



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:

Haringey

ISBN: 978-1-84099-497-1

2012

Foreword

This Core Case Inspection of youth offending work in Haringey 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 62% 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 57% of the time, and the work to make each individual less likely to reoffend was done well enough 61% 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.

The YOS undertook its work in a demanding environment. The diverse needs of service users raised a number of challenges for the YOS including responding effectively to knife crime and gang-related violence, and providing services to children and young people who could be both perpetrators and victims of crime. As a result of funding reductions, the YOS had lost a number of external grants and undergone changes to its internal delivery structures. Moreover, during the London summer disturbances of 2011 the YOS offices had been rendered unusable by fire and the team had been required to relocate to new premises. Despite these challenges, case managers showed enthusiasm to improve their practice and YOS staff engaged well with children and young people to deliver the sentence of the court. However, there were aspects of practice, particularly in relation to some *Risk of Harm* issues that required particular attention.

Overall, we consider this a reasonable set of findings. We anticipate that the recommendations in this report will be implemented and will contribute to improvements in the services delivered by the YOS.

Liz Calderbank
HM Chief Inspector of Probation

April 2012

| | Scores from Wales and the English regions that have been inspected to date | | | Scores for Haringey |
|---|--|---------|---------|---------------------|
| | Lowest | Highest | Average | |
| 'Safeguarding' work (action to protect the young person) | 37% | 91% | 68% | 62% |
| 'Risk of Harm to others' work (action to protect the public) | 36% | 85% | 63% | 57% |
| 'Likelihood of Reoffending' work (individual less likely to reoffend) | 43% | 87% | 71% | 61% |

Acknowledgements

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

Lead Inspector

Iolo Madoc-Jones

Practice Assessors

Cliff Warke

Local Assessor

Emma Carter

Support Staff

Zoe Bailey

Publications Team

Alex Pentecost; Christopher Reeves

Assistant Chief Inspector

Julie Fox

Contents

| | Page |
|--|------|
| Acknowledgements | 4 |
| Scoring and Summary Table | 6 |
| Recommendations for improvement | 7 |
| Next steps | 7 |
| Making a difference | 8 |
| Service users' perspective | 9 |
| | |
| 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 | 20 |
| 3.1 Achievement of outcomes | 20 |
| 3.2 Sustaining outcomes | 21 |
| | |
| Appendix 1: Scoring summary of sections 1-3 | 22 |
| Appendix 2: Contextual information | 23 |
| Appendix 3: Inspection Arrangements | 24 |
| Appendix 4: Characteristics of cases inspected | 25 |
| Appendix 5: Scoring approach | 26 |
| Appendix 6: Glossary | 27 |
| Appendix 7: Role of HMI Probation and Code of Practice | 29 |

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: 62% | Comment: MODERATE improvement required |
| 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: 57% | Comment: SUBSTANTIAL improvement required |
| 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: 61% | Comment: MODERATE improvement required |

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 of the individual's vulnerability and *Risk of Harm to others* is completed at the start, as appropriate to the specific case (YOS Manager)
- (2) plans of work set appropriate goals, realistic timescales and are clearly sequenced (YOS Manager)
- (3) *Risk of Harm to others* is regularly reviewed, with changes swiftly identified when they occur and responded to promptly and appropriately (YOS Manager)
- (4) there is timely review of assessments and, as applicable, plans following receipt of significant new information, intelligence and reports of harmful behaviour or the commission of new offences (YOS Manager)
- (5) sufficient attention is given to the safety of victims throughout the course of the sentence (YOS Manager)
- (6) a suitable range of interventions is made available to address *Risk of Harm to others*, which meet the needs of different learning styles and adhere to the principles of effective practice (YOS Manager)
- (7) management oversight is effective in ensuring the quality of assessment and plans to manage vulnerability or *Risk of Harm to others* (YOS 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.

Making a difference

Here are some examples of work at the Haringey YOS that impressed us.

