



Inspection of
Youth
Offending

Archwilio Rhaglen Troseddwy'r Ifanc



Criminal Justice
Joint Inspection

Arolygiad ar y Cyd Cyfiawnder Troseddol

Core Case Inspection of youth offending work in England and Wales

Report on youth offending
work in:

Lambeth

ISBN: 978-1-84099-506-0

2012

Foreword

This Core Case Inspection of youth offending work in Lambeth 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 50% 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 42% of the time, and the work to make each individual less likely to reoffend was done well enough 52% 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.

It is important to set these findings in the context in which Lambeth YOS operates. Many cases had complex and diverse needs; particularly those linked to serious youth violence and required a high level of intensive work. The YOS was working with children and young people who were both potential perpetrators and victims. Whilst this was not unique, few YOTs have to deal with the volume of complex cases including serious youth violence. For this borough the implications of not taking appropriate action could be significant and the demands on staff were considerable as a result.

We found a number of areas where practice fell below what was needed. In particular, the quality of assessments required improvement, so that in each case there is a very clear understanding of the risks of harm, reoffending and vulnerability and to ensure appropriate plans are produced, followed and reviewed.

Overall, we consider this a poor set of findings; however, we did find examples of intensive and effective work that had contributed to keeping children and young people safe. We are hopeful that the contents of this report will provide a focus for the Management Board to achieve improvements.

Liz Calderbank
HM Chief Inspector of Probation

March 2012

	Scores from Wales and the English regions that have been inspected to date			Scores for Lambeth
	Lowest	Highest	Average	
'Safeguarding' work (action to protect the young person)	37%	91%	68%	50%
'Risk of Harm to others' work (action to protect the public)	36%	85%	63%	42%
'Likelihood of Reoffending' work (individual less likely to reoffend)	43%	87%	71%	52%

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.

<i>Lead Inspector</i>	<i>Yvonne McGuckian</i>
<i>Practice Assessors</i>	<i>Lise Bird; Helen Morton; Cliff Warke</i>
<i>Local Assessors</i>	<i>Anna Darecka; Sharon Robinson</i>
<i>Support Staff</i>	<i>Andy Doyle</i>
<i>Publications Team</i>	<i>Alex Pentecost, Christopher Reeves</i>
<i>Assistant Chief Inspector</i>	<i>Julie Fox</i>

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: 50%	Comment: <i>SUBSTANTIAL improvement required</i>

Public Protection – Risk of Harm score:	
This score indicates the percentage of <i>Risk of Harm</i> work that we judged to have met a sufficiently high level of quality. This score is significant in helping us to decide whether an early further inspection is needed.	
Score: 42%	Comment: <i>DRASTIC improvement required</i>

Public Protection - Likelihood of Reoffending score:	
This score indicates the percentage of <i>Likelihood of Reoffending</i> work that we judged to have met a sufficiently high level of quality.	
Score: 52%	Comment: <i>SUBSTANTIAL improvement required</i>

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

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

Recommendations for improvement

(primary responsibility is indicated in brackets)

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

- (1) a timely and good quality assessment and plan, using Asset, is completed when the case starts (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) the plan of work with the case is regularly reviewed and correctly recorded in Asset with a frequency consistent with national standards for youth offending services (YOS Manager)
- (5) there is regular and effective oversight by management, especially of screening decisions, that is clearly recorded within the case record, as appropriate to the specific case (YOS Manager).

Furthermore:

- (6) home visits are undertaken where appropriate to support work around *Risk of Harm to others* and Safeguarding (YOS Manager)
- (7) work to support the needs of victims is assessed, planned for and then implemented (YOS Manager)
- (8) that actions identified by management oversight of individual cases, are carried out (All staff).

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 Lambeth YOS work that impressed.

Assessment and Sentence Planning

General Criterion:
1.2b

Tony was 16 and subject to a YRO, when he was the victim of a shooting. The case manager made a referral to the CAMHS worker so that he could be offered support and screening for Post Traumatic Stress. In doing this the case manager was not only offering ongoing support but helping to reduce the likelihood of him reoffending.

