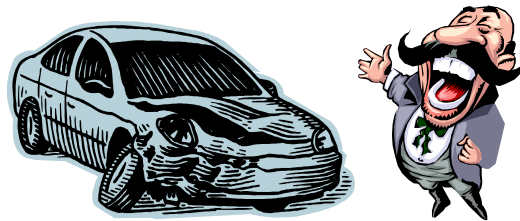


CHARTERED MANAGEMENT INSTITUTE

DIPLOMA IN MANAGEMENT

Unit C43

Planning to Meet Customer and
Quality Requirements



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Youth Offending Team

In 1996 an Audit Commission Report 'Misspent Youth' identified shortcomings in the Youth Justice System and made recommendations for radical change. In 1998 major new legislation contained in the Crime and Disorder Act required that Local Authorities form new multi-agency Youth Offending Teams.

Swindon Youth Offending Team (Yot) began in June 1999, starting with five main contributory partners, Social Services, Police, Probation, Health and Education. I was one of the 'founders' of our team when I was seconded from the Police to the team at its inception. The aim of the team is to 'prevent offending and re-offending by children and young people'.

Over time the team has grown to 40 staff and 60 volunteers. My role now is 'Head of Service', my main responsibilities are: -

- Line manage 4 operational managers
- Foresee and respond to strategic developments
- Prepare strategic plans and develop new services
- Negotiate budget and resources and deliver services on budget
- Analyse and evaluate performance and data management
- Collaborate with partners at a senior level for joint working
- Promote the service through effective public relations
- Motivate staff to fulfil their potential and improve services

Terms of Reference

This management report will demonstrate my skills, understanding, knowledge and abilities in the principles of planning to meet customer and quality requirements.

On completion of my report I will have demonstrated my understanding of:

- The value of quality awareness and quality management to my organisation.
- Different ways that quality management can be introduced.
- Devising a set of quality standards for an area of my work, conducting an audit of quality.
- Providing information, guidance and support to others to promote a healthy, safe and productive environment, which meets legal and organisational requirements.
- The use of different planning techniques and operational plans to address the needs of my customers, adding value for both customers and the Yot. Making use of these tools to guide others on how my objectives are to be achieved.
- A range of methods, models and techniques needed to manage change.

On completion I will draw conclusions and make recommendations on areas of our work that could be changed in order to better plan to meet our customer and quality requirements.

Part A – An Introduction to Quality

Introduction

To define quality is difficult, as it is a subjective term relating to the expectations of the customer. The customer might be content to consider a product or service as being of satisfactory quality, if it simply meets their needs for economy and function and is of a uniform nature. On the other hand the use of 'quality' words associated with a product may raise expectations, such as 'choice wines', 'prime beef', 'prize carnations' etc. The study-guide (C43) suggests Deming's definition 'fitness for intended use' and that it is simply the customers definition that really matters.

The Youth Offending Team strives to give a consistently high quality service to its customers, service users and stakeholders. Service user satisfaction is one of the ways we are measured so it is important that we give the best service we can and seek regular feedback from our customers.

The Principles of Total Quality Management

Introduction

TQM is the result of an 'evolution' first there was Quality Control – sample checking after the product or service was completed. Then there was Quality Assurance where the responsibility moved to before, during and after the process or service. Both systems still have a place in quality assurance, but QA can be taken a stage further by using TQM.

TQM is defined by Mullins LJ as "An approach to quality within an organisation which is committed to total customer satisfaction through a continuous process of improvement, and the contribution and involvement of people".

The Principles of TQM

The self-study guide suggests some key principles behind the concept of TQM. I have related them to one area of work at the Yot, this is the production of reports for the Youth and Crown Courts.

Key TQM Element	Relate to Yot Production of Reports	How Are We Doing?
Putting the customer First	The customer is; 1) The young offender who the report will make recommendations to the Court to assist in making the most appropriate sentence.	The timeliness of reports is measured as a KPI. The congruence of our recommendations for sentencing is reviewed and monitored.

	<p>2) The Magistrates or Judge who want the information to assist in making a sentencing decision.</p> <p>3) The community or victim of the offence who want protection, payback or reparation.</p>	<p>Feedback is sought from all customers at the end of the process.</p>
Viewing Activities as Processes	<p>The request for reports, allocation, writing, typing, gate-keeping and delivering to Court is seen as an input / process/ output model.</p>	<p>Due to very rigid and short timescales it is sometimes difficult to complete all of the enquiries in the time allowed.</p>
Quality is Free	<p>The majority of reports are of a high quality. There are a small number that are unsatisfactory. With a little more effort they could have been brought up to standard.</p>	<p>Feedback from Magistrates informs me that some reports have not addressed the concerns they had raised when requesting the report, or information is missing that should be there.</p>
Prevention is Better than Cure	<p>Failing to produce reports by the allotted Court date causes disruption to the Court, offender and victim. It is important that we strive to complete on time.</p>	<p>The majority of reports are written on time. In the last 3 months we missed 3 reports due to workload issues. It took some weeks to catch up.</p>
Reduce Variation and Aim for Zero Defects	<p>The reports are written onto a set template. This ensures that every heading is addressed in the report and it is not sent back for completion. The timeliness is also set by procedures.</p>	<p>On occasions report writers choose to deviate from the template, in an effort to short cut the work involved. Whenever this happens there are problems in Court – that someone else has to deal with.</p>
Quality is Everyone's Responsibility	<p>The management has put together procedures that, if kept to, will produce quality reports on time.</p>	<p>The majority of reports are delivered on time. Staff do take ownership of their part in TQM of reports for Court. When someone does not do it, it does cause friction amongst staff who feel aggrieved that they have been let down by a colleague.</p>

It can be seen from the above exercise that generally reports are well written and delivered on time. There is a great reliance on QC systems that double check timeliness of reports and QA systems that monitor the content of every report before final submission. While this does not lead to 100% TQM it does offer feedback to report writers for continuous improvement.

