



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:

Newham

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Foreword

This Core Case Inspection of youth offending work in Newham 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 55% of the time. With the Public Protection aspects, work to keep to a minimum each individual's *Risk of Harm to others* was done well enough 46% of the time, and the work to make each individual less likely to reoffend was done well enough 60% 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. In Newham we found a YOT working with children and young people from diverse backgrounds and with many needs. Better attention needed to be paid to the quality of work to manage *Risk of Harm to others* and to address Safeguarding. It was therefore encouraging to note that new managers were now in place to provide consistent oversight of practice.

We also found a committed and enthusiastic staff group and a Management Board that was keen to learn from the inspection findings. We expect that the recommendations of this report, if fully implemented, will contribute to significant improvements in practice.

Liz Calderbank
HM Chief Inspector of Probation

February 2012

	Scores from Wales and the English regions that have been inspected to date			Scores for Newham
	Lowest	Highest	Average	
'Safeguarding' work (action to protect the young person)	37%	91%	68%	55%
'Risk of Harm to others' work (action to protect the public)	36%	85%	63%	46%
'Likelihood of Reoffending' work (individual less likely to reoffend)	43%	87%	71%	60%

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Scoring and Summary Table

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

Safeguarding score:	
This score indicates the percentage of <i>Safeguarding</i> work that we judged to have met a sufficiently high level of quality. This score is significant in helping us to decide whether an early further inspection is needed.	
Score: 55%	Comment: SUBSTANTIAL improvement required
Public Protection – Risk of Harm score:	
This score indicates the percentage of Risk of Harm work that we judged to have met a sufficiently high level of quality. This score is significant in helping us to decide whether an early further inspection is needed.	
Score: 46%	Comment: SUBSTANTIAL improvement required
Public Protection - Likelihood of Reoffending score:	
This score indicates the percentage of Likelihood of Reoffending work that we judged to have met a sufficiently high level of quality.	
Score: 60%	Comment: MODERATE improvement required

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

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

Recommendations for improvement

(primary responsibility is indicated in brackets)

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

- (1) a timely and good quality assessment and plan, using Asset, is completed when the case starts (YOT Manager)
- (2) specifically, a timely and good quality assessment of the individual's vulnerability and *Risk of Harm to others* is completed at the start, as appropriate to the specific case (YOT Manager)
- (3) as a consequence of the assessment, the record of the intervention plan is specific about what will now be done in order to safeguard the child or young person from harm, to make them less likely to reoffend, and to minimise any identified *Risk of Harm to others* (YOT Manager)
- (4) diversity factors are thoroughly assessed, clearly recorded within the case record and, where applicable, effectively addressed within intervention plans (YOT Manager)
- (5) there is a timely review of assessments and plans, consistent with national standards for youth offending services, and following receipt of significant new information (YOT Manager)
- (6) sufficient attention is given to the safety of victims throughout the course of the sentence (YOT Manager)
- (7) management oversight is effective in ensuring the quality of assessment and plans to manage vulnerability or *Risk of Harm to others*, and ensures that planned actions are delivered (YOT Manager).

Next steps

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

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

Making a difference

Here are some examples of Newham YOT work that impressed.

Assessment and Sentence Planning

General Criterion: 1.2h

Majeed received a 12 month DTO for an offence of making threats to kill. While in custody he attended the JETS (Juvenile Enhanced Thinking Skills) programme which challenged his views about offending. Majeed participated fully and was assessed as having made significant progress. After his release his case manager set up a review meeting attended by Majeed, his parents, the keyworker from the prison and the police. At the meeting Majeed was able to recognise the progress that he had made in custody and wanted this to continue in the community. The discussion at the meeting was used by the case manager to revise her plan for Majeed to include the delivery of an offending behaviour programme. Majeed made good progress, built on the work undertaken in custody and there had been no further offending.

Delivery and Review of Interventions

General Criterion: 2.2a

Following her conviction for offences of assault and robbery, Ruby received a 12 month YRO. She had been known to the YOT for two years and was looked after by the local authority. Her case manager worked closely with Ruby's social worker and attended all review meetings. As part of her supervision, Ruby and her worker used a cycle of change model for Ruby to identify how she felt about various issues in her life. This helped Ruby and her worker to highlight where change had taken place, where Ruby was not yet ready to make change and where action was required. As a result, Ruby was asked to undertake a violent offender programme which she successfully completed. Ruby had not reoffended and was making good progress in semi independent accommodation.

