



Inspection of
Youth
Offending

Archwilio Rhaglen Troseddwyr Ifanc



Arolygiad ar y Cyd Cyfiawnder Troseddol

Core Case Inspection of youth offending work in England and Wales

Report on youth offending
work in:

Bristol

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Foreword

This Core Case Inspection of youth offending work in Bristol 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. Our findings will also feed into the wider annual Comprehensive Area Assessment process.

We judged that the Safeguarding aspects of the work were done well enough 55% 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 49% of the time, and the work to make each individual less likely to reoffend was done well enough 64% 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 the regions inspected so far. To date, the average score for *Safeguarding* work has been 64%, with scores ranging from 38-82%, the average score for *Risk of Harm* work has been 60%, with scores ranging from 36-85%, and the average score for *Likelihood of Reoffending* work has been 66%, with scores ranging from 50-82%.

Better quality work in Safeguarding and *Risk of Harm to others* was required, with assessments and plans completed more often and in more cases. The quality of management oversight needed to be more structured, proactive and meaningful in order to provide adequate support and direction to workers.

Overall, we consider this a mixed set of findings. Staff provided a high level of assistance to the children and young people and reinforced positive behaviour. They were open to the inspection process and to improving the quality of practice. This will place the YOT in a good position to make the necessary improvements.

Andrew Bridges
HM Chief Inspector of Probation

May 2010

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Contents

	Page
Acknowledgements	4
Scoring – and Summary Table	6
Recommendations	7
Next steps	7
Service users’ perspective	8
Sharing good practice	10
Sharing good practice	10
1. ASSESSMENT AND SENTENCE PLANNING	11
1.1 Risk of Harm to others (RoH)	11
1.2 Likelihood of Reoffending (LoR)	12
1.3 Safeguarding	14
2. DELIVERY AND REVIEW OF INTERVENTIONS	16
2.1 Protecting the public by minimising Risk of Harm to others	16
2.2 Reducing the Likelihood of Reoffending	17
2.3 Safeguarding the child or young person	18
3. OUTCOMES	21
3.1 Achievement of outcomes	21
3.2 Sustaining outcomes	22
Appendix 1: Summary	23
Appendix 2: Contextual information	24
Appendix 3a: Inspection data chart	25
Appendix 3b: Inspection data	26
Appendix 4: Role of HMI Probation and Code of Practice	26
Appendix 5: Glossary	27

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 here.

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: 55%	Comment: <i>SUBSTANTIAL improvement required</i>

Public Protection – Risk of Harm score:	
This score indicates the percentage of <i>Risk of Harm</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: 49%	Comment: <i>SUBSTANTIAL improvement required</i>

Public Protection - Likelihood of Reoffending score:	
This score indicates the percentage of <i>Likelihood of Reoffending</i> work that we judged to have met a sufficiently high level of quality.	
Score: 64%	Comment: <i>MODERATE 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.

Recommendations (primary responsibility is indicated in brackets)

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

- (1) a 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's well-being, to make them less likely to reoffend, and to minimise any identified *Risk of Harm to others* (YOT Manager)
- (4) the plan of work with the case is regularly reviewed and correctly recorded in Asset with a frequency consistent with national standards for youth offending services (YOT Manager)
- (5) there is evidence in the file of regular quality assurance by management, especially of screening decisions, as appropriate to the specific case (YOT Manager).

Furthermore:

- (6) a process for identifying Multi-Agency Public Protection Arrangement (MAPPA) eligible cases is put in place and applied by all staff (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.

Service users' perspective

Children and young people

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

- ◇ All of the 32 children and young people, who responded to our questionnaire, knew why they were attending the YOT; 94% knew what they would be doing during contact with staff. The majority (81%) said the YOT worker had made it easy for them to understand what help they could receive.
- ◇ Of the 12 children or young people made the subject of a referral order, all but one had a contract discussed with them and had received a copy. Eighteen out of 20 children and young people, sentenced to a supervision order, knew what an intervention plan was; 94% had discussed it with their worker; and 82% received a copy.
- ◇ The majority of respondents (82%) had a review of their plan or contract.
- ◇ An *About Me* or *What do YOU think?* self-assessment form had been completed by 72% of the children and young people who undertook our questionnaire.
- ◇ All felt listened to by staff. All but two said staff were interested in helping and all but one felt they had received help with problems.
- ◇ Sixteen children and young people felt staff had helped them understand their offending behaviour and make better decisions. Half received support with attending school, training, or getting a job, 35% received help to stop using drugs, and 23% had received help to reduce their alcohol use. Twenty-one felt their life had improved and 23 said they were far less likely to reoffend.
- ◇ One young person said that he was being bullied. The case manager and the police spoke to the bullies; the individual was given appointments at the YOT on different days; and was provided with transport to and from the office. As a result, he felt supported and was able to engage with the work.
- ◇ One child or young person said the YOT 'helped me understand consequential thinking' and another felt they had developed better family relationships and an improved ability to overcome day-to-day problems without getting angry or using violence.