Managing People to Achieve Quality

Introduction

Being a successful team is important. To be successful it is important that everyone in the team strives to deliver quality work. In the Yot I have noted that some new members of staff, who although capable are somehow content to send out poor quality or unchecked letters or reports. It is my opinion that this is due to a mixture of training needs and personal development where at first they are 'just doing a job', later when there is ownership and responsibility and an understanding of the consequences of poor quality work this practice ceases.

Empowering the Team

The self-study guide suggests 6 ways to empowering staff. I have related this to report writers in the team.

Empowering Staff	Report Writers
Make routine decisions.	Yes, Report writers manage their own caseload.
Have the authority to put right any quality problems.	Yes, feedback from other report writers as part of gate keeping (QA) is given to report writers who decide what they will do.
Rely on me as a facilitator and provider of support when they need it.	Yes, when staff become 'stuck' with a problem on a report they seek management input and advice.
Be trained in problem solving techniques	Yes, All staff are good at this. This is because this is the core of the work they do with young offenders in cognitive behaviour work. Some new staff struggle with this and would benefit from training.
Own both the successes and the problems of their work.	Mostly, some report writers have not taken responsibility for errors or shortcutting reports that have led to problems later on.
Be free from blame for mistakes and encouraged to learn from them.	Yes, the Yot have worked hard to foster a non-blame culture. This does encourage decision-making by report writers and other staff.

Providing Appropriate Training

It is important that staff are well trained to complete the tasks efficiently and effectively that are expected of them. Attendance at training courses and conferences is encouraged and it is a part of the supervision and appraisal process. Formal training is enhanced by regular in-house training.

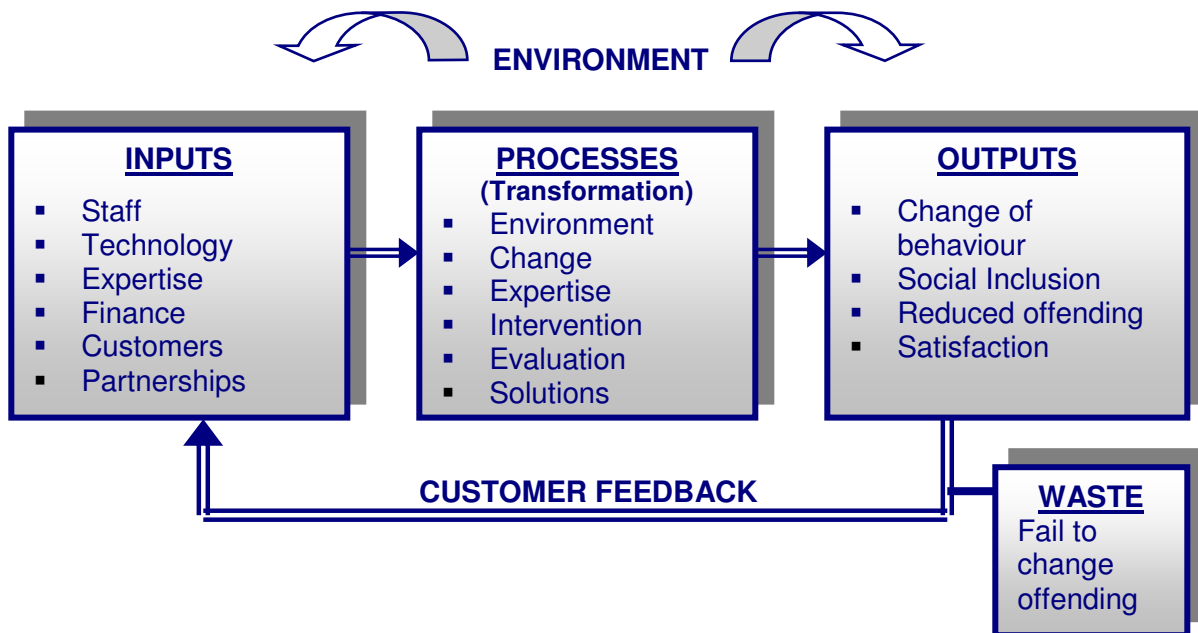
Quality Improvement Teams

In 2006 the work of the Yot was inspected in great depth by HMI Probation. A detailed report was produced with recommendations for improvements in the quality of our work. I produced an Action Plan which required small groups of staff, supported by an operational manager to work through specific tasks to improve procedures and practices. This process is ongoing and is successful in that the staff take real ownership of the problems and are creative in finding solutions. Once the task is complete, they disband or start on the next task.

Understanding Processes

Introduction

While the Yot does not actually manufacture or handle any goods or products, it does provide a service and there are very distinct processes involved. The Yot works within an 'open' system with inputs, transformation and outputs'. Understanding the processes will allow for improvements in the quality of the services we provide.



Managing Processes

The processes in place at the Yot are based on the need to comply with legislation and achieve key performance indicators, by which we are judged. It is fair to say that they are constantly under review and subject to change, for example reports were faxed to Court, a simple and easy task. Now they must be sent by 'secure e-mail' which is a more complex procedure. These new practices need new procedures written and training given to staff. This new process will keep us up to date with new

legislation and satisfy the customer (Courts), but it will require regular review as it becomes more and more complicated and bureaucratic.

Process Managing

In order to improve a process I need to map out how the process currently works. There are a number of ways to do this. I have chosen to use a flow chart to map out the process of dealing with Referral Orders. (Appendix 1)

Reviewing this process has identified where there is duplication and delay in the process. This is mainly in the Assessment area where this is completed onto a paper template then transferred to the electronic database. If this was completed electronically in the first place a panel report could be automatically produced and access to the appointment diary could be remotely accessed – all at the same time. There would be a requirement to invest in technology, which is currently available.

Identifying Process Improvements

Introduction

Appendix 1 showed a process that would benefit from further analysis. The Referral Order process has areas of duplication and delay that need removing. To help me identify the causes I need to look more closely at the individual parts of the process. A tried and tested method is the 'Fishbone diagram'. I would complete one of these with a couple of staff who were knowledgeable on Referral Orders.