Outcomes

General Criterion: 3.2a

Kojo had a history of serious youth violence. His case manager asked for intensive supervision to be made a condition of his DTO licence, to challenge his offending and provide him with constructive activities in the community. She worked hard to engage Kojo and his family who were supportive of her efforts. Kojo was allocated a mentor from a local project that helped children and young people to move away from organised crime. Kojo completed courses linked to knife crime, drugs awareness and sexual health. He embarked on a sports apprenticeship and qualified as a coach. Kojo had recently been found supported accommodation out of the borough which would help him to move away from his associates and reduce the likelihood of him reoffending in the future.

All names have been altered.

Service users' perspective

Children and young people

Six children and young people completed a questionnaire for the inspection. The findings were limited by the low number, half of whom had been coming to the YOT for less than a month.

- ◇ All six respondents said that they knew why they had to come to the YOT. Five recalled that YOT staff had explained what would happen to them.
- ◇ Of those that responded, three felt that YOT staff listened completely to what they had to say and two felt that this was mostly the case.
- ◇ Three felt that YOT staff were completely interested in helping them and three felt that this was the case most of the time.
- ◇ Of those that responded, two felt that the YOT had definitely dealt with the things that they needed help with; a further two felt that this had happened most of the time.
- ◇ Three of the children and young people remembered completing a *What do YOU think?* questionnaire or another form about themselves.
- ◇ Three of the respondents said that the YOT had helped them with school, training or getting a job. Three had been helped to understand their offending.
- ◇ Of those that responded, two said that they were a lot less likely to reoffend as a result of their involvement with the YOT; three were a bit less likely to reoffend.
- ◇ On a scale of zero to ten (ten being completely satisfied), four of the children and young people rated the service given to them so far as a five, one rated it as six.

Victims

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

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

1. ASSESSMENT AND SENTENCE PLANNING

OVERALL SCORE: 55%

1.1 Risk of Harm to others (RoH):

General Criterion:

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

Score:

54%

Comment:

SUBSTANTIAL improvement required

Strengths:

- (1) An Asset RoSH screening had been completed in 89% of cases. More than three-quarters had been completed on time.
- (2) A full RoSH assessment had been completed in 79% of cases where the information in the RoSH screening indicated that this was required.
- (3) Of the five cases that required management at MAPPA Level 2 or above, four had been identified and referred in a timely manner.

Areas for improvement:

- (1) Only 47% of cases included an Asset RoSH screening that was of sufficient quality.
- (2) Where there was a clear initial RoSH classification we assessed this to be correct in 72% of cases. This left 15 cases in which we thought the original classification was too low. Of these, we assessed that four should have been identified as high *RoH*.
- (3) The RoSH assessment was of insufficient quality in 38% of cases. Too often, previous relevant behaviour and the risk to victims were not fully considered. There was an over-reliance on current convictions, which did not give a full picture of the child or young person's potential to cause serious harm. Some 43% had not been completed on time.
- (4) The assessment of *RoH* drew adequately on all appropriate information in 55% of cases.

- (5) An RMP was produced at the start of sentence in 18 out of the 27 cases where it was required (67%). Twelve of the RMPs were completed on time and five were deemed to be of sufficient quality. The main limiting factors were that roles and responsibilities were unclear, the planned response was unclear or inadequate and that victim's issues had not been addressed.
- (6) Where an RMP had not been produced or was not required, the need to plan to manage *RoH* had been recognised in 13 out of 31 relevant cases (42%).
- (7) Details of *RoH* assessment and management had been appropriately communicated to all relevant staff and agencies in 54% of cases.
- (8) Management oversight of the *RoH* assessment had been effective in 23% of relevant cases. Oversight of the RMP was effective in only four cases.

1.2 Likelihood of Reoffending:	
<p><i>General Criterion:</i></p> <p><i>The assessment of the LoR is comprehensive, accurate and timely and uses Asset and other relevant assessment tools. Plans are in place to reduce LoR.</i></p>	
<p><i>Score:</i></p> <p><i>56%</i></p>	<p><i>Comment:</i></p> <p><i>SUBSTANTIAL improvement required</i></p>

Strengths:

- (1) An initial assessment of LoR had been undertaken in 95% of cases with most of these completed on time.
- (2) In 70% of cases there had been active engagement with the child or young person when carrying out the initial assessment.
- (3) Over three-quarters of initial assessments were informed by information received from children's social care services. The YOT was located in the same office as social workers from the borough's Threshold of Care team, allowing them to gain relevant information without delay.
- (4) Secure establishments had informed assessments in 11 out of 12 relevant cases. Information gained from the police had contributed to 24 out of 30 applicable cases.
- (5) A custodial sentence plan was produced in 16 of the 17 custodial cases that were inspected. All except three of these were timely. Fourteen out of sixteen sentence plans that required it had addressed ETE. Physical health had been addressed in the one case where it was relevant.