Victims

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

- ◇ All eight victims were clear about the support on offer from the YOT. They had all had an opportunity to discuss worries about the offence or the child or young person who had committed it.
- ◇ All respondents said their individual needs were considered and adequate attention was paid to their safety.
- ◇ The majority of victims (63%) said they had not participated in direct reparation work with the child or young person who had offended against them. One person suggested the YOT should keep them informed about the work the child or young person was doing to make amends.
- ◇ Six out of eight victims were completely satisfied with the service they had received from the YOT.

Sharing good practice

Below are examples of good practice we found in the YOT:

Assessment and Sentence Planning

General Criterion: 1.2

One 14-year-old boy received a three month action plan order. The case manager developed a detailed plan of work, including sessions on victim awareness, anger management, substance misuse, racial awareness, social skills, and reparation. This was daunting to the young person, who had failed to comply with previous court orders. The case manager translated the intervention plan into an easy to understand format and recorded what the young person thought he needed to do. This was used in each session to chart his progress, keep him on track and help improve his compliance.

Delivery and Review of Interventions

General Criterion: 2.3

Specific issues of vulnerability in a case involving a young girl from Romania were identified in the initial assessment. The case manager undertook research to learn more about the Roma 'gypsy' culture and incorporated this into her work with the girl and in liaison with children's social care services, the Traveller Education Unit and the police. The worker actively engaged the family through the use of an interpreter. The outcomes were very positive set against the family's uncertainty about involvement, due to their previous experiences of discrimination.

Outcomes

General Criterion: 3.1

A communication assessment with the special educational needs teacher was arranged for one young person who was very difficult to engage and, to date, had failed to comply with any court order. The assessment indicated that the young person had low verbal and working memory ability requiring simple verbal and written instructions. The case manager tailored the content of supervision sessions, using a more visual and interactive style. For the first time, the young person successfully completed the court order. The interventions provided were successful at increasing his self-esteem and gaining his first formal qualification.

1. ASSESSMENT AND SENTENCE PLANNING

1.1 Risk of Harm to others:

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:

55%

Comment:

SUBSTANTIAL improvement required

Strengths:

- (1) All but three cases (95%) had an Asset RoSH screening. It was completed on time in 82%.
- (2) Where there was a clear RoSH classification, we assessed this as accurate in 87% of cases.
- (3) In three-quarters of the relevant custody cases, there was evidence that the RoSH analysis was sent to the establishment within 24 hours of sentence.

Areas for improvement:

- (1) In our view, too many (61%) RoSH screenings were incorrect. Specific types of offending listed in the Asset screening document and other relevant behaviour of the child or young person were overlooked. The screening focused on the current offending and did not include previous convictions.
- (2) No clear RoSH classification was available in 13 cases. In six others, the classification appeared to us to be incorrect; in all of these, we judged that the classification was too low.
- (3) We found 22 cases that required a full RoSH analysis. They were completed in 68% and done on time in 62%. The YOT's 'Management of Risk Policy 2006' stated 'where any questions in the "indicators or serious harm to others" section were answered "yes", a fuller assessment would be completed using the full Risk of Serious Harm (RoSH) section of Asset'. The lack of a full analysis in seven cases suggested an inconsistent application of the policy.
- (4) The RoSH analysis was of sufficient quality in just over one-third of cases. Too many did not consider previous relevant behaviour or risks to victims. There was an over-reliance on current convictions, which in many cases, did

not give a full picture of the child or young person’s potential to cause serious harm to others.