The above diagram concurs with the flow chart already produced in identifying the areas where improvements can be made. It is not necessary in this case to scrap the process and start all over again, as minor adjustments to an already working system will suffice.

Starting all over again

If the process is clearly not working it may be necessary to start again. Business process re-engineering (BPR) looks at processes from the customer's point of view and then designs a new process based on their needs. This method is worth considering when there has been a radical change e.g. In new technological advances.

Measuring For Improvement

Introduction

The Yot works with children and young people who are at high risk of offending and risk of harm to themselves and others. Subsequently it is important that our methods, processes and procedures are audited and externally verified as efficient and safe. In order for this to happen it is necessary to be able to measure all of our processes and compare them against national standards. This means that, if it has not been correctly recorded – it did not happen! The advantage of this is that it is relatively easy to identify weak areas of our work, before it becomes a business risk.

What should I measure?

- **Quantity** - Numbers offending, re-offending, seriousness, frequency, ages, gender, ethnicity.
- **Customer satisfaction** - Service users, stakeholders, partners, suppliers.
- **Waste** - Breaches, recidivism, costs.
- **Timeliness** - Speed of justice, reports, breaches, assessments.

When should I measure?

Yot KPIs and National Standards are measured monthly, but reported up to the Youth Justice Board quarterly. We measure monthly so that areas of weak performance can be targeted before they become a problem. It is sensible to monitor regularly to ensure efforts are focused on maintaining a quality output.

Who is responsible for measuring?

On a day-to-day basis the team members measure processes and performance, for example, report writers know they have no more than 15 days to produce a report, and endeavour to do so within that time. This is seen as good practice. Monthly measuring is completed by their line manager, who can assist in areas of weakness. Quality measuring involves me, as Head of Service, as it is me who has to report up. The actual data 'collation' is the responsibility of the data officer in the team.

Benchmarking

Benchmarking has been part of our measuring process since the inception of Yots in 1999. We share the same KPIs and National Standards across the whole of England. We are compared quarterly with

- Our Yot Family - Similar size and population
- The South West - Group of Yots in one area.
- Nationality - All Yots

This is a very helpful process as it can be used to our advantage – by showing partner organisations where we need help and subsequently gaining extra resources, but it can also show up poor teamwork and bad management too!

Part B – Changing to a Continuous Improvement Culture

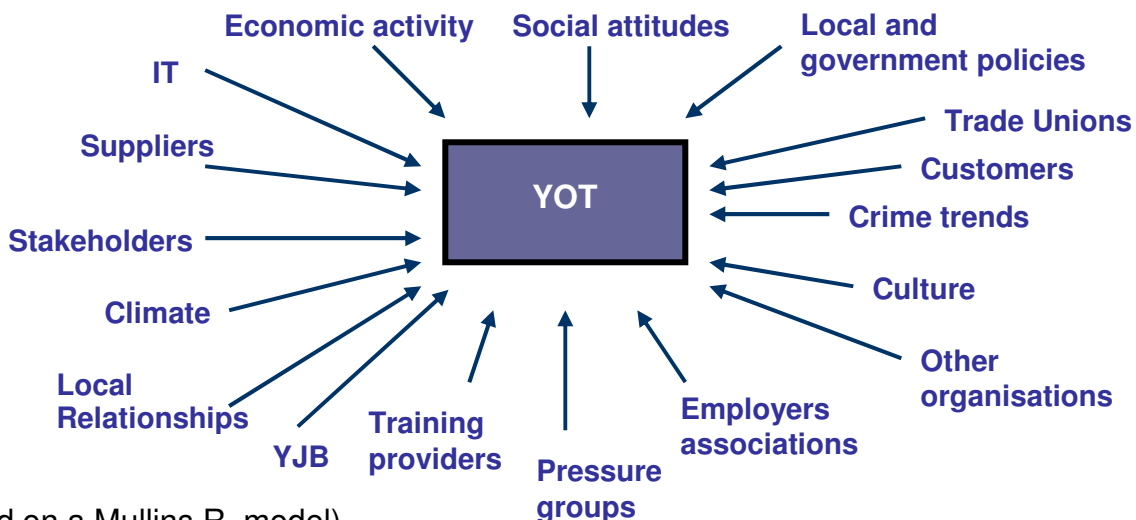
Introduction

In 1996 the Audit Commission report ‘Misspent Youth’ made it clear that the longstanding Youth Justice System was not working. There was a drastic change where new legislation scrapped all Youth Justice systems and forced Local Authorities to form Yots with specific roles and targets. Since then Yots have been in a constant state of change in an effort to keep up with new legislation and demands from local and national government. These have all been accommodated because they were necessary, small and supplied by the YJB. The result of all this change should be that the Yots are very efficient, value for money teams that do prevent offending.

The Forces for Change

According to the self-study guide there are 3 environments that can trigger the need for change.

1. Micro or task environment; monitored locally – news/ radio.



(Based on a Mullins R. model)

