



Inspection of
Youth
Offending

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Arolygiad ar y Cyd Cyfiawnder Troseddol

Core Case Inspection of youth offending work in England and Wales

Report on youth offending
work in:

Hillingdon

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Foreword

This Core Case Inspection of youth offending work in Hillingdon 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 52% 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 47% of the time, and the work to make each individual less likely to reoffend was done well enough 63% 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 disappointing set of findings. Hillingdon Youth Offending Service had already recognised that improvement was needed and had undertaken a service review in late 2010. Changes had been implemented for new cases from February 2011 but this was too late for our sample. Whilst it was not possible for us to assess the impact of the changes, these developments had provided a framework which, alongside an improvement plan to address our recommendations, would suggest that there are encouraging prospects for improvement.

Liz Calderbank
Her Majesty's Chief Inspector of Probation

October 2011

	Scores from Wales and the English regions that have been inspected to date			Scores for Hillingdon
	Lowest	Highest	Average	
'Safeguarding' work <i>(action to protect the young person)</i>	37%	91%	68%	52%
'Risk of Harm to others' work <i>(action to protect the public)</i>	36%	85%	63%	47%
'Likelihood of Reoffending' work <i>(individual less likely to reoffend)</i>	43%	87%	71%	63%

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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	13
2. DELIVERY AND REVIEW OF INTERVENTIONS	15
2.1 Protecting the public by minimising Risk of Harm to others	15
2.2 Reducing the Likelihood of Reoffending	16
2.3 Safeguarding the child or young person	17
3. OUTCOMES	19
3.1 Achievement of outcomes	19
3.2 Sustaining outcomes	20
Appendix 1: Scoring summary of sections 1-3	21
Appendix 2: Contextual information	22
Appendix 3: Inspection Arrangements	23
Appendix 4: Characteristics of cases inspected	24
Appendix 5: Scoring approach	25
Appendix 6: Glossary	26
Appendix 7: Role of HMI Probation and Code of Practice	28

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.

<i>Safeguarding score:</i>	
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.	
<i>Score:</i> 52%	<i>Comment:</i> <i>SUBSTANTIAL improvement required</i>

<i>Public Protection – Risk of Harm score:</i>	
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.	
<i>Score:</i> 47%	<i>Comment:</i> <i>SUBSTANTIAL improvement required</i>

<i>Public Protection - Likelihood of Reoffending score:</i>	
This score indicates the percentage of Likelihood of Reoffending work that we judged to have met a sufficiently high level of quality.	
<i>Score:</i> 63%	<i>Comment:</i> <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. 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 (YOS 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 (YOS 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* (YOS Manager)
- (4) plans, where applicable, reflect learning styles and other diversity factors, and respond sufficiently to information provided by children and young people (YOS Manager)
- (5) there is timely review of assessments and plans, consistent with national standards for youth offending services, and following receipt of significant new information, intelligence and reports of harmful behaviour or the commission of new offences (YOS Manager)
- (6) specifically, *Risk of Harm to others* is regularly reviewed, with changes anticipated where possible, recognised when they occur and responded to appropriately (YOS Manager)
- (7) sufficient attention is given to the safety of victims throughout the course of the sentence (YOS Manager)
- (8) management oversight is effective in ensuring the quality of assessment and plans to manage vulnerability and *Risk of Harm to others*, and ensures that planned actions are delivered (YOS Manager).

Furthermore:

- (9) continuity of service delivery to children and young people is maintained during periods of staff absence.
- (10) Complex cases, in particular those with High vulnerability or Risk of Serious Harm, are allocated to suitably qualified and experienced staff (YOS Management Board and 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.

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 Hillingdon YOS work that impressed.

Assessment and Sentence Planning

General Criterion: 1.2

Latif had no previous convictions. He received an eight month DTO for possession and supply of cocaine. He did not initially disclose personal use of substances, with the exception of small amounts of cannabis. Staff within the establishment were reluctant to include a substance misuse objective in his sentence plan. Based on Latif's behaviour at interviews and observation of his demeanour, Latif's case manager suspected him of more entrenched drug use. She therefore negotiated with Latif and his mother a substance misuse objective and was subsequently assertive at the sentence planning meeting at the institution with regard to its inclusion in Latif's sentence plan. With the encouragement of his case manager Latif later, during his licence period, disclosed extensive use of heroin and cocaine. This revelation prompted the case manager to review and revise Latif's intervention plan and to assist him to access the relevant resources with which to tackle these substance misuse issues.