Delivery and Review of Interventions

General Criterion:
2.2a

Sam was sentenced to a YRO. He had Attention Deficit Hyperactivity Disorder and was reluctant to engage as he struggled to communicate and understand people. He was not very positive about being taught new things, as he had found school very difficult. The case manager knew that he had to do some work with him about his use of cannabis, despite Sam not being keen to discuss this. The substance misuse worker explained to Sam that the case manager did not know as much as he should about drugs and that it was a problem. So Sam was able to lead the discussion about drugs with his case manager and they learned about the damaging issues together. By taking this approach, Sam was in control of the sessions and he saw himself as the teacher rather than the pupil. He gained a good understanding of the impact of drugs and his cannabis use decreased. He also had a valuable and important opportunity to learn new things in a positive way.

Outcomes

General Criterion:
3.1

Peter was subject to a YRO for the offence of attempted robbery. There were concerns of possible gang affiliation and police intelligence to suggest the possible carrying of weapons. Peter completed the knife possession prevention programme early in his order. As supervision continued the case manager came to realise that he had personal skills in communication, planning and in particular media and performing arts. They linked Peter with a project which was developing a knife and weapons programme for young people in the area at the point of school transition from primary to high school. Peter became involved in this project as part of the young peoples' consultation group and was now planning to use his skills and experiences to deliver the programme in schools within the borough.

All names have been altered.

Service users' perspective

Children and young people

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

- ◇ Of the children and young people who gave us their views, 13 had a referral order, seven were on a YRO, one was on a community punishment order and one child or young person did not know what order they were on.
- ◇ Nearly all of the children and young people remembered that the YOS worker had discussed their orders with them. For those on a referral order, 12 of the 13 knew what a contract was, 11 said that it had been discussed with them and eight said they had been given a copy of the contract. Of the other nine children and young people, seven knew about their plan as their worker had discussed it with them and four had been given a copy of the plan to keep.
- ◇ When asked "*Did you feel as if the YOT staff were really interested in helping you?*" 14 said yes completely, six said mostly and one said not at all. All of the children and young people felt that staff listened to them.
- ◇ When asked "*Did the YOT take action, to deal with the things that you needed help with?*" 12 replied definitely, five said mostly and three replied not really and one did not know.
- ◇ Just ten of the children and young people remembered filling in a self assessment questionnaire like *What do YOU think?*
- ◇ Two children and young people said that something had made them afraid when they were coming to the YOT, but both said that staff had done quite a lot to sort this out for them. For one, appointments had been moved to a place where they felt safe.
- ◇ We asked children and young people about the areas of their life that they had received help with that would hopefully make them less likely to offend. The areas most often highlighted by children and young people where they had received help included understanding their offending, relationships and family, making better decisions and school, training and getting a job. Despite this, seven children and young people replied that they had not had any help in any of the areas where they needed it.
- ◇ For those who needed it, just over half of the children and young people said that things had got better for them, at school, at college or in getting a job. One-quarter of those with health needs thought that things had improved.
- ◇ When asked if anything had got better in their lives since going to the YOT, 13 children and young people said "yes" and seven said "no". (Two did not answer this question).

- ◇ Almost all of the children and young people felt that they were either a bit or a lot less likely to offend again. Two felt that their involvement in the YOT had made no difference.
- ◇ Two children and young people thought that getting food at the YOT would be helpful. Another said that it would also help if young people could have access to a printer. Another thought that there should be more courses to go to.
- ◇ The following is a selection of the comments and ideas for improvements, made by the children and young people:

"I think if everybody got the same support as myself and accepted it the world would be a better place"

"People that associate with the yot (mentor) helped me by spending his free time and coming to solve family situations and also help me with school".

Victims

One questionnaire was completed by a victim of offending by children and young people. With such a small sample it was not possible to draw out any themes from this response.

