that it was difficult to quantify the level of unmet need. It was pointed out however that there were various aspects of the improvement plan which would help close any gaps which currently existed, including the creation of local area partnerships which brought together representatives from statutory services in each locality.

The committee enquired about the commissioning of the speech and language service. It was reported that there were three Lancashire NHS trusts across Lancashire and South Cumbria which currently delivered the service. The proposed changes would ensure a more comprehensive service and could avoid the need for children to be issued with EHCPs. The Lancashire SEND Partnership had agreed the new service specification with the CCGs and awaiting response from providers. Concerns were raised in relation to deadlines for providers to respond to the proposed changes and a request was made for current wait times for speech and language services.

There were concerns raised over children falling through the gaps around the transition of services. It was highlighted that there was a mapping exercise taking place to ensure children were properly signposted.

In relation to the inclusion hubs, members were informed that all schools had been made aware of the primary inclusion hubs and Governors had been advised through the governors' newsletter. Governance arrangements had been established and the inclusion hubs would be led by schools.

Members asked what issues schools might face in terms of commissioning alternative services. It was reported that the SEND Partnership Board was reviewing what could be done collectively for schools in terms of alternative provision. In addition, the CCGs were working with the local authority on improving collective commissioning.

Regarding the Personal Online Evaluation Tool (POET), the committee was informed that this could be completed online. The outcomes were reported to the Lancashire SEND Partnership Board and used to inform service improvement.

Resolved: That;

- i. The report be noted.
- ii. The progress update on the Lancashire SEND written Statement of Action and the mitigating actions where deadlines have not been met be considered.
- iii. An update be provided in September 2019 on the speech and language services, the progress of actions delayed and progress of the 12 areas set out in the WSoA

6. Children and Families Partnership Arrangements

The Chair welcomed Dave Carr, Head of Service: Policy, Information and Commissioning (Start Well) and Rob Dobson, Burnley Borough Council, to the meeting.

The report presented provided an update on the Lancashire Children and Families Partnership arrangements.

The county wide Children and Young People's Trust Partnership was suspended in 2017 pending a review to understand the current position with the Children and Young People's Partnerships and to identify appropriate means of determining and taking forward children and young people's priorities across Lancashire.

In November 2017, discussions were held with a range of partners to consider to most important areas to work on. The discussions had led to the establishment of a county wide Children's Partnership Board, chaired by the Executive Director for Education and Children's Services. There would be particular focus on early intervention and would comprise of representatives from schools, the police, district councils and public health organisations.

The Board agreed a revised vision for children, young people and families. Members were informed that the revised vision would be kept under review and that there were indicators for the board to track and measure to demonstrate progress. The revised vision would be used to focus the board's activity.

It had been agreed that the three Local Safeguarding Boards in Blackpool, Blackburn with Darwen and Lancashire would be replaced by new arrangements that would cover all areas. The new arrangements were called the Blackpool, Blackburn with Darwen and Lancashire Safeguarding Children Strategic Partnership Board. Members stated there had to be the appropriate representation on the board.

The committee was informed that Lancashire had a number of children's homes and many cross border children in care. A key priority was in improving the environment where children and young people lived, learned and worked.

Resolved: That;

- i. The information provided in the report be noted.
- ii. The progress made in establishing partnership arrangements be considered.

7. Urgent Business

There were no items of Urgent Business.

8. Date of the Next Meeting

The next meeting of the Children's Services Scrutiny Committee will take place on Wednesday 9 October 2019 at 10:30am in Cabinet Room 'C' (The Duke of Lancaster Room) at the County Hall, Preston.

L Sales
Director of Corporate Services

County Hall
Preston

Children's Services Scrutiny Committee

Meeting to be held on Wednesday, 9 October 2019

Electoral Division affected: (All Divisions);
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Participation Strategic Framework

(Appendices 'A' and 'B' refer)

Contact for further information:

Gavin Redhead, Strategy Lead for Participation,

Gavin.Redhead@lancashire.gov.uk

Executive Summary

This report provides an opportunity for members of Children's Services Scrutiny Committee to review the draft Participation of Children and Young People Strategic Framework 2020 – 2023. It also shares a current example of a participation project that has been co-produced with members of Lancashire Youth Council.

Recommendation

The Children's Services Scrutiny Committee is asked to:

- i. Consider and provide comment on the principles and priorities of the draft Strategic Framework (Appendix A)
- ii. Note the proposed monitoring and governance arrangements
- iii. Note and provide comment on the youth council research project (Appendix B)
- iv. Discuss and identify any further recommendations to support the ongoing work to strengthen participation practice across county council services.

Background and Advice

In early 2019, the Strategy Lead for Participation reviewed current participation practice and policy across Lancashire. The scoping report identified a number of areas where improvements could be made. These included:

- Strategy and Governance – review and refresh the Participation Strategy and governance arrangements.
- Create a 'culture of participation' – identify and establish a network of 'participation champions' across LCC services and associated agencies, to promote 'evidence based' participation.
- Coherent Youth Voice structure – Strengthen and promote opportunities for children and young people to link in with a coordinated network of forums, including LINX (Children in Care Council) and the Youth Council.

- Training resource – Ensure that an appropriately resourced range of participation training is made available for practitioners and children and young people. Wherever possible accredit that training.
- Participation Reporting – establish recording and reporting mechanisms for participation, to evidence impact.

This Strategic Framework takes into account these identified improvements and replaces the 'Active Participation Strategy', last refreshed in 2015.

Monitoring and Governance Arrangements

The Children, Young People and Families Partnership Plan provides the overarching priority that "Children and young people are supported to influence decision making and bring about positive change for themselves and others." The proposed Framework and evidence of impact will be discussed with the Children, Young People and Families Partnership and evidence of impact of specific participation activity reported through the relevant multi or single agency groups.

Participation Project Example - Youth Council Research Project

Following the Make Your Ballot response of 27,400 young people, aged 11 – 18 across Lancashire, the Youth Council identified 'Knife Crime' as a key issue they would like to research. Working in partnership with The Centre for Children & Young People's Participation at the University of Central Lancashire, the youth council have co-produced a knife crime research project. This is outlined in 'Appendix B' and the findings will be presented at a 'Youth Summit' in October, where services and agencies will be invited to respond.

Consultations

The Lancashire Participation Network has been re-established, with around 40 'Participation Champions' identified and willing to share best practice. An appreciative enquiry activity took place with these champions to identify how to 'Enhance participation practice across Lancashire'. The findings from this activity, combined with evidence from previous engagement activities, including with children and young people, have formed the 'Strengths, Weaknesses, Opportunities and Threats' analysis contained within the strategic framework.

Implications:

This item has the following implications, as indicated:

Risk management

Financial

It is expected that the operational commitments of the Strategic Framework will be met within existing resource from across the Partnership Board member agencies. If future developments require additional resources/funding this will be subject to future Committee/Cabinet reports as appropriate.

Local Government (Access to Information) Act 1985
List of Background Papers

Paper	Date	Contact/Tel
N/A		

Reason for inclusion in Part II, if appropriate N/A

Participation of Children and Young People

[DRAFT] Strategic Framework 2020 – 2023

Introduction and Context

Definition of Participation:

“Participation is the process by which individuals and groups of individuals can influence decision making and bring about change” (Adapted from Treseder P. 1997)

“I want to live in a place where I can grow up being healthy, happy and safe, where I can do well and have my voice heard” (Lancashire Young Person)

All children and young people have the right to have their views, wishes and feelings taken into account, when decisions are being taken about their life. These decisions could be about their family, school or life in the community. This right is protected under Article 12 in the United Nations Convention on the Rights of the Child. This has been adopted into United Kingdom legislation, such as the Children’s Act 2004, and all services and agencies have a duty to comply with this right. The 'Working Together to Safeguard Children (2018)' guidelines state: *Anyone working with children should see and speak to the child; listen to what they say; take their views seriously; and work with them and their families collaboratively when deciding how to support their needs.*

Lancashire has a population of approximately 1,210,000, of which around 279,000 are children and young people aged 0 - 19. Of these children and young people 2,100 are classed as 'Children Looked After' and around 33,500 are from a Black and Minority Ethnic background. There are also approximately 24,000 children and young people aged 0 - 25 with Special Educational Needs and/or Disability.

Children and young people are often vulnerable for a range of reasons including poverty, disability, substance misuse, physical or mental illness, or because of other problems within the family home. This may include arguments and persistent conflict with or between parents or carers, abuse and neglect or living with the effects of other problems such as parental substance misuse, mental health problems or domestic abuse. Children in the most deprived neighbourhoods are more likely to have special educational needs.

It’s important that we acknowledge the role children and young people can play in shaping service delivery and design and bringing about positive change. This strategic framework does not set out the resources required to deliver our commitment. We need our partners to address the resourcing issue with us and to agree that the county council cannot be the sole contributor and funder. This strategic framework sets out our multi-agency commitment and approach to involving children and young people in all areas of decision making and in taking their views seriously.

Our Vision

Children, young people and their families are safe, healthy and achieve their full potential.

Strategic Priority

Children and young people are supported to influence decision making and bring about positive change for themselves and others.

Our Mission

To promote and protect the right of children and young people to have their views heard on the decisions that affect their lives and for their views to be taken seriously.

Our Values

Respect

- We respect the right of all children and young people to participate in decision making.
- We respect that participation activity is undertaken voluntarily.

Equality

- We listen to all children and young people, especially those least likely to be heard.
- We will provide creative support for children and young people to take the lead in participation activity.

Integrity

- We are open and honest with children and young people about what they are participating in and why.
- We will provide timely feedback to children and young people following participation activity.

Making a difference

- We will take the views of children and young people seriously.
- We will act upon what children and young people are telling us or explain why we can't.

Principles

1. We will ensure that all children and young people, especially those that are most vulnerable, are able to participate in decision making, if they choose to do so.
2. We will ensure a sufficient range of resources and incentives are made available to support the participation of children and young people.
3. We will ensure the children and young people's workforce acquire the necessary skills and knowledge to involve children and young people in decision making appropriately.
4. We will support children and young people to acquire the necessary skills to develop and deliver their own participation activity and social action projects.
5. We will provide accessible information and support, so that all children and young people can make informed decisions about their lives.
6. We will ensure that children and young people receive appropriate feedback about any decision making that they have been involved with.
7. We will respect the privacy of children and young people and not share their information without their permission, unless there is a legal duty to do so.
8. We will safeguard all children and young people when engaged in participation activity.