Delivery and Review of Interventions

General Criterion: 2.23

Bojan received a 5 month DTO for the offence of burglary. Prior to involvement with the YOS, due to language difficulties, his father had been unable to fully support Bojan to access relevant services, especially accommodation provision. Bojan's case manager arranged an interpreter to better facilitate Bojan's father's engagement with sentence planning meetings and with housing support providers. Thus he was able to provide additional support to his son.

Outcomes

General Criterion: 3.2

David, aged 14 years, was sentenced to a YRO for the offence of criminal damage. He was assessed as having few offending-related needs which were quickly responded to. David also presented with a number of welfare needs. To address these, the YOS parenting worker engaged very effectively with David's parents, helping them to set consistent boundaries. The case manager requested the court revoke the order early for good progress as soon as the offending-related interventions had been delivered. However, given David and his parent's ongoing need for support, post discharge, the parenting worker referred the family to an external parenting support programme to facilitate their continued engagement with appropriate services.

All names have been altered.

Service users' perspective

Children and young people

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

- ◇ Twenty-six of the children and young people who responded said that staff had told them what to expect when they came to the YOS and twenty nine of them said that they knew why they had to attend.
- ◇ A *What do YOU think?* self-assessment questionnaire had been completed by 52% of respondents.
- ◇ All but three of the children and young people reported that YOS staff were completely or mostly interested in helping them. All of them said that staff listened to what they had to say. Twenty-seven of twenty-nine respondents reported that staff took action to deal with anything that concerned them.
- ◇ All but one respondent said that the YOS workers made it very or quite easy for them, as children and young people, to understand the help available to them. One respondent said *"she helped me understand the consequences of the offences I committed and she also gave me a clear view of what I can do"*.
- ◇ The 16 children and young people with referral orders knew what the order entailed. Thirteen of them had discussed their contract with their YOS case manager and had been given a copy of the contract to keep.
- ◇ Nine out of fourteen children and young people said they knew what a supervision or sentence plan was and they recalled a YOS worker discussing their plan with them. Five of them said that they had been given a copy to keep.
- ◇ Fourteen respondents recalled their referral order contract or their sentence plan being reviewed.
- ◇ Three respondents who reported that something in their life had made them feel afraid whilst in contact with the YOS said that the YOS staff had helped a lot, or quite a lot, to alleviate their fear.
- ◇ Of the children and young people who responded, 61% said that the YOS had helped them with their schooling or with getting a job. For example: *"with help of the education officer with a major problem at school which might mean I'll be able to stay at my school rather than going to Hillingdon Tuition Centre"* and *"helped me with a CV which helped me get my last job"*.
- ◇ Two out of fourteen respondents said that their health was better.
- ◇ From the responses, 16 out of 28 children and young people reported that their life was better as a result of working with the YOS. For example: *"I don't hang around with the same group of friends I did before and I have a lot better relationship with my mother"*; *"it has got better because I understand my offending"* and *"my housing, my offending my money situation is (better)"*.

- ◇ Over three-quarters of respondents said that they thought working with the YOS had made them a lot less likely to offend. In particular, one child or young person said *"it has helped me stay away from the wrong people and not to rob from shops anymore"*, another commented *"before I make a decision now I think first whereas before I didn't which made a lot of things more complicated for me"*.
- ◇ Nineteen children and young people who responded reported satisfaction levels with the YOS of 80% or over. *"I didn't want to come here at first but now it's kind of made me better in lots of ways"*.

Victims

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

- ◇ All respondents were completely or mostly satisfied with the services provided by the YOS *"I have been very satisfied with the service I have received so far"*.
- ◇ All respondents said the YOS had explained what services they could offer and that their needs were taken account of.
- ◇ Five of the respondents reported that they had the chance to talk about the offence or about the child or young person who had committed it.
- ◇ All of the respondents felt they had benefited from work done by the child or young person.
- ◇ Half of the respondents said that the YOS paid attention to their safety. One respondent commented *"as the offence was carried out at work, which is a public place, I was concerned that he would return"*.

