



Inspection of
Youth
Offending

Archwilio Rhaglen Troseddwy'r Ifanc



Arolygiad ar y Cyd Cyfiawnder Troseddol

Core Case Inspection of youth offending work in England and Wales

Report on youth offending
work in:

Wessex

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Foreword

This Core Case Inspection of youth offending work in Wessex 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 56% of the time, and the work to make each individual less likely to reoffend was done well enough 64% of the time. A more detailed analysis of our findings is provided in the main body of this report, and summarised in a table in Appendix 1. These figures can be viewed in the context of our findings from Wales and the regions of England inspected so far – see the Table below.

Wessex YOT had undergone a number of organisational, resourcing and office changes during the past year, which included, prior to our inspection, the Isle of Wight ceasing to be part of the Wessex YOT area and its Council forming a separate YOT. Against that context, we found, in too many cases, assessments of *Risk of Harm to others*, vulnerability and Likelihood of Reoffending, were completed to an insufficient standard, and plans of work with children and young people who had offended were inadequate. Performance across the YOT area was inconsistent, with some teams/offices producing work of a much higher standard than others.

Overall the results for Wessex YOT were lower than average, which was disappointing. However, the YOT Management Board has responded positively to the inspection and is now planning how they can best take forward the improvements required as they plan for a further disaggregation. In addition, case managers were enthusiastic about the work they did with children and young people who offended and were receptive to the inspection process. That offers encouragement as the YOT seeks to improve its performance.

Liz Calderbank
HM Assistant Chief Inspector of Probation
For Her Majesty's Chief Inspector of Probation

August 2011

	Scores from Wales and the English regions that have been inspected to date			Scores for Wessex
	Lowest	Highest	Average	
'Safeguarding' work <i>(action to protect the young person)</i>	37%	91%	68%	55%
'Risk of Harm to others' work <i>(action to protect the public)</i>	36%	85%	63%	56%
'Likelihood of Reoffending' work <i>(individual less likely to reoffend)</i>	43%	87%	71%	64%

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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 here. We also provide a headline ‘Comment’ by each score, to indicate whether we consider that this aspect of work now requires either **MINIMUM**, **MODERATE**, **SUBSTANTIAL** or **DRASTIC** improvement in the immediate future.

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

<i>Public Protection – Risk of Harm score:</i>	
This score indicates the percentage of Risk of Harm work that we judged to have met a sufficiently high level of quality. This score is significant in helping us to decide whether an early further inspection is needed.	
<i>Score:</i> 56%	<i>Comment:</i> <i>SUBSTANTIAL improvement required</i>

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

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

Recommendations (primary responsibility is indicated in brackets)

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

- (1) Asset assessments and plans should be timely and of good quality, providing a robust analysis of the current needs of the case that is not obscured by previous information except where it is relevant (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) children and young people, and their parents/carers, are actively and meaningfully involved in assessment and planning, including through the timely use of self-assessments and the assessment of learning styles (YOT Manager)
- (4) 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*. In particular, the plan of work should set appropriate goals and be clearly sequenced (YOT Manager)
- (5) vulnerability management plans are completed on time and are of good quality. They clarify the roles and responsibilities of staff and include planned responses to changes in the child or young person's own vulnerability (YOT Manager)
- (6) for both custodial and community cases, the plan of work is regularly reviewed and correctly recorded in Asset with a frequency consistent with national standards for youth offending services (YOT Manager)
- (7) there is regular and effective oversight by management, especially of screening decisions and ensuring planned actions are delivered. Management comments should be recorded within the case record as appropriate to the case (YOT Manager).

Furthermore:

- (8) the case record should at all times contain accurate, sufficient and up to date information, in order to support the continuity of services to children and young people. This should include sufficient information on interventions delivered by others.

Next steps

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

Service users' perspective

Children and young people

Fifty-five children and young people completed a questionnaire for the inspection.

- ◇ All the children and young people said they understood the reasons why they had to attend the YOT, and all but three said the YOT staff had explained what would happen. Most felt that they were listened to and YOT staff had dealt with the things with which they needed help.
- ◇ Eighteen of those who replied were on a referral order; all had had their referral order contract discussed with them by their YOT worker. Thirteen recalled having been given a copy of their referral order contract to keep. Most of those on other sentences knew what a supervision or sentence plan was, although 11 did not receive, or could not recall having received, a copy. Just over three-fifths of children and young people said their sentence plan or referral order contract had been reviewed.
- ◇ Three-quarters of respondents said something in their life had got better as a result of their involvement with the YOT. The areas most heavily identified were education/training and/or getting a job, making better decisions and gaining an understanding of their offending. One said *"I have got a job, done my NVQ level 2 in catering and stopped my drink and drug use. I feel a lot better about myself"*. All but five of the children and young people said they were less likely to reoffend as a result of their work with the YOT.