Strengths:

- A wide range of forums are available for children and young people to share their views
- Improved communication of participation activity and impact, through partnership working and sharing best practice
- Increased involvement of young people in the recruitment of staff and volunteers
- Improved participation and influence in care planning and review meetings
- A range of participation training is made available to agencies and children and young people – some of which is delivered by young people themselves
- Participation is increasing the confidence of young people, leading to enhanced self esteem
- Participation projects are being co-produced between children and young people and universities, ensuring an ethical approach to influencing service design and delivery
- Support services for vulnerable children and young people have been commissioned to ensure that they have access to advocates to speak on their behalf, if required
- Online tools have been made available e.g. 'Mind of My Own' App

Weaknesses:

- There is a need to ensure all staff and decision makers see participation as everybody's business, providing the partnership with a consistent approach to policy and practice
- There is a need to provide a range of appropriate children's rights training, for staff and young people, to ensure children's rights enhance decision making processes
- There is a need to ensure participation is child centred, ensuring all children have the right to participate in decisions regarding their lives
- There is a need to provide necessary tools and knowledge for staff, so that children and young people can inform decision making, regardless of their age or disability
- There is a need to provide additional resource to ensure that children and young people who are living 'out of county' have the same opportunities to influence decision making
- There is a need to ensure that services and agencies include participation activities in their business plans / strategies and allocate appropriate resource to deliver those activities
- There is a need to develop a central database to record participation activity and its impact and reduce possible 'consultation fatigue' for children and young people
- There is a need to develop clear authorisation routes for participation projects, to expedite the range of opportunities for children and young people to influence decision making
- There is a need for the various Boards and Committees to consider how they can make their meetings more accessible to children and young people, to increase their influence over service development and delivery

Opportunities:

- Building a network of 'Participation Champions' from a wide range of services/agencies – sharing resources/ideas/best practice
- Bringing young people together from different backgrounds to share experiences/ideas to improve the lives of all children and young people in Lancashire
- Increasing the opportunities for children and young people to initiate their own funded participation projects through the various forums and partnerships with universities
- Accessing specialist training for children, young people and workers to enhance their skills and relationships to co-produce innovative projects and influence service design
- Access to more creative approaches and opportunities for children and young people to articulate their views
- Increased showcasing and celebration of children and young people's creative projects
- The Children, Young People and Families Partnership Board and the further development of Lancashire's multi-agency Early Help Strategy, provides an opportunity to shape and deliver a coordinated multi-agency approach to participation

Threats:

- It is essential a 'culture of participation' is agreed and embedded across Lancashire, with consistent values and principles, to drive and deliver quality participation activity
- Given the size and scale of Lancashire, it is important to establish a consistent approach across localities and partner agencies, to increase ethical participation activity
- There is a need to broaden participation beyond statutory/targeted services, thereby increasing the range of children and young people engaging in forums/projects
- There is a need to prioritise capacity and resource to increase the opportunities for workers to develop and support creative participation projects
- There is a need to maintain the momentum away from mainly 'consultative' participation projects towards more creative 'collaborative' and 'child-led' participation
- It is important that the evidence of the impact of participation activity is monitored and externally 'tested' on a frequent basis. This will demonstrate the increasing range and quality of participation opportunities available to children and young people during inspections

Priorities:

Children and young people should be supported to influence decision making across all agencies and bring about positive change for themselves and others.

The following are the key priorities identified in order to achieve this:

1. Embed and champion participation in services/agencies at **all** levels, creating a culture of participation which in turn makes services more child-centred.
2. Ensure there is a planned, coordinated and ethical approach to participation, which influences local, regional and national decision making.
3. Build on established partnerships with schools, partners, universities and other local authorities, to maximise funding opportunities to innovate participation practice.
4. Strengthen the links between the various youth voice forums, to facilitate an increase in the range of children and young people engaging in participation and social action.
5. Identify and enhance the range of children's rights/participation training available to workers and children and young people and, where possible, accredit that training.
6. Share best practice and promoting the achievements of children and young people with staff and partners, the public and other children and young people.
7. Establish monitoring, reporting and recording systems to evidence participation and social action activity and its impact, from across the partnership.
8. Investigate and implement an external participation accreditation scheme, to validate the range and quality of participation activity and its impact, on a continuous basis.

Conclusion

The endorsement and implementation of the principles and priorities of this Strategic Framework, demonstrates to Lancashire children and young people that their role in influencing decision making is taken extremely seriously. The framework for participation will ensure that there is clear evidence of improved outcomes as a result of family participation and we will evidence where changes have been made as a result.

LYC and Knife Crime: Stop Blaming, Start Listening.





Last year 27,460 young people in Lancashire voted in the Make Your Mark Youth Parliament ballot.

LYC want to think about knife crime & young people differently



The Centre for Children and Young People's Participation

- Research and social action with young people
- Research, teaching and networking concerned with young people's participation, inclusion and empowerment
- Focus on changes that young people seek by building links between young people, academics, policy makers and practitioners.



- Change perspectives about young people for good
- Raise awareness about what is really happening in Lancashire
- Challenge media representations that say knife crime is a problem of youth
- Understand why young people carry knives or get involved
- Change young people's attitudes

What is knife crime?

- Carrying an offensive weapon or something with a blade or sharply pointed in public or at school
- Using these to threaten or hurt someone
- Under 18s buying knives / selling to under 18s

Not a problem in Lancashire?

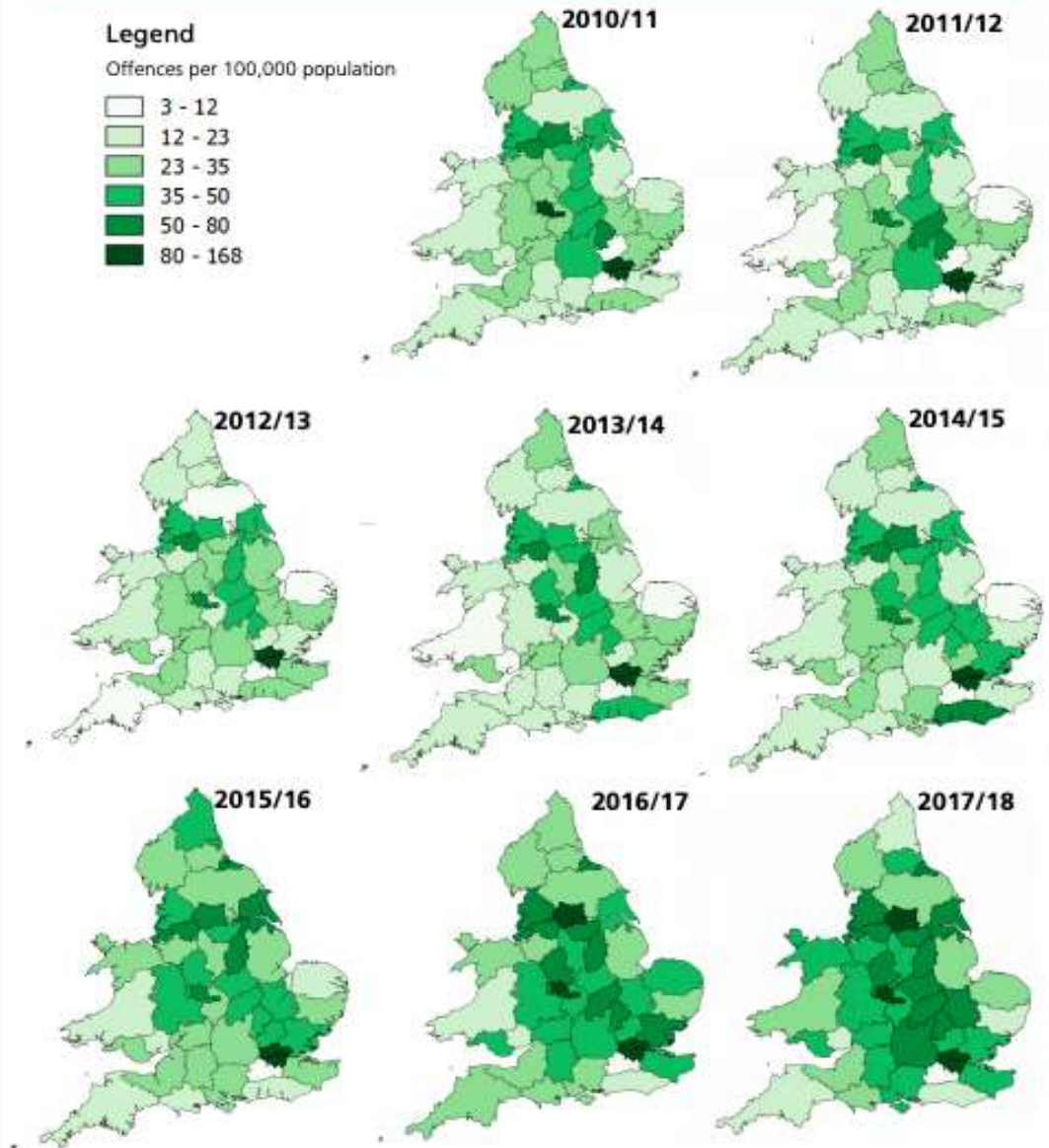
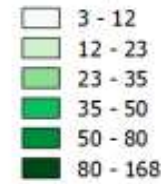
Trusted2Know.co.uk, Lancashire Constabulary (2015), suggests that 'we do not have a massive knife crime problem in Lancashire and are experiencing the lowest crime rate in the county in over thirty years'.

A5: KNIFE AND SHARP INSTRUMENT OFFENCES RECORDED BY THE POLICE

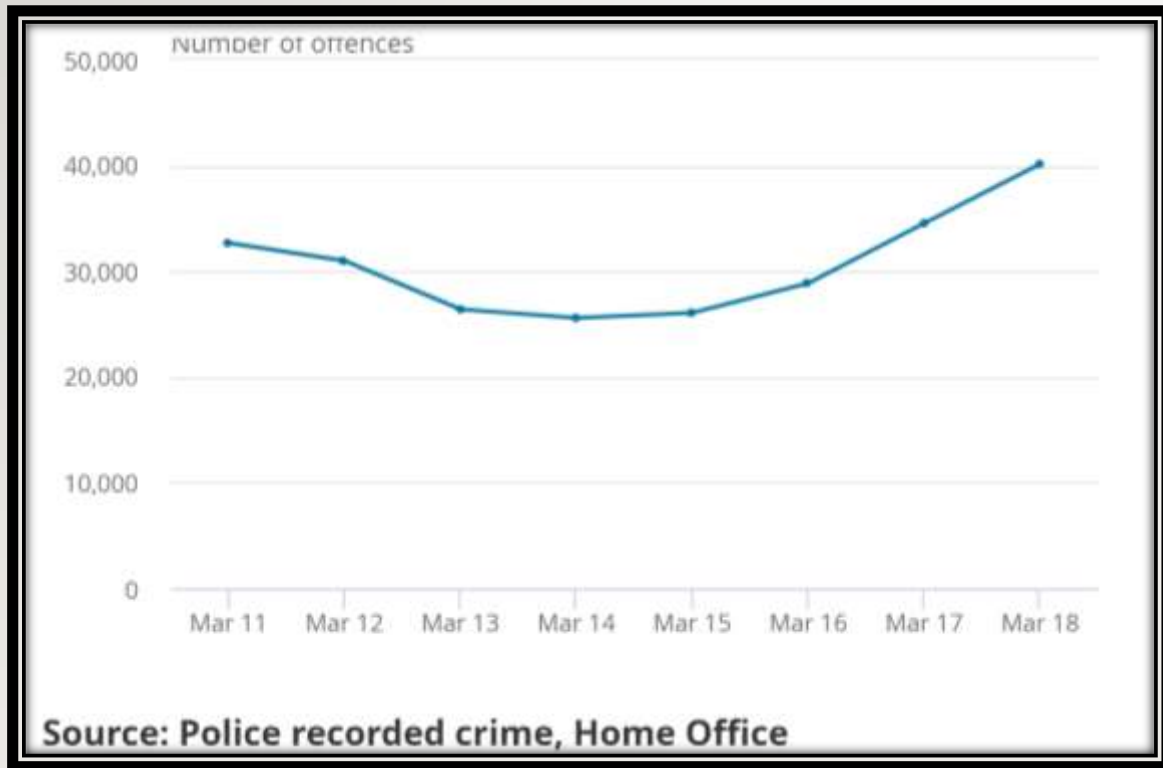
Selected offences 2010/11 - 2017/18 England and Wales

Legend

Offences per 100,000 population



A “virulent disease”?



Ashton argues that a trend of harsher sentences has not succeeded in quelling the problem, and that we ‘are now at a stage which requires stronger community organisation and participation linked to whole-systems action’ (Ashton, 2019:165).

A problem of youth?

**A knife to the heart of Britain:
Shocking scale of youth knife crime is
revealed as children with stab wounds
DOUBLE in five years and knifepoint
robberies rise 50%, after two more
teenagers are killed**

Camber, Daily Mail, 4/3/19

**The teenagers who are getting away
with knife crime: Seven blade-carrying
yobs as young as 13 walk free from
courts in just one week**

Camber, Daily Mail, 10/3/19

O'Neill, Times, 16/3/07

Youth knife culture killed my son

Sean O'Neill

His mother of a schoolboy slain by teenagers in state his designer husband called yesterday for lighter sentences to tackle the knife culture among young people.

from a knife and nothing is being done about it," Mrs Rodney said. "Tomorrow, next week, next year, somebody else could be in my shoes, because it is out of control."