1. ASSESSMENT AND SENTENCE PLANNING

OVERALL SCORE: 54%

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:

57%

Comment:

SUBSTANTIAL improvement required

Strengths:

- (1) An RoSH screening was completed in 95% of cases; of those 87% were completed on time.
- (2) The RoSH screening indicated the need for a full RoSH analysis in 20 cases. A full analysis was carried out in 17 (85%).

Areas for improvement:

- (1) We considered that RoSH screenings were not accurate in 47% of cases. In a significant number of cases this meant that an RoSH analysis was not triggered when it should have been.
- (2) Just over one-third of RoSH analyses were not completed on time and only 35% were assessed as being of sufficient quality. We disagreed with the RoSH classification in 31% of cases. In most of these cases we thought that the original classification was too low. In a significant number of cases the risk to victims was not considered nor was previous relevant behaviour taken into account.
- (3) RMPs were completed in only 4 out of 12 of cases* requiring them; two of these were on time. None of the RMPs we saw were judged to be of sufficient quality. They did not set out planned responses in detail or recognise victim issues. The roles and responsibilities of staff from the YOS and from other agencies were poorly defined.
- (4) The assessment of *RoH* did not draw adequately on all appropriate information in one-third of cases. Details of *RoH* were often not appropriately communicated to all relevant staff and agencies.

*This excludes two cases in which we judged the RoSH classification to be erroneously high
Core Case Inspection of youth offending work in Hillingdon

- (5) Where there were *RoH* issues that did not meet the threshold for RoSH, these had not been recognised in 42% of cases or acted upon in just over half.
- (6) Management oversight of the *RoH* assessment was effective in only 15% of relevant cases. Oversight of the RMP was effective in only two of the inspected cases. In some cases operational managers had identified and recorded improvements that were needed to *RoH* assessments and RMPs, but these had not then been addressed. Very few *RoH* assessments and RMPs were countersigned.

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>54%</p>	<p>Comment:</p> <p><i>SUBSTANTIAL improvement required</i></p>

Strengths:

- (1) There was an assessment of the LoR in 95% of cases. In most cases this had been timely.
- (2) In the great majority of the cases in our sample YOS workers had engaged actively with children and young people and their parents/carers when carrying out initial assessments.
- (3) Similarly, in over three-quarters of cases children and young people were meaningfully involved in the planning process, as were parents/carers in 71% of cases.
- (4) There had been initial contact with children’s social care services and ETE providers in 83% and 69% of cases respectively, although the involvement of these agencies reduced during the sentence planning phase. The police had informed initial assessments in three-quarters of cases where this was relevant. In the nine cases that had warranted a contribution from other relevant agencies this had been made in all cases.
- (5) YOS workers were actively and meaningfully involved throughout the planning process in 70% of custody cases in our sample. A timely custodial sentence plan had been completed in nine out of the ten cases. All of the plans addressed ETE. Custodial sentence plans were reviewed at appropriate intervals in 78% of cases.
- (6) There was an intervention plan or referral order contract in 84% of community cases. In 84% of cases, the plans reflected national standards. Just over 70% of plans reflected sentencing purposes, focused on achievable change and included interventions to address thinking & behaviour, attitudes to offending and motivation to change.

Areas for improvement:

- (1) The initial assessment of LoR was insufficient in 53% of cases. There were three common reasons for this. Firstly, whilst an assessment was completed for the PSR it was often not reviewed at the start of sentence/release from custody, when we would expect to see the child or young person's response to that sentence explored and any circumstantial changes updated. Secondly, the evidence was often unclear or insufficient and finally offending-related factors, including those linked to vulnerability, were not clearly articulated. Diversity factors had not been identified in six cases.
- (2) Initial assessments were not reviewed at appropriate intervals in half of all cases.
- (3) Case Managers had not assessed the learning style of the child or young person in 72% of cases. The Asset *What do YOU think?* self-assessment form had been used in only 14% of the cases in our sample.
- (4) Half of all custodial sentence plans failed to fully address offending-related factors. One-third of plans that required it failed to address: thinking & behaviour, attitudes to offending and motivation to change. Only one of the eight plans that required it integrated an RMP. Out of nine plans, seven failed to take account of Safeguarding needs or to incorporate the child or young person's learning style. Only three out of nine plans included positive factors and only three out of the eight, that required it, responded appropriately to identified diversity needs.
- (5) Intervention plans were prepared on time in 59% of community cases and reviewed at appropriate intervals in 48%. Factors linked to offending behaviour were not sufficiently addressed in intervention plans in 72% of cases. The factors most frequently omitted were: ETE, substance misuse, emotional & mental health, living arrangements and family & personal relationships. Fewer than half of community intervention plans set relevant goals or realistic time scales.
- (6) Very few objectives within intervention plans were inclusive of Safeguarding needs where these existed, nor were plans prioritised according to the *RoH* posed in 72% of cases when this was required. Only 16% of plans were sequenced according to offending-related needs. Fewer than half of plans were sensitive to diversity needs or took sufficient account of victims' issues.

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:

53%

Comment:

SUBSTANTIAL improvement required

Strength:

- (1) A screening of the child or young person's vulnerability had been undertaken in 95% of cases; this was undertaken on time in 87% of cases.

Areas for improvement:

- (1) Assessments of vulnerability were not of sufficient quality in 55% of cases. Nor were Safeguarding needs appropriately reviewed in 53% of cases.
- (2) Of the 19 cases where we judged that a VMP was needed, only three were completed, all of which were on time. As a result, VMPs did not routinely inform intervention and other plans when this was applicable. Only one of the VMPs was considered to be of sufficient quality, mainly because the roles and responsibilities of those involved in the case were not clear and because a planned response was lacking.
- (3) Of the eight children and young people sentenced to custody with vulnerability issues, this was communicated effectively to the custodial institution in five cases.
- (4) In 60% of relevant cases a contribution was made by the YOS to other assessments and plans designed to safeguard the child or young person; copies of other agencies' plans were on file in 38% of relevant cases.
- (5) Management oversight of vulnerability assessments was not considered effective in 92% of the cases sampled. The issues were very similar to those for *RoH* and RMPs.

COMMENTARY on Assessment and Sentence Planning as a whole:

Assessments were generally undertaken at the start of orders, although the quality of these was often insufficient. A significant number had been 'cloned' (copied from a previous assessment) and some had been repeatedly 'cloned', without amendment or addition, over lengthy periods of time. Some of the cases we saw were confusing, with categories of *RoH* or vulnerability that clearly required plans but had none. Often, salient information in the core Asset was not recognised as being pertinent to the assessment of LoR, vulnerability or *RoH*.

The multi-agency risk panel that reviewed cases with concerns about *RoH* and vulnerability was a good initiative because it enabled agencies to exchange information and develop jointly plans to manage *RoH* and Safeguarding. However, the process for following up proposed actions had been carried out was insufficiently robust.

The process for management oversight was not effective. Although we saw evidence of some oversight, for example references to case discussion in multi-agency risk panels and/or contact entries confirming management supervision, operational managers rarely countersigned *RoSH* assessments, RMPs or VMPs and when they had identified shortcomings they did not then ensure that these were addressed.

2. DELIVERY AND REVIEW OF INTERVENTIONS

OVERALL SCORE: 57%

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:

42%

Comment:

DRASTIC improvement required

Strengths:

- (1) Case managers contributed effectively to multi-agency meetings in the majority of relevant cases.
- (2) Specific interventions to manage the *RoH* posed were delivered as planned in most relevant cases.

Areas for improvement:

- (1) *RoH* had not been reviewed quarterly, in line with the requirements of national standards, in 53% of cases. Of the 18 cases where there had been a significant change during the course of supervision, this had prompted a review in only five.
- (2) Changes to *RoH* factors were anticipated, identified and acted upon in less than half of all relevant cases.
- (3) Purposeful home visits were not carried out in accordance with the level *RoH* posed or Safeguarding needs where we judged this was required in 85% and 71% of cases respectively.
- (4) There had been a full assessment of victim safety in only 28% of relevant cases. A high priority had been given to victim safety throughout sentence in only five out of 23 cases that necessitated this.
- (5) Appropriate resources to manage *RoH* were allocated throughout the sentence in 61% of cases.
- (6) Specific interventions to manage the *RoH* posed were reviewed following significant changes in two out of five community cases and in neither of the two custody cases that required it.
- (7) Management oversight of *RoH* was considered to be effective in one-fifth of community cases and in only one of nine relevant 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:

67%

Comment:

MODERATE improvement required

Strengths:

- (1) Interventions delivered in the community by Hillingdon YOS were implemented in line with the intervention plan and designed to reduce the LoR in 73% and 78% of cases respectively.
- (2) YOS staff had been appropriately involved in the review of interventions in custody in all cases.
- (3) Based on the assessment of LoR and RoSH, we judged the initial Scaled Approach level to be correct in 92% of cases in our sample.
- (4) Appropriate resources had been allocated according to the assessed LoR throughout sentence in 71% of cases.
- (5) Case managers actively motivated children and young people and reinforced their positive behaviour throughout the sentence, whether in custody or community, in the majority of cases.
- (6) Good levels of engagement with parents/carers were sustained throughout the sentence in over three-quarters of cases.

Areas for improvement:

- (1) Good quality interventions were not always delivered. Less than two-thirds of interventions incorporated all diversity issues or were appropriate to the child or young persons learning style. Only 19% of interventions delivered in the community were sequenced appropriately and fewer than half were reviewed as required.
- (2) In 7 out of 20 relevant cases all requirements of the sentence had not been implemented. Whilst non-compliance on the part of some of the children and young people in the sample could partially account for this deficiency, we also noted multiple failures on curfews that had not been followed up and in one case a prohibited steps requirement had been missed by the case manager completely.

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:

58%

Comment:

SUBSTANTIAL improvement required

Strengths:

- (1) Where required, all necessary action was taken to safeguard and protect children and young people from immediate *Risk of Harm*.
- (2) In 80% of community cases and in three of the four custodial cases that required it, all necessary referrals had been made to ensure Safeguarding of children and young people.
- (3) There was evidence of effective joint working between YOS workers and children's social care services, to promote the Safeguarding and well-being of children and young people in 74% of relevant community cases. Similarly we saw evidence of effective joint working between YOS workers and ETE providers in 88% of community cases and in all relevant custodial cases. There was also effective work undertaken between YOS workers and ETE providers in 70% of cases that required it to ensure a smooth transition between custody and the community.
- (4) All relevant staff had supported and promoted the well-being of the child or young person in 90% and 73% of custodial and community cases respectively.

Areas for improvement:

- (1) In one of the two cases where we judged this to be needed, all necessary action was not taken to Safeguard and protect other affected children and young people, such as brothers and sisters from immediate *Risk of Harm*.
- (2) Joint work to promote the general well-being or Safeguarding of the child or young person was undertaken with children's social care services in three out of five custodial cases in which it was required. Similarly, such work was undertaken jointly with emotional/mental health services in 58% of all relevant cases and with substance misuse services in 41% of all cases that required this. We saw only limited evidence of joint work between YOS workers and other agencies (with the exception of ETE providers) to ensure a smooth transition from custody to community.
- (3) Specific interventions to promote Safeguarding in the community had not been identified in two-thirds of relevant cases or delivered in 73%. These interventions had been appropriately reviewed in only 14% of relevant cases.
- (4) Half of all relevant custodial cases in our sample had specific Safeguarding interventions identified and these were delivered in only two out of five cases. Specific Safeguarding interventions were not appropriately reviewed in either of the two custody cases that required it.

- (5) There was very little effective management oversight of vulnerability and Safeguarding needs in the community and in only two of five relevant custody cases.

COMMENTARY on Delivery and Review of Interventions as a whole:

During the period leading up to the inspection Hillingdon YOS had experienced unprecedented staff absence mainly amongst case managers (454 days/91 weeks between 01 November 2010 and 20 July 2011). This had placed extraordinary pressure on the remainder of available staff and had caused an increase in the number of changes of case manager for some children and young people; this sometimes led to disruption in their supervision. Additionally, between April and June 2011 the YOS saw a peak in the volume of referrals which also added to the challenging workload.