- (5) The RoSH analysis did not draw adequately on all available information, including previous assessments and the views of victims in 53% of relevant cases.
- (6) A RMP was in place in only 21% of cases where one was required. Whilst these were generally completed on time, two were of sufficient quality. RMPs tended to include little relevant detail, missed victim safety issues and did not specify the roles and responsibilities of the workers. Some were very descriptive, repeating information from the analysis, rather than focusing on concrete actions to provide adequate internal and external controls on the child or young person’s behaviour.
- (7) In our judgement, management oversight of the *RoH* assessment was effective in only 23% of cases. Oversight of RMPs was effective in only 3 of the 24 relevant cases. We saw omissions that were identified but not followed up, and approval of too many RMPs that we judged to be of insufficient quality.
- (8) In some cases, where the RoSH classification did not require a formal RMP, there were, nevertheless, issues relating to the potential *RoH*. The need to plan and manage these issues had been recognised and acted upon in 60% of cases.
- (9) Most staff were confused about the eligibility criteria for MAPPA. We found only six cases in the sample that met the eligibility criteria, however, most cases were recorded on YOIS as a MAPPA case. In cases eligible for MAPPA, notification and referral to the coordinator were not always completed or on time.
- (10) Details of the assessment and management of RoSH were appropriately communicated to all relevant staff and agencies in 40% of cases.

1.2 Likelihood of Reoffending:	
<p><i>General Criterion:</i></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><i>Score:</i></p> <p>61%</p>	<p><i>Comment:</i></p> <p><i>MODERATE improvement required</i></p>

Strengths:

- (1) There was an initial assessment of factors linked to offending in all but two cases inspected; 85% were completed within the required timescale.
- (2) Three-quarters of children and young people and 72% of parents/carers were actively engaged with the initial assessment. A similar number (71%) of children or young people were actively and meaningfully involved in the initial planning process.
- (3) A range of organisations provided information for the initial assessment. ETE providers were consulted in 67% and the secure establishment contributed information in 85% of relevant cases. The police and the ASB unit contributed to the assessment in 90% and 88% of cases respectively.
- (4) There was evidence that the initial assessment was sent to the custodial establishment in all but two of the relevant cases.
- (5) All but five cases had an intervention plan and 82% were completed on time. The vast majority (88%) reflected sentencing purposes and 78% met the requirements of the national standards. Three-quarters focused on achievable change.

Areas for improvement:

- (1) The quality of the initial assessment of the LoR was insufficient in 52% of cases. In the majority of these, evidence was unclear or insufficient and others failed to identify the full range of offending related needs. Too many failed to identify issues linked to vulnerability and individual diversity.
- (2) There was no formal process for assessing learning styles; it was appropriately assessed in less than one-quarter (21%) of cases. This included some examples of case managers considering how best to deliver sessions to the child or young person, for example, by assessing their communication style.
- (3) Whilst the child or young person was actively engaged in the initial assessment, a completed *What Do YOU Think?* questionnaire informed the initial assessment in only one-quarter of cases.
- (4) Some potential sources of information were underused in the initial assessment. For example, information from children's social care services was used in only half of the initial assessments and substance misuse services information in 48% of relevant cases.
- (5) The initial Asset was reviewed at appropriate intervals in 59% of cases. The intervention plan was reviewed in half (49%) of those assessed. However, these lacked sufficient evidence of an active review of the offending related needs and objectives or progress.
- (6) One-third of intervention plans did not sufficiently address offending related factors. Family and personal relationships, neighbourhood and emotional and mental health were included in less than half of the plans despite being identified as an offending related problem.

- (7) The RMP was integrated into the intervention plan in 1 out of 21 relevant cases. Over half of the plans did not give a clear shape to the order, 45% did not set realistic timescales, and 39% did not set relevant goals. There was insufficient prioritisation and sequencing of objectives according to the *RoH* and offending related needs. Plans for custody cases tended to focus on the time spent in the establishment and gave insufficient attention to the post custody phase from the outset of the sentence.
- (8) Parents/carers were actively and meaningfully involved in the initial planning process in 60% of relevant cases. Whilst the secure establishment was always involved in the initial planning process, other agencies were not always included. In just under half of the cases, children’s social care services, substance misuse and emotional and mental health services were involved in planning the work. ETE services were involved in the planning process in 58% of cases and the police in 50%.

1.3 Safeguarding:	
<p>General Criterion:</p> <p><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></p>	
<p>Score:</p> <p>52%</p>	<p>Comment:</p> <p><i>SUBSTANTIAL improvement required</i></p>

Strength:

- (1) An Asset vulnerability screening was completed in 89% of cases; 77% were completed within the required timescale.