Assessment and Sentence Planning

General Criterion: 1.3

Casey, aged 16, had received a six month referral order for obstructing the police as they arrested her boyfriend who was under probation supervision. She disclosed having an abortion and a history of self-harming and so was referred to the YOS mental health worker for assessment and then support around self-confidence and harm reduction. The case manager liaised with probation staff and Children & Young People's Service personnel to gather and share information about Casey and to ensure her boyfriend was not released on Home Detention Curfew until a multi-agency plan was in place to support and protect her.

Delivery and Review of Interventions

General Criterion: 2.1

Sonny, aged 16, was subject to an YRO with an ISS requirement. Noting that he had a history of non-engagement with the YOS, the ISS worker sought to engage Sonny in reflecting on his lifestyle and behaviour by arranging a visit to the Old Bailey. There, Sonny and others witnessed first hand one possible future they faced and he commented later "*it really opened my eyes*".

Outcomes

General Criterion: 3.1

Regan, aged 15, was subject to an YRO for an offence of robbery. Under the Scaled Approach arrangements she would normally have been seen only twice a month, however recognising Regan's susceptibility to her brother's (and co-accused) negative influences she was seen more frequently. Her case manager liaised with the school and helped to draw up a plan to ensure Regan's poor timekeeping and school attendance was improved. Regan attended and completed weapons awareness and assertiveness courses and engaged well with one-to-one work to understand 'how' her actions impacted upon her victim. Regan had complied, her school attendance had improved significantly, and she had not reoffended.

All names have been altered.

Service users' perspective

Children and young people

Seventy-one children and young people completed a questionnaire for the inspection.

- ◆ Forty of the children and young people who completed the questionnaire were on a referral order. Thirty-five knew what a referral order contract was and the same number indicated the contract had been discussed with them. Twenty-one indicated they had received a copy of the contract.
- ◆ Of those who answered the question, 74% knew what a supervision or sentence plan was. All of these respondents indicated that the supervision or sentence plan had been discussed with them and 79% that they had received a copy of it. In 77% of cases, the children and young people indicated their supervision or sentence plan had been reviewed.
- ◆ In 94% of cases, respondents indicated they felt the YOS staff were interested in helping them. In 97% of cases they felt the YOS staff listened to what they had to say. Of those who responded, 86% indicated that the YOS took action to deal with the issues they needed help with.
- ◆ Asked how easy YOS staff made it for them to understand how they could help them, 95% indicated they made it 'very' or 'quite' easy. One respondent commented "*They broke it down for me and explained everything properly which made it easier for me to understand*". Another said "*they broke it down into simple word and gave me examples so it would be easier for me to understand*".
- ◆ Five respondents indicated that they had felt afraid at some point during the time they were in contact with the YOS. Of these, four indicated that YOS staff had helped them with the issues involved.
- ◆ The children and young people indicated that it was in the areas of making better decisions, understanding my offending, and education or employment that the YOS had helped them the most.
- ◆ The majority of respondents who indicated they had problems related to education or work also indicated that things were better for them in those areas since becoming involved with the YOS. One commented "*I was in the pupil support unit...and my yot worker spoke to my teachers in the unit...about getting me back in mainstream school and now I'm back in school*". Another commented "*my yot worker has managed to get me a job as an [apprentice] in a successful company*".
- ◆ Asked whether life in general had got better as a result of being involved with the YOS, 48% of respondents answered that it had, 86% indicating that being involved with the YOS had made them less likely to offend in the future. In this regard one respondent commented "*i think before I act*", another that "*I have learnt how to be more polite to people and respectfull, I have also learnt how to network better and find things for myself*".

Victims

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

- ◇ Both respondents agreed that the YOS had explained the services that were available to them and had addressed their individual needs and worries.
- ◇ Both respondents said they had an opportunity to talk about their concerns in relation to the offence, or the young person who had committed the offence.
- ◇ Only one respondent had concerns about their safety, for example about the child or young person who had committed the offence contacting them. This respondent said that the YOS had satisfactorily addressed these issues.
- ◇ One of the respondents said they had benefited from work done by the child or young person who had committed the offence.
- ◇ The respondents were asked to rate their level of satisfaction with the service they had received from the YOS, on a scale of one to four, where one was not at all satisfied and four was completely satisfied. One respondent scored three and the other four.