2. Macro or general environment; monitored by using an analysis tool, Pest or Pestel.

FORCES FOR CHANGE PESTEL ANALYSIS	
Political Future	<ul style="list-style-type: none"> ○ Changes in local and national government ○ New legislation (Some conflicting with other) ○ Home Office – (Move to Ministry of Justice) ○ Youth Justice Board (Ability to lobby) <p>Impact - Is likely to be high as funding is agreed annually, and may not be the same priority from one government to the next.</p>
Socio-cultural Future	<ul style="list-style-type: none"> ○ Changing values and culture (Immigration) ○ Lifestyle changes (Mobile technology) ○ Attitudes to work and leisure (Work apathy) ○ Education and Health (Leaving school academically untested) ○ Demographic changes ○ Distribution of income <p>Impact - Swindon is a rapidly growing town. Divides are becoming more apparent in wealth and education. Gang culture forming. Apathy amongst some young people not having any goals or ambitions.</p>
Economic Future	<ul style="list-style-type: none"> ○ Growing population (Wealth vs poverty) ○ Inflation (Rising) ○ Disposable income (reducing as mortgage rates increase) ○ Demands on public spending ○ Partnership organisations making savings <p>Impact – Public spending (Council tax) is an issue that has led to a reduction in Local Authority contributions. As are cuts to partner organisations.</p>
Technological Future	<ul style="list-style-type: none"> ○ National programmes to link technology ○ New initiatives, local and national ○ New patents and products ○ Speed of change in new hardware <p>Impact – There is a need to embrace new technology so that systems can ‘talk to each other’. The Yot is small and cannot lead on IT, only react.</p>
Environmental Future	<ul style="list-style-type: none"> ○ Green issues (Recycling and waste disposal costs) ○ Energy consumption - gas, electric ○ Planning issues for building improvements <p>Impact – Initially the impact looks low, but services are costing more as they go greener and disposal of confidential waste etc has become more difficult.</p>

Legal Future	<ul style="list-style-type: none"> ○ Employment and safety law ○ Safety issues ○ Disabilities <p>Impact – Significant changes due to issues around core working and risk management. Access for disabilities is a necessary cost in an old building that is forcing change in many of our ways of working.</p>
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(Based on model produced by Mullins L J)

Physical Environment

The physical environment leads to little discernable change for the Yot. There is a tendency to see an increase in crime during the school holidays, especially if the weather is good.

Why should I develop a continuous improvement culture?

It is possible to introduce change in the Yot, provided there are sound reasons, consultation and processes that staff can relate to. This is very important to the Yot as there is constantly new legislation and demands that require flexibility and creativity. One of the ways to do this is to encourage a controlled turn over of staff in order to keep up to date and share skills. This is achieved through secondments agreements and short-term contracts that enhance the full time posts.

People and Change

Introduction

People get comfortable with what they do and the way they do it. Subsequently they can see change as unnecessary or even a threat. Recently, it was proposed that the whole admin team be taken over by an outside contractor as a money saving exercise. The staff it would have affected showed a range of emotions from fear, anger and depression at the thought of the changes this would lead to. Thankfully, it did not happen, staff were handled with care and a solution was found to avoid it happening.








Getting People to Support Change


The self-study guide informs me that managers often over-estimate the level of co-operation from their staff. This is a lesson I learnt early on in my role as Head of Service, unfortunately it was done the hard way. What I thought would be a good idea was not accepted by the staff. Had I considered the advice of Kotter and Schlesinger (Self-study guide) I would have approached things very differently. They suggest considering the following:

- **Communication and education.** I should have ensured that everyone understood the ideas for change in advance, explained the reasons why it was necessary, and used different methods of sharing information.
- **Participation and involvement.** What I had attempted was a 'Top-down imposition'. This did not take into account the levels of expertise of those that it would affect.
- **Negotiation and agreement.** I was unwilling to negotiate as I was convinced that I had made the right decision. I see now that that is not the point, as seen by the staff from their point of view.

Motivation and Incentives

It is my belief that the overwhelming majority of Yot staff are passionate about their work. Their motivations are varied, but mainly it is because they care about making positive outcomes for the young people we work with. The self-study guide suggests using a checklist to see if the accepted 'elements' required for motivation are present.

MOTIVATION AND INCENTIVES	 	YOT STAFF
Staff are required to use a range of skills to carry out their jobs.		All staff are from a mixture of backgrounds, skills and abilities. They are expected to specialise in their area of expertise, but work 'generically' so that they can do the majority of tasks that the team perform.
Staff have some form of task identity so that they complete whole jobs, not just bits in isolation.		Staff supervise young people, generally from start to end.
Staff understand where their job fits in with others e.g. they see the big picture.		Staff are split into teams that concentrate on certain areas of work. These teams are however co-located and have overlaps and cross-overs. Some staff are in all the teams e.g. Nurse.
Staff have some autonomy – control over the work they do.		All staff are considered as case managers and treated as professionals with the responsibility to manage their caseloads as they see fit – within the limits of KPIs and National Standards.
Staff receive regular and constructive feedback on their performance.		Performance is monitored monthly. Staff are made aware of how they are doing. Management actively encourage and praise exceptional work.

Staff are offered incentives.		The Yots ability to offer incentives is limited, as we are publicly funded. That said, we do take part in local and national recognition opportunities and have received various awards in the past year such as the Beacon Award and Investors in People Award. These recognise individual and team work.
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Part C – Workplace Welfare

Introduction

Swindon Borough Council's commitment to its staff welfare is contained in a number of documents; 'Joint Health and Safety working arrangements' and 'Codes of Practice'. Its statement of principle is that "Every worker has the right to work in an environment where risks to their health, safety, and wellbeing are properly controlled." The Yot adopts these documents, but also adopts guidance from the main contributory partner agencies who have specialist skills, such as Probation and the Police in Risk Management.

The Yot is mainly concerned with office welfare, considering the workplace and ergonomics, as in any other office. At times, risk assessments relating to dangerous offenders are also in place that require specific staff actions and behaviour.

Health and Safety Training

Health and Safety is every workers responsibility.

The level of expertise is high due to the multi-agency nature of the team. Overall responsibility is with me as Head of Service, but is managed day to day by the Business Manager who is qualified in Health and Safety. In the Yot, this is taken seriously due to the nature of our work with offenders. There are identified staff with expertise and responsibility for the following areas suggested by the self-study guide.

- Hazards and risk assessments
- Accident and illness reporting
- Safe working relative to our type of work
- Safe handling of substances
- First aid

All staff have briefings on the above as part of every induction. Refresher training is delivered on a 'as needed' basis e.g. first aid.