Areas for improvement:

- (1) The vulnerability screening was of sufficient quality in only 26% of cases. Relevant factors affecting the child or young person’s ability to develop, be healthy, and stay safe were not included. For example, heavy and persistent daily cannabis or alcohol use, family problems (including aggression) and long-term exclusion from mainstream school were not identified as vulnerability factors. A review of Safeguarding needs was completed in only 37% of relevant cases.
- (2) We judged that a VMP was required in half of the case sample. It had been completed in only 23% and completed on time in 13%. Only three of seven VMPs were of sufficient quality. As with RMPs, they tended to be descriptive

rather than planning to manage the issues. However, our main concern was the number of VMPs not done despite a clear policy (2006) that these should be considered where there were identified vulnerability indicators.

- (3) The VMP contributed to, or informed, the intervention plan in 43% of cases.
- (4) In 40% of relevant cases, the secure establishment was informed about vulnerability issues prior to, or immediately after sentence.
- (5) There was evidence of a contribution to multi-agency work through the CAF in half of the relevant cases. Copies of other relevant plans, for example care plans, were available in 19 cases but stored in the YOT case file in only eight of those.
- (6) We considered that management oversight of the vulnerability assessment was effective in only 3 of the 21 relevant cases.

OVERALL SCORE for quality of Assessment and Sentence Planning work: 58%

COMMENTARY on Assessment and Sentence Planning as a whole:

Bristol YOT formed part of 'Safer Bristol'. The Assistant Chief Constable for Bristol, from Avon & Somerset Police, chaired the YOT Management Board, promoting close working relationships with the range of criminal justice services. Links with children's social care services were in place at a strategic level and supported the delivery of services.

Meetings to help develop plans for the higher RoSH cases were held, however, they were mistakenly called MAPPA Level 1. The MAPPA memorandum of understanding required the YOT to provide monthly statistical reports on the number of MAPPA eligible offenders in the community. However, reliable reports were not available, as the YOT was identifying most children and young people as MAPPA cases. We found other problems with the MAPPA processes. For example, an eligible child or young person serving a custodial sentence and requiring consideration at a Level 2 or 3 meeting should be referred into MAPPA six months prior to release. However, the YOT's policy on the management of *RoH* set a three-month period. Staff were confused about eligibility, levels, and processes to follow within MAPPA. This reflected the continued impact of a previous Avon & Somerset MAPPA policy.

2. DELIVERY AND REVIEW OF INTERVENTIONS

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

General Criterion:

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

Score:

50%

Comment:

SUBSTANTIAL improvement required

Strengths:

- (1) Case managers and other staff contributed effectively to multi-agency meetings in all but one relevant custody case and in three-quarters of relevant community cases.
- (2) Appropriate resources were allocated according to the *RoH* in 82% of cases. Specific interventions to manage the *RoH* were delivered as planned in 71% of those in the community.

Areas for improvement:

- (1) A thorough review of the *RoH* was completed in line with the required timescales in 43% of cases. Significant changes that may have indicated a change in the level of *RoH* were evidenced in 33 cases. However, a review was completed in response to these changes in only eight.
- (2) Changes in factors linked to *RoH* were anticipated where feasible in 53%, identified swiftly in 46%, and acted upon appropriately in one-quarter (24%) of cases.
- (3) Interventions to manage *RoH* were reviewed following a significant change in one-quarter of community and 38% of custody cases. Interventions to manage *RoH* were delivered as planned in 42% of custody cases.
- (4) Where the case was correctly included in MAPPA, we found that its use was not as effective as it could have been. There were gaps in the recording of decisions taken. Not all case managers had contributed effectively to MAPPA processes.
- (5) Home visiting was undertaken throughout the sentence in the management of *RoH* and Safeguarding in too few cases (56% and 49% respectively). This may have been justified in a small number of cases due to concerns about

the *Risk of Harm* to staff, however this needed to be recorded in the assessment and dealt with effectively in RMPs.

- (6) The safety of victims was given insufficient priority in 71% of cases; a full assessment was carried out in 43%. This was a reference to victim safety in general and not just those cases requiring statutory victim contact. The safety of victims was rarely included in the RoSH analysis in sufficient detail and RMPs did not include specific steps to protect them. For example, monitoring the number of call outs logged by the police domestic violence unit, overseeing and monitoring the offender’s proximity and access to the victim.