Where we found particular areas of resource insufficiency these were most commonly associated with substance misuse and/or emotional and mental health provision. It was noteworthy that, during the period mentioned above, both the team's substance misuse worker and the mental health worker were absent for significant periods. Although some contingencies were in place to maintain services during these absences this was not always evident from case files.

Assessments and plans were not regularly reviewed nor did significant changes in children and young people's circumstances, such as reports of harmful behaviour, reoffending or release from custody usually trigger a review. Where reviews had been undertaken, as at the assessment and planning stage, many Assets had been 'cloned' and had become an amalgamation of previous assessments rather than a contemporary review. This resulted in some irrelevant information and/or objectives being retained, whilst up to date key factors were sometimes missed.

We also noted that although case managers were able to describe the diversity issues that faced many of the children and young people they worked with, particularly learning, language or cultural issues, these matters were often not explicitly followed up throughout sentence delivery.

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:

64%

Comment:

MODERATE improvement required

Strengths:

- (1) Reporting instructions (appointments arranged) were organised sufficiently to enable the sentence of the court to be carried out in 82% of cases.
- (2) Where the child or young person had not complied with the requirements of the sentence, appropriate action was taken by the YOS in 76% of cases.
- (3) Overall some progress had been made on significant factors relevant to offending in two-thirds of all cases. We judged that most improvement had taken place in the areas of attitudes to offending, motivation to change, thinking & behaviour and ETE.
- (4) There had been a reduction in the frequency and/or seriousness of offending in 72% and 75% of cases respectively. This was significantly above the average of YOTs inspected to date.

Areas for improvement:

- (1) Where there was an identifiable victim or potential victim, there was evidence that the *Risk of Harm* to them had been effectively managed in only 35% of relevant cases.

- (2) All reasonable action was not taken to keep *RoH* posed by children and young people to a minimum in 57% of relevant cases. This was mainly due to insufficient assessment and planning.
- (3) We judged that Safeguarding had not been effectively managed in 57% of relevant cases. In the 12 cases where, overall, all reasonable action had not been taken to keep the *Risk of Harm* to children and young people, whether from themselves or others, to a minimum, insufficient assessment and planning by case managers was identified as the main problem area.

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>66%</p>	<p>Comment:</p> <p>MODERATE improvement required</p>

Strengths:

- (1) Full attention had been given to community integration issues in 70% of community cases.
- (2) Action had been taken, or plans were in place to ensure positive outcomes were sustainable in 66% and 63% of community and custodial cases respectively.

Area for improvement:

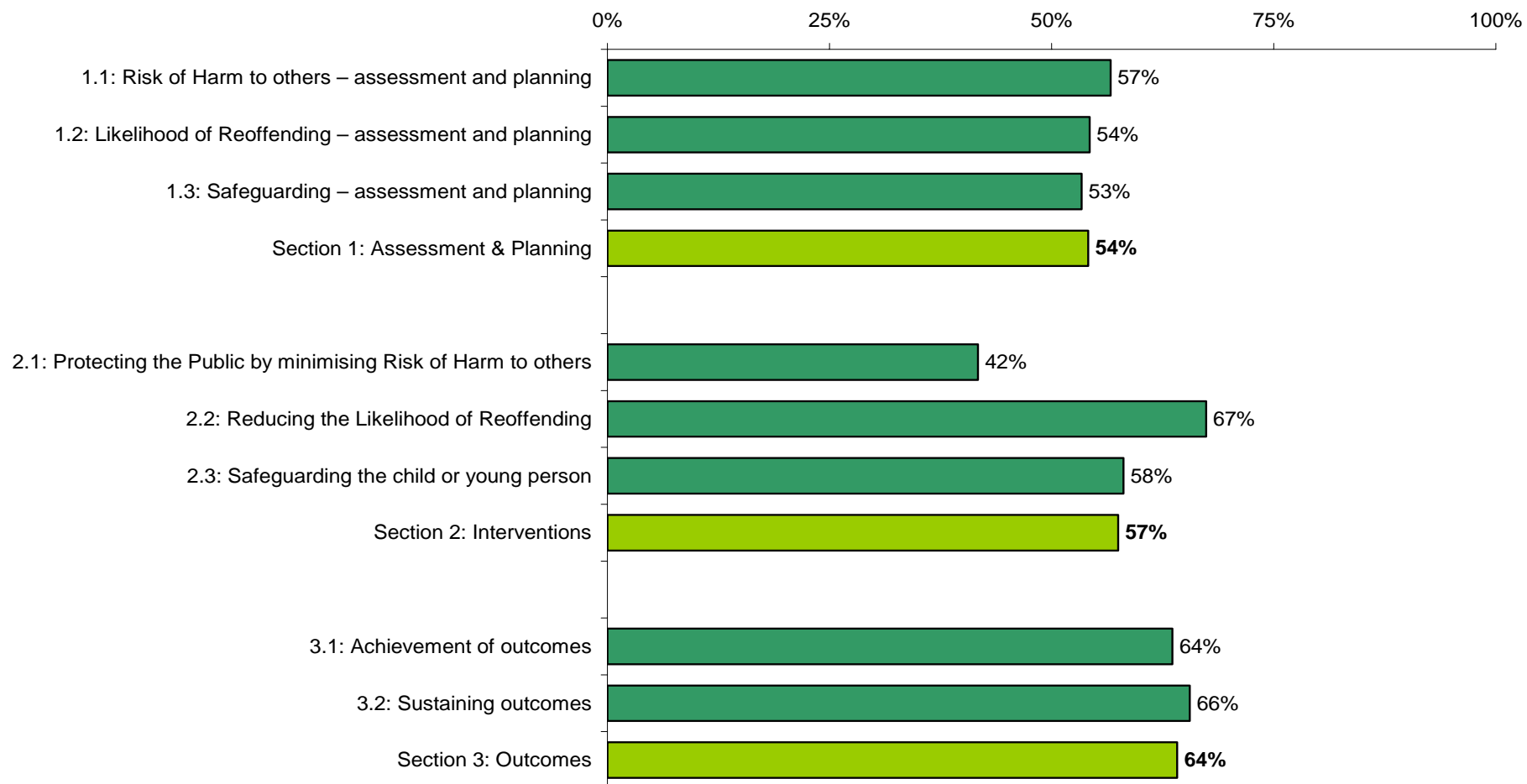
- (1) Full attention had been given to community integration issues during the custodial phase of DTOs in 50% of cases.

COMMENTARY on Outcomes as a whole:

It was very encouraging to note the continuing work undertaken with children and young people when requirements were completed or orders ended. In particular, we noted ongoing work with ETE services. This work built upon the individual effort and commitment of staff in initiating and sustaining constructive relationships both with other agencies and with children and young people and their parents/carers during the course of orders and licences.

Appendix 1: Scoring summary of sections 1-3

CCI Hillingdon General Criterion Scores



Appendix 2: Contextual information

Area

Hillingdon YOS was in London in the West of the capital.

The borough had a population of 266,100 as measured in the ONS Mid Year Estimates 2010, 10.2% 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 Hillingdon was predominantly white British (75%) (Resident Population Estimates by Ethnic Group 2009). The population with a black and minority ethnic heritage (25%) 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 30 per 1,000, were better than the average for England/Wales of 38.

YOS

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

The YOS was located within the Social Care, Health and Housing Department of Hillingdon Borough Council. It was managed by the YOS Service Manager.

The YOS Headquarters was in the south of the borough. The operational work of the YOS was based in Uxbridge. ISS was provided 'in-house'.

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 YOSs, please refer to:

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

Appendix 3a: Inspection Arrangements

Fieldwork for this inspection was undertaken in July 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.

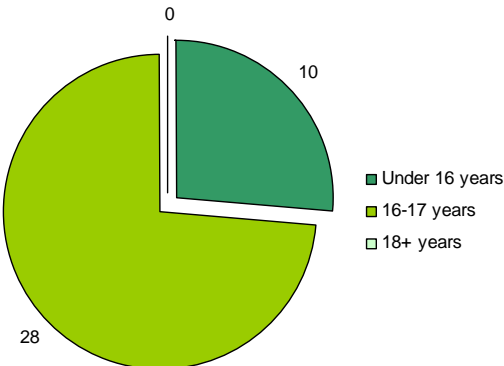
Prior to the inspection we receive copies of relevant local documents and a brief report from the Youth Justice Board. We also gather the views of service users (children & young people and victims) by means of computer and paper questionnaires.