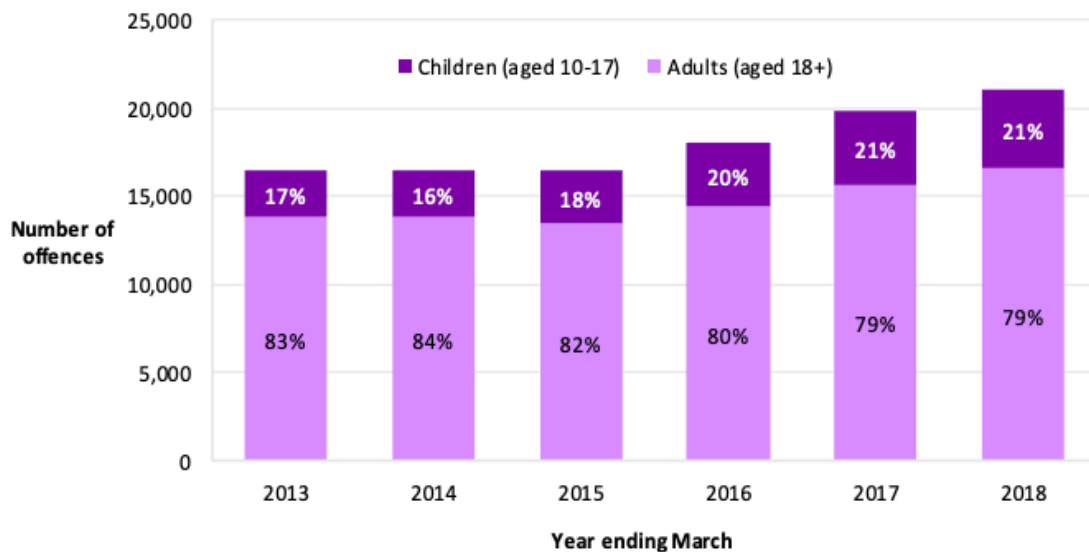
Mrs Rodney, 38, from Fulham, southwest London, the court, was acquitted of murder and manslaughter and cleared of aiding.

Scotland Yard said last night that officers were still searching for a third youth who is alleged to have struck the single knife blow that killed about the killing. A youth was charged with Keran's murder, but the case against him was dropped in November last year because there was insufficient evidence to prosecute successfully. He is believed to have been the teenage wearing a snatched his black New Era cap from his head.

When Keran tried to grab the hat, the youth stabbed him. Witnesses said the killer's hand moved extremely fast, as if he were throwing a punch, and Keran was thrown backwards.

A problem of youth?

Figure 11.5: Number and proportion of knife or offensive weapon offences resulting in a caution or conviction, by age group, England and Wales, years ending March 2013 to 2018¹⁵⁹

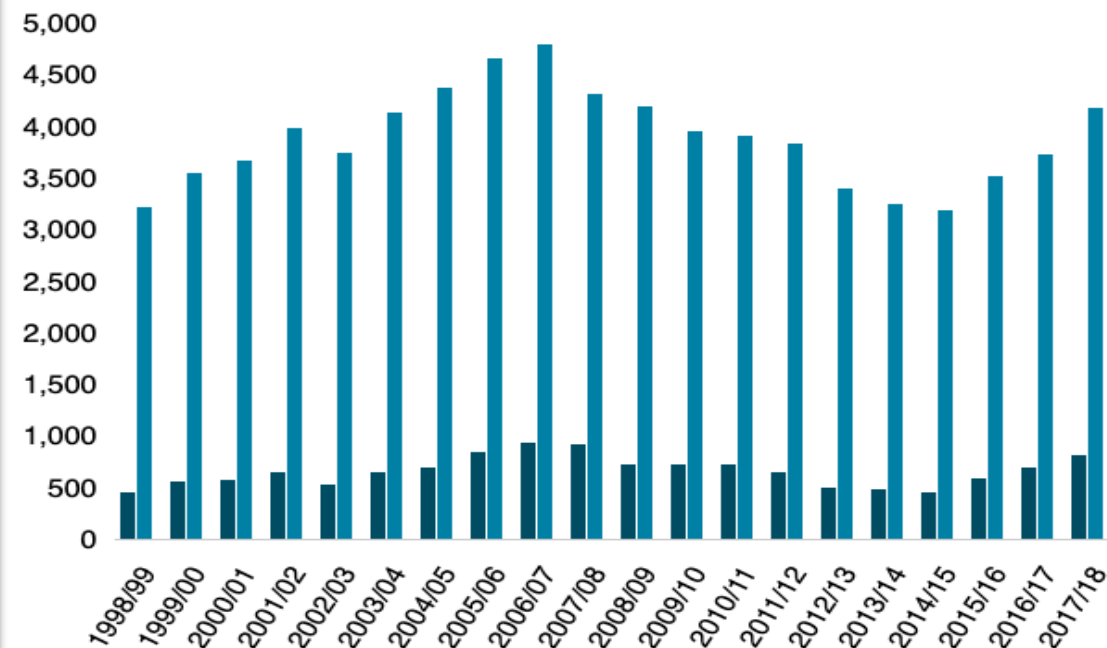


Supplementary Tables: Chapter 11, Table 11.12

Hospital admissions for knife assaults

Number of admissions for assault by a sharp object, England

■ Aged 18 and under ■ Aged 19 and over



Source: NHS Digital, year ending March

BBC

No one set of statistics that provides a clear picture of what is happening

No separately recorded crimes involving knives until 2007/08.

Making the victim count report (HMICFRS, 2014), -violent offences substantially under-recorded (by 33% nationally) - police forces review and improve their recording processes.

- an increase in the number of crimes recorded by the police does not necessarily mean the level of crime has increased
- for many types of crime, police recorded crime statistics do not provide a reliable measure of levels or trends in crime
- they only cover crimes that come to the attention of the police and can be affected by changes in policing activity and recording practice and by willingness of victims to report

LYC have questions.....

- Why are young people being blamed when most of the recorded crime is by adults?
- As a proportion of the population young people's involvement may be high... BUT ...are more young people being prosecuted because of their relative lack of freedom including being in and around school?

*'assaults resulting in penetrating injuries occur in distinct age-related patterns'
... 'the period immediately after school accounts for a large proportion of incidents in children, and these predominantly occur close to home and school'*

(Vulliamy et al., 2018:1-6)

The Participatory Process

Young people identify the issues

Academics from Social Work, Education, and Film/Media work with YP to YP to refine research questions and identify potential research methods

LYC investigate current literature and work with academics to test potential methods. Proposal designed and ethics application submitted

Questionnaire. LYC to approach their local schools and ask for permission to make the online questionnaire available in school time. LYC work with film/media academics to design and conduct audio-visual tool. Documentary film of process.

LYC share their findings, the audio visual collection and film in schools and at youth events. Invite police and local councilors to engage in discussion of the findings and to discuss how they can give a more balanced indication of what is happening in Lancashire.

Identifying the issues

- UCLan academics visited LYC meeting at County Hall, Preston:
- What do young people know?
- What are their concerns?
- Discussion with Lancashire Constabulary Armed Response representative

Identifying a need and designing research

Knife Crime

How do we know about knife crime?	Where does this knowledge come from?
What is evidence and what is not?	How can we find evidence about knife crime?
Why does it matter what young people know and think about knife crime?	How can we find out what young people think and know about knife crime?
What skills will we need to do this?	Who can help us learn these skills?
Who do we want to participate in this research?	How will we recruit them?

LYC - Knife Crime is related to...

- Problems with intergenerational understanding
- Problems with lack of community
- Young people lack spaces to talk
- Location
- Schools - part of the **PROBLEM** and the **SOLUTION**

‘ample evidence that community-based interventions to reduce environmental contributors to violence and minimise inequality can reduce the incidence of offending, violent injury and incarceration among young people’ (Vulliamy et 2018:5).

Rising incidence of school searches



Workshop 1

- An evening workshop in UCLan (with food)
- What questions need answering?
- How do we obtain responses that can inform research?
- How do we do this ethically?
- What does it feel like to be videoed?
- Reasons for doing a questionnaire or focus group or other method.



Workshop 2

- A whole day workshop in UCLan (more food)
- Refining research questions
- Exploring methods – questionnaire, literature review, interviews, etc.
- Using creative methods – Video booth/diary room, Animated avatar, Archival searches (news and video)



Digital Questionnaire in schools

- Understanding what is happening in Lancashire
- Experiences around school
- Involve as many young people as possible
- LYC to approach local schools



Storytelling through audio visual techniques

- Anonymous Web based/interactive set of audio stories with avatars or animated characters
- Young people's perspectives
- Perspectives of those affected by knife crime including families, perpetrators and response services



Documenting the participatory process through film

- Young people's experience of taking part is important
- What does this tell us about participation?
- How will we work together on future projects?



Why this process works

- Young people are experts in their lives
- Adults have specialist resources
- Participation is envisaged as an interactive and responsive process
- When we work together, we work for change



The last word from LYC...

“We don’t want to feel threatened”

“Younger kids should not get into knives”

“Don’t give young people a bad name”

And to those already involved in knife crime....

“Stop what you are doing. We want to feel safe walking down the road.”

Children's Services Scrutiny Committee

Meeting to be held on Wednesday, 9 October 2019

Electoral Division affected:
(All Divisions);

Inspection of Youth Offending Services in Lancashire

(Appendices 'A' and 'B' refer)

Contact for further information:

Barbara Bath, Tel: 01772 535491, Head of Service Fostering, Adoption, Residential and Youth Offending

Barbara.Bath@lancashire.gov.uk

Executive Summary

This report provides the committee with an update following the Lancashire's Youth Offending Team (YOT) inspection in April/ May 2019 by HM Inspectorate of Probation (HMIP) as a full joint inspection.

Recommendation

The Children's Services Scrutiny Committee is asked to:

- i. To note and comment on the inspection report.
- ii. Discuss and provide feedback on the post inspection action plan.

Background and Advice

A full joint inspection of Lancashire Youth Offending services was undertaken by HMIP in April/ May 2019 (a copy of the report is attached at Appendix 'A'). Inspectors were on site for two weeks, the second week including partner inspectors. The overall rating was 'Good' with six recommendations made by the inspectorate.

A post Inspection action plan (attached at Appendix 'B') was developed in response to the six recommendations which has been signed off by the Director of Children's Services. The plan has been shared with the Lancashire Youth Justice Management Board and key partners are supporting the progress on relevant actions.

Consultations

N/A

Implications:

This item has no implications.

Risk management

The action plan has been incorporated within the wider Lancashire Youth Justice Plan and will be monitored by the Lancashire Youth Justice Management Board. Progress will be reported annually to the national Youth Justice Board.

List of Background Papers

Paper	Date	Contact/Tel
NA		



Lancashire

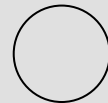
Joint Inspection Report

Dates of inspection fieldwork April/May 2019

Date of publication July 2019

Overall rating for the YOT

Good



Contents

	Foreword	
	Overall findings	
	A summary of the ratings	
	Recommendations	
	Introduction	
	Key facts	
	Detailed findings	
	Organisational delivery	
	Court disposals	
	Out-of-court disposals	
	Annex 1: Methodology	
	Annex 2: Inspection results: domains two and three	
	Annex 3: Glossary	

Acknowledgments:

This inspection was led by HM Inspector Maria Jerram supported by a team of inspectors, as well as staff from our operations and research teams. HMI Probation was joined by colleague inspectors from police, health, social care and education. The Head of Youth Offending Team Inspections, responsible for this inspection programme, is Alan MacDonald. 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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1 Bridge Street West
Manchester
M3 3FX

Foreword

Justin Russell
Chief Inspector of Probation

Overall findings

Overall, Lancashire YOT is rated as: **Good**. This rating has been determined by inspecting the YOT in three domains of its work. The findings in those domains are described below.