Victims

Twenty-five questionnaires were completed by victims of offending by children and young people.

- ◇ The YOT had explained the service to all those who responded to the survey. All but two were satisfied with the service provided by the YOT. Thirteen of the twenty-five victims said they had benefited from work done by the child or young person who had committed the offence; all those who had concerns about their safety said that the YOT had paid attention to it.
- ◇ While some victims said they found the victim contact was disproportionately focused on the child or young person who had offended, a number had received apology cards or letters. One victim said *"the restorative justice officer who liaised with us ensured that the process was clearly explained and communicated to all parties. She took our needs into account and kept us fully informed throughout, ensuring that we were fully satisfied. Her commitment to her role was excellent throughout so our experience has been an extremely positive one"*.

Sharing good practice

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

Assessment and Sentence Planning

General Criterion: 1.2

Cherry was a 14 year old dual heritage girl who received a three month referral order for an offence of shoplifting. When completing the intervention plan with Cherry, the case manager acknowledged and recorded the importance of Cherry's ethnicity on her individual experiences. This not only showed Cherry that she was seen as an individual, but also led to a respectful and constructive working relationship which resulted in Cherry successfully completing her order, having demonstrated a high level of insight into consequences and perspective taking.

Assessment and Sentence Planning

General Criterion: 1.3

Abhi was a 17 year old Nepalese boy whose first language was not English. When he received a DTO for his first offence (assault occasioning actual bodily harm), the case manager clearly recorded concerns she had about Abhi as a Nepalese young person in a custodial setting. Within a month of going into custody, Abhi disclosed he was being racially targeted and bullied; his case manager immediately informed the establishment and kept checking to ensure the matter was dealt with properly. At the point of release, the YOT arranged for a Nepalese liaison officer to attend a meeting with Abhi and the victim reparation officer to enable him to have a positive and constructive experience. This also ensured he had a 'mentor' from his own cultural background. Abhi completed his order successfully.

Delivery and Review of Interventions

General Criterion: 2.1

John crashed a car in a built up area whilst drunk. As a consequence he received a YRO. Within the first week of his order starting, John's case manager arranged for him to attend the Hampshire Fire and Rescue Service's 'TRAPT' course. John was shown the impact of a car crash, given a demonstration of someone being extracted from a car, and informed about the harm caused to victims. During post-course work, John disclosed to his YOT worker the positive impact the course had had upon him, and how it had enabled him to recognise the risks he had posed. He continued to engage with his order and, at the time of the inspection, had complied with its requirements and not reoffended.

Delivery and Review of Interventions

David and Derek were brothers, both managed by the same YOT officer. They had significant bereavement issues and caring responsibilities. The YOT officer created a formalised loan

**General Criterion:
2.2**

agreement for the pair to have mobile phones in order that they could maintain contact with other agencies and the YOT. Regular home visits took place and appointments were scheduled around their caring responsibilities. The boys' mother was actively included and involved in their order by the case manager. Joint work with the Connexions service was excellent, with the Connexions Personal Advisor showing the same level of commitment to the boys as the YOT officer. Despite being siblings, care was taken to treat them as individuals in all work done with the family.

**Delivery and Review
of Interventions**

**General Criterion:
3.1**

James was a 17 year old boy who received a short YRO for assaulting another young person when under the influence of alcohol. His case manager linked his lifestyle to the likelihood of future offending. She contacted a local football club to see whether they could offer support. The club owner contacted the case manager directly when she was with James and asked questions to ascertain his skill and fitness levels. From this it was suggested that he contact another, more suitable, football club. The owner did, however, invite James to meet the players and use the facilities. This enabled James to make positive non-criminal links in his community, and showed him he was a valued member who was able to participate in pro-social events.

**Delivery and Review
of Interventions**

**General Criterion:
3.2**

Anna was a 17 year old girl in the care of the local authority who received an eight month DTO for assault by beating. Released on curfew, Anna's case manager arranged an appointment with CAMHS shortly after release. CAMHS produced a prompt report that provided assurance to Anna she did not, as she had feared, have bipolar disorder. The case manager and CAMHS then managed Anna's transition to adult mental health care. When Anna lost her foster placement right at the end of the community phase of her order, the IRS worker identified suitable independent living accommodation for her, helped with housing benefit forms and arranged a transfer from her existing college to one nearer to where she would be living. At all times there was good communication with Anna's social worker and, once she turned 18, her leaving care worker.

All names have been altered.

