

Overview and Scrutiny Committee

SUPPLEMENTAL AGENDA

DATE: Wednesday 24 October 2012

AGENDA - PART I

9. YOUTH JUSTICE PLAN AND YOUTH OFFENDING IMPROVEMENT PLAN
(Pages 1 - 28)

Report of the Corporate Director of Children and Families

AGENDA - PART II

Nil

Note: In accordance with the Local Government (Access to Information) Act 1985, the following agenda item has been admitted late to the agenda by virtue of the special circumstances and urgency detailed below:-

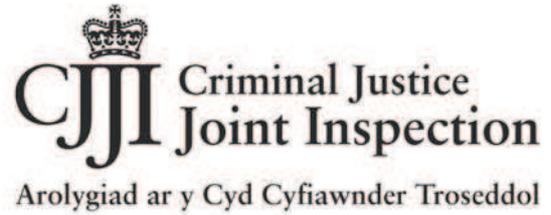
Agenda item

Special Circumstances/Grounds for Urgency

9. Youth Justice Plan and
Youth Offending
Improvement Plan

Members are requested to consider the inspection report as a matter of urgency, which was not circulated with the main agenda, in order to enable scrutiny of the improvement plan.

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Core Case Inspection of youth offending work in England and Wales

Report on youth offending
work in:

Harrow

ISBN: 978-1-84099-484-1

2011

Foreword

This Core Case Inspection of youth offending work in Harrow took place as part of the Inspection of Youth Offending programme. We have examined a representative sample of youth offending cases from the area, and have judged how often the Public Protection and the Safeguarding aspects of the work were done to a sufficiently high level of quality.

We judged that the Safeguarding aspects of the work were done well enough 45% of the time. With the Public Protection aspects, work to keep to a minimum each individual's *Risk of Harm to others* was done well enough 43% of the time, and the work to make each individual less likely to reoffend was done well enough 53% of the time. A more detailed analysis of our findings is provided in the main body of this report, and summarised in a table in Appendix 1. These figures can be viewed in the context of our findings from Wales and the regions of England inspected so far – see the Table below.

Overall, we consider this a very disappointing set of findings. Shortcomings in management and staff changes had impacted on the quality of work to manage *Risk of Harm to others* and to address Safeguarding needs. These critical areas of practice required priority attention.

We were encouraged by senior managers' positive response to the inspection findings, some of which had been anticipated and were being addressed. We expect that the recommendations of this report, if fully implemented, will contribute to significant improvements in practice.

Liz Calderbank
HM Chief Inspector of Probation

December 2011

| | Scores from Wales and the English regions that have been inspected to date | | | Scores for Harrow |
|--|--|---------|---------|-------------------|
| | Lowest | Highest | Average | |
| 'Safeguarding' work <i>(action to protect the young person)</i> | 37% | 91% | 68% | 45% |
| 'Risk of Harm to others' work <i>(action to protect the public)</i> | 36% | 85% | 63% | 43% |
| 'Likelihood of Reoffending' work <i>(individual less likely to reoffend)</i> | 43% | 87% | 71% | 53% |

Acknowledgements

We would like to thank all the staff from the Youth Offending Team, members of the Management Board and partner organisations for their assistance in ensuring the smooth running of this inspection.

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Scoring and Summary Table

This report provides percentage scores for each of the 'practice criteria' essentially indicating how often each aspect of work met the level of quality we were looking for. In these inspections we focus principally on the Public Protection and Safeguarding aspects of the work in each case sample. Accordingly, we are able to provide a score that represents how often the *Public Protection* and *Safeguarding* aspects of the cases we assessed met the level of quality we were looking for, which we summarise here¹. We also provide a headline 'Comment' by each score, to indicate whether we consider that this aspect of work now requires either **MINIMUM, MODERATE, SUBSTANTIAL** or **DRASTIC** improvement in the immediate future.

| Safeguarding score: | |
|---|---|
| This score indicates the percentage of <i>Safeguarding</i> work that we judged to have met a sufficiently high level of quality. This score is significant in helping us to decide whether an early further inspection is needed. | |
| Score: 45% | Comment: <i>SUBSTANTIAL improvement required</i> |
| Public Protection – Risk of Harm score: | |
| This score indicates the percentage of Risk of Harm work that we judged to have met a sufficiently high level of quality. This score is significant in helping us to decide whether an early further inspection is needed. | |
| Score: 43% | Comment: <i>DRASTIC improvement required</i> |
| Public Protection - Likelihood of Reoffending score: | |
| This score indicates the percentage of Likelihood of Reoffending work that we judged to have met a sufficiently high level of quality. | |
| Score: 53% | Comment: <i>SUBSTANTIAL improvement required</i> |

We advise readers of reports not to attempt close comparisons of scores between individual areas. Such comparisons are not necessarily valid as the sizes of samples vary slightly, as does the profile of cases included in each area's sample. We believe the scoring is best seen as a headline summary of what we have found in an individual area, and providing a focus for future improvement work within that area. Overall our inspection findings provide the 'best available' means of measuring, for example, how often each individual's *Risk of Harm to others* is being kept to a minimum. It is never possible to eliminate completely Risk of Harm to the public, and a catastrophic event can happen anywhere at any time – nevertheless a 'high' *RoH* score in one inspected location indicates that it is less likely to happen there than in a location where there has been a 'low' *RoH* inspection score. In particular, a high *RoH* score indicates that usually practitioners are 'doing all they reasonably can' to minimise such risks to the public, in our judgement, even though there can never be a guarantee of success in every single case.