Organisational delivery

Our key findings about organisation delivery are as follows:

- There is a youth justice plan in place that outlines the aims and priorities of the service and is agreed by the board.
- The YOT is well resourced, particularly in relation to health services
- The Youth Justice Management Board has been without a permanent and consistent chair for the past 12 months. A new chair was appointed in March 2019 and is reviewing the structure and focus of meetings.
- There is a large board membership but the attendance of some key partners is inconsistent.
- Staff do not feel that the management team always considers their views, particularly in relation to the impact of the new structure on their workload, time and support.
- Detailed data reports are presented at the board but the contents are not always relevant to, or fully understood by, partners.
- Work with children's social care is not always integrated and consequently not all children benefit from joint planning and intervention.
- The number of young people who are not in education, employment or training has declined over the last year but is still three times higher than the general population in Lancashire.
- Case management has been affected by staffing issues and a period of significant restructure.

Court disposals

Our key findings about court disposals are as follows:

- Assessments of desistance and risk of harm to others are completed to a higher standard than assessments of the safety and wellbeing of children and young people.
- Staff sufficiently encourage and enable the child or young person to engage with the work of the YOT in most cases.
- Planning does not focus sufficiently on identifying children and young people's strengths and protective factors.
- Victims views are not routinely considered in the planning process, and this means planning to manage risk of harm to others are less effective overall.
- Reviewing requires improvement to ensure that interventions are adapted appropriately in response to changing circumstances and risk.
- Service delivery does not always promote opportunities for community integration, including access to post-supervision support.

- Management oversight is not consistent and effective in making a difference to the quality of work.

Out-of-court disposals

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

- The implementation and delivery of interventions are outstanding for desistance, risk of harm to others and safety and wellbeing.
- Early indications of the new out-of-court disposal arrangements developed with Lancashire Police (implemented in December 2018) are promising.
- Joint work with the police is outstanding and decision-making for out-of-court disposals is proportionate and timely.
- In almost every case, workers focused on developing and maintaining an effective working relationship with the child or young person and their parents/carers.
- The YOT's recommendations to support joint decision-making are well-informed, analytical and personalised to the child or young person.
- Staff give sufficient attention to the protection of actual and potential victims.

A summary of the ratings

Overall rating for the Lancashire Youth Offending Team	Good
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1	Organisational delivery	
1.1	Governance and leadership	Requires Improvement
1.2	Staff	Good
1.3	Partnerships and services	Requires Improvement
1.4	Information and facilities	Requires Improvement

2	Court disposals	
2.1	Assessment	Good
2.2	Planning	Requires Improvement
2.3	Implementation and delivery	Good
2.4	Reviewing	Requires Improvement

3	Out-of-court disposals	
3.1	Assessment	Good
3.2	Planning	Outstanding
3.3	Implementation and delivery	Outstanding
3.4	Joint working	Outstanding

Recommendations

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

Lancashire YOT Manager should:

1. make sure that reviewing of statutory casework is timely and responsive, that it considers all areas of risk and need and that it leads to the necessary adjustments to any ongoing plan of work
2. produce effective plans to support interventions that promote desistance, keep children safe and manage risk of harm to others
3. analyse children and young people's health needs to inform the work of health professionals and YOT case managers, and review current services to make sure they are meeting these needs

The director of children's services should:

4. ensure that all staff have the capacity and support they need to undertake their work effectively and that management oversight is meaningful and makes a difference
5. make sure that thresholds for access to services for children and families are understood and applied consistently by children's social care
6. ensure that all children and young people receive an effective initial assessment of their educational needs, and have access to impartial advice and guidance and the resources needed to reduce any barriers to engaging in education, employment and training

Introduction

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, and instead are 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 services¹. Most YOTs are based within local authorities, although 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 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.

Lancashire is one of the largest YOTs in the country and is located within Lancashire County Council's (LCC) directorate for children's services. The YOT manager also has responsibility for fostering, adoption and residential services. LCC is the fourth largest council in the UK, covering an area of 2,903 square kilometres and serving a population of 1,201,855. With 12 district councils, 6 clinical commissioning groups and 4 hospital trusts within the boundaries of LCC, delivering consistent services can be challenging. The most recent Youth Justice (YJB) data reports indicate that Lancashire has a lower than average rate of first time entrants and on average, fewer young people are receiving custodial sentences than in England and Wales. Rates of re-offending are generally in line with national figures.

The YOT implemented a new structure on 1 July 2018. The YOT had been operating with three locality teams and has moved to one centralised service. The redesign was carried out because of concerns about inconsistent practice across locality teams. At the time of our inspection the service was still in the process of adapting to the changes and embedding new processes.

The role of HM Inspectorate of Probation

Her Majesty's Inspectorate of Probation is the independent inspector of youth offending and probation services in England and Wales. We provide assurance on the effectiveness of work with adults and children who have offended to implement orders of the court, reduce reoffending, protect the public and safeguard the vulnerable. We inspect these services and publish inspection reports. We highlight good and poor practice, and use our data and information to encourage good-quality services. We are independent of government, and speak independently.

HM Inspectorate of Probation standards

¹ The *Crime and Disorder Act 1998* set out the arrangements for local YOTs and partnership working.

The standards against which we inspect 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 people who have offended².

Key facts

207 **First-time entrant rate per 100,000 in Lancashire**
248 **First-time entrant rate per 100,000 in England and Wales**

40.6% **Reoffending rate in Lancashire**
40.9% **Reoffending rate in England and Wales**

Caseload information

Age	10–14	15–17	
Lancashire	21%	79%	
National average	24%	76%	
Race/ethnicity	White	Black and minority ethnic	Not Known
Lancashire	85%	10%	4%
National average	71%	26%	4%
Gender	Male	Female	
Lancashire	88%	12%	
National average	84%	16%	

Population information

1,201,855 **Total population of Lancashire in 2017**

107,398 **Total youth population of Lancashire in 2017**

12,638 **Total black and minority ethnic youth population in Lancashire (2011 census)**

² HM Inspectorate’s standards are available here: <https://www.justiceinspectorates.gov.uk/hmiprobation/about-our-work/our-standards-and-ratings/>

Detailed findings

1. Organisational delivery

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 and young people.	Requires Improvement
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The Youth Justice Management Board (YJMB) has agreed the priorities of the youth justice plan, which sets out the vision for the service. These are suitably aligned with those of other strategic boards, such as the Local Safeguarding Children Board (LSCB) and the Community Safety Partnership.

The YJMB has a large membership and includes all statutory and some non-statutory members. Over the past year, efforts have been made to strengthen the board. It has put an induction in place for new members and held an away-day. However, attendance at meetings from some key partners, such as the National Probation Service (NPS), children's social care (CSC), health services and the clinical commissioning group (CCG), has been inconsistent.

The police representatives on the board are the head of Criminal Justice for Lancashire and a chief inspector, both of whom have the appropriate authority to make effective decisions. They understand the board's responsibility for challenging the YOT's performance when required. Children's social care attendance at the YJMB has been inconsistent. This reduces their influence and contribution to partnership working. The YOT is represented across relevant strategic boards, but this is not always at a senior enough level to be able to influence agendas. An example of this is the LSCB, which is attended by a team manager.

For the past year, and during a period of significant service redesign, the YJMB has been without a permanent and consistent chair. This has resulted in the YOT's head of service taking on interim responsibility for setting agendas and chairing meetings. This has had an impact on the level of challenge to the YOT and the partnership regarding quality of practice and service delivery. The executive director of the Growth, Environment & Transport directorate has been chair of the YJMB since March 2019. Board members feel optimistic about this new arrangement and the stability it will bring. The new chair recognises that attendance of YJMB members needs to improve, with more responsibility for improvements and developments shared across the partnership.

Board members have access to detailed data reports and understand performance in the context of national key performance indicators. However, better analysis of more qualitative local information is required if the needs of children and young people are to be fully understood and addressed. An example of this relates to looked after children and understanding their representation in the YOT. A small percentage of children in care are known to the service but, conversely, children in care make up a

Inspection of youth offending services: Lancashire Youth Offending Team

substantial proportion of the YOT caseload. More focused data would allow the board to identify, analyse and put appropriate strategies in place to address such issues.

During the inspection, we saw cases where young children had been made subject to stringent criminal behaviour orders (CBOs). These children were known to multiple services and, in some cases, there were concerns about criminal exploitation. Board members said that action is being taken to decriminalise children across Lancashire if exploitation has been a factor in any offending. The board needs to ensure that this approach is taken equally for young people who are known to the YOT and among those most vulnerable to exploitation.

The YJMB representative for education is the head of the virtual school. The focus has mainly been on looked after children, who are a strong priority for the authority. Reports submitted to the YJMB have shown an improving picture for the young people who become known to the YOT as NEET and who are engaged in education or employment by the end of their order. However, the current proportion of YOT young people who are over 16 and not in education is 16.6%, compared with Lancashire's overall figure of 6.7%. The reasons for such differences in outcomes require further analysis by the board.

The YOT head of service and the youth justice senior manager attend the board, but they only meet with the wider management team on a quarterly basis. We did not feel that this provided a strong enough connection between strategy and practice, especially for a service going through a process of substantial change and where continuous direction and guidance are essential.

The new service structure that was implemented on 1 July 2018 and it is recognised that new processes are still being established and embedded. The view of senior managers and board members is that the restructure is improving the delivery of services. This differed from the views that staff expressed to us and differed too from our observations of the management oversight of work and some areas of practice. In our survey, only 57% of staff stated that they felt that their views were listened to and acted upon, which indicates that communication, consultation and feedback processes are not fully effective. Senior managers need to understand and address the challenges experienced by staff in delivering interventions if they are to achieve their aim of creating a successful and resilient service.

1.2	Staff Staff within the YOT are empowered to deliver a high-quality, personalised and responsive service for all children and young people	Good
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The staff we met were motivated to deliver high-quality services to children and young people. Unfortunately, the quality of the casework we inspected had been adversely affected by the service restructure. Some cases had been re-allocated to new workers, which affected the interventions delivered to children and young people. At the time of the inspection there were four case manager vacancies in the service. We found caseload numbers to be variable; in some instances, they were too high.

All case managers in the service are qualified in social work or probation. In our survey, most staff stated that they feel skilled and equipped for their role. However,

Inspection of youth offending services: Lancashire Youth Offending Team

we did note that, in some high-risk cases, case managers were allocated work that was not commensurate with their level of skill and experience. For example, a case manager in their assessed first year in employment attended a case conference without the support of their practice manager. We also found that too many case managers did not fully understand children's social care thresholds and legal frameworks, so cases were not always appropriately escalated.

YOT case workers undertake assessments, create plans, produce reports and have meetings with children and young people. The delivery of interventions is supported by YOT workers, who are experienced at effectively engaging children and families. While interventions can be jointly delivered between case managers and YOT workers, planning for this can be time-consuming and case managers did not always have the capacity to do it well. This was evident in our findings on post-court work, where we assessed that planning would be strengthened if it was better coordinated and sequenced.

Staff said that working across the large geographical area is a significant challenge. Location is not always considered when work is allocated. This can increase the amount of time spent travelling, and affects workers' capacity to be flexible and responsive to the needs of children and young people. Other concerns about the new working model related to feeling isolated and having less access to managers. Staff and managers feel that opportunities for informal supervision and learning have been lost.

There is an effective staff induction in place and the appraisal process is used routinely. Staff are positive about the quality of supervision they receive. However, inspectors judged that, in domain two casework, management oversight was effective in only 60% of cases. It was slightly better in out-of-court work. Case planning meetings have recently been introduced. These take place for all new cases and should allow for additional oversight of work, support and direction for staff from the outset.

The YOT advanced practitioner has developed a training matrix for the service. It sequences training according to priority for new staff members and also includes service-wide training. Staff can undertake the Youth Justice Effective Practice Certificate (YJEPC) and work towards a social work qualification. Staff also have access to training provided by the LSCB and they have received restorative justice training from the police.