- (6) A community intervention plan or referral order contract was produced in almost all cases; the great majority were completed on time and 70% focused on achievable change. Over two-thirds of plans addressed the child or young person's attitudes to offending and their thinking and behaviour. ETE had been taken into account in three-quarters of relevant cases.
- (7) YOT workers were actively and meaningfully involved throughout the custodial planning process in all except three of the inspected custodial cases. The secure establishment had been similarly involved in all but one custodial case.
- (8) The custodial sentence plan was reviewed as required in all except three cases.

Areas for improvement:

- (1) The quality of the initial assessment was sufficient in just under half of all cases (48%). A number contained unclear and/or insufficient evidence of the child or young person's circumstances, including their vulnerability. Eight had failed to identify relevant factors linked to the child or young person's race and ethnicity.
- (2) There had been active engagement with the parent/carer to carry out the initial assessment in 56% of cases.
- (3) A timely *What do YOU think?* or other appropriate self-assessment questionnaire had been used in 24% of cases.
- (4) The learning style of the child or young person had been assessed in 38% of cases. Newham YOT had started to use an electronic questionnaire to assess learning styles and capture the views of children and young people. However, the timing of the inspection meant that it had not yet had an impact on the casework.
- (5) Some potential sources of information were underused in the initial assessment. For example, information from emotional/mental health services was used in 13 out of 21 relevant cases; substance misuse services in 6 out of 14; and the ASB team in four out of nine. Contact with or information from physical health services was missed in five out of six relevant instances.
- (6) Six out of seventeen custodial sentence plans did not sufficiently address the factors that had been identified as most closely linked to offending. The factors omitted most frequently were lifestyle, perception of self and others, attitudes to offending, family and personal relationships and motivation to change; each of which were not included in more than half of the plans where it was needed. The child or young person's emotional and mental health had not been taken into account in four out of nine relevant plans (44%).
- (7) Only 1 out of 14 relevant custodial sentence plans had integrated the RMP and 2 out of 13 had taken account of Safeguarding needs. Nine out of fifteen included positive factors and 6 out of 12 responded appropriately to identified diversity needs.
- (8) A little under half (49%) of the community intervention plans and referral order contracts sufficiently addressed offending-related factors. Emotional

and mental health had been included in 12 out of 24 relevant plans (50%), substance misuse in 14 out of 25 (56%) and family and personal relationships in only 9 out of 40 applicable plans (23%).

- (9) Community intervention plans and referral order contracts integrated the RMP in less than one-quarter of applicable cases. Plans took into account Safeguarding needs in 51% of cases and incorporated the child or young person's learning style in 37%. Half had included relevant positive features and 46% responded appropriately to identified diversity factors. In 21 cases there had been insufficient reflection of the child or young person's race and ethnicity.
- (10) Community intervention plans and referral order contracts reflected national standards in 52% of cases, set realistic timescales in 57% and relevant goals in 67%.
- (11) Objectives within the custodial plan had been prioritised according to *RoH* in 4 out of 15 relevant cases (27%). Sequencing according to offending-related need was evident in 3 out of 16 cases (19%). Sentencing objectives were inclusive of appropriate Safeguarding work and sensitive to diversity issues in 5 out of 13 cases (38%). Victim issues had been accounted for in 4 out of 15 relevant plans (27%).
- (12) In community intervention plans or referral order contracts objectives had been prioritised according to *RoH* in 20 out of 47 relevant cases (43%). They were sequenced according to offending-related need in 44%. Sufficient account was taken of victims' issues in 13 out of 47 (28%), diversity in 19 out of 47 (40%) and relevant Safeguarding work in 18 out of 39 (46%).
- (13) The child or young person had been actively and meaningfully involved in the planning process in 59% of cases, a little more often than parents/carers (54%).
- (14) We would have expected to see more active and meaningful involvement in the planning process from external agencies. Children's social care services had been involved in 18 of the 34 cases where they had an involvement with the child or young person (53%). Emotional and mental health services had been involved in the planning of 10 out of 23 relevant cases (43%); substance misuse services in 8 out of 26 (31%) and the ASB team in only 1 out of 11 relevant 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:

55%

Comment:

SUBSTANTIAL improvement required

Strengths:

- (1) A screening of the child or young person's vulnerability had been undertaken in 94% of cases, with the great majority completed on time.
- (2) Vulnerability concerns had been clearly communicated to the secure establishment, as required at the start of sentence, in 9 out of 12 applicable cases.
- (3) Fifteen of the eighteen VMPs produced had been completed on time.