1. ASSESSMENT AND SENTENCE PLANNING

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:

63%

Comment:

MODERATE improvement required

Strengths:

- (1) An Asset RoSH screening was completed in 90% of cases, and within an acceptable timescale in 82%.
- (2) An RMP was completed on all cases where the case manager had assessed the child or young person's RoSH as medium or high. It was completed on time in 86%, and to a sufficient quality in 76%. The main reasons for insufficiency were that information about who was responsible for each objective was not clear, and the planned response was also unclear and/or inadequate. There was effective management oversight of the RMP in three-quarters of cases.
- (3) The YOT assessed the initial MAPPAs level correctly in all cases. In five of the six MAPPAs Level 2 or 3 cases, a timely referral to MAPPAs had been made.

Areas for improvement:

- (1) The RoSH screening was accurate in 48% of cases. Of the 31 screenings where the classification was deemed to have been incorrect, in all but one it was because the original classification was assessed as having been too low.
- (2) Although a full RoSH analysis was completed, and on time, in three-quarters of cases, the quality was considered to be sufficient in 42%. The main reasons for insufficiency were because previous relevant behaviour had not been considered and/or the risk to victims had not been taken into account. The *RoH* assessment drew adequately on appropriate information from sources such as MAPPAs, other agencies, previous assessments and information from victims in 56% of cases.
- (3) Where there was no requirement for an RMP, the need for planning for *RoH* issues had been recognised and acted upon in only 26% of relevant cases.

- (4) All details of the *RoH* assessment and management were appropriately communicated to all relevant staff and agencies in 58% of relevant cases.
- (5) There was effective management oversight of the *RoH* assessment in just over one-third of the cases.

1.2 Likelihood of Reoffending:	
<p>General Criterion:</p> <p><i>The assessment of the LoR is comprehensive, accurate and timely and uses Asset and other relevant assessment tools. Plans are in place to reduce LoR.</i></p>	
<p>Score:</p> <p>57%</p>	<p>Comment:</p> <p><i>SUBSTANTIAL improvement required</i></p>

Strengths:

- (1) The initial assessment was informed by ETE in three-quarters of cases, emotional/mental health (62% of relevant cases), substance misuse services (63%) and the secure establishment (94%).
- (2) The initial assessment was reviewed at appropriate intervals in 72% of cases.
- (3) There was a custodial sentence plan in 94% of relevant cases, and it was completed on time in 84%.
- (4) There was a community intervention plan/referral order contract in 90% of cases; in 82% it was completed on time. The community intervention plan focused on achievable change in 78% of cases and reflected sentencing purposes (84%).
- (5) The custodial intervention plan was reviewed at appropriate intervals in 90% of custodial cases.

Areas for improvement:

- (1) Although an initial assessment of LoR was completed in 91% of cases, it was of sufficient quality in three-fifths and completed on time in 78%. The main reasons for insufficiency of the assessments were unclear and/or insufficient evidence, and a failure to identify offending-related vulnerability factors.
- (2) There was active engagement to carry out the initial assessment with the child or young person in 66% of cases and with the parents/carers in 54%. In addition, the child or young person was actively and meaningfully involved in the planning process in 46% of cases. Where assessed as required, the parents/carers or significant others were actively and meaningfully involved in 42%.

- (3) The learning style of the child or young person was assessed in 30% of the cases; the initial assessment was informed by the child or young person completing a *What do YOU think?* self-assessment in just over one-quarter of cases and with information from children's social care services in three-fifths of cases.
- (4) The community intervention plan/referral order contract sufficiently addressed offending-related factors in just under a half of all cases. While it addressed substance misuse factors in 71% of cases, and ETE in 81%, emotional/mental health issues were addressed in just 45%, perception of self and others (36%), motivation to change (45%), and family and personal relationships (29%).
- (5) The community intervention plan/referral order contract integrated RMPs in 45% of relevant cases; took account of Safeguarding needs (49%); included positive factors (50%); responded appropriately to identified diversity needs (44%), and incorporated the child or young person's learning needs/style in 18%. In those cases where the case manager had not responded appropriately to diversity issues, the main reasons related to Looked After Children (10 cases) and disability (14). The community intervention plan gave clear shape to the order in just under two-thirds of cases, set realistic timetables (55%), and reflected national standards (76%).
- (6) Objectives within the custodial intervention plan were prioritised according to *RoH* in 25% of relevant cases; they were inclusive of appropriate Safeguarding work (48%); sequenced according to offending-related need (36%); sensitive to diversity issues (42%), and took account of victim's issues in 32%. The objectives within the community intervention plan/referral order contract were prioritised according to *RoH* in 25% of relevant cases; they were inclusive of appropriate Safeguarding work (52%); sequenced according to offending related need (36%); sensitive to diversity issues (40%); and took account of victim's issues in 48%.
- (7) YOT workers were actively and meaningfully involved throughout the custodial planning process in 71% of cases. Where required, children's social care services were actively and meaningfully involved in the planning process throughout sentence in 38% of cases; emotional/mental health services (39%); substance misuse (49%); ASB team (36%); and police (15%).
- (8) The community intervention plan was not reviewed at appropriate intervals in 40% 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: 57%	Comment: <i>SUBSTANTIAL improvement required</i>
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Strengths:

- (1) The secure establishment was made aware of vulnerability issues prior to, or immediately on, sentence in 82% of relevant cases.
- (2) Copies of other relevant plans, such as care, protection and/or pathway, were on file in three-quarters of relevant cases; however, the physical files were not always maintained to a standard that made it easy to find relevant papers.
- (3) A contribution was made to assessments and plans to safeguard the child or young person in two-thirds of relevant cases.