Managers stated that performance management systems within the council were robust. Where formal performance processes are required, managers receive good support from their human resources department. We saw evidence of capability processes being used effectively.

Managers recognise exceptional work done by staff and gave examples of circumstances where staff had received letters of recognition from senior management. Good news stories are shared through newsletters and through team briefings at service meetings.

It was evident that the period of restructure had affected staff, but they are motivated and optimistic that things will improve as new ways of working become embedded. Staff and managers were positive about the new roles that had been created in the structure, such as the victim worker post, the advanced practitioner and the education lead. We could see, even at an early stage, the impact that these new roles were having on driving improvements in their specific areas.

1.3	Partnerships and services A comprehensive range of high-quality services is in place, enabling personalised and responsive provision for all children and young people.	Requires Improvement
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The YOT collates and analyses data on offending to understand patterns and trends across the localities. This helped it, for example, to identify that there was a disproportionate number of girls in the youth justice system. The YOT has worked effectively to address this. The service has assessed for any over-representation black, Asian and minority ethnic (BAME) children and young people and no concerns have been identified.

The local authority does not have a current youth joint strategic needs assessment (JSNA) to inform the commissioning of services, and the YOT does not have a current analysis of the desistance needs of children and young people. This makes it difficult to assess the impact of interventions or ensure that the services in place meet the specific needs of children and young people. We found too many cases where interventions did not involve the right services to support community integration, particularly when YOT interventions were coming to an end.

In most cases, staff felt the right services were available to support effective work with children and young people. We agreed with this, but felt that services and interventions are not always coordinated well enough to achieve the best outcomes. For example, communication between case workers and education partners is not always sufficiently timely, detailed or accurate to ensure that the needs of children and young people are met. In terms of education, children and young people are encouraged to identify and celebrate the personal and social skills they are gaining through the Assessment and Qualification Alliance (AQA) certificate programme. However, they have not always had access to low-level (entry and level 1) accredited qualifications to fully support their future education and employment aspirations.

The YOT has good health provision. There are six child and adolescent mental health service (CAMHS) workers, access to substance misuse services, speech and language therapists and a safeguarding nurse. The safeguarding nurse's role is to undertake a comprehensive health assessment for all children and young people entering the service. We found that screenings were routinely undertaken but, in many cases, despite needs being identified, children did not always then get the support and interventions they needed.

Young Addaction is a substance misuse service which is commissioned by public health. In the past six months only eight referrals have been made to the service. The reason for these low referral numbers is not understood and requires analysis to

Inspection of youth offending services: Lancashire Youth Offending Team

address any barriers. The commissioned provision for speech and language therapist (SALT) support for the service is currently 20 hours per month. Therapists only offer advice; they do not deliver any services to children and young people. National research identifies strong links between speech, language and communication difficulties and offending and the need in Lancashire also reflects this. As such, the current provision is not sufficient.

Lancashire police have introduced early action teams across the force area. These teams are made up of police officers and police staff, who are accountable to a divisional chief inspector. The purpose of these teams is to problem-solve community issues, including anti-social behaviour. Children who are at risk of becoming involved in crime have access to, and are often referred to, early-action teams before offending. YOT police officers are highly regarded members of the YOT team. They assist case managers through intelligence-sharing, actively participate in high-risk panel meetings and play a key role in the out-of-court disposal panel.

In the statutory cases we inspected, we found that victims were not considered often enough and that this reduced the overall effectiveness of risk management work. A recently appointed victim worker has reviewed processes and created strategies to raise the profile of victim work. Since the start of this year, there has been evidence of a marked improvement in services to victims, including their increased involvement in referral order panels and restorative justice conferences.

The Children and Family Wellbeing Service provides a wide range of services to meet local need. Despite this, we found the number of referrals from the YOT to children's social care early help to be very low. YOT staff report positive working relationships with social workers; however, we found that access to statutory children's services was not consistent and that thresholds were not always applied. This meant that, for some children and young people, YOT plans and interventions did not adequately address the underlying issues linked to offending and their safety and their wellbeing was not always prioritised. YOT staff can refer children and young people to the children's social care exploitation team, and this includes cases of criminal exploitation. Effective partnership work between the YOT and residential staff has seen a reduction in looked after children and young people being convicted for offences committed in care placements.

Child Action North West is currently commissioned to deliver most triage interventions on behalf of the YOT. Because of this, most of out-of-court interventions we inspected in Lancashire were youth cautions and youth conditional cautions. From September 2019, the YOT will deliver triage interventions, and this will allow for greater oversight of the quality of all diversion work and its impact.

As part of the service redesign, the YOT has developed a prevention service. Referrals can be received from schools, the police, children's social care and other services. There was a lack of clarity about the circumstances in which a child would be referred to the police early help team, the children's social care early help team or the YOT prevention service. Clear referral pathways must be established and shared with staff and the partnership if children and young people are to receive the most suitable support from the right service.

Inspection of youth offending services: Lancashire Youth Offending Team

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 and young people.	Requires Improvement
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There is an extensive range of up-to-date policies and guidance that are accessible and understood by those to whom they apply. Staff know how to access the right services from partners and providers.

Staff are working with young people in a variety of community settings that are appropriate for the needs of children and young people and are accessible to them. Venues are suitable, but as there is no central office, there is no duty worker on site to see a young person if they present without an appointment. Or, for example, if a young person is late for an appointment at one location, they may not be seen if the worker needs to be at different venue for another meeting.

Information-sharing is promoted by YOT staff having access to children’s social care systems. Workers use laptops and smartphones to assist them in agile working, and the Careworks recording system is reliable. YOT seconded police officers can input directly into the YOT case management system. There is a lack of clarity regarding the inputting of health data onto the Careworks system and we saw limited recorded evidence of the health work being delivered.

There is an absence of clear, reliable data that is used to monitor service delivery and evaluate impact. During fieldwork, the YOT had difficulties in providing data that was requested by the inspection team about out-of-court work. It was apparent that this information is not routinely used to understand the throughput and effectiveness of work. The management team recognises that the YOT needs to focus more on the use of data to understand performance and drive improvements. The recently appointed performance, development and reviewing officer will work with the management team to focus on improving datasets and reports.

The YOT undertakes regular case audits. However, multi-agency auditing is underdeveloped and learning from the findings of audits has not yet been fully implemented.

Self-assessments are used to obtain the views and perspectives of children and young people. There is evidence that these have been analysed, but they have not been used to influence service delivery.

Training and events linked to the LSCB are open to YOT staff. The YOT has processes for reporting any serious incidents and learning from them. We found that there was limited awareness of HMI Probation’s thematic inspection reports, and findings have not been used to inform developments such as new out-of-court processes.

The YOT has an established working relationship with the University of Central Lancashire. A PhD student has been assisting the team in understanding the profiles and needs of the children and young people they work with. This is being further developed with research into the effectiveness of trauma-informed practice with YOT young people. The YOT will use the findings of the current research to consider all aspects of service delivery to ensure it is sensitive to the needs of children and young people.

Summary – Organisational delivery

Strengths:

- There is a newly appointed management board chair who is committed to improving processes and governance.
- The management board includes a range of statutory and non-statutory members.
- The YOT has a very well-resourced health and wellbeing team.
- There is a committed and motivated workforce delivering services to children and young people.

Areas for improvement:

- The management board needs more nuanced local data to understand the profile and needs of children and young people.
- Staff do not feel that the management team always considers their views, particularly in relation to the impact of the new structure on their workload, time and support.
- Management oversight needs to be effective to maintain the quality and standard of work delivered to children and young people.
- Work with children’s social care is not always integrated and consequently not all children benefit from joint planning and intervention.

2. Court disposals

Work with children and young people sentenced by the courts will be more effective if it is well targeted, planned and implemented. In this inspection, we looked at a sample of 50 of these 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 or young person and their parents/carers.	Good
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In most cases we found that analysis of offending behaviour was sufficient, including analysis of the child or young person’s attitudes towards and motivation for their offending. Most assessments considered the diversity and wider familial and social context of children and young people, and workers used information held by other agencies to enhance their understanding and inform assessments. In 86% of cases, we found that consideration had been given to identifying the strengths and positive factors of children and young people. In just under two-thirds of cases, the

Inspection of youth offending services: Lancashire Youth Offending Team

assessment analysed the key barriers that might prevent the child or young person from engaging with their court order.

In 88% of cases, sufficient attention was given to understanding the child or young person's levels of maturity, ability and motivation to change, and their likelihood of engaging with the court disposal. In most cases, the child or young person and their parents/carers were meaningfully involved in their assessment, and their views were considered.

In almost all cases there was a clear, written record of the assessment of desistance factors. The factors identified as most significant to desistance were lifestyle, education, substance misuse and living arrangements. We found that, in 30% of cases, there was no assessment of the child or young person's desistance within an appropriate period following the start of the sentence or release on licence. Overall, we were satisfied that in 84% of cases the assessment sufficiently analysed how to support the child or young person's desistance.

Of the cases inspected, 28% of the children and young people had been subject to a child protection plan or Section 47 enquiry during their sentence. In 11 of the 50 cases we inspected, we found that risks to the safety and wellbeing of the child or young person had not been assessed well enough. Three of these cases related to children who were looked after by the local authority. Assessments did not always draw sufficiently on available sources of information, including other assessments, and agencies were not always appropriately involved. We disagreed with the assessment of safety and wellbeing in 16% of cases, as the level of concern had been underestimated. In 34% of cases, there had not been a sufficient assessment of safety and wellbeing following the start of sentence or release on licence. Overall, assessments sufficiently analysed how to keep the child or young person safe in just under three-quarters of cases.

In 92% of cases, we agreed with assessed risk of harm levels. Assessments drew sufficiently on available sources of information, including past behaviour and convictions, and involved other agencies appropriately. Equally, controls and interventions to manage and minimise the risk of harm presented by the child or young person were generally considered. There was no sufficient and timely assessment of risk of harm to others following the start of sentence or release on licence in 14 of the 50 cases inspected.

Assessment gave sufficient attention to the needs and wishes of the victim/s, and opportunities for restorative justice in only 64% of cases. This meant that, in too many cases, opportunities for direct reparation and restorative justice were missed. The cases we inspected pre-dated the recruitment of the YOT victim worker, and our findings in respect of victim work do not reflect current processes, which are much improved.

The following is an example of good practice:

"The case manager and YOT worker engaged the young person and family shortly after sentencing to explain the Youth Rehabilitation Order requirements and the conditions of a CBO that had been put in place. The assessment considered family dynamics and his older brother's prior involvement with the YOT. This assessment

looks at the young person holistically. Their diversity needs are considered, as are the presenting factors in relation to risk of harm to himself and to others”.

2.2	Planning Planning is well-informed, holistic and personalised, actively involving the child or young person and their parents/carers	Requires Improvement
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We assessed planning for the delivery of effective interventions to children and young people as requiring improvement. Planning to support desistance was stronger than planning to promote the safety and wellbeing of children and the safety of other people.

Overall, we found that, in too many cases, planning was not personalised and responsive to the specific needs of children and young people. Planning did not consistently capture desistance factors that had been identified in assessments. Positive factors that had been identified were not always reflected in planning. Only 60% of the plans inspected sought to reinforce and build on protective factors identified in assessments. We found that plans took sufficient account of the diversity and wider familial and social context of the child or young person in 68% of cases.

In just under three-quarters of cases, planning focused on the safety and wellbeing of the child or young person and set out the necessary controls and interventions to promote their safety and wellbeing. Not all cases involved other agencies appropriately, which meant that opportunities to deliver holistic multi-agency interventions were not properly coordinated. We found that YOT plans did not always align with other plans (such as child protection or care plans) about the child or young person. This is particularly significant when considering the number of cases we inspected where children and young people were involved with children’s social care and concerns about their vulnerability were high.