Areas for improvement:

- (1) The Asset vulnerability screening was judged to be of sufficient quality in 35% of the sample. Factors identified elsewhere in the case had not always been reflected in the screening to provide a clear picture of the vulnerability.
- (2) Safeguarding needs were reviewed as required in 54% of cases.
- (3) We judged that there should have been a VMP at the start, in 41 cases but found that only 18 had been produced.
- (4) Where a VMP had been completed, all except five were of insufficient quality. The most common omissions were that the planned response was unclear or inadequate, and the roles or responsibilities were not clear.
- (5) The VMP contributed to and informed interventions in 5 out of 18 applicable cases. The VMP had informed other plans on the child or young person in 8 out of 13 cases.
- (6) Copies of other plans (care, pathway, protection) were found in 12 of the 22 relevant case files.
- (7) There was effective management oversight of vulnerability assessments in 12 out of 53 relevant of cases (23%).

COMMENTARY on Assessment and Sentence Planning as a whole:

A significant proportion of the children and young people (63%) had been convicted of offences of violence. This included involvement in organised crime and gang culture. Many of these children and young people presented an *RoH* at the same time as being vulnerable themselves.

The YOT had experienced a period of considerable change in the year leading to the inspection, including the absence of the YOT Manager during a six month period and a turnover of operational managers, within the same timeframe. It was envisaged that changes to the YOT structure, implemented in the months prior to the inspection, would secure closer integration with services for vulnerable children, including those looked after by children's social care services.

Although we saw evidence of some management oversight, for example through the risk management panel, this was not routinely embedded in practice. Too many poor quality assessments and plans had been produced, some countersigned by managers. Where managers had identified shortcomings they did not then ensure that these were addressed sufficiently well or in a timely manner.

We 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 religious and cultural issues, these matters were often not explicitly recorded in the assessment and plan.

2. DELIVERY AND REVIEW OF INTERVENTIONS

OVERALL SCORE: 56%

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:

43%

Comment:

DRASTIC improvement required

Strengths:

- (1) Effective use was made of MAPPA, with decisions clearly recorded in three out of the four cases where notification had been made. The contribution of case managers, other YOT staff and other agencies had also been effective in these three cases.
- (2) Case managers and other relevant staff had contributed effectively to multi-agency meetings in custody in 12 out of 14 applicable cases. The contribution to multi-agency meetings in the community was effective in 20 out of 29 cases.

Areas for improvement:

- (1) *RoH* had been reviewed thoroughly no later than three months from the start of sentence in 43% of cases. Following a significant change in circumstances, for example further offending, *RoH* had been reviewed in 11 out of 34 cases (32%).
- (2) In cases where there were changes in *RoH* or acute factors they had been anticipated whenever feasible in 43% of cases, identified swiftly in 49% and acted upon appropriately in 47%.
- (3) *RoH* was reviewed thoroughly in line with required timescales in only 43% of cases.
- (4) Decisions taken within MAPPA had been followed through and acted upon in two of the four relevant cases and reviewed appropriately in only one case.

- (5) Purposeful home visits had been carried out throughout the course of the sentence, in accordance with the level of *RoH* posed or Safeguarding needs, in 44% of relevant cases. Often there was no clear reason why a home visit had not been undertaken. Where there were staff safety concerns these needed to be recorded, and regularly reviewed with the police and other relevant agencies.
- (6) Sufficient attention had been given to assessing the safety of victims in 10 out of 49 relevant cases (20%). We found that a high priority had then been given to victim safety throughout the sentence in a similar proportion (21%).
- (7) We found that appropriate resources had been allocated, according to the *RoH*, throughout the sentence in 56% of cases.
- (8) Specific interventions to manage *RoH* were delivered as planned in 24 out of 48 cases in the community and 5 out of 11 cases serving the custodial phase of their sentence. Interventions were reviewed following a significant change in 11 out of 30 cases in the community and two out of five cases serving the custodial phase of their sentence.
- (9) There had been effective management oversight of *RoH* in 29% of community cases and one-quarter of custody cases.