- ◇ The individual who completed a questionnaire was completely satisfied with the service that they had received, stating that they understood what service could be offered as someone had taken time to explain what to expect. Although the individual had no specific concerns about their safety, they had been given the opportunity to discuss any worries or concerns. They offered the following comments:

"Please invest more in the service, part of the reason I agreed to take part was due to the high level skills possessed by the police officer who approached me. I felt comfortable, she was empathetic and seemed genuinely engaged in all aspects of making this meeting in so many ways. It is also important to give examples to victims of how services such as yours do improve the lives of victims and offenders - so please continue this work - it is extremely valued and continue the training of more personnel in this area."

1. ASSESSMENT AND SENTENCE PLANNING

OVERALL SCORE: 52%

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:

55%

Comment:

SUBSTANTIAL improvement required

Strengths:

- (1) An RoSH screening had been carried out in 96% of cases and 80% were judged to have been completed on time.
- (2) A full RoSH analysis had been completed in 91% (29 from 32 cases) of the cases where the screening indicated the need for one, with 72% being undertaken on time.

Areas for improvement:

- (1) Just over half of the RoSH screenings were assessed as being accurate.
- (2) A full RoSH analysis had been completed to a sufficient quality in 41% of cases. The two main reasons that caused this to be insufficient were previous relevant behaviours and the *Risk of Harm* to victims not being fully considered.
- (3) Half of the *RoH* assessments drew adequately on all appropriate information including previous assessments, other agencies information and information from victims.
- (4) We judged that the RoSH classification was incorrect in 27% of cases. In the cases where we disagreed with the YOS assessment, 10 of the 11 cases had been assessed as too low. We identified five cases where the level should have been medium RoSH and five cases where the level should have been high.
- (5) According to the YOS assessment there should have been 26 RMPs produced; however, only 14 were completed (54%). Of these, seven had been done on time and only three were of a sufficient quality. Clarity of roles and responsibilities and inadequate planned responses were the two most common

features lacking from the RMP, along with responses to minimise reprisal actions.

- (6) There had not been effective management oversight of the RMP in 78% of cases.
- (7) In the 24 cases where there was no requirement for an RMP or where a plan had not been produced, *RoH* issues had not been recognised or acted upon 14 of the cases.
- (8) Details of *RoH* assessments and management had not been appropriately communicated to all relevant staff and agencies in 61% of cases.
- (9) There had not been effective management oversight of the *RoH* assessment in 62% of the cases (26 from 42). We noted cases where there had been effective management oversight, but found others where there had not been any oversight. In others, actions were clearly indicated by managers but had not been followed up by staff.
- (10) The risk management panel considered *RoH* and risk to self. In some cases the vulnerability needs of the children and young people were so closely interlinked with their offending behaviours that it put them in direct risk to themselves, those risks became confused, and plans did not focus sufficiently on the separate actions that might have been needed.

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) An initial assessment of the LoR had been completed in all but one case (45), and completed on time in 35 of these.
- (2) There had been active engagement to carry out the initial assessment with the child or young person in three-quarters of all cases.
- (3) The initial assessment had included information from children's social care services in 78% of cases, by the police in 75% of relevant cases and other agencies in 88% of relevant cases, including other YOTs for those cases that had been transferred in.

- (4) In those custodial sentence plans that had been produced, interventions for ETE and substance misuse were always included, as were positive factors and Safeguarding needs.
- (5) There was a community intervention plan/referral order contract in all but four cases where one was required (91%). The plans most often included interventions to address substance misuse, physical health, thinking and behaviour, attitudes to offending and ETE.
- (6) In the one custody case where there was a need to consider the victim's issues, this had been done. All of the custodial plans had been reviewed as needed.
- (7) Some of the relevant external agencies had been actively involved in the planning process throughout the sentence where needed, including substance misuse (73%), accommodation providers (73%) and other relevant agencies including other YOTs (100%).