Issues relating to victims were considered in just over half of the plans we inspected. This meant that the effectiveness of planning to reduce any risk of harm to others was compromised. We found that contingency planning needs to be developed, particularly in relation to risk of harm to others, as we identified that it had been done well enough in less than half of the cases we inspected. The lives of children and young people can change very quickly and it is important that planning identifies, wherever possible, what changes might occur and what action will be taken. Effective contingency planning is essential if interventions are to be responsive rather than reactive.

An inspector noted:

“One of the main risks was to the young person’s grandparents, who they frequently went to live with. Planning could have involved exploring that relationship and involved some contingency regarding home visits to assess the family dynamics. The main objectives set out in the plan involved attending all appointments and not committing any further offences, which did not display any creativity or responsibility to the specific young person and the presenting risks”.

2.3	Implementation and delivery High-quality, well-focused, personalised and coordinated services are delivered, engaging and assisting the child or young person.	Good
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In most cases, work delivered by YOT staff focused on developing and maintaining an effective working relationship with the child or young person and their parents/carers. Staff encouraged and enabled compliance with the work of the YOT through the relationships they formed and consideration they gave to diversity factors and the personal circumstances of children.

In 66% of cases we inspected, we found sufficient attention was given to developing the protective factors in the lives of children and young people. However, we did not see adequate evidence of planning for the end of YOT interventions. Exit strategies were not developed, and much-needed on-going support was not always in place. This meant that opportunities to assist children and young people to access universal services that would promote community integration were sometimes missed. An example of this relates to education. Children and young people have been encouraged to identify and celebrate the personal and social skills they are gaining through the AQA certificate programme, which is in place via the YOT. However, they have not had access to low-level (entry and level 1) accredited qualifications to fully support their future education and employment aspirations.

In 82% of cases, enforcement action was taken when it was appropriate. However, it was not always clear if young people were being offered the number of appointments that had been set out in their plan. An example of this was a case where a young person was only offered half the amount of appointments that were planned. Home visits were done and this seemed to be a response to his difficulties in engaging. There were sessions where offending was discussed, but there was no consistency or follow-up. The two sessions to address his education needs were not enough and had no impact.

In 72% of the cases, there was sufficient delivery of interventions designed to keep children safe. Where deficits were identified, these were mainly due to a lack of joint working or shared understanding of specific safeguarding issues. In most relevant cases, we found that other agencies were appropriately involved in delivering interventions. We found that this could have been better coordinated to ensure that interventions were prioritised and sequenced to achieve the best outcomes.

Managing risk of harm was done less well. In only 66% of cases, we found that the services sufficiently managed any risk of harm to others. In just over half of relevant cases, interventions gave sufficient attention to the protection of actual and potential victims. This was significant to our overall assessment of the quality of risk management work. In three-quarters of cases, other agencies were appropriately involved in managing risk of harm.

The following is an example of good practice:

"The young person was interested in music, so the case manager tailored some of the interventions to address his problematic behaviour, specifically to suit him. The young person has a keen interest in grime music. He was encouraged to write a

Inspection of youth offending services: Lancashire Youth Offending Team

"reparation rap" to increase his awareness of the impact of his offending on the victim. Other intervention sessions were made into rhyming and card games to hold his interest".

2.4	Reviewing Reviewing of progress is well-informed, analytical and personalised, actively involving the child or young person and their parents/carers.	Requires Improvement
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We found that, when reviews were undertaken, adequate attention was given to re-evaluating strengths and protective factors. The process of reviewing provides an opportunity for workers to reflect with the young person on their achievements or to understand any new challenges or barriers that might be affecting their engagement or progress. We found that, in just over two-thirds of cases, the child or young person and their parents/carers were meaningfully involved in reviewing. The reviews considered motivation, engagement levels and any relevant barriers in just under three-quarters of cases.

Circumstances can change quickly and a swift and timely response is required if interventions are to be effective. We found that assessments of safety and wellbeing were not reviewed when they should have been and when risks were escalating. In one case an inspector noted: *" There were several changes in circumstances that should have led to a review in this case, including a new order being imposed, periods of homelessness, increased risk levels, becoming looked after and going missing. None of these led to a review taking place".*

The reviewing process is most effective when there is input from other agencies, as this ensures that the professional network has a shared understanding of the child or young person's circumstances and any plan of work being undertaken with them. We found that reviews of safety and wellbeing were informed by input from other relevant agencies in only 67% of cases. We did not see a written review of safety and wellbeing completed on all cases. When reviews were completed, they did not always lead to the necessary adjustments to promote safety and wellbeing in the on-going plan of work. Overall, we assessed that reviewing focused sufficiently on keeping the child or young person safe in 64% of cases.

The picture in relation to the management of risk of harm to others was similar. Work in this area was of a good enough standard in 67% of cases. Information-sharing with the police was effective in supporting risk management work, and the attendance of the police at the YOT high-risk panel also meant that up-to-date information was shared.

The following is an example of good practice:

" There is clear reviewing activity throughout the intervention. When the young person makes good progress, and completes the actions on their Referral Order contract, a formal review of progress is undertaken and the case manager makes an application for early revocation, which is granted".

Summary – Court disposals

Inspection of youth offending services: Lancashire Youth Offending Team

Strengths:

- Assessments are outstanding in relation to desistance and risk of harm to others.
- Workers form positive working relationships with children and young people.
- Assessments consider diversity factors and the personal circumstances of children and young people.
- The implementation and delivery of services to support the safety of the children and young people are good.

Areas for improvement:

- Staff do not always coordinate the involvement of other organisations in work relating to a child's safety and wellbeing and their risk of harm to others.
- Service delivery does not consistently build on the child or young person's strengths and enhance protective factors.
- Reviews do not lead to required changes being made in the management of cases.
- Service delivery does not routinely promote opportunities for community integration and post-supervision support.

3. Out-of-court disposals

Work with children and young people receiving out-of-court disposals will be more effective if it is well targeted, planned and implemented. In our inspection, we looked at a sample of thirty-two such 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 or young person and their parents/carers.	Good
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There was sufficient analysis of offending behaviour, including the child or young person's acknowledgement of responsibility, attitudes towards and motivation for their offending, in 81% of cases. Assessments considered the diversity and wider familial and social context of the child or young person, using information held by other agencies in the majority of cases. Assessments focused on the child or young person's strengths and protective factors and analysed the key barriers that might prevent them from engaging with interventions. Staff also considered levels of maturity, capacity and motivation to work with the YOT to address factors linked to offending. Assessments were strengthened by the involvement of children and young people and parents/carers. Overall, we found that assessments sufficiently analysed how to support the child or young person's desistance in over three-quarters of cases.

In relation to assessment of desistance, an inspector noted the following.

"The case manager completed the assessment prior to the out-of-court disposal panel meeting. The assessment involved the young person and his mother to identify his goals for the future and his attitude towards the offence was explored. The

assessment also considered trauma the young person had experienced in his early years when he witnessed domestic abuse within the home”.

In just over two-thirds of cases, assessments clearly identified and analysed risks to the child or young person’s safety and wellbeing. In most cases, available sources of information from other agencies informed assessments. Risks to the child or young person’s safety and wellbeing were not consistently considered. In 69% of cases, we agreed with the assessed level of safety and wellbeing. In those cases where we disagreed with the assessment, concerns had been underestimated.

Assessments of risk of harm drew sufficiently on available sources of information, including any other assessments that had been completed, and other evidence of the child or young person’s behaviour in just under two-thirds of cases. We agreed with the case manager’s assessment of risk of harm in 74% of cases. However, in some cases, we felt that the risk level had been assessed as too high.

An inspector noted the following in relation to assessments of risk:

“The assessment of risk of harm to others was too high. There was no evidence of a behavioural history or present concerns to support the young person posing a medium risk of serious harm to others; the information available suggested risk to the young person rather than from them”.

3.2	Planning Planning is well-informed, holistic and personalised, actively involving the child or young person and their parents/carers.	Outstanding
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Planning for out-of-court disposals was outstanding in relation to desistance, safety and wellbeing and risk of harm to others. Plans set out the services most likely to support desistance, paying sufficient attention to the available timescales and the sequencing of interventions in 81% of cases. Diversity factors and the specific needs of children and young people were considered well in planning. Sufficient account of the child or young person’s levels of maturity, ability and motivation to change were taken into account and plans considered how these could be developed. However, as with post-court work, we found that planning did not sufficiently focus on developing and reinforcing the positive factors and strengths of children and young people.

Planning considered the needs and wishes of the victim/s to a greater degree in out-of-court work than in post-court work. We saw issues relating to victims addressed in almost all relevant cases. Overall, this meant that the quality of plans to manage risk were of a high standard.

The child or young person and their parents/carers were meaningfully involved in planning, and their views were taken into account in 84% of cases.

Planning promoted the safety and wellbeing of the child or young person, sufficiently addressing risks in 83% of cases. In almost all relevant cases, planning involved other agencies where appropriate, and there was sufficient alignment with other plans (e.g. child protection or care plans) about the child or young person. As with statutory casework, planning included necessary contingency arrangements in only half of the cases inspected.

Inspection of youth offending services: Lancashire Youth Offending Team

An example of good practice:

“There is ongoing planning within partner agencies to support the young person and his mother. For example, specialist education support has been provided and the young person is engaging. Mental health needs are being supported by CAMHS. Planning and interventions within the YCC seek to address the offending factors and raise the awareness of the young person in relation to the dangers and consequences of carrying knives”.

3.3	Implementation and delivery High-quality, well-focused, personalised and coordinated services are delivered, engaging and assisting the child or young person.	Outstanding
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An effective working relationship with the child or young person and their parents/carers was developed and maintained in almost every inspected case. There was also strong evidence that diversity factors had been considered and attention had been paid to understanding the circumstances and context of children and young people.

Caseworkers gave sufficient attention to sequencing interventions to make sure they could be delivered within available timescales in over three-quarters of cases. In almost every case, attention was given to encouraging and enabling the child or young person’s compliance with the work of the YOT.

Safety and wellbeing was prioritised in almost all cases, and the involvement of other organisations in keeping the child or young person safe was well-coordinated in all but one relevant case.

Attention was given to protecting actual and potential victims in all but two relevant cases and interventions delivered were sufficient to manage and minimise the risk of harm in almost all cases.

The following is an example of good practice:

“The necessary work to address substance misuse, victim concerns, consequential thinking and peer influences was delivered. Most positively, a restorative justice approach was taken, and a conference between the young person and the victim of the burglary took place, which appeared to have had a positive impact on the young person”.

3.4	Joint working Joint working with the police supports the delivery of high-quality, personalised and coordinated services.	Outstanding
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Lancashire YOT delivers a low number of Community Resolution interventions, as most of this work is currently delivered by Child Action North West. Therefore, these interventions did not form part of the inspection. We looked mainly at interventions attached to youth cautions and youth conditional cautions. These were the disposals mainly put in place at the out-of-court decision-making panel. All out-of-court work

Inspection of youth offending services: Lancashire Youth Offending Team

will be delivered by the YOT from September 2019, which means that all relevant children and young people will benefit from an assessment of need and a targeted bespoke intervention.

In most cases, the YOT makes a positive contribution to determining the disposal imposed at the out-of-court decision-making panel. Recommendations consider the degree of the child or young person's understanding of the offence and their acknowledgement of responsibility. The YOT's recommendations for out-of-court disposal outcomes, conditions and interventions were appropriate and proportionate in 87% of cases.

In the majority of cases, staff ensured that the child or young person, and their parents/carers, understood the implications of receiving an out-of-court disposal.

In all but three cases, the information provided to inform decision-making was timely and the rationale for joint disposal decisions was appropriate and clearly recorded. Communication with the police was done well. In most cases, we noted that the YOT informed the police of progress and outcomes in a sufficient and timely manner. We assessed that the YOT worked effectively with the police in implementing the out-of-court disposal in 86% of cases.