2.2 Reducing the Likelihood of Reoffending:	
<p>General Criterion:</p> <p><i>The case manager coordinates and facilitates the structured delivery of all elements of the intervention plan.</i></p>	
<p>Score:</p> <p>64%</p>	<p>Comment:</p> <p>MODERATE improvement required</p>

Strengths:

- (1) YOT staff had been appropriately involved in the review of interventions in custody in three-quarters of cases.
- (2) We considered that the initial Scaled Approach intervention level allocated by the YOT was correct in all cases.
- (3) Staff had actively motivated and supported the child or young person and reinforced positive behaviour in the great majority of cases.
- (4) The YOT worker had actively engaged the parents/carers of the child or young person in well over two-thirds of community cases and most of the applicable custody cases.

Areas for improvement:

- (1) Good quality interventions were delivered in just over half of all cases in the community. Interventions were designed to reduce the LoR in 54%, implemented in line with the sentence plan in 60% and sequenced appropriately in 46%. Just over half of the interventions were appropriate to the child or young persons learning style. Interventions had not taken relevant diversity issues into account in 46% of cases. In 19 cases this related to the child or young person's race and ethnicity, which reflected earlier omissions at the assessment and planning stage.
- (2) We found that only 43% of interventions in the community had been appropriately reviewed.
- (3) Appropriate resources had been allocated according to the assessed LoR throughout the sentence in 61% of cases.
- (4) The requirements of the sentence had been implemented in 14 out of 30 relevant community cases (47%).

2.3 Safeguarding the child or young person:	
General Criterion: <i>All reasonable actions have been taken to safeguard and reduce the vulnerability of the child or young person.</i>	
Score: 61%	Comment: MODERATE improvement required

Strengths:

- (1) All necessary immediate action had been taken to protect the child or young person in the two custody cases where this was relevant, and in all but 1 of the 12 applicable community cases. All necessary action was taken to protect other affected children and young people, such as siblings, in all relevant cases.
- (2) In the majority of instances, case managers and relevant agencies had worked together to promote the well-being of the child or young person in custody. We found examples of joint work between YOT workers and children's social care services in nine out of ten relevant cases, ETE workers in 13 out of 14 and emotional and mental health services in five out of seven.
- (3) There was evidence of effective joint working between YOT workers and ETE providers, to promote the Safeguarding and well-being of the child or young person, in 76% of applicable cases in the community. Joint work with children's social care services was evident in 69%.

- (4) YOT staff had worked with a number of relevant agencies to ensure continuity in the provision of mainstream services, upon release from custody. In eight out of nine cases requiring input from children's social care services this had been provided, four out of five cases with emotional and mental health needs and all two cases with accommodation requirements. Provision had also been made in the one case requiring physical health service input.
- (5) Staff clearly supported and promoted the well-being of the child or young person, throughout the course of the sentence in 76% of cases in the community, and in all except two custody cases.

Areas for improvement:

- (1) Necessary referrals to ensure Safeguarding were made to relevant agencies in 21 out of 32 cases in the community (66%). Necessary referrals to ensure Safeguarding were made in seven out of nine applicable custody cases.
- (2) We found examples of joint work to promote the Safeguarding and well-being of the child or young person within the community, between YOT workers and emotional and mental health services in 13 out of 23 cases (57%), with substance misuse services in 7 out of 19 (37%), the ASB team in two out of six cases (33%) and the police in 17 out of 25 relevant cases (68%).
- (3) There was evidence of effective joint work to promote the Safeguarding and well-being of children and young people, between YOT workers and substance misuse services in four out of eight custody cases.
- (4) YOT workers and other relevant agencies were not always successful in ensuring continuity in the provision of mainstream services in the transition from custody to the community. ETE services were provided in 9 out of 14 cases and substance misuse services in only two out of seven cases.
- (5) Specific interventions to promote Safeguarding in the community had been identified in 21 out of 39 relevant cases (54%). These were incorporated into the VMP in 8 out of 17 instances (47%). Safeguarding interventions had then been delivered in 38% of relevant cases and appropriately reviewed in 39%.
- (6) Specific interventions to promote Safeguarding in custody had been identified in 5 out of 12 relevant cases. These were incorporated into the VMP in two out of seven instances. Safeguarding interventions had then been delivered in 4 out of 12 cases and reviewed as required in 5 out of 11.
- (7) There had been effective management oversight of Safeguarding and vulnerability needs in 4 out of 13 custody cases (31%) and 15 out of 46 relevant community cases (33%).