¹ An explanation of how the scores are calculated can be found in Appendix 5

Recommendations for improvement

(primary responsibility is indicated in brackets)

Changes are necessary to ensure that, in a higher proportion of cases:

- (1) a timely and good quality assessment and plan, using Asset, is completed when the case starts (YOT Manager)
- (2) specifically, a timely and good quality assessment of the individual's vulnerability and *Risk of Harm to others* is completed at the start, as appropriate to the specific case (YOT Manager)
- (3) as a consequence of the assessment, the record of the intervention plan is specific about what will now be done in order to safeguard the child or young person from harm, to make them less likely to reoffend, and to minimise any identified *Risk of Harm to others* (YOT Manager)
- (4) the plan of work sets appropriate goals, realistic timescales, is clearly sequenced and regularly reviewed (YOT Manager)
- (5) children and young people, and their parents/carers are actively and meaningfully involved in assessment and planning, including through the timely use of self-assessments and the assessment of learning styles (YOT Manager)
- (6) oversight by management, especially of vulnerability and *Risk of Harm to others*, is effective in ensuring the quality of practice and provision of services, and is clearly recorded within the case record (YOT Manager)
- (7) purposeful home visits are undertaken, as appropriate to the needs of the case and consistent with Safeguarding needs and the *Risk of Harm to others* (YOT Manager)
- (8) sufficient attention is given to the safety of victims (YOT Manager).

Furthermore:

- (9) work should be undertaken to ensure that the referral criteria for the Risk and Vulnerability Management Panel are consistently applied by all staff and managers (YOT Manager).

Next steps

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

We are considering a range of options to help achieve improvements given our particular concerns about the *Risk of Harm to others* and Safeguarding work.

Making a difference

Here are some examples of Harrow YOT work that impressed.

Assessment and Sentence Planning

General Criterion: 1.2b

A weekly assessment session was held after sentencing had taken place at the youth court. Children and young people met with specialist staff including education, parenting, health and substance misuse workers. This helped to inform the initial assessment of their needs and LoR. It also meant that those with specific requirements could be seen by specialist staff without delay and at a time when they were most likely to comply.

Delivery and Review of Interventions

General Criterion: 2.2a

Anish was 14 years old and lived with his parents who spoke very little English. Anish's caseworker considered that his poor attendance at school made him more likely to offend and therefore involved the YOT education officer in managing his case. This included joint visits to Anish's home, accompanied by an interpreter to ensure that his parents were fully involved with the plan to return to school. The caseworker received regular reports from the school which both he and the YOT education officer would follow up with Anish and his parents. By working effectively with both the young person and his family the situation had greatly improved with Anish regularly attending school.

Outcomes

General Criterion: 3.2a

Following an offence of burglary, 17 year old Jamal was given an intensive community sentence. He was a troubled young man, who lived with his sister following the death of his mother in Somalia. Taking account of Jamal's feelings of isolation his caseworker referred him to the Harrow Mentoring Project. He was matched with a Somali mentor who shared his cultural and religious background and supported him during his period of supervision. Jamal was required to attend a 'breaking the cycle' summer programme, aimed at building personal responsibility and preparing him for employment and training. Jamal's caseworker also arranged for him to undertake work experience at a local garage and he started a business and technology course. Jamal's feelings of isolation reduced considerably and as a result he was less likely to reoffend.

All names have been altered.

Service users' perspective

Children and young people

Thirty-four children and young people completed a questionnaire for the inspection.

- ◇ All except two respondents said that they knew why they had to come to the YOT and that YOT staff had explained what would happen to them.
- ◇ The majority felt that YOT staff listened to what they had to say and were either mostly (29%) or completely interested (65%) in helping them.
- ◇ In total, 20 children and young people felt that the YOT had definitely dealt with the things that they needed help with; a further ten felt that this had happened most of the time.
- ◇ Half of those who had an intervention plan, and had been coming to the YOT for long enough, said that their plan had been reviewed.
- ◇ Fifteen (44%) of the respondents remembered either completing a *What do YOU think?* questionnaire or another form about themselves.
- ◇ Twelve respondents said that the YOT had helped them with school, training or getting a job; 14 said that they had been helped to understand their offending and the same number had been helped to make better decisions.
- ◇ Twenty-four said that they were a lot less likely to reoffend as a result of their involvement with the YOT. One young person commented: *'I am more aware of how my actions can have consequences on not only myself but on others as well'*.
- ◇ On a scale of zero to ten (ten being completely satisfied), 27 of the children and young people rated the service given to them as six or more, with nine rating it as a ten. One young person commented: *'basically they do stuff my parents would do to help me and explain everything very carefully to me so that I understand'*.

Victims

Five questionnaires were completed by victims of offending by children and young people.

- ◇ All five respondents felt that the YOT had taken their individual needs into account and had explained what service they could offer. All said that they had been given an opportunity to talk about any worries that they had.
- ◇ Three had benefited from work done by the child or young person who had committed the offence.
- ◇ Four victims had concerns about their safety. Of these, three said that the YOT had paid sufficient attention to this.
- ◇ Four were completely satisfied with the work of the YOT.

1. ASSESSMENT AND SENTENCE PLANNING

OVERALL SCORE: 47%

1.1 Risk of Harm to others (RoH):

General Criterion:

The assessment of RoH is comprehensive, accurate and timely, takes victims' issues into account and uses Asset and other relevant assessment tools. Plans are in place to manage RoH.

Score:

46%

Comment:

SUBSTANTIAL improvement required

Strengths:

- (1) An Asset RoSH screening had been completed in 87% of cases.
- (2) Where there was a clear RoSH classification we assessed this as accurate in 81% of cases.
- (3) A full RoSH assessment had been completed in 90% of cases where the information in the RoSH screening indicated that this was required.