Summary – Out-of-court disposals

Strengths:

- Assessments of desistance are outstanding
- Assessments consider the diversity and wider familial and social context of the child or young person.
- Staff involve the child or young person and their parents or carers in the assessment, and take their views into account.
- Planning of interventions to support factors related to desistance, safety and wellbeing and risk to others is outstanding.
- Interventions delivered give sufficient attention to the protection of actual and potential victims.
- YOT staff work effectively with the police in the implementation of out-of-court disposals.

Areas for improvement:

- Planning does not include necessary contingency arrangements to manage risks that have been identified.
- The risk of harm that children and young people pose to others is sometimes over-estimated.
- Management oversight is not consistent and effective in all cases.

Annex 1 – Methodology

The inspection methodology is summarised below, linked to the three domains within our standards framework. Our focus was on obtaining evidence against the standards, key questions and prompts within the framework.

Domain one: organisational delivery

The youth offending service submitted evidence in advance and the Chief Executive 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 and young people who have offended are improved?
- What are your priorities for further improving these arrangements?

During the main fieldwork phase, we surveyed 20 individual case managers, asking them about their experiences of training, development, management supervision and leadership. The second fieldwork week is the joint element of the inspection. HMI Probation was joined by colleague inspectors from the police, and health, social care and education services. We explored the lines of enquiry that emerged from the case inspections. Various meetings and focus groups were then held, allowing us to triangulate evidence and information. In total, we conducted 46.

Domain two: court disposals

We completed case assessments over a one-week period, examining case files and interviewing case managers. 60% of the cases selected were those of children and young people who had received court disposals six to nine months earlier, enabling us to examine work in relation to assessing, planning, implementing and reviewing. Where necessary, interviews with other people significantly involved in the case also took place. In some individual cases, further enquiries were made during the second fieldwork week by colleague inspectors from the police, and health, social care education services.

We examined 50 post-court cases. The sample size was set to achieve a confidence level of 80% (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.

Domain three: out-of-court disposals

We completed case assessments over a one-week period, examining case files and interviewing case managers. 40% of cases selected were those of children and young people 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. Where necessary, interviews with other people significantly involved in the case also took place. In some individual cases, further enquiries were made during the second fieldwork week by colleague inspectors from the police, and health, social care and education services.

We examined 32 out-of-court disposals. The sample size was set to achieve a confidence level of 80% (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.

Annex 2 – Inspection results

1. Organisational delivery

Standards and key questions	Ratings
<p>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 and young people.</p>	Requires Improvement
<p>1.1.1. Is there a clear local vision and strategy for the delivery of a high-quality, personalised and responsive service for all children and young people?</p>	
<p>1.1.2. Do the partnership arrangements actively support effective service delivery?</p>	
<p>1.1.3. Does the leadership of the YOT support effective service delivery?</p>	
<p>1.2. Staff Staff within the YOT are empowered to deliver a high-quality, personalised and responsive service for all children and young people.</p>	Good
<p>1.2.1. Do staffing and workload levels support the delivery of a high-quality, personalised and responsive service for all children and young people?</p>	
<p>1.2.2. Do the skills of YOT staff support the delivery of a high-quality, personalised and responsive service for all children and young people?</p>	
<p>1.2.3. Does the oversight of work support high-quality delivery and professional development?</p>	
<p>1.2.4. Are arrangements for learning and development comprehensive and responsive?</p>	
<p>1.3. Partnerships and services A comprehensive range of high-quality services is in place, enabling personalised and responsive provision for all children and young people.</p>	Requires Improvement
<p>1.3.1. Is there a sufficiently comprehensive and up to date analysis of the profile of children and young people, to ensure that the YOT can deliver well targeted services?</p>	
<p>1.3.2. Does the YOT partnership have access to the volume, range and quality of services and interventions to meet the needs of all children and young people?</p>	
<p>1.3.3. Are arrangements with statutory partners, providers and other agencies established, maintained and used effectively to deliver high-quality services?</p>	
<p>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 and young people.</p>	Requires Improvement
<p>1.4.1. Are the necessary policies and guidance in place to enable staff to deliver a quality service, meeting the needs of all children and young people?</p>	

1.4.2.	Does the YOT's delivery environment(s) meet the needs of all children and young people and enable staff to deliver a quality service?
1.4.3.	Do the information and communication technology (ICT) systems enable staff to deliver a quality service, meeting the needs of all children and young people?
1.4.4.	Is analysis, evidence and learning used effectively to drive improvement?

2. Court disposals

Standards and key questions	% yes	Ratings
2.1. Assessment Assessment is well-informed, analytical and personalised, actively involving the child or young person and their parents/carers.		Rating: Good
2.1.1. Does assessment sufficiently analyse how to support the child or young person's desistance?	84%	
2.1.2. Does assessment sufficiently analyse how to keep the child or young person safe?	74%	
2.1.3. Does assessment sufficiently analyse how to keep other people safe?	84%	
2.2. Planning Planning is well-informed, holistic and personalised, actively involving the child or young person and their parents/carers.		Rating: Requires Improvement
2.2.1. Does planning focus sufficiently on supporting the child or young person's desistance?	72%	
2.2.2. Does planning focus sufficiently on keeping the child or young person safe?	67%	
2.2.3. Does planning focus sufficiently on keeping other people safe?	61%	
2.3. Implementation and delivery High-quality, well-focused, personalised and coordinated services are delivered, engaging and assisting the child or young person.		Rating: Good
2.3.1. Does the implementation and delivery of services effectively support the child or young person's desistance?	68%	
2.3.2. Does the implementation and delivery of services effectively support the safety of the child or young person?	72%	
2.3.3. Does the implementation and delivery of services effectively support the safety of other people?	66%	

Standards and key questions	% yes	Ratings
2.4. Reviewing Reviewing of progress is well-informed, analytical and personalised, actively involving the child or young person and their parents/carers.		Rating: Requires Improvement
2.4.1. Does reviewing focus sufficiently on supporting the child or young person's desistance?	70%	
2.4.2. Does reviewing focus sufficiently on keeping the child or young person safe?	64%	
2.4.3. Does reviewing focus sufficiently on keeping other people safe?	67%	

3. Out-of-court disposals

Standards and key questions	% yes	Ratings
3.1. Assessment Assessment is well-informed, analytical and personalised, actively involving the child or young person and their parents/carers.		Rating: Good
3.1.1. Does assessment sufficiently analyse how to support the child or young person's desistance?	81%	
3.1.2. Does assessment sufficiently analyse how to keep the child or young person safe?	69%	
3.1.3. Does assessment sufficiently analyse how to keep other people safe?	71%	
3.2. Planning Planning is well-informed, holistic and personalised, actively involving the child or young person and their parents/carers.		Rating: Good
3.2.1. Does planning focus on supporting the child or young person's desistance?	84%	
3.2.2. Does planning focus sufficiently on keeping the child or young person safe?	83%	
3.2.3. Does planning focus sufficiently on keeping other people safe?	81%	
3.3. Implementation and delivery High-quality, well-focused, personalised and coordinated services are delivered, engaging and assisting the child or young person.		Rating: Outstanding
3.3.1. Does service delivery support the child or young person's desistance?	91%	
3.3.2. Does service delivery effectively support the safety of the child or young person?	91%	

Standards and key questions	% yes	Ratings
3.3.3. Does service delivery effectively support the safety of other people?	94%	
3.4. Joint working Joint working with the police supports the delivery of high-quality, personalised and coordinated services.		Rating: Outstanding
3.4.1. Are the YOT's recommendations sufficiently well-informed, analytical and personalised to the child or young person, supporting joint decision-making?	87%	
3.4.2. Does the YOT work effectively with the police in implementing the out-of-court disposal?	86%	

Annex 3 – Glossary

AssetPlus Asset+	Assessment and planning framework tool developed by the Youth Justice Board for work with children and young people who have offended, or are at risk of offending, that reflects current research and understanding of what works with children.
Community resolution	Used in low-level, often first-time, offences where there is informal agreement, often also involving the victim, about how the offence should be resolved. Community resolution is generic term. In practice, many different local terms are used to mean the same thing.
Court disposals	The sentence imposed by the court. Examples of youth court disposals are referral orders, youth rehabilitation orders and detention and training orders.
CP	Child Protection: Work to make sure that all reasonable action has been taken to keep to a minimum the risk of a child experiencing significant harm.
Section 47 Enquiry	A Section 47 Enquiry is initiated by children's social care to decide whether and what type of action is required to safeguard and promote the welfare of a child who is suspected of, or likely to be, suffering significant harm.
CSE and CE	Child sexual exploitation is a type of child abuse that occurs when a child or young person is encouraged, forced or manipulated to take part in sexual activity for something in return, for example presents, drugs, alcohol or emotional attention. Criminal exploitation occurs when children and young people are exploited, forced or coerced into committing crimes.
Desistance	The cessation of offending or other antisocial behaviour.
Enforcement	Action taken by a case manager in response to a child or young person's failure to comply with the actions specified as part of a community sentence or licence. Enforcement can be punitive or motivational.
ETE	Education, training and employment: work to improve learning, and to increase future employment prospects.
HMIP	Her Majesty's Inspectorate of Probation.
NEET	Children or young people not in any form of full or part-time education, training or employment.

Out-of-court disposal	The resolution of a normally low-level offence, where it is not in the public interest to prosecute, through a community resolution, youth caution or youth conditional caution.
Personalised	A personalised approach is one in which services are tailored to meet the needs of individuals, giving people as much choice and control as possible over the support they receive. We use this term to include diversity factors.
Risk of Serious Harm	Risk of Serious Harm (ROSH) is a term used in AssetPlus. All cases are classified as presenting either a low, medium, high or very high risk of serious harm to others. HMI Probation uses this term when referring to the classification system, but uses the broader term risk of harm when referring to the analysis that should take place in order to determine the classification level. This helps to clarify the distinction between the probability of an event occurring and the impact/severity of the event. The term Risk of Serious Harm only incorporates 'serious' impact, whereas using 'risk of harm' enables the necessary attention to be given to those young offenders for whom lower impact/severity harmful behaviour is probable.
Safeguarding	Safeguarding is a wider term than child protection. It involves promoting a child or young person's health and development and ensuring that their overall welfare needs are met.
Safety and wellbeing	AssetPlus replaced the assessment of vulnerability with a holistic outlook of a child or young person's safety and wellbeing concerns. It is defined as "...those outcomes where the young person's safety and well-being may be compromised through their own behaviour, personal circumstances or because of the acts/omissions of others" (<i>AssetPlus Guidance</i> , 2016).
YC	Youth caution: a caution accepted by a child following admission to an offence where it is not considered to be in the public interest to prosecute the offender.
YCC	Youth conditional caution: as for a youth caution, but with conditions attached that the child is required to comply with for up to the next three months. Non-compliance may result in the child being prosecuted for the original offence.
YOT/YOS	Youth Offending Team, is the term used in the <i>Crime and Disorder Act 1998</i> to describe a multi-agency team that aims to reduce youth offending. YOTs are known locally by many titles, such as youth justice service (YJS), youth offending service (YOS), and other generic titles that may illustrate

Inspection of youth offending services: Lancashire Youth Offending Team

	their wider role in the local area in delivering services for children.
YOT management board	The YOT management board holds the YOT to account to ensure it achieves the primary aim of preventing offending by children and young people.