1. ASSESSMENT AND SENTENCE PLANNING

OVERALL SCORE: 55%

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:

70%

Comment:

MODERATE improvement required

Strengths:

- (1) An Asset RoSH screening was completed in 92% of cases. Over three-quarters of these were timely.
- (2) In 74% of cases we considered that the RoSH classification was accurate.
- (3) Where required, a full RoSH was completed in 96% of cases and 79% of these were timely.
- (4) When completed, the RMP was on time in three-quarters of cases.
- (5) Where there was no requirement for an RMP, the need for planning to manage RoH was nonetheless recognised and acted upon in 8 of the 13 cases.
- (6) Details of RoH assessments were communicated to relevant staff and agencies in two-thirds of cases.
- (7) Diversity issues were considered as part of the RoSH assessment and risk management planning process in almost every applicable case.

Areas for improvement:

- (1) The Asset RoSH screening was inaccurate in 42% of cases, in our view.
- (2) In 46% of cases we assessed the full RoSH as being of insufficient quality. The factors that most limited the quality of these RoSH assessments related to the analysis undertaken of previous relevant behaviour and risk to victims.
- (3) Partly as a consequence of underestimating the RoSH presented by children and young people, RMPs were not completed on seven cases where we considered one had been necessary.

- (4) We considered 6 out of the 15 RMPs to be of insufficient quality. The factors that most commonly limited the quality of these plans were the lack of consideration for victims and the roles and responsibilities of those involved in the RMP being unclear.
- (5) Whilst there was evidence of management involvement in assessing and planning for managing *RoH*, for example, in entries on the case records and Asset quality assurance checklists, we considered that there had been effective management oversight in only 9 out of 26 cases and in relation to only 8 of the 15 completed RMPs. This was frequently because required improvements were either not identified or, if they were, they were not subsequently implemented by case managers.

1.2 Likelihood of Reoffending:

General Criterion:

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.

Score:

52%

Comment:

SUBSTANTIAL improvement required

Strengths:

- (1) Initial assessments of the LoR were completed in 89% of cases and in 76% of cases they were on time.
- (2) Diversity issues were appropriately identified in all but one assessment.
- (3) In most cases there was active engagement to carry out initial assessments with children and young people and in 74% of cases there was the same engagement with parents/carers.
- (4) In 85% and 74% of cases initial assessments were informed by contact with, or previous assessments from, social care services or ETE providers respectively.
- (5) Health and educational assessments were sufficient in all cases.
- (6) Assessments were reviewed at appropriate intervals in 68% of cases.
- (7) There was a community intervention/referral order plan in 89% of cases and in most cases this plan was produced on time. There was an intervention plan in eight of the ten relevant custody cases.
- (8) Where we felt it was relevant, 94% of plans targeted needs related to thinking and behaviour, 87% to attitudes to offending, 87% related to ETE and 82% targeted needs associated with substance misuse.

Areas for improvement:

- (1) In 45% of cases we considered that the LoR assessment was of insufficient quality. The primary reasons for this was insufficient or unclear evidence being used to support assessments, offending-related needs being missed and assessments not being timely.
- (2) Initial assessments were not informed by contact with, or previous assessments from, emotional/mental health services or the police in 7 out of 11 and 15 out of 23 relevant cases respectively. These services were non-existent or had been reduced within the YOS at this time.
- (3) Learning styles were assessed in 15% of cases and a *What do YOU think?* self-assessment informed 56% of assessments.
- (4) Parents/carers and significant others were involved in the planning process in 38% of cases.
- (5) In 53% of cases community intervention/referral order plans did not sufficiently address offending-related needs. The factors that most commonly impacted on the quality of these plans was that they did not sufficiently target needs associated with family and personal relationships, perception of self and others, motivation to change and lifestyle.
- (6) Community intervention/referral order plans were frequently imprecise in terms of the goals of intervention, the timescales for completing actions and how they would meet required standards. In addition, elements of the plan were frequently not prioritised according to *RoH* issues or sequenced according to offence-related needs.
- (7) Custodial sentence plans were completed on time in only 5 out of the 10 cases inspected. In five cases the plan sufficiently addressed offending-related needs. The factors that most commonly limited the quality of these plans was that they did not sufficiently address needs associated with living arrangements, motivation to change, family and personal relationships or emotional and mental health.
- (8) Custodial sentence plans did not integrate risk management plans and in only one plan were Safeguarding needs taken into account.
- (9) In six out of seven custody cases, the sentence plan objectives were not sensitive to identified diversity needs. This was also the case for 13 out of 30 community sentence plans.