Areas for improvement:

- (1) The Asset *RoSH* screening had been completed on time in 47% of cases and only 37% were of sufficient quality. In some cases violent offences such as robbery had not been taken into account.
- (2) Three-quarters of the RoSH assessments were not good enough. Too often, previous relevant behaviour and the risk to victims were not fully considered. There was an over-reliance on current convictions, which did not give a full picture of the child or young person's potential to cause serious harm. Over one-third were completed late.
- (3) An RMP was produced at the start of sentence in 7 of the 11 cases where it was required. Only two of these were completed on time and two deemed to be of sufficient quality. The main limiting factor was that the planned response was unclear or inadequate.
- (4) Where there was no RMP, the need to plan to manage *RoH* had been recognised in 43% of the cases.

- (5) Details of *RoH* assessment and management had been appropriately communicated to all relevant staff and agencies in only 37% of cases.
- (6) Management oversight of the *RoH* assessment had been effective in only 7% of relevant cases. Oversight of the RMP was effective in only one case. Where managers had identified shortcomings they did not then ensure that these were addressed sufficiently well.

| 1.2 Likelihood of Reoffending: | |
|--|--|
| <p>General Criterion:</p> <p><i>The assessment of the LoR is comprehensive, accurate and timely and uses Asset and other relevant assessment tools. Plans are in place to reduce LoR.</i></p> | |
| <p>Score:</p> <p>48%</p> | <p>Comment:</p> <p><i>SUBSTANTIAL improvement required</i></p> |

Strengths:

- (1) An initial assessment of LoR had been completed in 92% of cases.
- (2) Over three-quarters of initial assessments were informed by information received from children’s social care services and ETE providers. YOT staff had access to the children’s services database ‘Host’, allowing them to gain relevant information without delay.
- (3) A custodial sentence plan was produced in all nine custodial cases that were inspected. All except one of these was timely. The objectives contained within the plan were sensitive to the child or young person’s diversity needs in five out of seven applicable cases.
- (4) The custodial sentence plan was reviewed as required in all except one case.
- (5) A community intervention plan or referral order contract was produced in most cases with 72% completed on time and 68% focused on achievable change.

Areas for improvement:

- (1) The initial assessment of LoR was completed on time in 42% of cases in the sample.
- (2) The quality of the initial assessment was insufficient in almost two-thirds of cases. A number were completed so late as to be of limited value. Others contained unclear and/or insufficient evidence of the child or young person’s circumstances.

- (3) Active engagement with the child or young person to carry out the initial assessment was evident in 17 cases. This dropped to 13 cases when we judged the extent of active engagement with parents/carers in the assessment.
- (4) The learning style of the child or young person had been assessed in only nine cases.
- (5) A timely *What do YOU think?* or other appropriate self-assessment had been used with only seven of the children and young people.
- (6) Some potential sources of information were underused in the initial assessment. For example, information from emotional/mental health services was used in less than half of relevant cases; contact with or information from physical health services was missed in all eight relevant instances.
- (7) The initial assessment had been reviewed at appropriate intervals in only 34% of cases.
- (8) Four of the nine custodial sentence plans did not sufficiently address the factors that had been identified as most closely linked to offending. Family and personal relationships, perception of self and others and thinking and behaviour were given insufficient attention in all four. Three plans did not integrate the RMP or take account of Safeguarding or diversity needs.
- (9) Only 43% of the community intervention plans and referral order contracts sufficiently addressed the factors that were most closely linked to offending. Living arrangements, family and personal relationships, emotional and mental health, perception of self and others and motivation to change were included in less than half of the relevant plans.
- (10) Intervention plans and referral order contracts integrated the RMP in less than one-quarter of applicable cases. Plans took into account Safeguarding needs in 43% of cases and incorporated the child or young person's learning style in the same proportion. Less than half included positive factors where relevant and only one-quarter took sufficient account of identified diversity factors. In most cases this related to the child or young person's age or level of maturity.
- (11) Intervention plans and referral order contracts reflected national standards in 45% of cases, set realistic timescales in 52% and relevant goals in 61%.
- (12) Objectives within the custodial plan had been prioritised according to *RoH* in only three out of eight relevant cases. Safeguarding work and victim issues were also inadequately reflected in the plan. Sequencing according to offending-related need was evident in four out of five cases.
- (13) In community intervention plans or referral order contracts objectives had been prioritised according to *RoH* in 39% of cases. They were sequenced according to offending-related need in 45%. Sufficient account was taken of victims' issues in 48%, diversity in 32% and relevant Safeguarding work in 41%.
- (14) The child or young person had been actively and meaningfully involved in the planning process in 30% of cases. Similarly, parents/carers had been involved in the planning process in only 21% of cases.

- (15) YOT workers had been actively and meaningfully involved throughout the custodial planning process in five out of eight relevant cases.
- (16) In over half of the cases we would have expected to see more active and meaningful involvement in the planning process from external agencies. For example, children’s social care services had been involved in only 3 of the 16 cases where they had an involvement with the child or young person. Similarly, emotional and mental health services had been involved in the planning of only 3 out of 21 relevant cases.
- (17) Only one-third of community intervention plans/referral order contracts had been reviewed at appropriate intervals.

| 1.3 Safeguarding: | |
|--|---|
| General Criterion: <i>The assessment of Safeguarding needs is comprehensive, accurate and timely and uses Asset and other relevant assessment tools. Plans are in place to manage Safeguarding and reduce vulnerability.</i> | |
| Score: 46% | Comment: <i>SUBSTANTIAL improvement required</i> |

Strengths:

- (1) An Asset vulnerability screening had been completed in 84% of cases.
- (2) Vulnerability concerns had been clearly communicated to the secure establishment, as required at the start of sentence, in seven of the nine custody cases.
- (3) Copies of other plans (care, pathway, protection) were found in 10 of the 13 relevant case files.

Areas for improvement:

- (1) The Asset vulnerability screening had not been completed on time in almost half of all cases.
- (2) In 63% of cases the Asset vulnerability screening was judged to be of an insufficient standard. The most common reason was that factors identified elsewhere in the case were not reflected in the screening to provide a clear picture of the vulnerability.
- (3) Safeguarding needs were reviewed as required in 55% of cases.
- (4) We judged that there should have been a VMP at the start, in 26 cases but found that only 11 had been produced, with three completed on time.