Areas for improvement:

- (1) Less than half of the initial assessments of LoR (43%) had been completed to a sufficient quality. We noted a number of assessments that had been copied from previous orders and had not been updated or renewed. Some had not incorporated all of the factors that had led to offending (17); others were unclear and did not provide evidence of how certain aspects of a child or young person's life had impacted on their offending (15).
- (2) In nine assessments the case manager had not identified offending-related vulnerability and in eight cases diversity issues had not been assessed. The most common issue that had been missed was race and ethnicity, although we also saw cases where the impact of the child or young person's gender, looked after status and age or maturity had not been fully explored and assessed.
- (3) In three cases, the impact of the child or young person's disability had not been considered in relation to their LoR. This was one-quarter of all those who had a disability.
- (4) The initial assessment had been informed by a *What do YOU think?* self-assessment in only 13 cases, and by ETE providers in just over half of all cases. For custody cases three of the seven assessments had been informed by information from the secure establishment.
- (5) The initial assessment had not been reviewed at the appropriate intervals in 63% of cases.
- (6) There was a custodial sentence plan in three of the eight cases we assessed. Only two of these custody plans had been completed on time and had sufficiently addressed the factors that had contributed to offending. In half of the custody cases the YOS case manager had been actively involved in the planning processes.
- (7) Actions outlined in the RMP had not been included in any of the custodial plans and only 5 of the 26 community plans where they should have been. None of the custodial plans had been prioritised according to *RoH*.

- (8) Less than half of the community intervention plans had taken into account Safeguarding needs, diversity needs or the learning style of the child or young person.
- (9) One-quarter of community intervention plans had not been completed on time, and two-thirds of plans did not sufficiently address the factors that had contributed to offending. Factors that were most often not included were family and personal relationships and neighbourhood.
- (10) Community intervention plans focused on achievable change in 63% of relevant cases; set relevant goals (55%); set realistic timescales (36%); and reflected national standards in just over half the cases inspected.
- (11) The child or young person had been actively and meaningfully involved in the planning process in 25 of the 45 cases (56%). Parents/carers had been involved less, in 18 of the 42 cases where it was needed (43%).
- (12) ETE providers had been actively involved in the planning process in just over half of the cases where they should have been.
- (13) Community intervention plans had not been reviewed at appropriate intervals in 69% of cases.

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:

51%

Comment:

SUBSTANTIAL improvement required

Strength:

- (1) An Asset vulnerability screening had been completed in all but three cases (93%), of these, 76% had been done on time.

Areas for improvement:

- (1) Two-thirds of the vulnerability screenings had not been completed to a sufficient quality. The impact of serious youth violence had not been considered in all cases where there were indications that there was involvement by the child or young person.
- (2) Safeguarding needs had been reviewed in less than half of the cases.

- (3) In our view there should have been a VMP in 37 of the 46 cases (80%). The YOS had completed 16 VMPs, although in more cases their own assessments had indicated the need for one. Of the 16 VMPs undertaken, ten had been done on time and seven completed to a sufficient quality. The factors that caused VMPs to be insufficient included roles and responsibilities being unclear, diversity issues such as age and maturity not being covered and a lack of planned response to known factors.
- (4) The VMP had not informed or contributed to the intervention or other plans in 60% of cases.
- (5) There were clear vulnerability factors in seven of the custody cases; we found that these had been made known to the custodial establishment in just two cases.
- (6) There had not been effective management oversight of vulnerability in three-quarters of cases.

COMMENTARY on Assessment and Sentence Planning as a whole:

Working with a complex range of offending, *RoH*, vulnerability and diversity, over half the children and young people in our sample had been convicted of relatively serious offending such as violence against the person or robbery. This included some gang-related activity.

Within this pattern of potentially serious offending there was both a risk of harm to others and a risk of harm *from* others. The extent of the latter was evidenced by the very high proportion of children and young people that we assessed needed a VMP, some 80% in Lambeth, the highest in London. Some staff had found it difficult to separate out these two parts of risk of harm and as a result, plans tended to lack specific focus to deal with both elements of the issue.

There was a lack of analysis of the offences and often the assessment of *RoH* did not include the motivation of the child or young person. This was an important aspect of assessing why this child or young person had committed this offence at this time.

We saw that there had been management oversight of cases but that actions requested had not always been followed and so, in our view, it had not been effective. The Management Team was relatively new and there were opportunities to develop a consistent approach to quality assurance.

2. DELIVERY AND REVIEW OF INTERVENTIONS

OVERALL SCORE: 46%

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:

32%

Comment:

DRASTIC improvement required

Strength:

- (1) There had been an effective contribution to other multi-agency meetings in three-quarters of the relevant custody cases.