Lancashire Youth Offending Team HMIP Inspection 2019 Inspection Action Plan

Recommendations	Action(s)	Lead(s)	Timescales	Date Reviewed / Outcome
<p>1. Make sure that reviewing of statutory casework is timely and responsive, that it considers all areas of risk and need and that it leads to the necessary adjustments to any ongoing plan of work.</p>	<ul style="list-style-type: none"> • Performance, Development and Research Officer to set up a case review alert and monitoring process for practitioners and managers to ensure timely reviewing of cases. • Refresher workshop to be delivered to all practitioners and managers to ensure staff understand risk management in relation to case reviews. Impact of workshop to be monitored in supervision, case management and case audits. • Effective Case Management Oversight and health guidance to be updated to ensure clarity of roles and responsibilities of all staff. • Managers and practitioners to complete an audit of cases with a focus on review stage. Analysis report to go to senior managers and who will develop improvement actions as identified. • Good practice guidance to be redistributed and reinforce the importance of having face to face planning meetings and reviews with the child and parent/carer • Individual practitioners and/or managers to be offered one to one support and an experienced 'buddy' as identified or on request. • Managers and practitioners to review their individual learning and development plan to identify any areas of support required. 	<p>YOT Manager</p>	<p>October 2019 December 2019 January 2020 December 2019 January 2020 September 2019 November 2019</p>	
<p>2. Produce effective plans to support interventions that promote desistance, keep children safe and manage risk of harm to others.</p>	<ul style="list-style-type: none"> • Senior Manager and Team Managers to review and revise High Risk procedures. • Refresher workshop to be delivered to all practitioners and managers to ensure staff fully understand effective and collaborative planning to address desistance, keep children safe and manage risk of harm. • Whole service training to further embed trauma informed approach. • To implement learning from work being completed with UCLan 	<p>YOT Manager</p>	<p>November 2019 December 2019 November 2019 March 2020</p>	

	<p>and regional YOTs in respect to Restorative Justice.</p> <ul style="list-style-type: none"> Managers and practitioners to complete an audit of cases with a focus on plans. Report to senior managers and develop improvement action as identified. Individual practitioners and/or managers to be offered one to one support and an experienced 'buddy' as identified or on request. Managers and practitioners to review their individual learning and development plan to identify any areas of support required. 		<p>December 2019</p> <p>September 2019</p> <p>November 2019</p>	
3. Analyse children and young people's health needs to inform the work of health professionals and YOT case managers, and review current services to make sure they are meeting these needs.	<ul style="list-style-type: none"> The joint strategic needs assessment to include youth justice themes. To complete a current health needs assessment for children known to the Youth Offending Team and advise health commissioners of any emergent trends that are not met. To review the Youth Offending Team health service provision to make sure they are meeting children's needs. To review and revise relevant care pathways with relevant health commissioners and providers based on findings of the health needs assessment, with a focus on Children Looked After and Care Leavers. 	YOT Manager	<p>March 2020</p> <p>March 2020</p> <p>March 2020</p> <p>March 2020</p>	
4. Ensure that all staff have the capacity and support they need to undertake their work effectively and that management oversight is meaningful and makes a difference.	<ul style="list-style-type: none"> Head of Service and Senior Manager to meet with practitioners for feedback. Team Managers to monitor recruitment to vacant posts to ensure swift recruitment. Team Managers to support Practice Managers in allocation of cases to ensure case managers have the capacity and support that they need. Senior Manager to review the Effective Case Management Oversight procedures with all managers. Managers to complete an audit of cases with a focus on case management oversight and develop improvement action as identified. 	Director of Children's Services	<p>September 2019</p> <p>Ongoing</p> <p>Ongoing</p> <p>January 2019</p> <p>December 2019</p>	
5. Make sure that thresholds for access to services for children and families are understood and applied consistently by children's social care.	<ul style="list-style-type: none"> Ensure all Children's Social Care and Youth Offending Team managers and practitioners have attended relevant risk management training. YOT staff to continue to attend Purposeful Practice working group alongside Children's Social Care staff. YOT staff to continue to support Social Work Academy and induction process for Social Workers. 	Director of Children's Services	<p>Ongoing</p> <p>Ongoing</p> <p>Ongoing</p>	

	<ul style="list-style-type: none"> • YOT to continue to attend and contribute to Multi Agency Sharing Hub (MASH) Board • To arrange local joint meetings with Children's Social Care, Children and Families Wellbeing and Youth Offending Team managers and practitioners to ensure they understand the Youth Offending Team and Children's Social Care Joint working agreement and the escalation process. 		Ongoing	
6. Ensure that all children and young people receive an effective initial assessment of their educational needs, and have access to impartial advice and guidance and the resources needed to reduce any barriers to engaging in education, employment and training.	<ul style="list-style-type: none"> • Director of Education and Skills to review barriers to education, employment and training resources. • Review role of Education, Training and Employment Lead in Youth Offending Team and ensure a balance between strategic development and operational delivery. • Youth Justice Management Board to monitor educational attainment of children known to the Youth Offending Team. • Ensure all YOT practitioners undertake an educational assessment to inform individual plans and to provide impartial support, advice and guidance leading to positive engagement in education, training leading to employment. • Performance, Development and Research Officer to establish a monitoring process to ensure educational assessments and plans have been undertaken. 	Director of Children's Services	<p>January 2020</p> <p>September 2019</p> <p>Ongoing</p> <p>Ongoing</p> <p>November 2019</p>	

Children's Services Scrutiny Committee

Meeting to be held on Wednesday, 9 October 2019

Electoral Division affected: (All Divisions);
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Children's Services Scrutiny Committee Work Programme 2019/20

(Appendix 'A' refers)

Contact for further information:

Samantha Parker, Tel: 01772538221, Senior Democratic Services Officer,

sam.parker@lancashire.gov.uk

Executive Summary

The work programme for the Children's Services Scrutiny Committee is attached at Appendix 'A'.

The topics included were identified at the work planning workshop held on 22 July 2019.

Recommendation

The Children's Services Scrutiny Committee is asked to:

- i. Note and comment on the report and work programme;
- ii. Discuss and confirm topics for the next meeting and reasons for scrutiny.

Background and Advice

A statement of the work to be undertaken and considered by the Children's Services Scrutiny Committee for the 2019/20 municipal year is set out at Appendix 'A'.

The work programme will be presented to each meeting for consideration and includes topics to be discussed at committee meetings, events, task groups, rapporteur work, briefing notes and training for members.

Members are requested to note and comment on the report and to discuss and confirm topics for the next meeting and reasons for scrutiny.

Consultations

NA

Implications:

This item has the following implications, as indicated:

Risk management

This report has no significant risk implications.

Local Government (Access to Information) Act 1985 List of Background Papers

Paper	Date	Contact/Tel
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NA

Reason for inclusion in Part II, if appropriate

NA

Children's Services Scrutiny Committee Work Programme 2019/20

The Children's Services Scrutiny Committee Work Programme details the planned activity to be undertaken over the forthcoming municipal year through scheduled Committee meetings, task group, events and through use of the 'rapporteur' model.

The items on the work programme are determined by the Committee following the work programming session at the start of the municipal year in line with the Overview and Scrutiny Committees terms of reference detailed in the County Councils Constitution. This includes provision for the rights of County Councillors to ask for any matter to be considered by the Committee or to call-in decisions.

Coordination of the work programme activity is undertaken by the Chair and Deputy Chair of all of the Scrutiny Committees to avoid potential duplication.

In addition to the terms of reference outlined in the [Constitution](#) (Part 2 Article 5) for all Overview and Scrutiny Committees, the Children's Services Scrutiny Committee will:

- Scrutinise matters relating to services for Children and Young People delivered by the authority and other relevant partners
- Review and scrutinise any matter relating to the planning, provision and operation of the health service in the area and make reports and recommendations to NHS bodies as appropriate
- Invite interested parties when reviewing any matter relating to the planning, provision and operation of the health service in the area, to comment on the matter and take account of relevant information available, particularly that provided by the Local Healthwatch
- Review and scrutinise any local services planned or provided by other agencies which contribute towards the health improvement and the reduction of health inequalities in Lancashire and to make recommendations to those agencies, as appropriate
- Take steps to reach agreement with NHS body, in the case of contested NHS proposals for substantial service changes
- Refer a matter to the relevant Secretary of State in the case of contested NHS proposals for substantial service changes where agreement cannot be reached with the NHS

- Refer to the relevant Secretary of State any NHS proposal which the Committee feels has been the subject of inadequate consultation
- Scrutinise the social care services provided or commissioned by NHS bodies exercising local authority functions under Section 31 of the Health Act 1999
- Draw up a forward programme of health scrutiny in consultation with other local authorities, NHS partners, the Local Healthwatch and other key stakeholders
- Acknowledge within 20 working days to referrals on relevant matters from the Local Healthwatch or Local Healthwatch contractor, and to keep the referrer informed of any action taken in relation to the matter
- Require the Chief Executives of local NHS bodies to attend before the Committee to answer questions, and to invite the chairs and non-executive directors of local NHS bodies to appear before the Committee to give evidence
- Invite any officer of any NHS body to attend before the Committee to answer questions or give evidence

The Work Programme will be submitted to and agreed by the Scrutiny Committees at each meeting and will be published with each agenda.

The dates are indicative of when the Children's Services Scrutiny Committee will review the item, however they may need to be rescheduled and new items added as required.

Topic	Purpose	Lead Officers/ Organisation	Proposed Date(s)	Recommendations	Progress
Committee Meetings					
Lancashire SEND Partnership Improvement Plan	Progress update on the Improvement Programme and Plan as requested at the meeting of the committee on 13 May 2019	Sally Richardson Samantha Jones (LPCF) Hilary Fordham (Health) Ajay Sethi	3 July 2019	An update to be provided on the speech and language services, the progress of actions delayed and progress of the 12 areas set out in the WSoA	To be reported to Education Scrutiny Committee at 29 Oct 2019 meeting
Children and Families Partnership Arrangements	Progress update on the review of current partnership arrangements	Dave Carr Rob Dobson (Burnley BC)	3 July 2019	Noted	NA
Youth Offending Team (YOT)	Inspection outcomes and action plan	Head of Fostering, Adoption, Residential and YOT Health and Safeguarding Partners (TBC)	9 Oct 2019		
Participation Strategy	Enhancing participation practice – new draft strategic framework	Strategy Lead for Participation	9 Oct 2019		
Child Poverty	Levels of deprivation and impact on demand for social care services	Director of Children's Social Care Partners TBC	28 Nov 2019		

Neglect Strategy	Update on implementation of strategy and partnership working	Director of Children's Social Care	15 Jan 2020		
Area Safeguarding Arrangements	Future focus and plans	Director of Children's Social Care	15 Jan 2020		
CAMHS	Timescales and delays in referrals – update on progress of service redesign programme	Health TBC Head of Policy, Information and Commissioning (Start Well)	26 Feb 2020		
Children's Health	Update on current data/trends on children's health including: <ul style="list-style-type: none"> • Childhood obesity trailblazer programme • Childhood immunisations • Dental health inc Orthodontic Service procurement 	Director of Public Health	26 Feb 2020		
Adoption Service	Review of new Regional Adoption Agency – update on implementation plan for new Pan Lancashire arrangements	Head of Fostering, Adoption, Residential and YOT	23 Apr 2020		

Looked After Children	Update on Independent Reviewing Officer (IRO) service annual report priority to improve the quality of IRO challenge in respect of quality of care plans and drift and delay with a focus on improving outcomes for the child. Ensuring that challenge is evident and effective	Head of Safeguarding, Inspection and Audit	23 Apr 2020		
Permanence	Inspection outcome report	Director of Children's Social Care	TBC		
Early Help	Inspection outcome	Director of Children's Social Care	TBC		
0-19 Healthy Child Programme	Virgin Care contract review of service provision	Health	TBC		
Briefing Notes					
Road Safety	Update on Lancashire road safety data following release of national data	TBC	Dec 2019		
Domestic Abuse	Update following conclusion of the cabinet working group	TBC	End 2019		
Suicide Prevention	Data update at district level and bereavement support work undertaken	Head of Health, Equity, Welfare and Partnerships	Oct/Nov 2019		

Independent Visitors	Update on recruitment and strategy to increase diversity	TBC	Oct/Nov 2019		
Proposed Information Sessions (BSB's)					
Inspection outcomes	Inspection outcomes across children's services	Director of Children's Social Care	TBC		
Reports for Review					
LSCB Annual Report					
IRO Annual Report					
LGO Annual Complaints Review					
Lancashire Getting to Good Plan					

Potential topics:

- Road safety
- Independent children's homes
- Peer review outcomes