- (5) Where a VMP had been completed, all except three were of insufficient quality. The most common omissions were that the planned response was unclear or inadequate, and the roles or responsibilities were not clear. Four had not given due consideration to the child or young person's diverse needs.
- (6) The VMP contributed to and informed interventions in 3 out of 11 applicable cases. The VMP had informed other plans on the child or young person in only one out of nine relevant cases.
- (7) In 4 out of 16 relevant cases, a contribution had been made to other agencies' assessments and plans to safeguard the child or young person.
- (8) There was effective management oversight of vulnerability assessments in only 3 out of 25 relevant of cases (11%).

COMMENTARY on Assessment and Sentence Planning as a whole:

There had been no permanent, dedicated YOT Manager in post since October 2010. Agency workers had covered staff vacancies, including operational management, for some two years. This left a core group of practitioners who tended to rely on each other for guidance normally sought from a manager. Although we found examples of good practice the situation had impacted on the quality of *RoH* work and Safeguarding in particular.

A number of assessments had been copied from previous orders, with inadequate or no update of the child or young person's current circumstances and behaviour. This compromised the assessment of *RoH* and vulnerability and caused confusion when cases were reallocated.

The Risk and Vulnerability Management Panel was established to oversee high risk cases and had a lot of potential. However, too few cases were being referred due to an underestimation of *RoH* and vulnerability. Agreed actions were not always followed through in a timely manner or evident from the case record.

At the time of the inspection a new operating model for the YOT had been agreed as part of a wider restructure of Children's Services. This would secure closer integration with services for vulnerable children and young people. The recruitment of a YOT Manager was underway and was important to the success of the new arrangements.

2. DELIVERY AND REVIEW OF INTERVENTIONS

OVERALL SCORE: 54%

2.1 Protecting the public by minimising Risk of Harm to others (RoH):

General Criterion:

All reasonable actions have been taken to protect the public by keeping to a minimum the child or young person's RoH.

Score:

41%

Comment:

DRASTIC improvement required

Strengths:

- (1) Case managers and other relevant staff had contributed effectively to multi-agency meetings in custody in all but one applicable case.
- (2) We found that appropriate resources had been allocated, according to the *RoH*, throughout the sentence in 79% of cases.
- (3) Specific interventions to manage *RoH* were delivered as planned in 14 out of 17 community cases and five out of seven custodial cases.

Areas for improvement:

- (1) *RoH* was reviewed thoroughly in line with required timescales in only 20% of cases. Following a significant change in circumstances, *RoH* had been reviewed in 28%.
- (2) Changes in *RoH* factors had been anticipated, where feasible, in one-third of relevant cases. They were identified swiftly in the same proportion and then acted on appropriately in one-quarter.
- (3) The use of home visiting as a means to manage and monitor *RoH* and Safeguarding was underdeveloped. Purposeful home visits had been carried out throughout the course of the sentence, in accordance with the level of *RoH* posed or Safeguarding needs, in only 34% and 31% of cases respectively.
- (4) Sufficient attention had been given to assessing the safety of victims in 42% of cases. We found that a high priority had then been given to victim safety throughout the sentence in the same proportion.
- (5) Where required, there had been effective management oversight of *RoH* in only 12% of community cases and two out of six custody cases.

2.2 Reducing the Likelihood of Reoffending:

General Criterion:

The case manager coordinates and facilitates the structured delivery of all elements of the intervention plan.

Score:

61%

Comment:

MODERATE improvement required

Strengths:

- (1) In 71% of cases the interventions that were delivered in the community were of good quality.
- (2) The YOT had been appropriately involved in the review of interventions in custody in eight of the nine inspected cases.
- (3) We considered that the initial Scaled Approach intervention level allocated by the YOT was correct in all cases.
- (4) In 87% of cases appropriate resources had been allocated according to the assessed LoR throughout the sentence.
- (5) The requirements of the sentence had been implemented in 14 out of 19 relevant community cases.
- (6) Staff actively motivated and supported the child or young person in seven of the nine custody cases. Positive behaviour was reinforced in six.

Areas for improvement:

- (1) Interventions delivered in the community were designed to reduce the LoR in 56% of cases. They were implemented in line with the sentence plan in the same proportion and just over half were sequenced appropriately. Interventions were appropriate to the child or young person's learning style in 59% and sensitive to diversity issues in 41%.
- (2) We found that only 29% of interventions in the community had been appropriately reviewed.
- (3) Staff actively motivated and supported the child or young person in 56% of cases in the community. Positive behaviour had been reinforced in a similar proportion.
- (4) Parents/carers had been actively engaged by YOT workers in 47% of cases in the community, and in four out of seven cases in custody.

2.3 Safeguarding the child or young person:

General Criterion:

All reasonable actions have been taken to safeguard and reduce the vulnerability of the child or young person.

Score:

57%

Comment:

SUBSTANTIAL improvement required

Strengths:

- (1) All necessary immediate action had been taken to protect the child or young person in the three custody cases where this was relevant, and in all but 1 of the 14 applicable community cases.
- (2) Necessary referrals to ensure Safeguarding were made in all relevant custody cases and in all but 3 out of 20 applicable community cases.
- (3) In the majority of instances, case managers and relevant agencies had worked together to promote the well-being of the child or young person in custody. We found examples of joint work within the community with substance misuse workers and ETE providers.
- (4) Relevant agencies had worked together to ensure continuity in the provision of mainstream services, upon release from custody, in at least three-quarters of cases requiring ETE provision or substance misuse services. Provision had also been made in the one case requiring emotional and mental health input.
- (5) In three-quarters of custody cases specific interventions to promote Safeguarding in custody were identified and delivered. In two out of three applicable cases the interventions were reflected in the VMP and in four out of six cases the intervention was reviewed as required.