Areas for improvement:

- (1) There had been a thorough review of *RoH*, in line with required timescales or in response to a significant change, in just one-quarter of all cases. We noted that reviews had not incorporated new information and police intelligence.
- (2) Changes in *RoH* factors had been anticipated, where possible, in 42% of cases, responded to (40%) and acted upon appropriately in 26% of cases.
- (3) There had been an effective contribution to other multi-agency meetings in just over half of the relevant community cases.
- (4) Specific interventions to manage *RoH* had been delivered as planned in just under half of the cases.
- (5) In three-quarters of cases where there had been a significant change, the interventions to manage *RoH* had not been reviewed to ensure they were appropriate.
- (6) Purposeful home visits had been undertaken in relation to the *RoH* posed in 8 of 29 cases (28%).
- (7) Attention to the assessment of victim safety had been given in just 4 of the 26 cases where it was needed (15%), with priority being given to victim safety in just 10% of relevant cases.
- (8) There had been effective management oversight of *RoH* in one-quarter of community cases and in just one of the six custody cases.

2.2 Reducing the Likelihood of Reoffending:

General Criterion:

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

Score:

50%

Comment:

SUBSTANTIAL improvement required

Strength:

- (1) In all but one case, in our view, the Scaled Approach level was correctly assigned.

Areas for improvement:

- (1) In half of the community orders, interventions had been delivered in line with the plan, were appropriate to the learning style of the child or young person, reflected diversity needs and were of good quality.
- (2) In the cases we assessed, interventions were designed to reduce the LoR in 20 of the 45 relevant cases (44%). Interventions had been sequenced appropriately in one-third of cases.
- (3) The YOS had been appropriately involved in the review of interventions in half of the custody cases (four of eight cases).
- (4) Appropriate resources had been allocated in 56% of cases according to the assessed LoR throughout the sentence. The most common areas where resources were insufficient were motivation to change, perception of self and others, thinking and behaviour and attitudes to offending.
- (5) All requirements of the sentence had been implemented in 65% of cases.
- (6) The YOS case manager had actively motivated and supported the child or young person and actively engaged parents/carers in around half of all cases.

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:

55%

Comment:

SUBSTANTIAL improvement required

Strengths:

- (1) All necessary action to protect the child or young person had been taken in the one custody case where it was needed.
- (2) YOS case managers had worked together with the police to safeguard children and young people.
- (3) For those children and young people who had been in custody, we noted good joint work to promote Safeguarding with physical and emotional health services; substance misuse and accommodation services; the police and ASB teams. The substance misuse and physical health services were the only agencies that were able to maintain continuity from custody to community on release.
- (4) Specific interventions to promote Safeguarding in custody had been identified and delivered in 80% of relevant cases.

Areas for improvement:

- (1) During the order, necessary action to protect the child or young person had been taken in three of the six community cases where it was needed. In the one case that needed action to protect another child, this action had not been taken.
- (2) Specific interventions to promote Safeguarding in the community had been identified (61%); delivered (48%); incorporated into the VMP (46%); and reviewed (23%) in relevant cases.
- (3) Specific interventions to promote Safeguarding in custody had not been incorporated into the VMP or reviewed in any of the relevant cases.
- (4) There had not been effective management oversight in two-thirds of cases where it was needed.

COMMENTARY on Delivery and Review of Interventions as a whole:

The YOS had a range of interventions that could be delivered in a group or to an individual child or young person. We noted that staff had been creative in the way interventions had been delivered and saw examples of how individual staff had adapted their approach to working with particular children and young people to help them see issues from a different perspective.

The YOS worked alongside Young and Safe in Lambeth, part of the Safer Lambeth Partnership to enable children and young people to access a wider range of interventions, including the Local Intervention Fire Education (LIFE). This intervention was delivered in partnership with London Fire Brigade. This intensive course aimed to develop social responsibility, leadership and confidence. Other interventions were available including those that challenged and developed thinking and attitudes and a specific knife crime programme. For many of the children and young people who attended Lambeth YOS, the issues of serious youth violence had had an impact on their lives, due to direct involvement or because of their worries about being drawn into or affected by the behaviours of others.