2.2 Reducing the Likelihood of Reoffending:	
<p>General Criterion:</p> <p><i>The case manager coordinates and facilitates the structured delivery of all elements of the intervention plan.</i></p>	
<p>Score:</p> <p>71%</p>	<p>Comment:</p> <p>MODERATE improvement required</p>

Strengths:

- (1) The enthusiasm and commitment of staff to work with the children and young people was clear. For example, the worker had actively and meaningfully supported the child or young person throughout their order in 94% of custody and 88% of community cases. Workers reinforced positive behaviour in all but one custody and 90% of community cases. Parents/carers were actively engaged in 80% and 87% of relevant custody and community cases respectively.
- (2) Despite the lack of a formal process for assessing the learning style of children and young people, we found the delivery of interventions was appropriate to this in 72% of cases. We found some good examples of staff tailoring their style of delivery or materials to make them more useful and accessible. The majority (82%) of interventions delivered were designed to reduce the LoR.
- (3) Where the child or young person was in custody, the case manager was appropriately involved in the sentence plan reviews in 76%.
- (4) In 84% of cases, appropriate resources were allocated to the assessed LoR throughout the sentence.
- (5) There were some innovative and creative projects available to respond to the

diverse needs of the children and young people living in the Bristol area. For example, *Right Track* worked with black and minority ethnic children and young people, with the aim of being responsive to their experiences and circumstances. Another project working with Somali youth had also developed during 2009. SARI (Support Against Racist Incidents) was accessible by the YOT and provided interventions to support families experiencing racial abuse or children and young people who were current or potential perpetrators of racist abuse.

Areas for improvement:

- (1) Not all interventions (39%) were delivered in line with the plan. Some planned interventions drifted as the worker responded to crisis and other acute issues presented by the child or young person. Appropriate sequencing of interventions was evident in 51% of cases; and less than a third were reviewed appropriately. The delivery of interventions incorporated diversity issues in 58% of cases.
- (2) Interventions in four out of six cases reflected the PPO status of the child or young person.
- (3) Although many case managers were able to detail the work they had delivered to a child or young person, contact logs and other records often did not do justice to the work done. Recording within YOIS by other workers in the YOT did not always provide enough evidence of work done and progress made. This made it difficult for the case manager to complete a thorough review of the assessment, plan, or progress made.

2.3 Safeguarding the child or young person:	
<p>General Criterion:</p> <p><i>All reasonable actions have been taken to safeguard and reduce the vulnerability of the child or young person.</i></p>	
<p>Score:</p> <p>65%</p>	<p>Comment:</p> <p>MODERATE improvement required</p>

Strengths:

- (1) All necessary immediate action was taken to safeguard other children or young people in six out of eight community cases. Referrals to other agencies had been made to manage Safeguarding issues in 81% of the relevant community cases.

- (2) A number of other agencies had worked to promote Safeguarding and the well-being of the child or young person. ETE workers, the secure establishment and the police were appropriately involved in 85%, 86% and 80% of cases respectively.

Areas for improvement:

- (1) All necessary action was taken to safeguard the child or young person in 70% of community cases and one of the five in custody. New, relevant information during the custodial phase of the sentence was not always identified and responded to quickly enough.
- (2) Specific interventions to promote Safeguarding were identified in 72% of community cases; incorporated those identified in the VMP in half; delivered in 67%; and reviewed every three months or following a significant change in just 19% of relevant cases.
- (3) Specific interventions to promote Safeguarding were identified in five out of seven custody cases; delivered in four; and reviewed after three months or following a significant change in two out of five.
- (4) The main areas for improvement in joint working to safeguard and promote the well-being of the child or young person were in relation to children's social care services and emotional and mental health services. Children's social care services were sufficiently involved in 67% of relevant community cases and half of those in custody. Emotional and mental health services were sufficiently involved in 57% of relevant community and 60% of cases in custody.
- (5) Whilst agencies worked together to ensure the continuity of accommodation services from custody to the community there was a lack of linked provision of substance misuse and children's social care services in 50% and 43% of cases respectively.
- (6) The management oversight of Safeguarding and/or vulnerability issues required significant improvement as it was judged to be ineffective in the majority of relevant cases.