Areas for improvement:

- (1) We found examples of joint work within the community between YOT workers and children's social care services in 43% of relevant cases; with emotional and mental health services in 56% and in one out of four cases with physical health service involvement.
- (2) Not all relevant agencies had worked together to ensure continuity in the provision of mainstream services upon release from custody. YOT workers and children's social care services had done so in one out of three relevant cases, physical health services in one out of two.
- (3) Specific interventions to promote Safeguarding in the community were identified in 46% of relevant community cases, delivered in 40% and reviewed in less than one-quarter. Interventions reflected those identified in the VMP in only three out of ten relevant cases.

- (4) There had been effective management oversight of Safeguarding and vulnerability needs in three out of seven custody cases and 5 out of 28 relevant community cases.

COMMENTARY on Delivery and Review of Interventions as a whole:

Work to safeguard the child or young person tended to be better in the custody sample than in the community. The YOT substance misuse worker and education worker had helped to provide continuity of service upon release from the custodial establishment. This was particularly important for children and young people who had experienced a change of case manager.

The YOT had also made good use of the Harrow Mentoring Project for children and young people at risk of offending or with serious vulnerability issues. We saw good examples where the cultural and religious background of the child or young person was matched with that of the mentor. Support was also offered to parents/carers and contact maintained with the case manager.

CAMHS input to the YOT had declined in the year leading to the inspection. Three days of a practitioner's time had reduced to one afternoon per week and at the time of the inspection no contribution. Adequate provision needed to be made in order to properly assess children and young people and to deliver specialist interventions.

Concerns about the management oversight of assessment and planning also applied throughout the course of the sentence. Regrettably, we found very little evidence of effective management involvement with cases.

3. OUTCOMES

OVERALL SCORE: 49%

Our inspections include findings about initial outcomes, as set out in this section. In principle, this is the key section that specifies what supervision is achieving, but in practice this is by necessity just a snapshot of what has been achieved in only the first 6-9 months of supervision, and for which the evidence is sometimes only provisional.

3.1 Achievement of outcomes:

General Criterion:

Outcomes are achieved in relation to RoH, LoR and Safeguarding.

Score:
50%

Comment:
SUBSTANTIAL improvement required

Strengths:

- (1) In cases where there had been a reduction in offending-related factors identified in the initial assessments, these most frequently related to thinking and behaviour, 13 out of 38 (34%); and substance misuse, 8 out of 24 (33%).
- (2) There appeared to be a reduction in the frequency of offending, since the start of the sentence, in 52% of the cases where there was sufficient offending history to assess this. There was a similar level of improvement in the seriousness of offending. Both outcomes were better than the average for YOTs inspected to date.

Areas for improvement:

- (1) *RoH* had been effectively managed in only 35% of applicable cases.
- (2) Where there was an identifiable or potential victim there was evidence that the *Risk of Harm* to them had been effectively managed in only 40% of cases.
- (3) Children and young people had complied with the requirements of the sentence in 59% of cases. Appropriate action was taken by the YOT in 41%.
- (4) Overall, there had been insufficient progress on the most significant factors related to offending in 47% of cases. The factors that showed the least

frequent improvement related to living arrangements, 2 out of 18 cases (11%); family and personal relationships, 6 out of 28 (21%); emotional and mental health, 4 out of 23 (17%); and perception of self and others, 7 out of 32 (22%).

- (5) In 11 out of 29 cases where there was an assessed risk factor linked to the child or young person’s Safeguarding, there had been no reduction in those risk factors. We considered that all reasonable action had been taken to keep the child or young person safe in only 13 out of 33 cases. In the majority of cases this was because the assessment and planning was insufficient. In other cases, either necessary referrals had not been made or interventions not delivered as required.

| 3.2 Sustaining outcomes: | |
|--|---|
| General Criterion: <i>Outcomes are sustained in relation to RoH, LoR and Safeguarding.</i> | |
| Score: 45% | Comment: <i>SUBSTANTIAL improvement required</i> |

Areas for improvement:

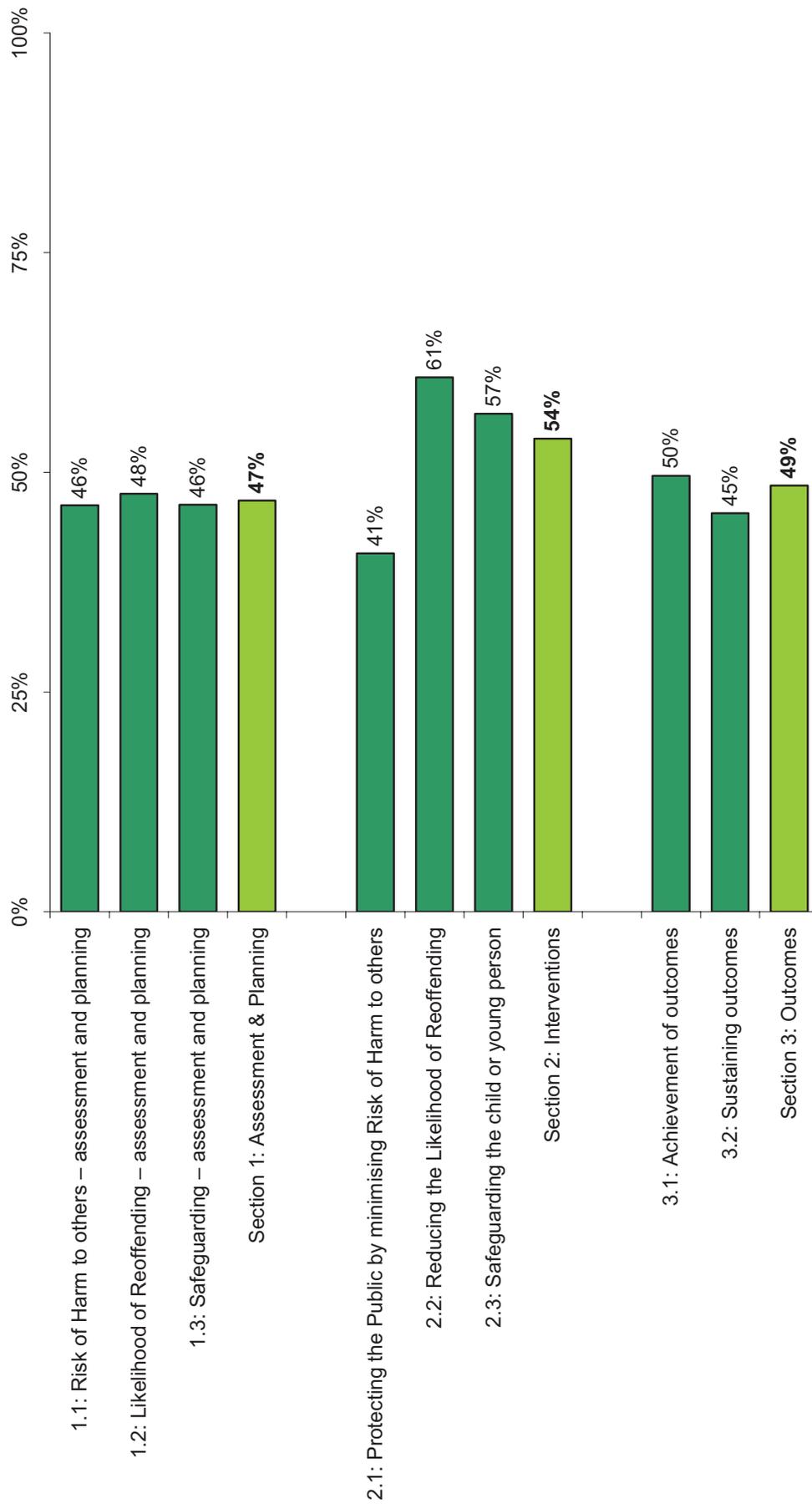
- (1) Full attention had been given to community integration issues during the custodial phase of the sentence in five out of nine relevant cases (56%). For cases in the community full attention had been given to this issue in 16 out of 36 (44%).
- (2) Actions had been taken, or plans put in place, to seek to ensure that positive outcomes were sustainable in five out of eight applicable cases (63%) where the child or young person was serving the custodial phase of their sentence. This dropped to 13 out of 33 (39%) cases where the child or young person was in the community.

COMMENTARY on Outcomes as a whole:

Successful outcomes were difficult to evidence owing to the shortfalls noted in the previous sections of this report. Improved assessments, plans and reviews would help to better demonstrate the work undertaken and progress made.

Appendix 1: Scoring summary of sections 1-3

CCI Harrow General Criterion Scores



Appendix 2: Contextual information

Area

Harrow YOT was located in London in the West of the capital.

The area had a population of 230,100 as measured in the ONS Mid Year Estimates 2010, 10.9% of which were aged 10 to 17 years old (Census 2001). This was slightly higher than the average for England/Wales, which was 10.4%.

The population of Harrow was predominantly white British (60%) (Resident Population Estimates by Ethnic Group 2009). The population with a black and minority ethnic heritage (40%) was above the average for England/Wales of 12%.

Reported offences for which children and young people aged 10 to 17 years old received a pre-court disposal or a court disposal in 2009/2010, at 22 per 1,000, were better than the average for England/Wales of 38.

YOT

The YOT boundaries were within those of the Metropolitan Police area. The London Probation Trust and the Brent and Harrow Primary Care Trust covered the area.

The YOT was located within Children's Services. It was managed by the Deputy Head of Young People's Services. The YOT Management Board was chaired by the Corporate Director of Children's Services.

The YOT Headquarters was in Harrow. The operational work of the YOT was also based in Harrow. ISS was provided from within the YOT.

Youth Justice Outcome Indicators 2011/2012 onwards

The national youth justice indicators for England have been replaced by three outcome indicators. These indicators will also be used in Wales.

1. The reoffending measure is a count of the number of 10 to 17 year olds who reoffend within 12 months of their conviction.

2. The first time entrants measure counts the number of young people given their first pre-court or court disposal and thus entering the youth justice system within each year.

3. The use of custody for young people aged 10 to 17 years.

Data will be made available progressively through 2011, broken down by Local Authority area.

For further information about the YJB and the performance management of YOTs, please refer to:

<http://www.yjb.gov.uk/en-gb/practitioners/Monitoringperformance/>

Appendix 3: Inspection Arrangements

Fieldwork for this inspection was undertaken in September 2011 and involved the examination of 38 cases.

Model

The Core Case Inspection (CCI) involves visits to all 158 Youth Offending Teams in England and Wales over a three year period from April 2009. Its primary purpose is to assess the quality of work with children and young people who offend, against HMI Probation's published criteria, in relation to assessment and planning, interventions and outcomes. We look at work over the whole of the sentence, covering both community and custody elements.

Methodology

The focus of our inspection is the quality of work undertaken with children & young people who offend, whoever is delivering it. We look at a representative sample of between 38 and 99 individual cases up to 12 months old, some current others terminated. These are made up of first tier cases (referral orders, action plan and reparation orders), youth rehabilitation orders (mainly those with supervision requirements), detention and training orders and other custodial sentences. The sample seeks to reflect the make up of the whole caseload and will include a number of those who are a high *Risk of Harm to others*, young women and black & minority ethnic children & young people. Cases are assessed by a small team of inspection staff with Local Assessors (peer assessors from another Youth Offending Team in the region). They conduct interviews with case managers who are invited to discuss the work with that individual in depth and are asked to explain their thinking and to show where to find supporting evidence in the record. These case assessments are the primary source of evidence for the CCI.