Areas for improvement:

- (1) Although an Asset vulnerability screening was completed in 90% of cases and completed on time in 76%, it was of a sufficient quality in just one-third. Safeguarding needs were reviewed as appropriate in three-fifths of the cases inspected.
- (2) In our opinion, a VMP was completed in only half of the cases where one was required. The plans were completed on time in one-third of required cases, and to a sufficient quality in one-fifth. Where a VMP was not completed to a sufficient standard, the main reasons were the roles and responsibilities not being clear and the planned response inadequate.
- (3) The VMP contributed to, and informed, interventions and/or other plans in one-third of applicable cases.
- (4) Effective management oversight of the vulnerability assessment was evidenced in just one-fifth of cases where required.

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

COMMENTARY on Assessment and Sentence Planning as a whole:

Despite quality assurance processes having been in place in the YOT for some time, initial assessments of *RoH*, *LoR* and Safeguarding were generally insufficient across the YOT area. We found some marked differences, however, between different teams and offices in the quality of the assessments (and plans) undertaken with children and young people.

With the Management Board planning to disaggregate Wessex YOT into three smaller YOTs by the start of the 2012/13 financial year, it is important that Asset scores are accurate - having been assessed on relevant and up to date information relating to the factors that make the child or young person likely to

offend, and in relation to their vulnerability and the *RoH* that they pose. Without up to date accurate assessments being routinely produced, the distribution of resources to the new organisations and the interventions provided may be different from those required as a consequence of incorrect information.

2. DELIVERY AND REVIEW OF INTERVENTIONS

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:

56%

Comment:

SUBSTANTIAL improvement required

Strengths:

- (1) Effective use was made of MAPPA in all five cases managed at Level 2 or 3. Decisions within MAPPA were clearly recorded, followed through and acted upon, and reviewed appropriately in all the cases. Case managers and all other relevant YOT staff contributed effectively to MAPPA processes in all the cases managed in custody and the community. In all but one of the MAPPA cases, the contribution of other agencies to MAPPA was effective.
- (2) Case managers and other relevant staff contributed effectively to other multi-agency meetings in three-quarters of the custody cases and four-fifths of those in the community.
- (3) In four-fifths of cases, appropriate resources were allocated according to the assessed *RoH* throughout the sentence

Areas for improvement:

- (1) *RoH* was not reviewed thoroughly in accordance with the required timescales (51% of cases), or, where required following a significant change (69%).
- (2) Changes in *RoH*/acute factors were only anticipated wherever feasible in 36% of relevant cases; identified swiftly in 39%, and acted on appropriately in 30%.
- (3) In one-third of the relevant cases, purposeful home visits were not carried out throughout the course of the sentence in accordance with the level of *RoH* posed.
- (4) The case manager did not give sufficient attention to the assessment of the safety of victims in 40% of relevant cases, and high priority was not given to victim safety throughout the sentence in 47% of those where it was an issue.
- (5) Specific interventions to manage *RoH* in the community were delivered as planned in 63% of relevant cases, and reviewed following significant change

in 34%. In only half of the relevant custody cases were specific interventions to manage *RoH* delivered as planned and reviewed following significant change.

- (6) We assessed that there was effective management oversight of *RoH* in 38% of custody cases and 30% of those in the community.

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>73%</p>	<p>Comment:</p> <p>MODERATE improvement required</p>

Strengths:

- (1) Delivered interventions in the community were appropriate to the learning style of the child or young person in 70% of cases. Three-quarters were of good quality and designed to reduce likelihood of reoffending, while two-thirds incorporated all diversity issues.
- (2) Based on the YOT assessment of LoR and RoSH, the initial Scaled Approach intervention level was correct in all but three cases.
- (3) Throughout the sentence the YOT worker actively motivated and supported the child or young person in custody (84%), and in the community (83%); the YOT worker reinforced positive behaviour in custody (84%), and in the community (83%). The YOT worker actively engaged parents/carers, where appropriate, in 85% of cases when the child or young person was in custody.