OVERALL SCORE for quality of Delivery and Review of Interventions work: 62%

COMMENTARY on Delivery and Review of Interventions as a whole:

Most staff recognised the importance of addressing diversity in the delivery of interventions and we saw some good examples. Unfortunately, this was not sufficiently widespread, but the overall commitment of staff to working with children and young people would suggest that the pockets of good practice could be shared more widely. The use of home visiting as a tool to manage *RoH* and vulnerability issues was under developed. The organisational model for the delivery of timely referral order panels had succeeded in speeding up the process

and ensuring that the child or young person was reporting in line with national standards. However, reporting was to the duty officer and the case manager was not allocated until after the panel meeting. This led to a delay in the child or young person meeting their allocated worker. As with assessment and planning, the quality of intervention work aimed at minimising the *RoH* and Safeguarding required significant improvement.

3. OUTCOMES

3.1 Achievement of outcomes:

General Criterion:

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

Score:

49%

Comment:

SUBSTANTIAL improvement required

Strength:

- (1) Enforcement action was undertaken sufficiently well in 75% of non-compliant cases.

Areas for improvement:

- (1) All reasonable action was taken to keep to a minimum the individual's *RoH* in 45% of cases. This is a reflection of the deficits in assessment, planning, and delivery detailed earlier in this report. We judged that all reasonable action had been taken to keep the child or young person safe in 71% of all cases.
- (2) There had been an overall reduction in the Asset score in 46% of cases. There was inadequate attention to rescoreing offending related needs in Asset reviews. Gathering more evidence of progress made may also have supported rescoreing.
- (3) A reduction in the frequency of offending was evidenced in 31% of cases and a reduction in the seriousness of offending in 34%. There had been a reduction in factors linked to Safeguarding in 44% of relevant cases.

3.2 Sustaining outcomes:

General Criterion:

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

Score:

66%

Comment:

MODERATE improvement required

Strength:

- (1) Full attention was given to community integration issues in 77% of community orders.

Areas for improvement:

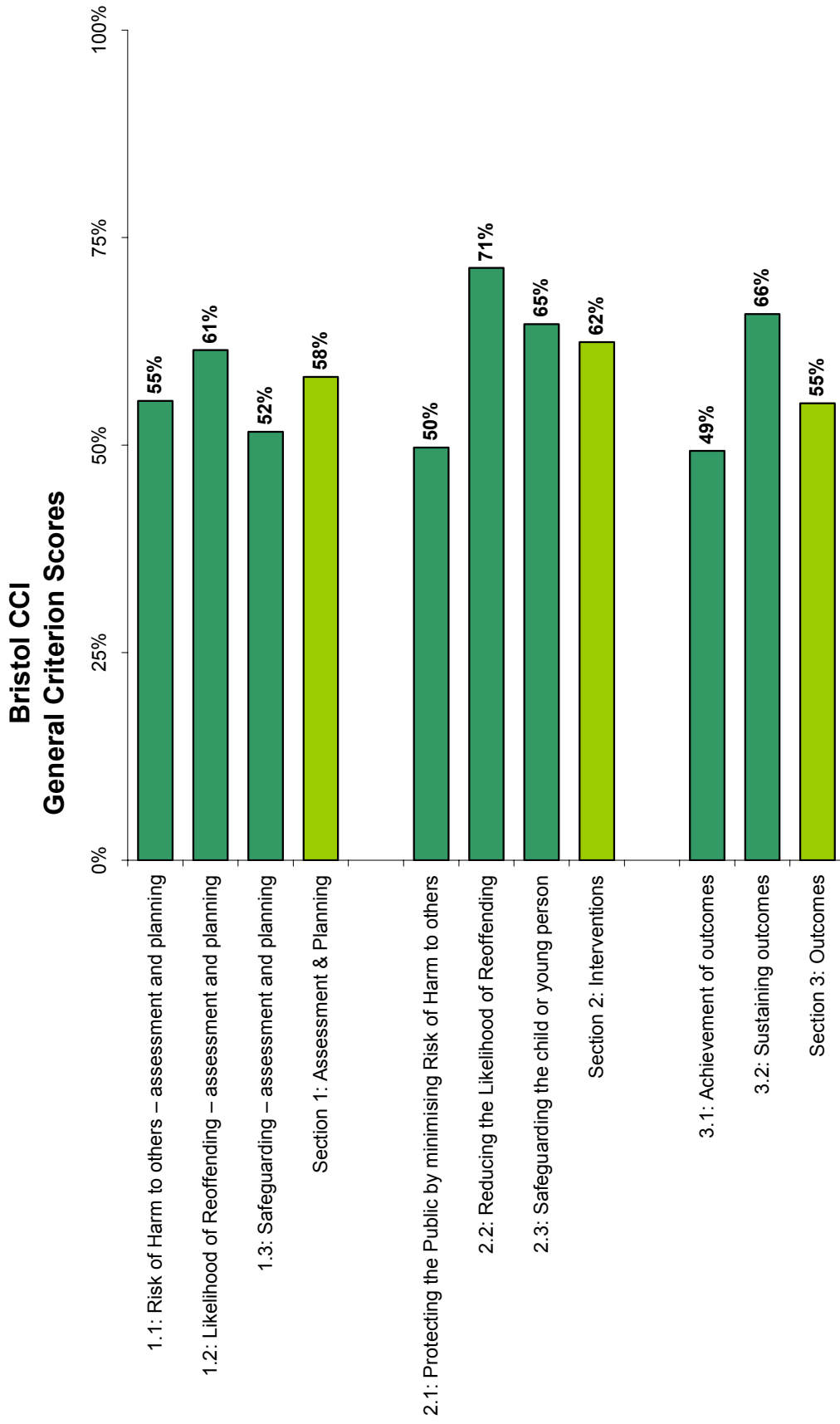
- (1) Insufficient attention was paid to community integration issues in just over half (53%) of the custody cases.
- (2) In both community and custody cases more work was required to ensure that any positive outcomes were sustainable.