Publication arrangements

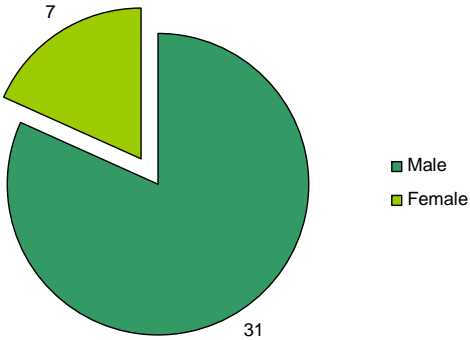
- Provisional findings are given to the YOS two weeks after the inspection visit takes place.
- A draft report is sent to the YOT for comment 4-6 weeks after the inspection, with publication following approximately 6 weeks later. In addition to a copy going to the relevant Minsters, other inspectorates,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

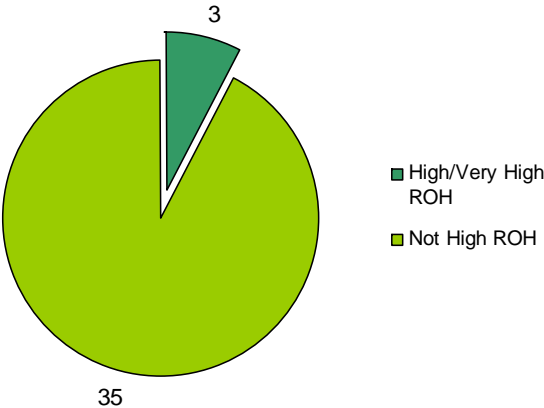
Case Sample: Age at start of Sentence



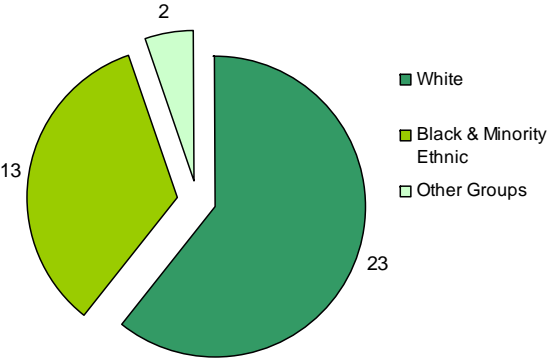
Case Sample: Gender



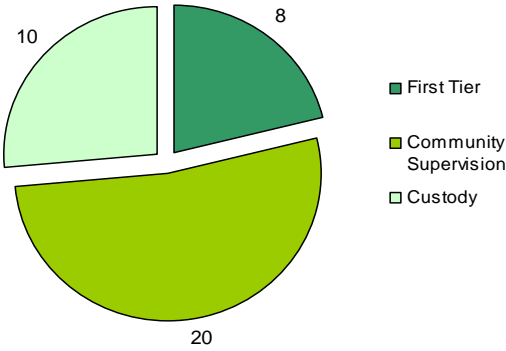
Case Sample: Risk of Harm



Case Sample: Ethnicity



Case Sample: Sentence Type



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; constructive and restrictive interventions	<p>Work with an individual that is designed to change their offending behaviour and/or to support public protection.</p> <p>A constructive intervention is where the primary purpose is to reduce Likelihood of Reoffending.</p> <p>A restrictive intervention is where the primary purpose is to keep to a minimum the individual's Risk of Harm to others. Example: with a sex offender, a constructive intervention might be to put them through an accredited sex offender programme; a restrictive intervention (to minimise their Risk of Harm) 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 constructive 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 Risk of Harm to others
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 Risk of Harm
RoH	Risk of Harm to others. See also restrictive Interventions
'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 restrictive interventions, to keep to a minimum the individual's opportunity to behave in a way that is a Risk of Harm to others
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 probability of an event occurring and the impact/severity of the event. The term Risk of Serious Harm only incorporates 'serious' impact, whereas using 'Risk of Harm' enables the necessary attention to be given to those offenders for whom lower impact/severity harmful behaviour is probable
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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