Areas for improvement:

- (1) Although delivered interventions in the community were implemented in line with the intervention plan in 64% of cases, they were sequenced appropriately and reviewed in just 50% and 43% of cases respectively.
- (2) There was insufficient evidence to show that the YOT was appropriately involved in the review of interventions in custody in one-quarter of the relevant cases.
- (3) Appropriate resources were not allocated according to the assessed LoR throughout the sentence in one-quarter of the cases examined. The main areas where resources were insufficient were substance misuse, thinking and behaving, attitudes to offending and motivation to change.

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:

62%

Comment:

MODERATE improvement required

Strengths:

- (1) All necessary referrals to ensure Safeguarding were made to other relevant agencies during the custodial phase in 11 out of 12 custodial cases. The YOT worked effectively with ETE providers (84% of relevant cases), the secure establishment (83%) and physical health services (in all four cases), where those services were involved to promote the Safeguarding and well-being of the child in the community, and in 86% and 83% respectively of cases involving ETE and the secure establishment when the child or young person was in custody.
- (2) The YOT worked with ETE (85% of relevant cases) and accommodation services (77%) to ensure continuity in the provision of mainstream services in the transition from custody to the community.

Areas for improvement:

- (1) In 12 out of 48 cases when the child or young person was in the community, the necessary referrals to ensure Safeguarding were not made to other relevant agencies.
- (2) All necessary immediate action was not taken to protect the child or young person from RoSH during the custodial phase of sentences in 37% of relevant cases, and in 52% when they were in the community. All necessary immediate action was not taken to protect any other affected child or young person from RoSH in two out of four relevant custodial cases and four out of eleven community cases.
- (3) Home visits, for the purpose of Safeguarding the child or young person, were not undertaken in one-third of cases.
- (4) The YOT and children's social care services had not worked together to promote the Safeguarding and well-being of the child or young person in 42% of relevant cases when they were in the community and 43% when in custody. The YOT and children's social care services had not worked together to ensure continuity in the provision of mainstream services in the transition from custody to community in 44% of relevant cases.
- (5) Although specific interventions to promote Safeguarding in the community were identified in 68% of cases, they were only incorporated in the VMP in

39%, delivered in 55% and reviewed every three months or following significant change in 33%. Specific interventions to promote Safeguarding in custody were identified in 64% of cases, incorporated in the VMP in 50%, delivered in 64%, and reviewed every three months or following significant change in 55%.

- (6) There was effective management of Safeguarding and vulnerability needs in 38% of cases when the child or young person was in custody and 32% when they were in the community.
- (7) All relevant staff did support and/or promote the well-being of the child or young person throughout the course of the sentence in one-third of the community and custody cases.

OVERALL SCORE for quality of Delivery and Review of Interventions work: 65%

COMMENTARY on Delivery and Review of Interventions as a whole:

Catch22 provide a number of services for the YOT under contract; the victim services they delivered in the north of the area were well evidenced and of good quality. We also saw some good work from IRS with children and young people who were leaving custody and subsequently when they were living in the community.

ISS and the attendance centre were well used, and the child or young person's attendance was recorded on the case record; however, in too many of those cases insufficient information about exactly what the child or young person was doing and their level of engagement was recorded on the case file and known by the case manager. We found shortfalls in recording in many of the cases we inspected. While ETE work was generally well captured, work to address offending behaviour was often insufficiently recorded. We struggled to see much evidence of management involvement with cases, even those relating to the most vulnerable children and young people. Managers said that such information was contained in supervision notes. However, to be effective, management oversight should be recorded on the case file and, where action is required from case managers, managers should check to ensure that it has been done and then sign it off in the case file.

A few weeks prior to the inspection, the Portsmouth and South East Hampshire YOT staff had moved and were, at the time of the inspection, settling into spacious and well located premises in Fareham. However, children and young people were not allowed there and this was creating problems for case managers to find somewhere to carry out interviews or work with children and young people. While there were a number of alternative locations available, not all were suitable for all children and young people.

3. OUTCOMES

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:

55%

Comment:

SUBSTANTIAL improvement required

Strengths:

- (1) In 78% of cases where the child or young person did not comply, the YOT took enforcement action sufficiently well.
- (2) We considered that the frequency and seriousness of offending had reduced in 51% and 53% of cases respectively – figures slightly better than the average for all previous youth offending inspections in this programme.

Areas for improvement:

- (1) The *RoH* was not effectively managed in 46% of cases. The predominant reasons for this finding were the insufficiency of assessments and planning.
- (2) There was no reduction in risk factors linked to Safeguarding in two-thirds of the relevant cases.
- (3) In relation to the factors which we identified as making the individual child or young person more likely to offend, we judged sufficient progress had been made in a half of the cases.
- (4) Safeguarding was not effectively managed in a half of the cases where it was a factor. The main reasons why all reasonable action had not been taken to keep the child or young person safe related to the insufficiency of assessments and planning, and appropriate referrals not being made.