OVERALL SCORE for quality of Outcomes work: 55%

COMMENTARY on Outcomes as a whole:

Overall, there was a lack of attention to demonstrating outcomes on a case by case basis. Evidencing outcomes was hindered by the insufficiencies noted throughout the assessment, planning and delivery sections of this report. The staff group was receptive to the inspection and eager to begin to demonstrate outcomes through improved case management and recording.

Appendix 1: Summary



Appendix 2: Contextual information

Area

Bristol YOT was located in the South-West region of England.

The area had a population of 380,615 as measured in the Census 2001, 9.6% of which were aged 10 to 17 years old. This was slightly lower than the average for England/Wales, which was 10.4%.

The population of Bristol was predominantly white British (91.8%). The population with a black and minority ethnic heritage (8.2%) was below the average for England/Wales of 8.7%.

Reported offences for which children and young people aged 10 to 17 years old received a pre-court disposal or a court disposal in 2008/ 2009, at 64 per 1,000, were above the average for England/Wales of 46.

YOT

The YOT boundaries were within those of the Avon & Somerset Police and probation areas. The Bristol PCT covered the area.

The YOT was located within the Safer Bristol Directorate. The YOT service manager was managed by the Service Director of Safer Bristol.

The YOT Management Board was chaired by the Assistant Chief Constable for Bristol from Avon & Somerset Police.

The YOT Headquarters was in the city of Bristol. The operational work of the YOT was also based in Bristol; ISSP was provided within the YOT.

YJB Performance Data

The YJB summary of national indicators available at the time of the inspection was for the period April 2008 to March 2009.