COMMENTARY on Delivery and Review of Interventions as a whole:

The YOT had a range of interventions to address the child or young persons *RoH* including knife crime and violent offender programmes. YOT workers were also trained to deliver the Jigsaw offending behaviour group work course. We saw examples of good practice and were impressed by workers' enthusiasm for this work. However, the programmes had not always been delivered as intended. A number of children and young people had missed sessions or not started the work at all, despite it being a key part of their sentence plan.

The substance misuse nurse had been on sickness leave prior to the inspection and this meant that adequate provision had not always been made to assess substance misuse and deliver specialist interventions. However, an additional substance misuse worker had recently been appointed and this was a positive development.

A new operational management team had been in place for two months prior to the inspection. Although it was too early to impact on our inspection case sample, workers described an improved level of oversight and this was apparent from recent entries into the case record. This would need to be maintained with a particular emphasis on the quality of assessments and plans in order to achieve lasting improvements.

3. OUTCOMES

OVERALL SCORE: 53%

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:

51%

Comment:

SUBSTANTIAL improvement required

Strengths:

- (1) Sufficient appointments were arranged for the purpose of carrying out the sentence of the court in 81% of cases.
- (2) There appeared to be a reduction in the frequency of offending, since the start of the sentence, in 51% of the cases where there was sufficient offending history to assess this. There had been a reduction in the seriousness of offending in 56% of cases.
- (3) In cases where there had been a reduction in offending-related factors identified in the initial assessments, these most frequently related to living arrangements, 17 out of 39 (44%); ETE, 20 out of 51 (39%); neighbourhood, 11 out of 28 (39%); and motivation to change, 18 out of 54 (33%).

Areas for improvement:

- (1) *RoH* had been effectively managed in 42% of applicable cases.
- (2) Where there was an identifiable or potential victim there was evidence that the *Risk of Harm* to them had been effectively managed in only 21% of cases.

- (3) Thirty-two children and young people had not complied with the requirements of their sentence. Appropriate action was taken by the YOT in relation to this lack of compliance in 47% of cases. In five cases breach action had not been taken, in six cases it had not been timely. Practitioners described some difficulties with court administration processes for listing cases within required timescales.
- (4) Overall, there had been insufficient progress on the most significant factors related to offending in 56% of cases. The factors that showed the least frequent improvement were substance misuse, 5 out of 32 cases (16%); emotional and mental health, 6 out of 33 (18%); perception of self and others, 14 out of 51 (27%); and attitudes to offending, 13 out of 54 (24%). There had been no measureable improvement in the seven cases in which physical health was related to offending.
- (5) In 20 out of 41 cases where there was an assessed risk factor linked to the child or young person's Safeguarding, there had been no reduction in those risk factors (49%). Overall, we considered that Safeguarding had been effectively managed in 28 out of 48 cases (58%). In the majority of cases this was because the assessment and planning was insufficient. In other cases interventions had not been delivered as required.

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>58%</p>	<p>Comment:</p> <p><i>SUBSTANTIAL improvement required</i></p>

Strength:

- (1) Full attention had been given to community integration issues in 40 out of 58 cases managed within the community (69%).

Areas for improvement:

- (1) Full attention had been given to community integration issues during the custodial phase of the sentence in 9 out of 17 cases (53%).
- (2) Where the child or young person was serving the custodial phase of their sentence, action had been taken or plans put in place, to seek to ensure that positive outcomes were sustainable in 6 out of 12 cases (50%). This dropped to 18 out of 38 cases where the child or young person was in the community (47%).

COMMENTARY on Outcomes as a whole:

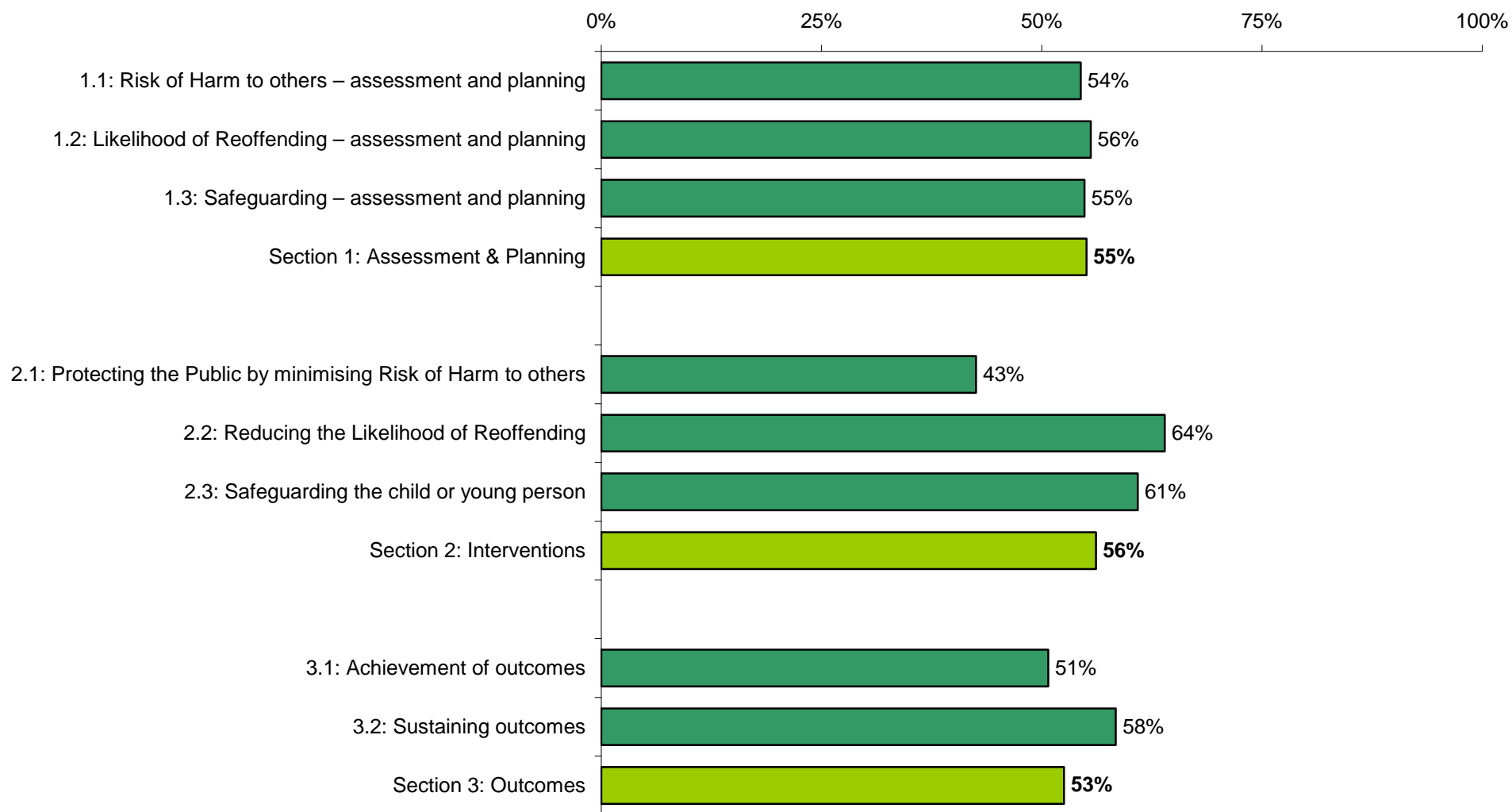
There had been an overall reduction in the Asset score since the start of the sentence in 58% of inspected cases, which was better than the average for YOTs inspected to date. Changes in the risk factors linked to Safeguarding could have been better evidenced through improved vulnerability assessments, plans and reviews.

There had been gaps in the provision of restorative justice services which contributed to the findings in relation to victim safety. It was hoped that these would be addressed in future, through the re-commissioning of specialist services a month before this inspection.

Better attention needed to be paid to recognising unacceptable absences and where compliance could not be secured, taking swift enforcement action. The creation of the East London youth court in the New Year, serving four boroughs, provided a valuable opportunity for the YOT and court service to review breach processes as part of a new service level agreement.

Appendix 1: Scoring summary of sections 1-3

CCI Newham General Criterion Scores



Appendix 2: Contextual information

Area

Newham YOT was located in London in the East of the capital.

The area had a population of 240,100 as measured in the ONS Mid Year Estimates 2010, 12.9% of which were aged 10 to 17 years old (Census 2001). This was higher than the average for England/Wales, which was 10.4%.

The population of Newham was predominantly of black and minority ethnic heritage (55%) (Resident Population Estimates by Ethnic Group 2009). This 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 57 per 1,000, were worse than the average for England/Wales of 38.

YOT

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

The YOT was located within Children and Young People's Services. It was managed by the Head of Youth Offending and Legal Intervention Services.