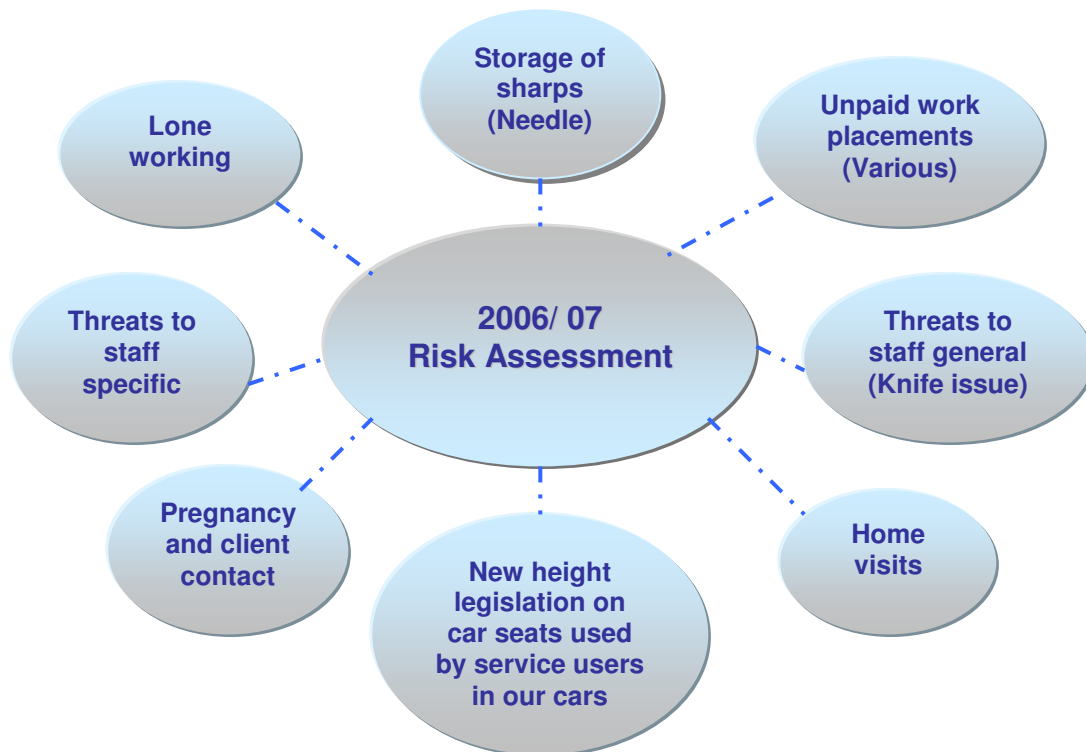
Carrying Out Risk Assessments

Introduction

According to the SBC general health and safety code of practice “It is the policy of the Council to ensure as far as is reasonably practicable the implications, assessment and the control of significant personal safety and health risks associated with all work activities. This responsibility must be discharged primarily at the line management / operational level”.

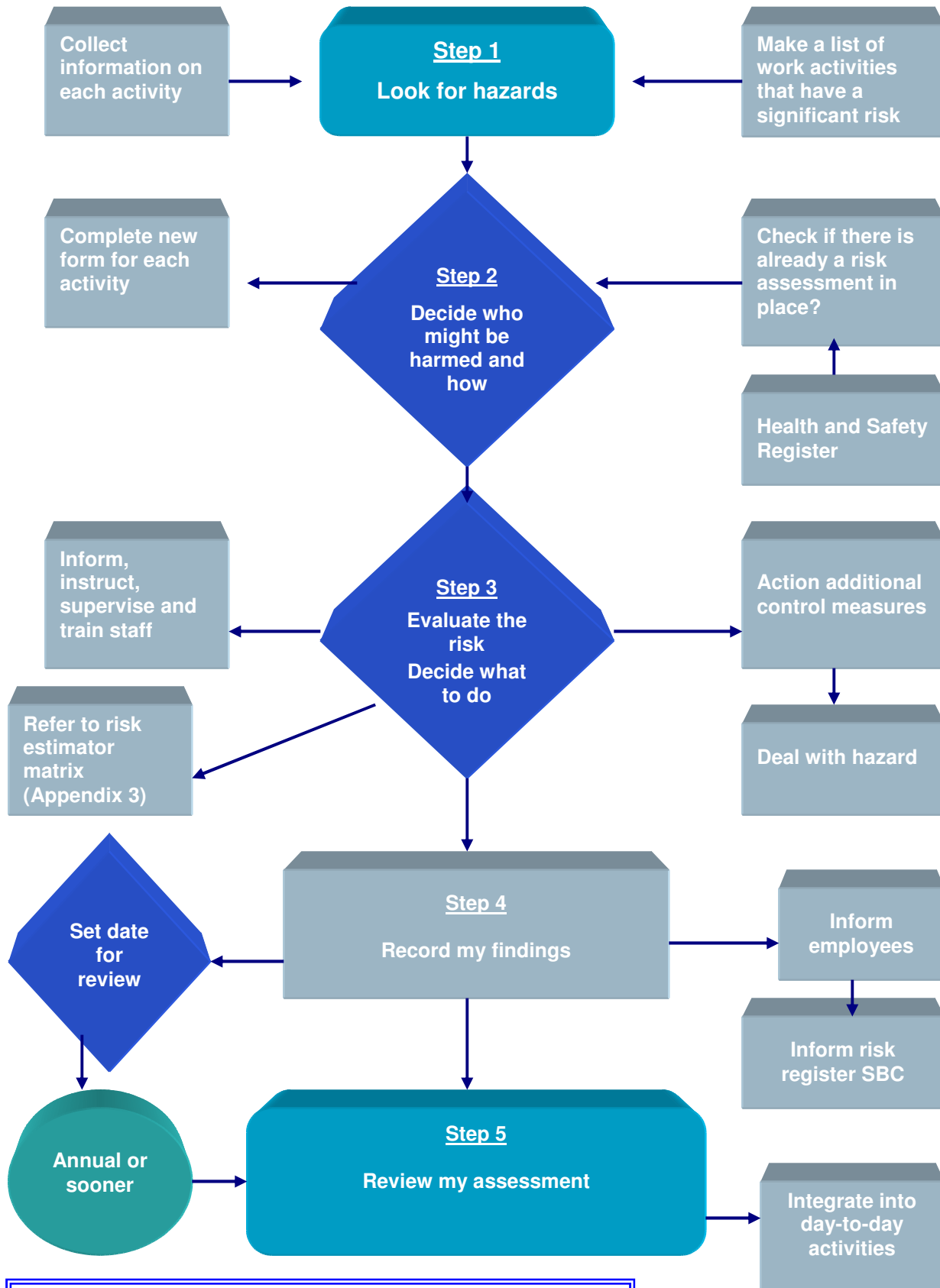
The Yot frequently uses the guidance and templates provided in the document to assess all new areas of work or difficult and risky situations that might involve staff and service users.