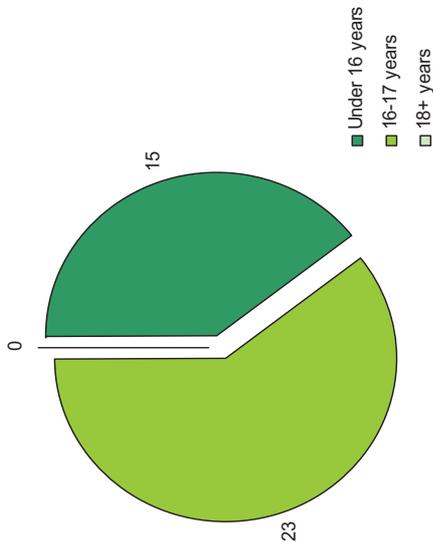
Prior to the inspection we receive copies of relevant local documents and a brief report from the Youth Justice Board. We also gather the views of service users (children & young people and victims) by means of computer and paper questionnaires.

Publication arrangements

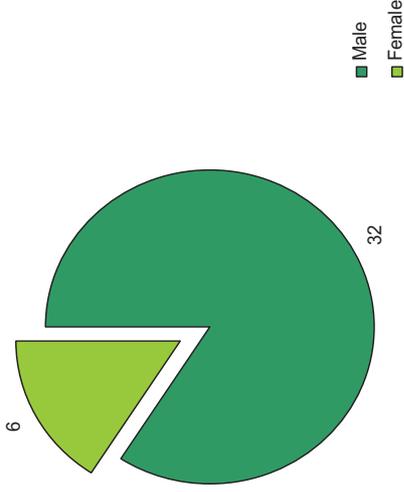
- Provisional findings are given to the YOT two weeks after the inspection visit takes place.
- A draft report is sent to the YOT for comment 4-6 weeks after the inspection, with publication following approximately 6 weeks later. In addition to a copy going to the relevant Minsters, other inspectorates, the MoJ Policy Group and the Youth Justice Board receive a copy. Copies are made available to the press and placed on our website.
- Reports on CCI in Wales are published in both Welsh and English.

Appendix 4: Characteristics of cases inspected

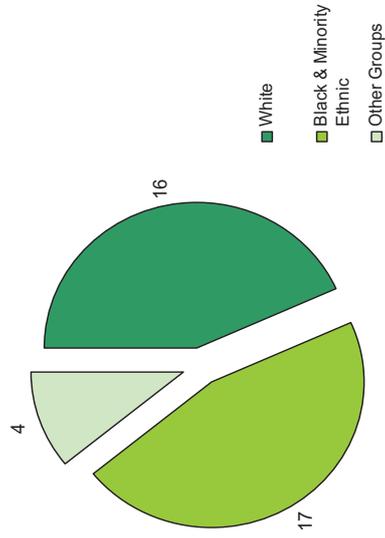
Case Sample: Age at start of Sentence



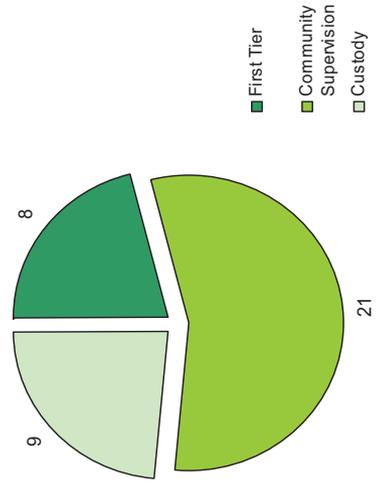
Case Sample: Gender



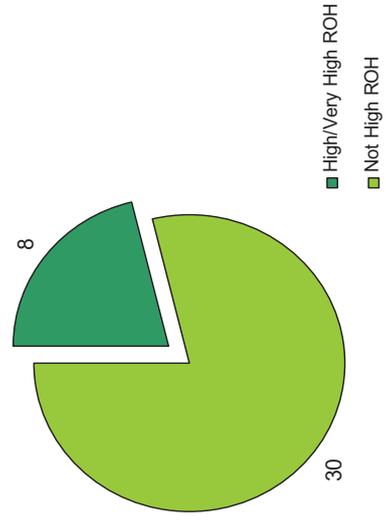
Case Sample: Ethnicity



Case Sample: Sentence Type



Case Sample: Risk of Harm



Appendix 5: Scoring approach

This describes the methodology for assigning scores to each of the general criteria and to the *RoH*, *LoR* and Safeguarding headline scores.

A typical case consists of elements of work that were done well enough and others where there is room for improvement. Therefore, the question "what proportion of cases were managed well enough?" does not itself provide a meaningful measure of performance and is not useful to inform improvements.

Rather HMI Probation measure the more focused question "how often was each aspect of work done well enough?" This brings together performance on related elements of practice from all inspected cases.

Each scoring question in the HMI Probation inspection tool contributes to the score for the relevant general criterion and section in the report. The performance of the YOT on that aspect of practice is described within the section of the report linked to that criterion. Key questions then also contribute to one or more of the headline inspection scores. In this way the headline scores focus on the key outcomes whereas the general criterion scores include the underlying detail.

The **score for a general criterion** is the proportion of questions relating to that criterion, across all of the inspected cases, where the work assessed by that question was judged sufficient (i.e. above the line). It is therefore an average for that aspect of work across the whole of the inspected sample.

For **each section in the report** the above calculation is repeated, to show the proportion of work related to that section that was judged 'above the line'.