1.3 Safeguarding:

General Criterion:

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.

Score:

54%

Comment:

SUBSTANTIAL improvement required

Strengths:

- (1) An Asset vulnerability screening was completed in 92% of cases and was on time in 79% of cases.
- (2) When VMPs were completed they were almost all considered to be of sufficient quality and to have addressed diversity issues.
- (3) The YOS staff ensured that YOI establishments were aware of vulnerability issues prior to, or immediately after, sentence in 71% of cases.
- (4) Contributions had been made to other assessments and plans to safeguard the child or young person in 73% of cases.

Areas for improvement:

- (1) The Asset vulnerability screening was assessed as being accurate in only 54% of cases.
- (2) We considered that in 24 cases there ought to have been a VMP. However, we found that in 10 of these cases had such a plan been completed.
- (3) VMPs did not contribute to and inform interventions in five of the ten cases.
- (4) Copies of other relevant (care, pathway, protection) plans were not on file in 9 of the 13 cases where such plans existed.
- (5) Whilst there was evidence of management involvement in assessing and planning for managing vulnerability, for example, in entries on the case records, we considered that there had been effective management oversight of vulnerability assessments in just over half of the cases.

COMMENTARY on Assessment and Sentence Planning as a whole:

The YOS was working in an area of high crime and with children and young people who had engaged in relatively serious offending, and who could be victims of crime themselves. Over half of the sample, for example, had been

convicted of an offence involving violence or robbery and approaching two-thirds were considered to be vulnerable as a result of their own or other people's behaviour.

Whilst RoSH screening and assessments were frequently completed, in many cases there was insufficient evidence that YOS staff had formally and fully explored the nature and significance of current and relevant previous behaviour (and not just convictions) and/or considered victim issues. In the latter regard, whilst we saw some examples of referrals being made to the police victim liaison officer, we saw few examples of responses received or followed up.

When completed, VMPs were of good quality. In many of the cases we inspected, children and young people were involved in, or at the periphery of, gang (or postcode-related) rivalries and this represented a form of vulnerability that was not always adequately reflected in formal assessments.

A tendency to pull through and not update an Asset in the cases of children and young people with complex and very dynamic needs predicated against some LoR assessments being considered of sufficient quality. The intervention plans we inspected were generally resource rather than needs led and often lacked detail. Whilst staff were able to identify diversity issues, they were less able to set objectives that were sensitive to those issues when that was required.

Whilst we saw significant evidence of managers being involved with cases, less robust evidence was available of that involvement leading to improvements in practice. This was frequently because required improvements were either not identified or, if they were, they were not subsequently implemented by case managers.

2. DELIVERY AND REVIEW OF INTERVENTIONS

OVERALL SCORE: 64%

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:

53%

Comment:

SUBSTANTIAL improvement required

Strengths:

- (1) Appropriate resources had been allocated throughout the sentence in accordance with the *RoH* in 78% of cases.
- (2) Specific interventions to manage *RoH* in the community were delivered as planned in 69% of applicable cases.
- (3) Case managers and all other relevant staff contributed effectively to multi-agency meetings in the community in 71% of applicable cases.
- (4) Purposeful home visits had been carried out throughout the course of the sentence in accordance with the *RoH* posed in 73% of cases.