Last year assessments were made on the following:



I have completed a risk assessment using the SBC Risk Assessment template. I have compared this template against the HSE five steps recommended for completing a risk assessment. (The completed form can be found at Appendix 2).

HSE 5 Steps Risk Assessment



From completing this process, I have determined that the SBC Risk Assessment is compliant with the HSE guidance.

Health and Safety Law



Introduction

The Health and Safety At Work Act 1974 makes it clear that health and safety at work is everybody's responsibility. There is an expectation that employees have a general understanding of the provisions of the act.

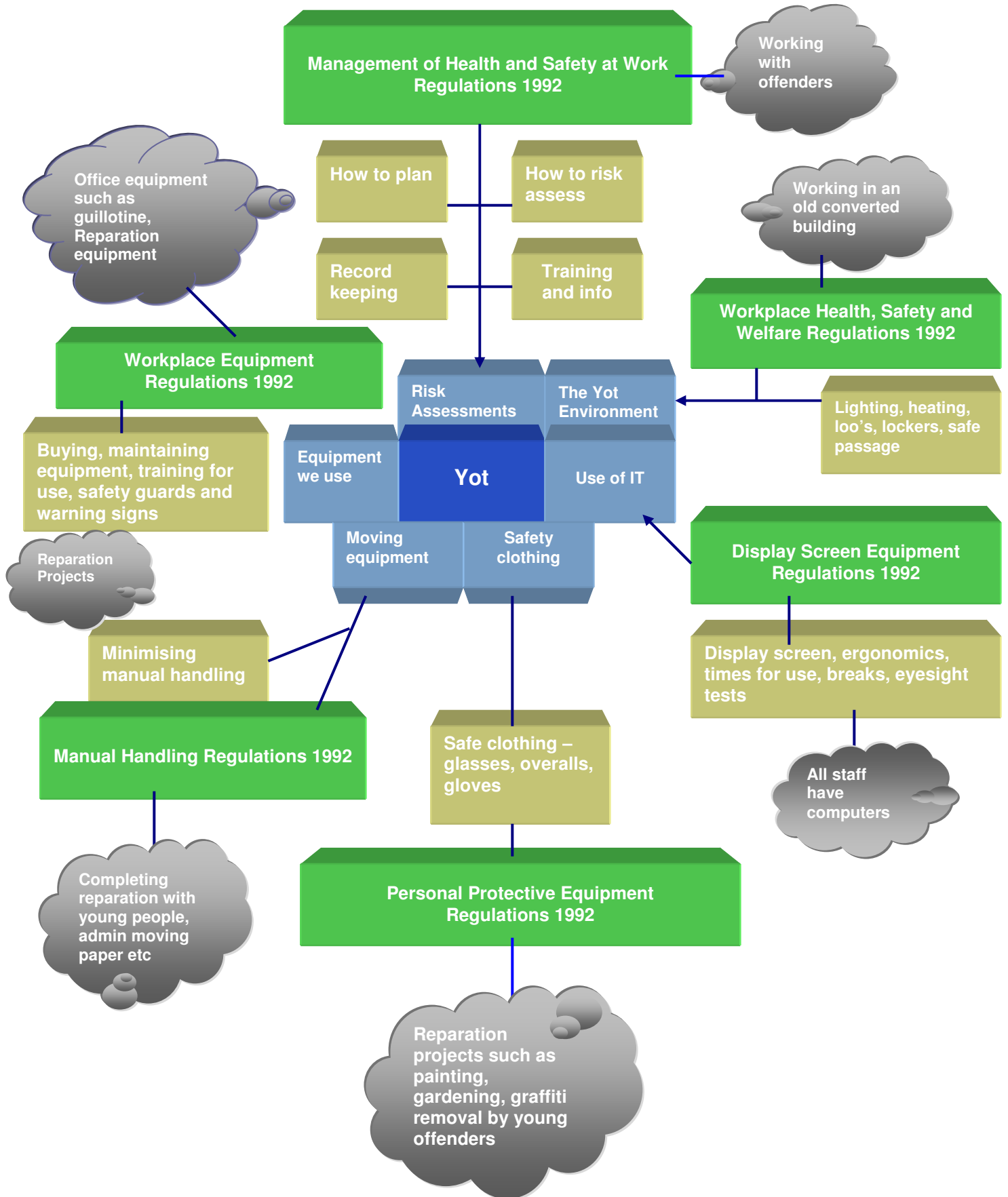
The Yot is part of the wider SBC and has adopted its health and safety protocol. This makes it clear that we have line and operational responsibility to our staff, persons other than our staff, persons other than staff concerned with our premises, control of premises and harmful emissions into the atmosphere and general duty to employees at work.

Health and Safety protocols and procedures are readily available on the SBC intranet and the Yot shared drive. Once a year all staff are reminded of these documents and the responsibility for each other that we all share.

The European 6 Pack - 6 Laws

The Health and Safety At Work Act 1974 covers all aspects of Health and Safety law. However, 6 specific acts are still referred to across Europe and the UK. All are relevant to the work to do at the Yot in varying degrees.