The lack of thorough and timely reviews in the majority of cases had been detrimental to the effective management of cases. As some staff failed to prioritise reviews, sometimes due to the intensity of other cases, the opportunity to reassess and consider the needs of other children and young people had often been missed, resulting in the range of risks not being identified and managed. This was particularly noted with *RoH* where there was little work on victim issues. There had been no specialist victim worker for a while which had taken the focus off their needs and little victim awareness work was planned or carried out. Addressing this could help children and young people to understand the impact of their offending and could contribute to a reduction in reoffending.

3. OUTCOMES

OVERALL SCORE: 46%

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:

42%

Comment:

DRASTIC improvement required

Strengths:

- (1) Clear reporting instructions had been provided for the purpose of carrying out the order in almost 70% of cases.
- (2) Since the start of the sentence there appeared to be a reduction in both the frequency (58%) and seriousness of offending (51%). This is above the average for YOTs inspected thus far.
- (3) The relevant factors linked to offending that had been most reduced were physical health (50%) and ETE and lifestyle (33%).

Areas for improvement:

- (1) Where there had been an identifiable or potential victim there was evidence that the risk to them had been effectively managed in 19% of cases.
- (2) Safeguarding had been effectively managed in just under half of the cases where it was needed.
- (3) Where the child or young person had not complied with the order, the YOS had not taken sufficient action in just over half of the cases (14 of the 25 cases). We noted that warning letters had not been sent (eight cases), unacceptable absences were not recognised (five cases), breach action was not timely (four

cases) and other action to promote compliance was not taken (seven cases).

- (4) Some of the particular factors linked to offending that had not been reduced were attitudes to offending (13%) and motivation to change (24%).

3.2 Sustaining outcomes:

General Criterion:

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

Score:

57%

Comment:

SUBSTANTIAL improvement required

Areas for improvement:

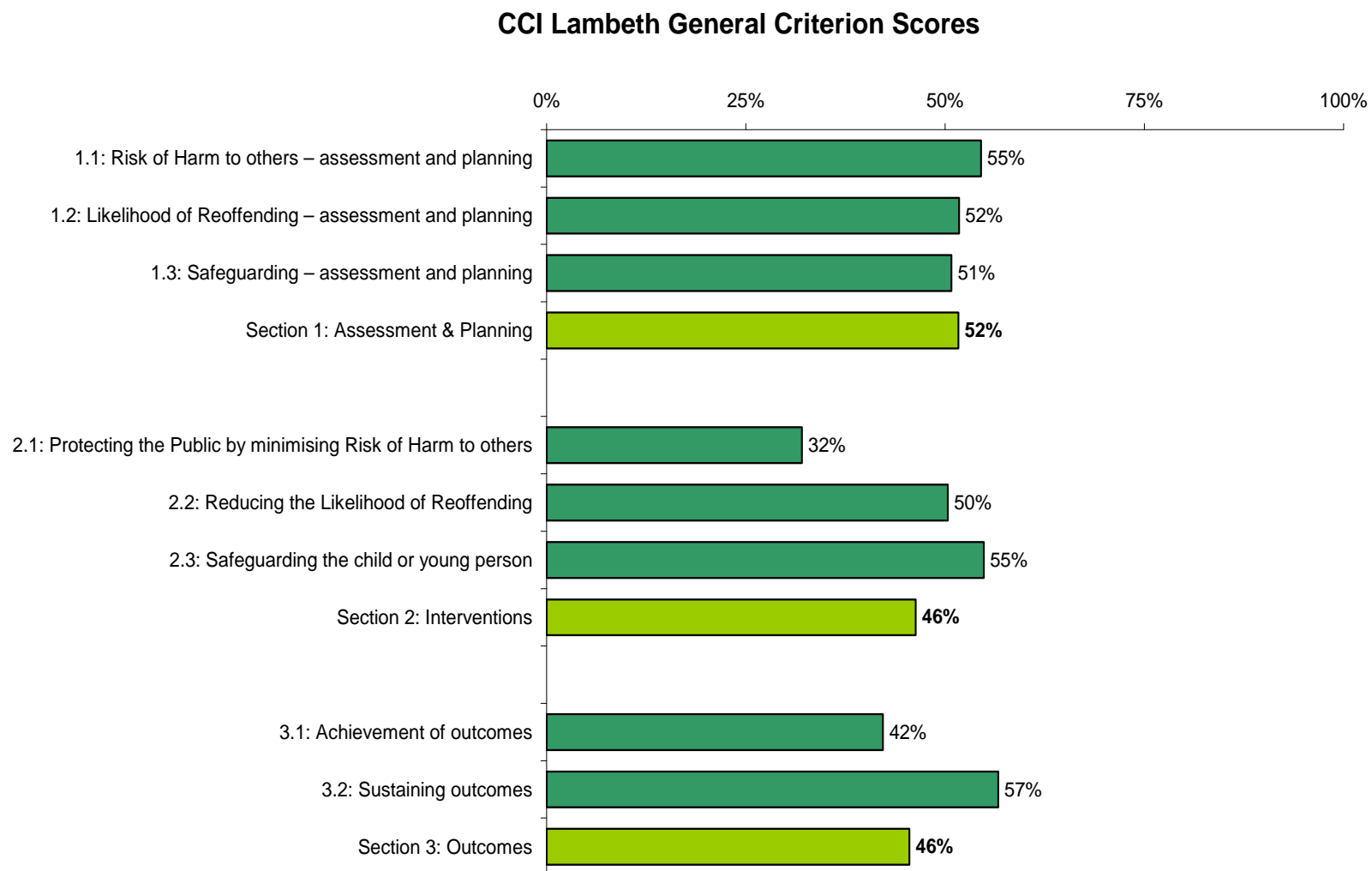
- (1) All reasonable action had not been taken to keep the *RoH* to a minimum in 79% of cases where it could have been (30 of the 38). This was usually due to insufficient assessment and planning, where the risks had not been identified and therefore not planned for. In seven of the cases action had been identified but had not been completed.
- (2) Full attention had been given to community integration issues during the custodial phase in 56% of cases and in 64% of community cases.
- (3) Action had been taken to ensure that positive outcomes were sustainable in half of all cases.

COMMENTARY on Outcomes as a whole:

Overall, we felt that YOS staff were mainly undertaking the processes that needed to be done but that these were not thorough enough nor, on many occasions, of sufficient quality. Neither was this then remedied by effective management oversight. In our view, the overall workload and the seriousness of the cases also impacted on the quality of work undertaken.

Cases were complex and resulted in considerable time pressures and conflicting demands. Staff had had to work particularly hard in very difficult circumstances to achieve successes, as some children and young people held attitudes and beliefs that were not easy to change. They felt there was not always adequate time to spend on each case. We felt that the intensity and volume of work involved in dealing with high demand cases had impacted on the ability of staff to manage their other cases.

Appendix 1: Scoring summary of sections 1-3



Appendix 2: Contextual information

Area

Lambeth YOS was located in London in the centre of the capital.

The area had a population of 284,500 as measured in the ONS Mid Year Estimates 2010. 8.6% of the population were aged 10 to 17 years old (Census 2001). This was lower than the average for England/Wales, which was 10.4%.

The population of Lambeth was predominantly white British (68%) (Resident Population Estimates by Ethnic Group 2009). The population with a black and minority ethnic heritage (32%) 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 49 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. The London Probation Trust and the Lambeth Primary Care Trust covered the area.

The YOS was located within the Children's Services Department. It was managed by a YOS Manager.

The YOS Headquarters was in the Brixton area of the borough. The operational work of the YOS was based in Brixton. 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.

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

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

Appendix 3: Inspection Arrangements

Fieldwork for this inspection was undertaken in December 2011 and involved the examination of 47 cases. This inspection took place at a time of industrial action and as a result the number of cases inspected was reduced.