Areas for improvement:

- (1) The *RoH* was only reviewed thoroughly following a significant change in 31% of applicable cases.
- (2) Whilst changes in *RoH* were frequently anticipated and acted on appropriately, they were much less likely to have been identified swiftly.
- (3) In 23% of cases sufficient priority was given to assessment of the safety of victims in the case, and in a similar proportion a high priority was given to victim safety throughout the sentence.
- (4) There had been effective management oversight of *RoH* in 32% of applicable community cases and three out of seven applicable custody cases.
- (5) Specific interventions to manage *RoH* during the custodial phase of a sentence were delivered as planned in under half of the applicable 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:

67%

Comment:

MODERATE improvement required

Strengths:

- (1) We assessed that the initial Scaled Approach intervention level was correct in all but one case.
- (2) Appropriate resources were allocated according to the assessed LoR throughout the sentence in 76% of cases.
- (3) Delivered interventions in the community were designed to reduce the LoR in 75% of cases and implemented in line with the intervention plan in two-thirds of cases.
- (4) The requirements of the sentence were delivered in 70% of cases.
- (5) Whether the child or young person was in the community or in custody, case managers actively motivated and supported them, and reinforced positive behaviour in over three-quarters of cases.
- (6) In 79% of applicable community cases, the case managers actively engaged with the child or young person's parents/carers.

Areas for improvement:

- (1) Delivered interventions in the community were not of good quality in 42% of applicable cases, were sequenced appropriately in only one-third of cases and reviewed appropriately in only half.
- (2) Insufficient resources were available or deployed towards addressing attitudes to offending, family and personal relationships, and emotional/mental health needs.
- (3) In only four of nine applicable cases did the case manager actively engage with the parents/carers of a child or young person who was 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:

68%

Comment:

MODERATE improvement required

Strengths:

- (1) Critical immediate action to protect a child or young person from imminent RoSH in custody was carried out in both cases where this was required.
- (2) Referrals to ensure Safeguarding had been made to other relevant agencies in 80% of community and custody cases.
- (3) In most community cases where it was appropriate, the YOS worked together with children's social care services, ETE providers and substance use services to promote the Safeguarding and well-being of a child or young person.
- (4) In most custody cases, where it was appropriate, the YOS worked together with ETE providers, substance misuse services and the secure establishment to promote the Safeguarding and well-being of a child or young person.
- (5) ETE providers, substance misuse services and accommodation services worked together to ensure continuity in the provision of services in the transition from prison to the community in almost all custody cases.
- (6) Specific interventions to promote Safeguarding in the community were identified in 84% of cases and delivered in 69% cases.

Areas for improvement:

- (1) In community cases, and where it was necessary for the YOS to work with another agency to promote the Safeguarding and well-being of a child or young person, joint working took place between the YOS and the police in only 5 out of 16 cases, and between the YOS and emotional/mental health services in 5 out of 13 cases, mainly due to the lack of input from the police and CAMHS.
- (2) Specific interventions to promote Safeguarding were reviewed every three months or following a significant change in 36% of relevant community cases and three out of seven relevant custody cases.

COMMENTARY on Delivery and Review of Interventions as a whole:

Interventions were being delivered in the context of reducing external and internal resources which had necessitated a restructure of frontline delivery services. This new structure was bedding in at the time of the inspection.

As discussed in the previous section, RMPs, VMPs and sentence plans were frequently not of a sufficient quality. That said, in respect of community cases, specific interventions that were identified were, more often than not, delivered as planned.

The YOS had developed an enhanced and standard programme for the children and young people they were supervising. This involved weekly attendance at a centre on a set day where necessary interventions, for example, drug, cognitive-behavioural and housing would be implemented. However, it was not always clear what interventions had actually been delivered and why.