European 6 pack regulations applied to Yot



Part D – Conclusion

An introduction to quality

- When looking at TQM I focused on the preparation of Pre-Sentence Reports. I found that there are sound systems in place with regards to QC and QA which lead to a consistently high satisfaction rate from the Courts.
- The QC and QA procedures for PSRs does allow for some late reports and some unsatisfactory reports arriving at Court. TQM is not achieved.
- New staff are more likely to produce sub-standard work and be content to allow this to happen.
- Training is generally available and actively encouraged. There is a self-improvement and advancement culture in the Yot.
- Quality improvement teams do work and are used in the Yot – specifically for post Inspection Action Plan implementation.
- Process mapping and identifying process improvements has shown that, when applied to Referral Orders, there is delay and duplication that could be eliminated.
- Yot systems for measuring performance and benchmarking are working very well. There is a performance culture in the management team which is accepted by the staff.

Changing to a Continuous Improvement Culture

- The Yot is constantly working in a fast paced change environment and seems to cope with this as a team day to day.
- When change is not managed well, perhaps dictated without consultation or negotiation the Yot staff can feel very upset, threatened, devalued and angry.

Workplace Welfare

- The importance of workplace welfare is taken seriously by the Yot.
- Staff are well practiced and experienced at carrying out risk assessments at a variety of different levels.
- Health and safety policies are in place, up to date and actively complied with. Refresher training and induction training are in place.

Part E – Recommendations

An Introduction to Quality

- Satisfaction rates for PSRs are high, but TQM is not achieved. Specific training on the completion of PSRs should be delivered to all report writers in the next 3 months. Training should be reviewed by a Quality Improvement team using dip sampling and peer mentoring.
- A Quality Improvement group should be formed within 1 month to review the processes relating to the assessment of young people commencing Referral Orders. The aim would be to reduce duplication and delay by investigating the feasibility of using more modern IT solutions.

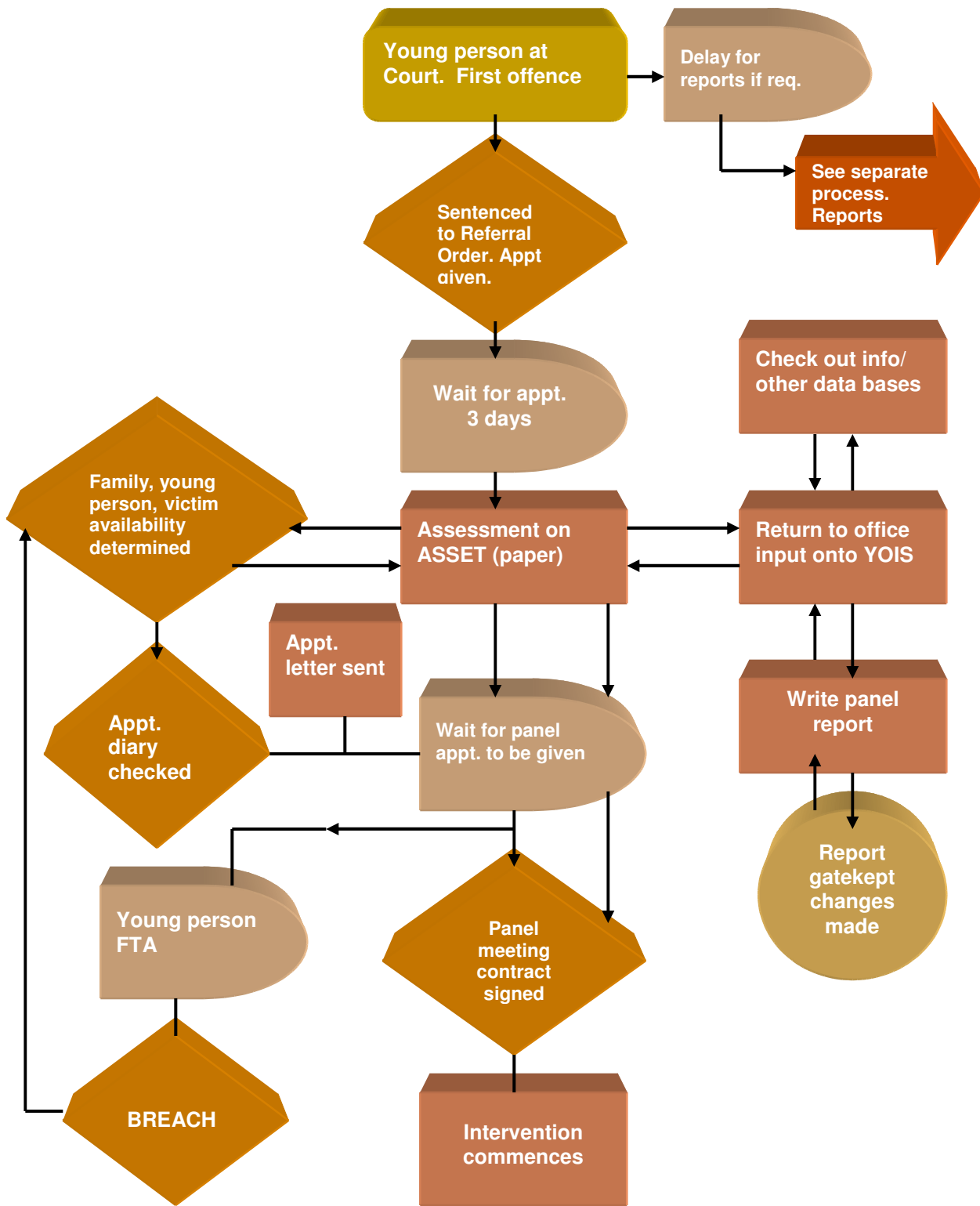
Changing to a Continuous Improvement Culture

- Managers should continue to work with their teams on a day-to-day basis to manage change.
- When significant change is likely, managers should prepare and plan to engage affected staff in consultation and negotiation in order to reduce disruption and disharmony. This can be implemented with immediate effect.







Workplace Welfare

- In order to maintain the profile of workplace welfare, the Yot training spreadsheet should be reviewed to ensure Health and Safety refresher training is factored into the training plan annually.
- Review induction training information to ensure new staff are aware of links to information websites such as www.hse.gov.uk.