3.2 Sustaining outcomes:

General Criterion:

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

Score:

67%

Comment:

MODERATE improvement required

Areas for improvement:

- (1) Insufficient attention was given to community integration issues in 32% of custody cases and in 29% of cases when the child or young person was living in the community.
- (2) The YOT had not taken action, or made plans, to ensure that positive outcomes were sustainable in one-third of custody cases; there was a similar position in relation to those cases when the child or young person was living in the community.

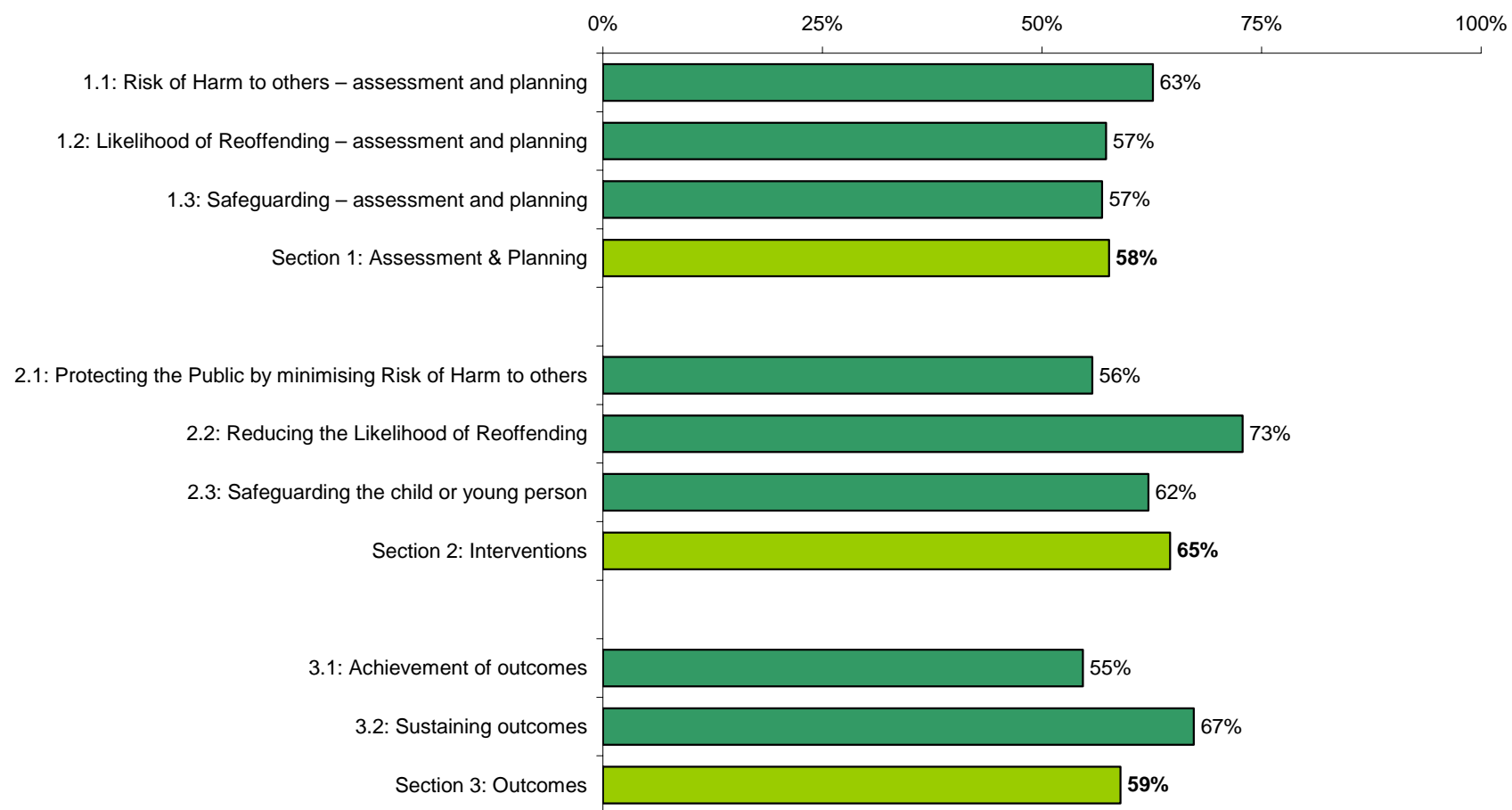
OVERALL SCORE for quality of Outcomes work: 59%

COMMENTARY on Outcomes as a whole:

We found that only half of the children and young people had complied with their order. While enforcement was carried out in a timely way, more effort could have been made in many cases to try and engage the child or young person prior to court proceedings being initiated. Evidence of management discretion being sought to defer court action, pending an assessment of the child or young person's motivation, was rarely evidenced. While the YOT had established compliance panels, we saw few examples of them being used. Whether this was a recording issue or not, it was a little dispiriting to see community sentences being breached, the court revoking the original sentence and then sentencing to a new community order, without an assessment having been carried out of what had gone wrong the previous time and what needed to be done to achieve a different and better outcome on the new occasion.