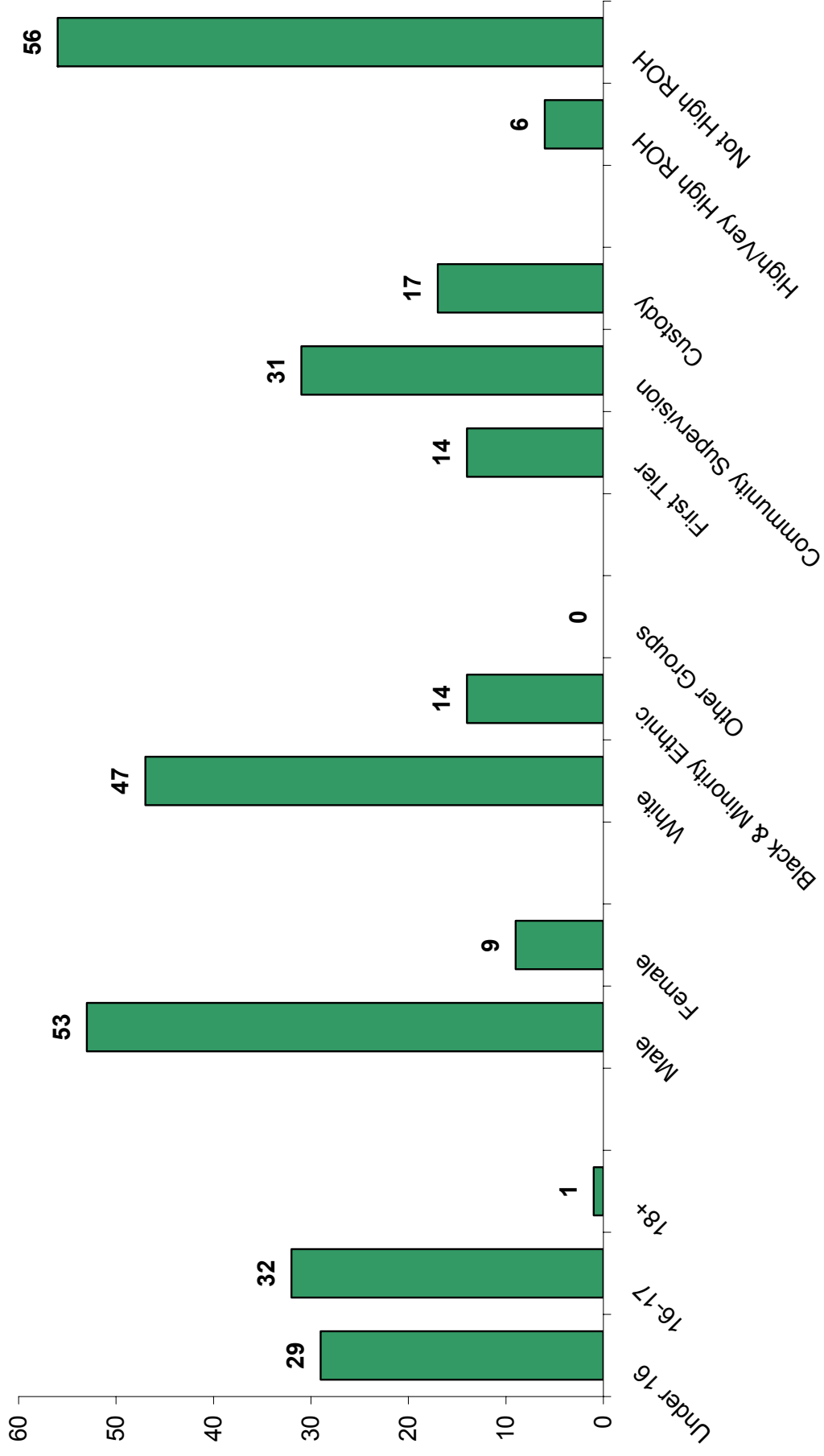
Bristol's performance on ensuring children and young people known to the YOT were in suitable education, training or employment was 69%. This was an improvement on the previous year, but below the England average of 72.4%.

Performance on ensuring suitable accommodation by the end of the sentence was 90.5%. This was a decline on the previous year and worse than the England average of 95.3%.

The "Reoffending rate after 9 months" was 105%, worse than the England average of 85% (See Glossary).

Appendix 3a: Inspection data chart

Case sample information: Bristol CCI



Appendix 3b: Inspection data

Fieldwork for this inspection was undertaken in January 2010

The inspection consisted of:

- ◇ examination of practice in a sample of cases, normally in conjunction with the case manager or other representative
- ◇ evidence in advance
- ◇ questionnaire responses from children and young people, and victims

We have also seen YJB performance data and assessments relating to this YOT.

Appendix 4: 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/inspectors/hmi-probation>

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:

*HM Chief Inspector of Probation
2nd Floor, Ashley House
2 Monck Street
London, SW1P 2BQ*

Appendix 5: Glossary

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	Employment, training and education: 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>
ISSP	Intensive Supervision and Surveillance Programme: 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
'Reoffending rate after 9 months'	A measure used by the Youth Justice Board. It indicates how many further offences are recorded as having been committed in a nine-month period by individuals under current supervision of the relevant YOT, and it can be either more or less than 100%. '110%' would therefore mean that exactly 110 further offences have been counted as having been committed 'per 100 individuals under supervision' in that period. The quoted national average rate for England in early 2009 was 85%
RMP	Risk management plan: a plan to minimise the individual's <i>Risk of Harm</i>
RoH	<i>Risk of Harm to others</i> . See also <i>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.
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/T	Youth Offending Service/Team