Finally, for each of the **headline themes**, the calculation is repeated on the key questions that inform the particular theme, to show the proportion of that aspect of work that was judged 'above the line'; thereby presenting the performance as an average across the inspected sample.

This approach enables us to say how often each aspect of work was done well enough, and provides the inspected YOT with a clear focus for their improvement activities.

Appendix 6: Glossary

| | |
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| ASB/ASBO | Antisocial behaviour/Antisocial Behaviour Order |
| Asset | A structured assessment tool based on research and developed by the Youth Justice Board looking at the young person's offence, personal circumstances, attitudes and beliefs which have contributed to their offending behaviour |
| CAF | Common Assessment Framework: a standardised assessment of a child or young person's needs and of how those needs can be met. It is undertaken by the lead professional in a case, with contributions from all others involved with that individual |
| CAMHS | Child and Adolescent Mental Health Services: part of the National Health Service, providing specialist mental health and behavioural services to children and young people up to at least 16 years of age |
| Careworks | One of the two electronic case management systems for youth offending work currently in use in England and Wales. See also YOIS+ |
| CRB | Criminal Records Bureau |
| DTO | Detention and training order: a custodial sentence for the young |
| Estyn | HM Inspectorate for Education and Training in Wales |
| ETE | Education, Training and Employment: work to improve an individual's learning, and to increase their employment prospects |
| FTE | Full-time equivalent |
| HM | Her Majesty's |
| HMIC | HM Inspectorate of Constabulary |
| HMI Prisons | HM Inspectorate of Prisons |
| HMI Probation | HM Inspectorate of Probation |
| Interventions; <i>constructive</i> and <i>restrictive</i> interventions | <p>Work with an individual that is designed to change their offending behaviour and/or to support public protection.</p> <p>A <i>constructive</i> intervention is where the primary purpose is to reduce Likelihood of Reoffending.</p> <p>A <i>restrictive</i> intervention is where the primary purpose is to keep to a minimum the individual's <i>Risk of Harm to others</i>. Example: with a sex offender, a <i>constructive intervention</i> might be to put them through an accredited sex offender programme; a <i>restrictive intervention</i> (to minimise their <i>Risk of Harm</i>) might be to monitor regularly and meticulously their accommodation, their employment and the places they frequent, imposing and enforcing clear restrictions as appropriate to each case. NB. Both types of intervention are important</p> |
| ISS | Intensive Surveillance and Supervision: this intervention is attached to the start of some orders and licences and provides initially at least 25 hours programme contact including a substantial proportion of employment, training and education |
| LoR | Likelihood of Reoffending. See also <i>constructive</i> Interventions |
| LSC | Learning and Skills Council |
| LSCB | Local Safeguarding Children Board: set up in each local authority (as a result of the Children Act 2004) to coordinate and ensure the effectiveness of the multi-agency work to safeguard and promote the welfare of children in that locality. |

| | |
|------------------------------------|--|
| MAPPA | Multi-Agency Public Protection Arrangements: where probation, police, prison and other agencies work together locally to manage offenders who pose a higher <i>Risk of Harm to others</i> |
| Ofsted | Office for Standards in Education, Children's Services and Skills: the Inspectorate for those services in England (not Wales, for which see Estyn) |
| PCT | Primary Care Trust |
| PPO | Prolific and other Priority Offender: designated offenders, adult or young, who receive extra attention from the Criminal Justice System agencies |
| Pre-CAF | This is a simple 'Request for Service' in those instances when a Common Assessment Framework may not be required. It can be used for requesting one or two additional services, e.g. health, social care or educational |
| PSR | Pre-sentence report: for a court |
| RMP | Risk management plan: a plan to minimise the individual's <i>Risk of Harm</i> |
| RoH | <i>Risk of Harm to others. See also restrictive Interventions</i> |
| 'RoH work', or 'Risk of Harm work' | This is the term generally used by HMI Probation to describe work to protect the public, primarily using <i>restrictive interventions</i> , to keep to a minimum the individual's opportunity to behave in a way that is a <i>Risk of Harm to others</i> |
| RoSH | Risk of Serious Harm: a term used in Asset. HMI Probation prefers not to use this term as it does not help to clarify the distinction between the <i>probability</i> of an event occurring and the <i>impact/severity</i> of the event. The term <i>Risk of Serious Harm</i> only incorporates 'serious' impact, whereas using ' <i>Risk of Harm</i> ' enables the necessary attention to be given to those offenders for whom lower <i>impact/severity</i> harmful behaviour is <i>probable</i> |
| Safeguarding | The ability to demonstrate that all reasonable action has been taken to keep to a minimum the risk of a child or young person coming to harm |
| Scaled Approach | The means by which YOTs determine the frequency of contact with a child or young person, based on their RoSH and LoR |
| SIFA | Screening Interview for Adolescents: Youth Justice Board approved mental health screening tool for specialist workers |
| SQIFA | Screening Questionnaire Interview for Adolescents: Youth Justice Board approved mental health screening tool for YOT workers |
| VMP | Vulnerability management plan: a plan to safeguard the well-being of the individual under supervision |
| YJB | Youth Justice Board for England and Wales |
| YOI | Young Offenders Institution: a Prison Service institution for young people remanded in custody or sentenced to custody |
| YOIS+ | Youth Offending Information System: one of the two electronic case management systems for youth offending work currently in use in England and Wales. See also Careworks |
| YOS/YOT/YJS | Youth Offending Service/ Team/ Youth Justice Service. These are common titles for the bodies commonly referred to as YOTs |
| YRO | The youth rehabilitation order is a generic community sentence used with young people who offend. |

Appendix 7: Role of HMI Probation and Code of Practice

Information on the Role of HMI Probation and Code of Practice can be found on our website:

<http://www.justice.gov.uk/about/hmi-probation/index.htm>

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

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6th Floor, Trafford House
Chester Road, Stretford
Manchester, M32 0RS*