Appendix 1: Summary

Wessex CCI General Criterion Scores



Appendix 2: Contextual information

Area

Wessex YOT was located in the South East region of England. It contained the county council of Hampshire, and the city councils of Portsmouth and Southampton.

The area had a population of 1,240,103 (Hampshire), 217,445 (Southampton), and 186,701 (Portsmouth) as measured in the Census 2001, 10.4% (Hampshire), 9.1% (Southampton), and 10.0% (Portsmouth) of which were aged 10 to 17 years old. These were the same (Hampshire) and lower (Southampton and Portsmouth) than the average for England/Wales, which was 10.4%.

The population of Wessex was predominantly white British (95% Hampshire, 87% Southampton, 89% Portsmouth). The population with a black and minority ethnic heritage (5% Hampshire, 13% Southampton, 11% Portsmouth) was below (Hampshire, Portsmouth) and above (Southampton) the average for England/Wales of 12%.

Reported offences for which children and young people aged 10 to 17 years received a pre-court disposal or a court disposal in 2009/2010, at 47 per 1,000, were worse than the average for England/Wales of 38. [These reported offences figures were for Wessex and the Isle of Wight before their separation into distinct YOTs; figures for Wessex alone, are not available].

YOT

The YOT boundaries were within those of the Hampshire police area and the Hampshire Probation Trust. Hampshire, Portsmouth City Teaching and Southampton City Primary Care Trusts covered the area.

The YOT Manager is directly accountable to the Chair of the Wessex YOT Management Board which is rotated annually between the three Directors of Children's Services within Wessex. At the time of the inspection, the Chair of the Wessex YOT Management Board was the Director of Children's Services for Hampshire. The YOT Manager is line managed by the Deputy Director for Children and Families in Hampshire on behalf of the Wessex YOT partnership.

The YOT Headquarters was in the city of Winchester. The operational work of the YOT was based in the city of Southampton and the towns of Basingstoke and Fareham. ISS was provided in house.

Youth Justice Outcome Indicators 2011/2012 onwards (this replaces YJB National Indicator Performance Judgements)

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.

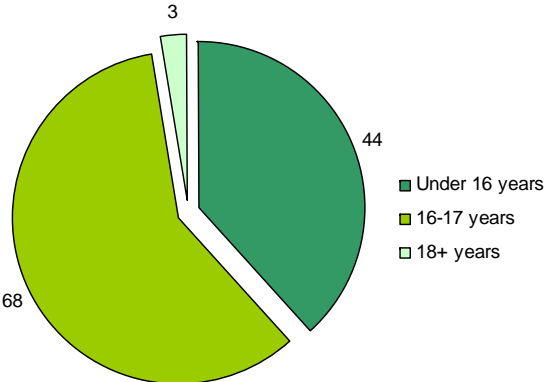
Data will be made available progressively through 2011, broken down by Local Authority area.

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

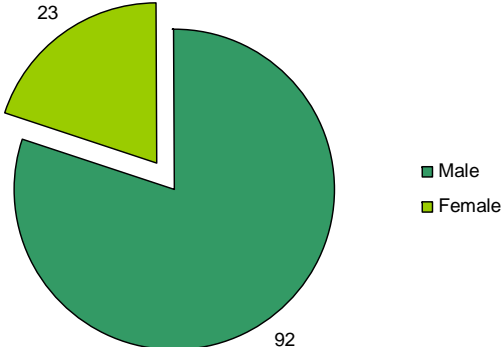
<http://www.yjb.gov.uk/en-gb/practitioners/Monitoringperformance/>