Process Flow Chart for Referral Order Initial Panels



Key Symbols

	Terminator (Start/ Stop)		Inspection
	Process (Action)		Movement
	Delay point		Decision

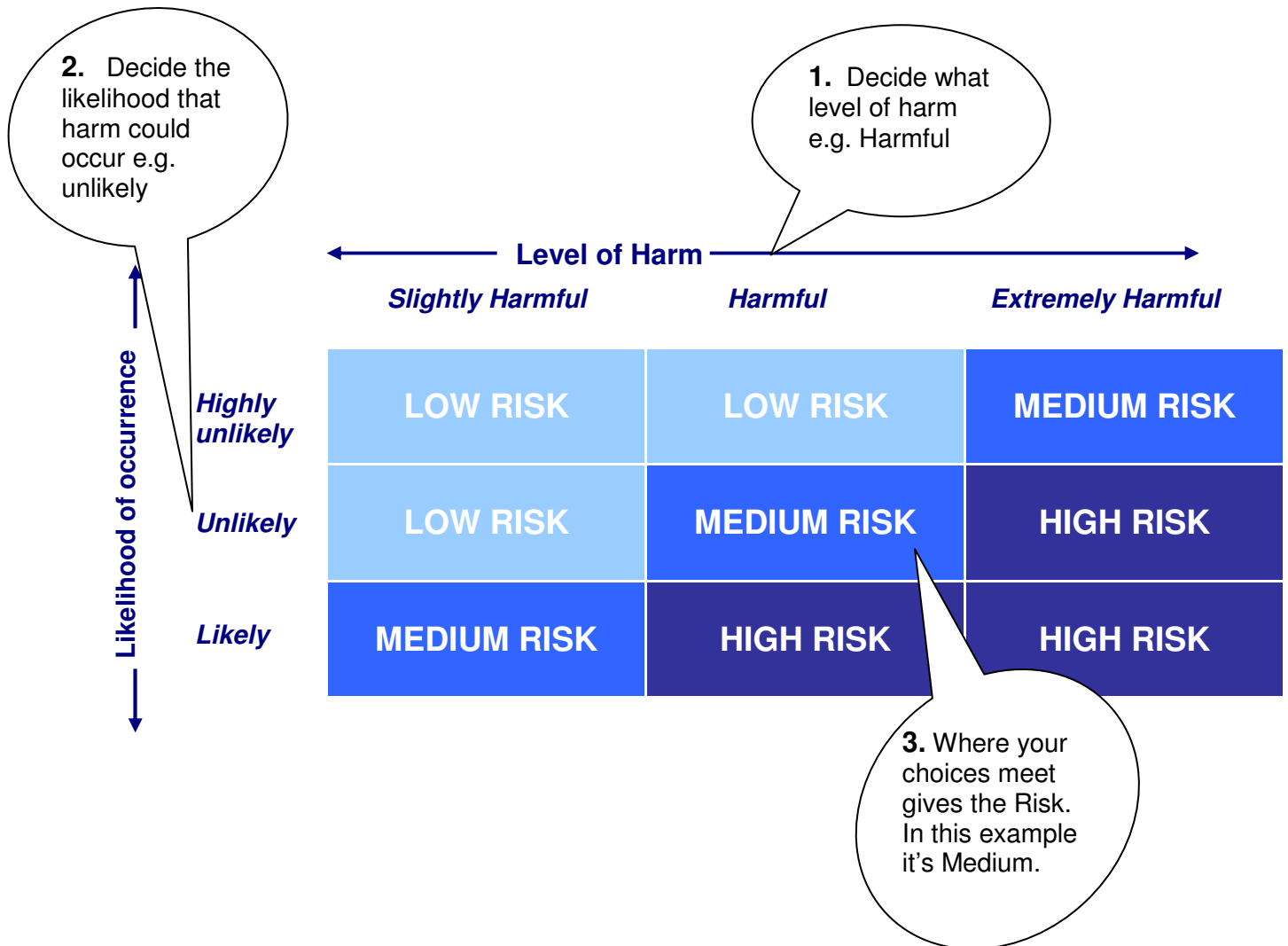
Health & Safety Risk Assessment

In accordance with: Management of Health & Safety at Work Regulations 1999

Directorate: Children		Section: Yot			Location: Limes	
ACTIVITY: Reparation		SCOPE: Making Poppies, supervised at Limes				
PERSONS AT RISK	HAZARD IDENTIFIED	WHAT COULD GO WRONG?	RISK BEFORE (H/M/L)	CONTROLS REQUIRED E.g. eliminate, reduce, isolate, training, instruction, equipment, PPE, SSoW etc.	RISK AFTER (H/M/L)	ACTION Date & Resp.
Supervising staff	Reparation at the Limes Assault by young offender	Young person may attack staff and carry weapons	H	Supervised by Police staff. Search of YP. Use rooms at Limes with exit doors available. Substance misuse checks. Mental Health advice prior to work.	M	26/05/07 KL
Supervising staff	Home visit Assault by young offender or family	YP or family member may approach staff in home	H	Staff not to conduct any home visits alone. Always 2 staff. One with Sat Nav panic alarm.	M	26/05/07 S.O.
Supervising staff	Car crash	YP distract driver or interfere with steering	H	YP must be placed in rear of car, supervised by second staff member and seatbelt, only drive YP when absolutely necessary.	L	26/05/07 S.O.
Other young people	Assault	Offender assaults/ robs other young people on reparation	M	Offender conducts reparation alone, never in a group.	L	26/05/07 S.O.
Date of original Assessment: 26/05/07		Date of this Assessment: 26/04/07		Review Date: 26/06/07	Reference No.: 1234	Name of Assessors: Leaning
Overall Risk Rating (H,M,L): M				Managers signature:		

Ref; COP GRA	Issue 1, Dec 2003	Always refer to intranet for latest version
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Risk Estimator Matrix



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