



Inspection of
Youth
Offending

Archwilio Rhaglen Troseddwyr Ifanc



Arolygiad ar y Cyd Cyfiawnder Troseddol

Core Case Inspection of youth offending work in England and Wales

Report on youth offending
work in:

Southend

ISBN: 978-1-84099-532-9

2012

Foreword

Our Core Case Inspection of youth offending work in Southend was undertaken as part of our Inspection of Youth Offending programme. This inspection focuses exclusively on the work undertaken by Youth Offending Teams with children and young people who have already committed an offence.

Its purpose is to assess if the work is of a sufficiently high standard to protect both the public from any harm resulting from the child or young person's offending behaviour and the child or young person themselves, whether from their own behaviour or any other source.

The inspection is based on a rigorous examination of a representative sample of cases supervised by the Youth Offending Service. Our findings are shown in the table below, outlined against those for Wales and the regions of England inspected so far. A more detailed analysis is provided in the main body of this report, and summarised in a table in Appendix 1.

We found the YOS staff group and managers to be enthusiastic and committed to delivering high quality services to children and young people.

Over the last 18 months the YOS had faced changes in budgetary provision and had undergone a process of restructuring. It was evident that the YOS had worked hard to accommodate these changes whilst still maintaining service delivery and a clear focus on their work with the children and young people.

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

Liz Calderbank
HM Chief Inspector of Probation

May 2012

	Scores from Wales and the English regions that have been inspected to date			Scores for Southend
	Lowest	Highest	Average	
'Safeguarding' work <i>(action to protect the young person)</i>	37%	91%	67%	85%
'Risk of Harm to others' work <i>(action to protect the public)</i>	36%	86%	62%	73%
'Likelihood of Reoffending' work <i>(individual less likely to reoffend)</i>	43%	87%	70%	88%

Acknowledgements

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

<i>Lead Inspector</i>	<i>Keith Redfern Humphreys</i>
<i>Practice Assessor</i>	<i>Lisa Bird</i>
<i>Local Assessor</i>	<i>Julia Smith</i>
<i>Support Staff</i>	<i>Robbie Piper</i>
<i>Publications Team</i>	<i>Alex Pentecost; Christopher Reeves</i>
<i>Assistant Chief Inspector</i>	<i>Julie Fox</i>

Contents

	Page
Acknowledgements	4
Scoring and Summary Table	6
Recommendations for improvement	7
Next steps	7
Making a difference	8
Service users' perspective	9
1. ASSESSMENT AND SENTENCE PLANNING	11
1.1 Risk of Harm to others (RoH)	11
1.2 Likelihood of Reoffending (LoR)	12
1.3 Safeguarding	13
2. DELIVERY AND REVIEW OF INTERVENTIONS	15
2.1 Protecting the public by minimising Risk of Harm to others	15
2.2 Reducing the Likelihood of Reoffending	16
2.3 Safeguarding the child or young person	17
3. OUTCOMES	19
3.1 Achievement of outcomes	19
3.2 Sustaining outcomes	20
Appendix 1: Scoring summary of sections 1-3	21
Appendix 2: Contextual information	22
Appendix 3: Inspection Arrangements	23
Appendix 4: Characteristics of cases inspected	24
Appendix 5: Scoring approach	25
Appendix 6: Glossary	26
Appendix 7: Role of HMI Probation and Code of Practice	28

Scoring and Summary Table

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

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: 85%	Comment: MINIMUM improvement required
Public Protection – Risk of Harm score:	
This score indicates the percentage of <i>Risk of Harm</i> work that we judged to have met a sufficiently high level of quality. This score is significant in helping us to decide whether an early further inspection is needed.	
Score: 73%	Comment: MODERATE improvement required
Public Protection - Likelihood of Reoffending score:	
This score indicates the percentage of <i>Likelihood of Reoffending</i> work that we judged to have met a sufficiently high level of quality.	
Score: 88%	Comment: MINIMUM 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 good quality assessment of the individual's *Risk of Harm to others* is completed at the start, as appropriate to the specific case and to inform the preparation of a comprehensive risk management plan (YOS Head of Service)
- (2) there is timely review of assessments and, as applicable, plans following receipt of significant new information about harmful behaviour, Safeguarding issues or the commission of new offences (YOS Head of Service)
- (3) there is regular and effective management oversight towards ensuring the quality of assessments and plans to manage vulnerability or *Risk of Harm to others* (YOS Head of Service)
- (4) cases that meet Multi-Agency Public Protection Arrangements criteria are correctly and consistently identified, and then referred or notified to Multi-Agency Public Protection Arrangements in accordance with national guidance (YOS Head of Service).

Next steps

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

Making a difference

Here are some examples of Southend work that impressed us.