Appendix 3a: Inspection data chart

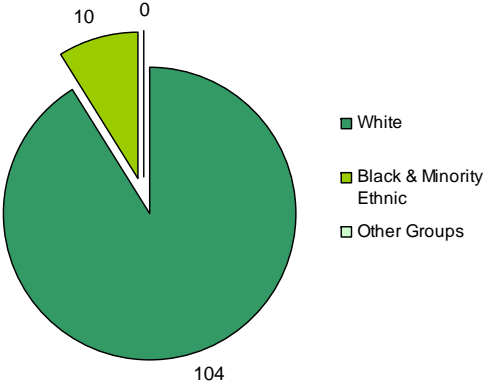
Case Sample: Age at start of Sentence



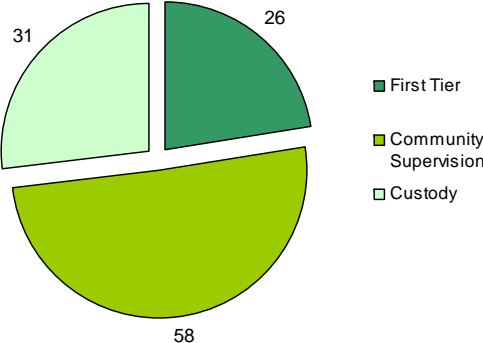
Case Sample: Gender



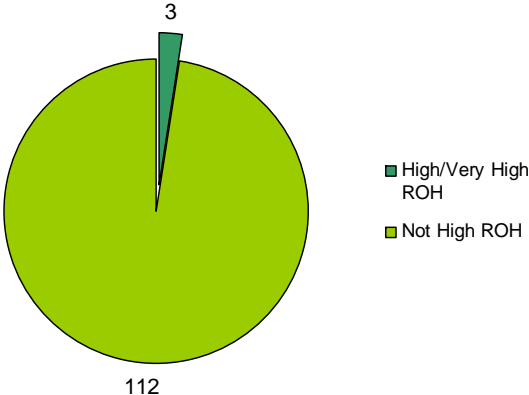
Case Sample: Ethnicity



Case Sample: Sentence Type



Case Sample: Risk of Harm



Appendix 3b: Inspection data

Fieldwork for this inspection was undertaken in May 2011

The inspection consisted of:

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

Appendix 4: Role of HMI Probation and Code of Practice

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

<http://www.justice.gov.uk/inspectorates/hmi-probation>

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

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

Appendix 5: Glossary

ASB/ASBO	Antisocial behaviour/Antisocial Behaviour Order
Asset	A structured assessment tool based on research and developed by the Youth Justice Board looking at the young person's offence, personal circumstances, attitudes and beliefs which have contributed to their offending behaviour
CAF	Common Assessment Framework: a standardised assessment of a child or young person's needs and of how those needs can be met. It is undertaken by the lead professional in a case, with contributions from all others involved with that individual
CAMHS	Child and Adolescent Mental Health Services: part of the National Health Service, providing specialist mental health and behavioural services to children and young people up to at least 16 years of age
Careworks	One of the two electronic case management systems for youth offending work currently in use in England and Wales. See also YOIS+
Catch22	Catch22 is a local charity with a national reach that works with children and young people who find themselves in difficult situations. It has a contract to provide various services to Wessex YOT
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
Family Group	Used by the YJB for comparative performance reporting, this is a group of YOTs identified as having similar characteristics
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>.</p> <p>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.</p> <p>NB. Both types of intervention are important</p>
IRS	Integrated Resettlement Support is targeted at all young people serving a custodial sentence. When young people are released, resettlement activities complement the services delivered within custody
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
ISSP	Intensive Supervision and Surveillance Programme: following the implementation of the youth rehabilitation order this has been supervised by ISS

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</i> Interventions
'RoH work', or 'Risk of Harm work'	This is the term generally used by HMI Probation to describe work to protect the public, primarily using <i>restrictive interventions</i> , to keep to a minimum the individual's opportunity to behave in a way that is a <i>Risk of Harm to others</i>
RoSH	Risk of Serious Harm: a term used in Asset. HMI Probation prefers not to use this term as it does not help to clarify the distinction between the <i>probability</i> of an event occurring and the <i>impact/severity</i> of the event. The term <i>Risk of Serious Harm</i> only incorporates 'serious' impact, whereas using ' <i>Risk of Harm</i> ' enables the necessary attention to be given to those offenders for whom lower <i>impact/severity</i> harmful behaviour is <i>probable</i>
Safeguarding	The ability to demonstrate that all reasonable action has been taken to keep to a minimum the risk of a child or young person coming to harm.
SIFA	Screening Interview for Adolescents: Youth Justice Board approved mental health screening tool for specialist workers
SQIFA	Screening Questionnaire Interview for Adolescents: Youth Justice Board approved mental health screening tool for YOT workers
TRAPT	Teenage Road Accident Prevention Team course that was introduced by Wessex YOT to promote road safety to young people at risk of taking part in dangerous road-related activities and crime.
VMP	Vulnerability management plan: a plan to safeguard the well-being of the individual under supervision
YJB	Youth Justice Board for England and Wales
YOI	Young Offenders Institution: a Prison Service institution for young people remanded in custody or sentenced to custody
YOIS+	Youth Offending Information System: one of the two electronic case management systems for youth offending work currently in use in England and Wales. See also Careworks
YOS/T	Youth Offending Service/Team