The YOT Headquarters and operational work was based in Plaistow. ISS was provided from within the YOT.

Youth Justice Outcome Indicators 2011/2012 onwards

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

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

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

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

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

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

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

Appendix 3: Inspection Arrangements

Fieldwork for this inspection was undertaken in October 2011 and involved the examination of 62 cases.

Model

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

Methodology

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

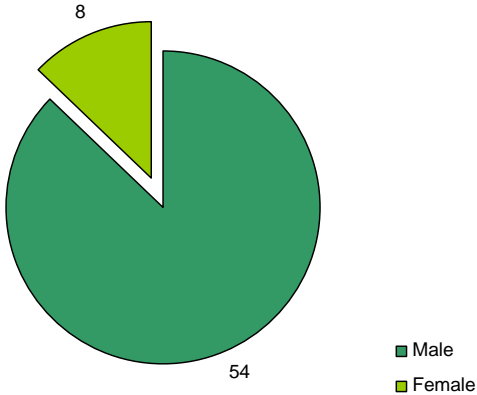
Prior to the inspection we receive copies of relevant local documents and a brief report from the Youth Justice Board. We also gather the views of service users (children & young people and victims) by means of computer and paper questionnaires.

Publication arrangements

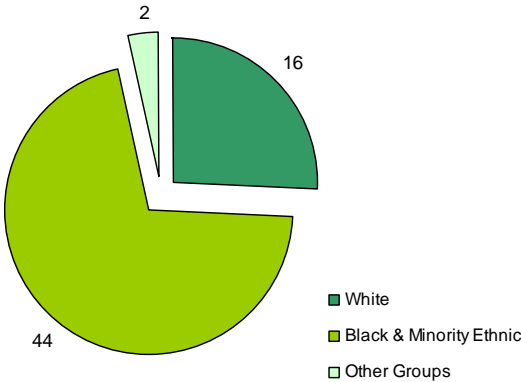
- Provisional findings are given to the YOT two weeks after the inspection visit takes place.
- A draft report is sent to the YOT for comment 4-6 weeks after the inspection, with publication following approximately 6 weeks later. In addition to a copy going to the relevant Minsters, other inspectorates,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

Appendix 4: Characteristics of cases inspected

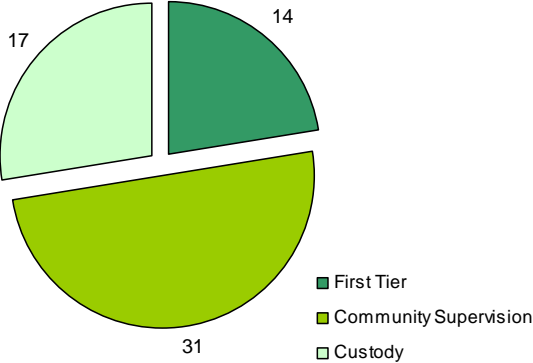
Case Sample: Gender



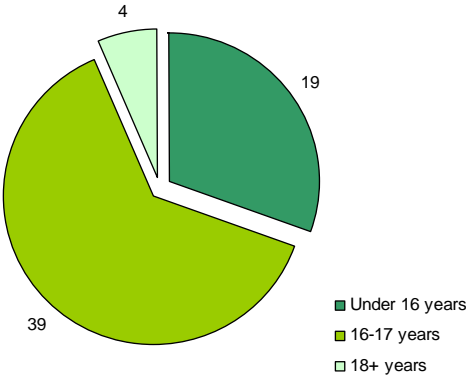
Case Sample: Ethnicity



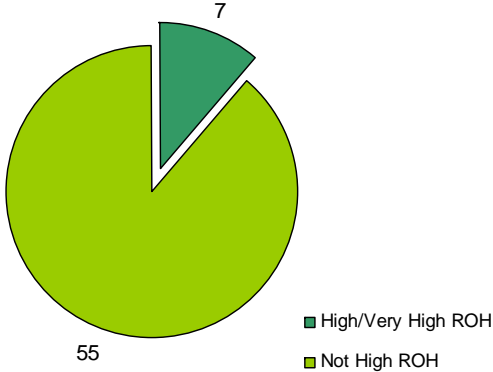
Case Sample: Sentence Type



Case Sample: Age at start of Sentence



Case Sample: Risk of Harm



Appendix 5: Scoring approach

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

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

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

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

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

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

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

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

Appendix 6: Glossary

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

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

Appendix 7: Role of HMI Probation and Code of Practice

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

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

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

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