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

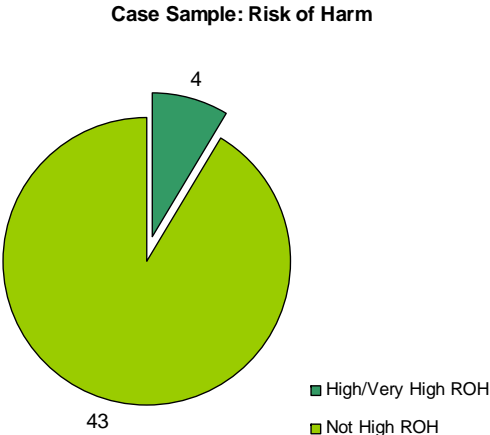
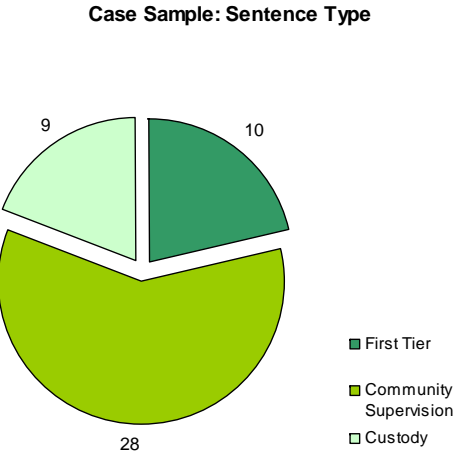
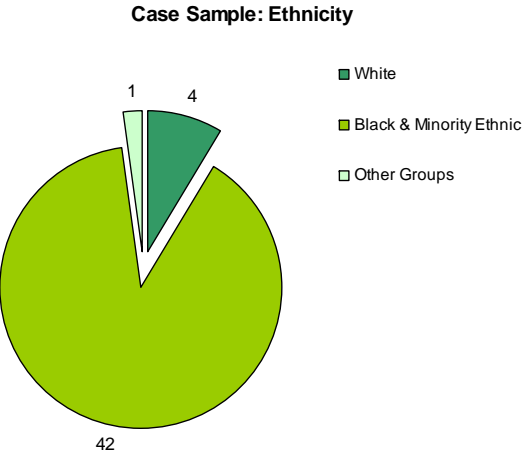
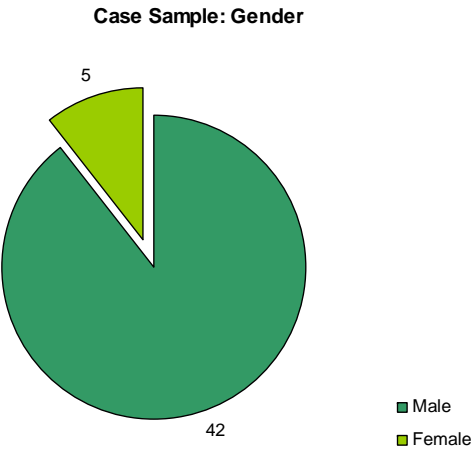
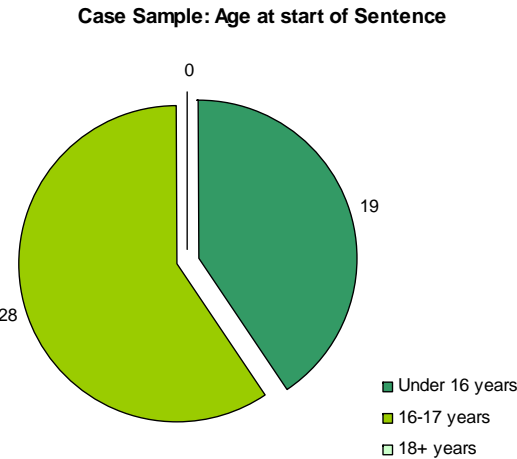
The focus of our inspection is the quality of work undertaken with children & young people who offend, whoever is delivering it. We look at a representative sample of between 38 and 99 individual cases up to 12 months old, some current others terminated. These are made up of first tier cases (referral 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 Ministry of Justice 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



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/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:

*HM Chief Inspector of Probation
6th Floor, Trafford House
Chester Road, Stretford
Manchester, M32 0RS*