Staff were aware of the volatile and frequently violent context of the lives of many of the children and young people they were supervising. We saw evidence of YOS staff responding appropriately to issues associated with, and changes that might impact on, RoSH and vulnerability. Assets, however, were frequently pulled through and minimally updated and formal reviews were often not always undertaken. As a result, opportunities were missed to evidence that as well as reacting to changes associated with RoSH and Vulnerability when necessary, staff were taking the initiative and actively seeking to reduce the risk of serious harm and vulnerability on an ongoing basis.

We saw examples of case managers keeping in touch with, and supporting, children and young people in custody. Overall, however, we considered that in custody cases ongoing assessment and management of RoSH and vulnerability issues was deferred to the prison regime and process. Moreover, that staff sought to contribute to, as opposed to direct, the ongoing sentence planning and delivery process.

3. OUTCOMES

OVERALL SCORE: 64%

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:

62%

Comment:

MODERATE improvement required

Strengths:

- (1) Adequate reporting instructions that were sufficient to deliver the sentence plan had been given in 86% of cases.
- (2) We considered that there had been progress on factors associated with LoR in 24 of 38 applicable cases.
- (3) There appeared to be a reduction in the frequency of offending in 63% of cases and a reduction in the seriousness of offending in 61%. Both of these reductions were above the average (mean) reductions for the inspections we have conducted in England and Wales thus far.

Areas for improvement:

- (1) In only 41% of cases did we assess that all reasonable action had been taken to keep to a minimum the RoSH posed. In the same percentage of cases we considered that the RoSH posed by the child or young person to an identifiable victim had been effectively managed. The primary reasons for this were assessments and plans being insufficient.
- (2) Whilst we considered that in 19 of the 31 applicable cases all reasonable action had been taken to keep to a minimum the *Risk of Harm* to a child or young

person, in 12 cases this was not so. Here too, the main reasons for this were assessments and plans being insufficient.

- (3) We considered the response by the YOS to non-compliance as insufficient in half of the relevant cases primarily because breach action should have been taken but was not or unacceptable absences were not noted as required.
- (4) There was a reduction in Asset scores in 42% of cases which contrasted with the 64% of cases which we considered showed signs of progress.

| 3.2 Sustaining outcomes: | |
|---|--|
| <p>General Criterion:</p> <p><i>Outcomes are sustained in relation to RoH, LoR and Safeguarding.</i></p> | |
| <p>Score:</p> <p>69%</p> | <p>Comment:</p> <p>MODERATE improvement required</p> |

Strengths:

- (1) Full attention had been given to community integration issues in 74% of applicable cases.
- (2) Action had been taken to ensure that positive outcomes were sustainable in 70% of applicable cases.

Area for improvement:

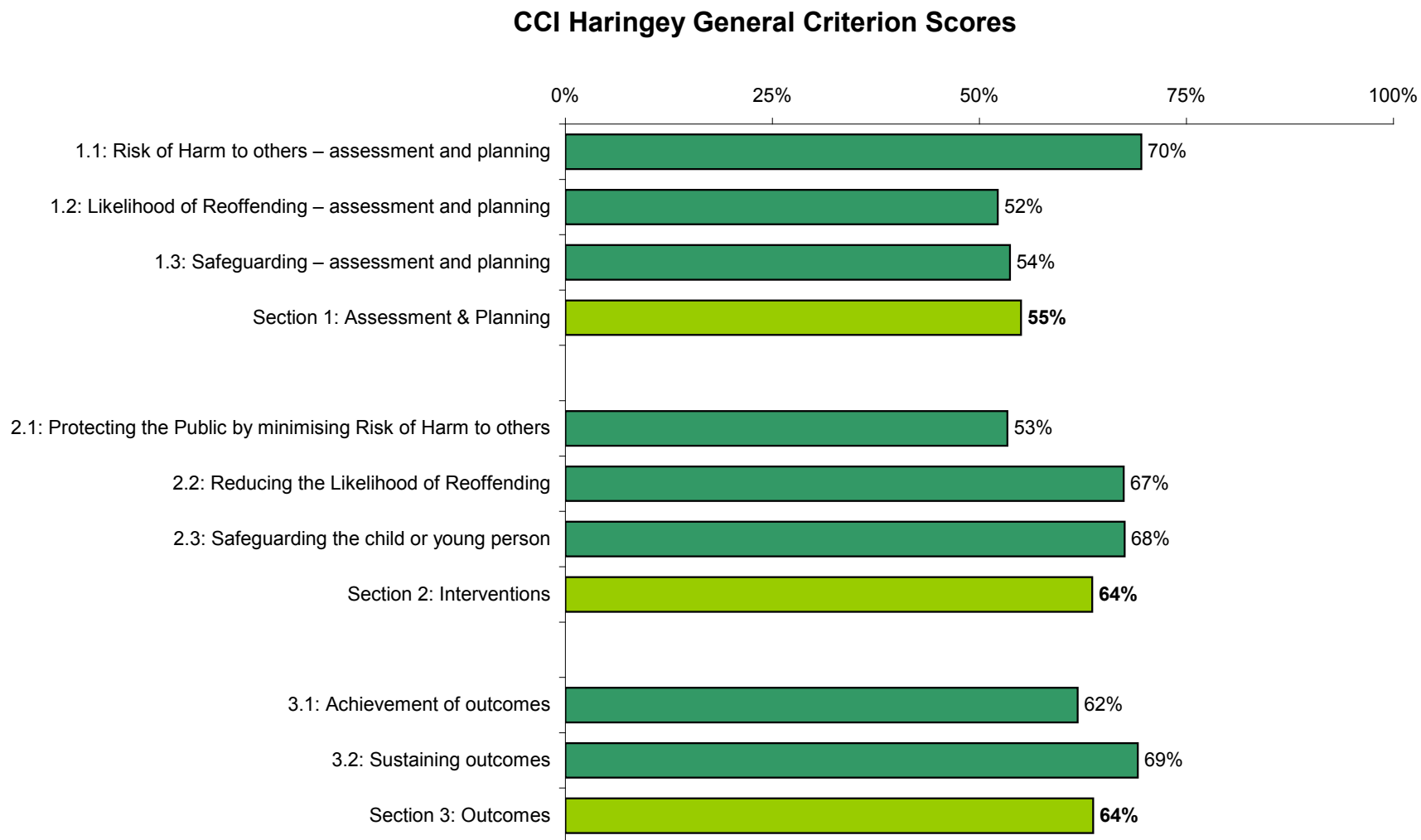
- (1) Action had been taken to ensure that positive outcomes were sustainable in five out of nine custody cases.

COMMENTARY on Outcomes as a whole:

In many instances we saw progress which was, given the relative deprivation of the area and complex needs of the children and young people being supervised, against the odds. There were successes in terms of getting young people back into employment or into work which were notable as well as changes in patterns of thinking and behaviour.

Many of the children and young people did not willingly engage with the YOS. In response we saw good examples of compliance meetings being used to re-engage children and young people.

Appendix 1: Scoring summary of sections 1-3



Appendix 2: Contextual information

Area

Haringey YOS was located in London in the North of the capital.

The area had a population of 225,000 as measured in the ONS Mid Year Estimates 2010, 9.9% of which were aged 10 to 17 years old (Census 2001). This was slightly lower than the average for England/Wales, which was 10.4%.

The population of Haringey was predominantly white British (66%) (Resident Population Estimates by Ethnic Group 2009). The population with a black and minority ethnic heritage (34%) was well 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 55 per 1,000, were worse than the average for England/Wales of 38.

YOS

The YOS boundaries were within those of the Metropolitan Police area and the London Probation Trust and the Haringey Primary Care Trust covered the area.

The YOS was located in the Children and Young People's Directorate of Haringey Borough Council and within the Prevention and Early Intervention Services. It was managed by the YOS service manager and composed of four teams - Haringey Youth on Track (Youth Crime prevention team), two case management teams and a pre-sentence team.

The YOS Headquarters were in the centre of the borough.

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 current data 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 December of 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.

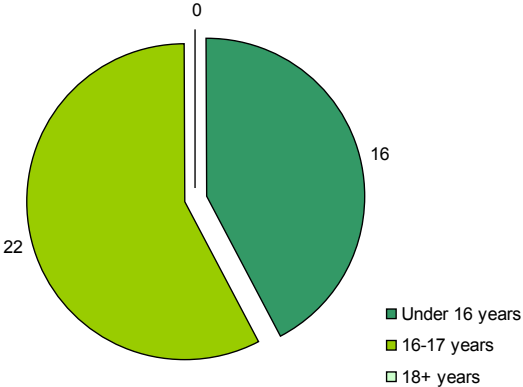
Prior to the inspection we receive copies of relevant local documents and a brief report from the Youth Justice Board. We also gather the views of service users (children & young people and victims) by means of computer and paper questionnaires.

Publication arrangements

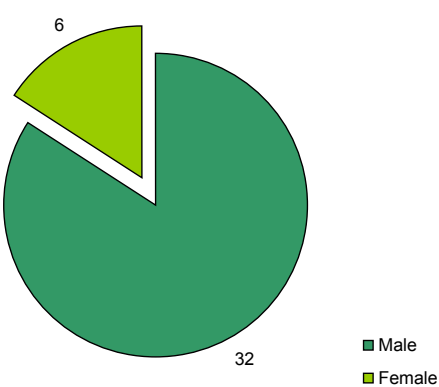
- Provisional findings are given to the YOS two weeks after the inspection visit takes place.
- A draft report is sent to the YOS for comment 4-6 weeks after the inspection, with publication following approximately 6 weeks later. In addition to a copy going to the relevant Minsters, other inspectorates, 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

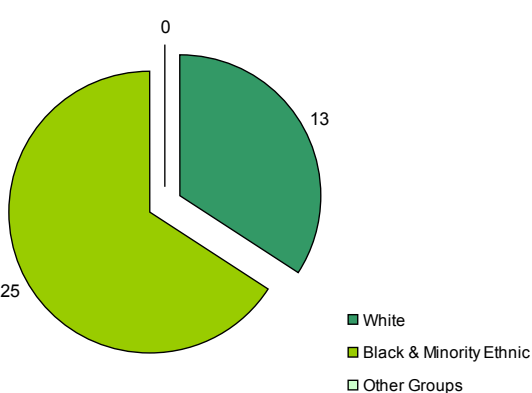
Case Sample: Age at start of Sentence



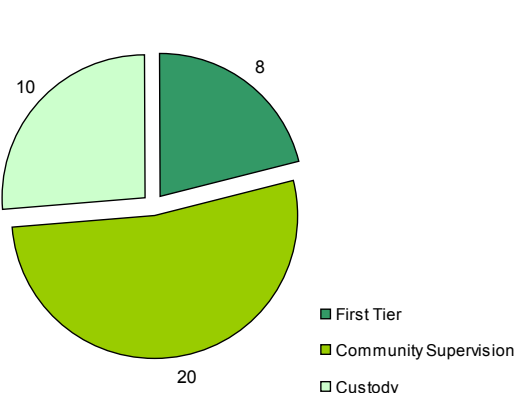
Case Sample: Gender



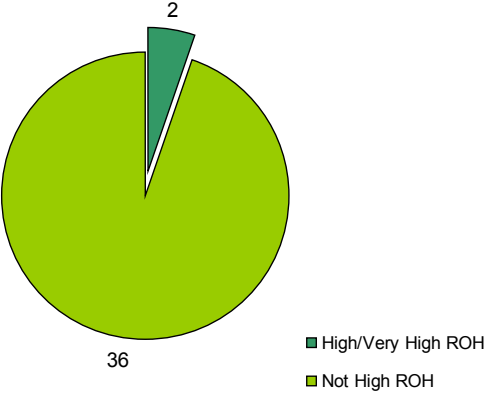
Case Sample: Ethnicity



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

| | |
|--|--|
| 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</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 |
| 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/>

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