Assessment and Sentence Planning

General Criterion: 1.1

The case manager identified that Clive had good drawing skills and was a creative thinker. He was encouraged to express his concerns in supervision sessions using drawings in a 'comic book' approach. His offending related to aggression and lack of thinking skills where incidents of anger in the home turned into violence. The case manager helped Clive to talk through examples with him drawing the scenarios from beginning to end and then revisiting the same scenario applying his newly acquired thinking skills towards depicting a non-violent outcome. Blended with his kinaesthetic learning style, this approach enabled him to better express his thinking and to learn from his experiences. He had not committed a further offence during the order.

Delivery and Review of Interventions

General Criterion: 2.1

Gareth received a YRO for being involved in a stolen car offence which included dangerous driving. The case manager focused on the *Risk of Harm* and vulnerability issues. To reinforce the approach a film entitled 'Driving with Grace' was shown and it included interviews with the family of victims of a local incident where a vehicle was driven dangerously by a young person. This had a positive impact on Gareth who did not engage in further activity involving motor vehicles and high risk activity.

Outcomes

General Criterion: 3.2

David was serving a custodial sentence for aggravated burglary. His lack of educational/training provision was identified along with a passion for football. He commenced a training programme with a local football team early in the sentence. Work throughout the custodial phase increased David's motivation and on release, he started the programme by completing the introductory course. He had since finished the Level 2 course and was likely to achieve a full apprenticeship leading to recognised Football Association qualifications. The apprenticeship took David past the expiry of his licence and into adulthood.

All names have been altered.

Service users' perspective

Children and young people

Eighteen children and young people completed a questionnaire for the inspection.

- ◇ All seven of the children and young people with a referral order contract said they knew what the contract was, that it had been discussed with them and that they had received a copy.
- ◇ There were 11 children and young people who should have had a supervision or sentence plan. All knew what a supervision or sentence plan was, said that it had been discussed with them and had received a copy.
- ◇ Eleven of the thirteen children and young people who answered the question said that their referral order contract or supervision plan had been reviewed.
- ◇ All of the 18 respondents knew why they were coming to the YOS and what they would be doing when they attended and 16 felt staff had listened to them and were completely interested in helping them whilst two said staff were mostly interested in helping them.
- ◇ When asked if the YOS staff had taken action to help them, 15 said 'definitely' and two said 'mostly' and one said 'not really'.
- ◇ Sixteen respondents could recall having completed a *What do YOU think?* self-assessment form.
- ◇ All of the respondents thought that the workers had made it easy for them to understand how they would help. One said, in relation to YOS staff: "*Helped me to change the way I think about crime and the effects on my life if I keep it up*". Another said: "*They have said things in words I can understand*".
- ◇ Two of the respondents said there was something in their life that made them feel afraid since they had been in contact with the YOS. Both said that the YOS had helped them to deal with those issues.
- ◇ Understanding their offending, making better decisions, education or employment issues, relationships/family and drug/alcohol use were the areas that were most often addressed in the work with YOS staff.
- ◇ All of the respondents said the work with the YOS had made it less likely that they would offend in future. Comments included: "*YOT have helped me look at life in a better way where crime is not involved*" and "*I am less likely to offend as I am off the streets and don't want to do it again because I know what the consequences are*".
- ◇ Fifteen of the eighteen respondents agreed that life had become better as a result of their work with the YOS. One commented: "*They got me funding for a gym membership, now I have something to do instead of getting into*

trouble. I haven't been arrested ever since I joined the YOS. I got a college placement. Been offered a job when I turn 18" Another said: "I've learnt to think before I act".

- ◇ The majority of children and young people were satisfied with the service provided by the YOS.

Victims

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

- ◇ All respondents said they had an opportunity to talk about their concerns in relation to the offence, or the child or young person who had committed the offence.
- ◇ The YOS had explained the services that were available to all respondents.
- ◇ Of the 12 respondents who answered the question, eight said the YOS had addressed their individual needs, worries and safety and four said that they had no such concerns.
- ◇ Five of the eleven who answered the question said they had benefited from work done by the child or young person who had committed the offence.
- ◇ The respondents were asked to rate their level of satisfaction with the service they had received from the YOS, on a scale of one to four, where one was not at all satisfied and four was completely satisfied. Ten respondents scored four and three scored three. One victim said, *"I felt the service was closure for myself. The people were very helpful and let me talk about my experience, feelings and views"*.

1. ASSESSMENT AND SENTENCE PLANNING

OVERALL SCORE: 82%

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:

78%

Comment:

MINIMUM improvement required

Strengths:

- (1) An Asset RoSH screening was completed in all cases. In 92% of cases these were timely and 82% were of sufficient quality.
- (2) We considered the Asset RoSH classification to be accurate in 82% of cases.
- (3) The RoSH screenings indicated the need for a full RoSH analysis to be completed in 63% of cases. All but two of these were completed on time.
- (4) In 89% of cases the RoSH assessments drew upon relevant information from MAPPA and other organisations as required.
- (5) Twenty cases required an RMP and these were done in 18 cases. Sixteen of these plans had been completed in a timely manner.
- (6) In over two-thirds of the relevant cases, details of the RoSH assessment had been appropriately communicated to other involved staff and agencies.
- (7) In those cases where there was not a requirement for an RMP, the need for planning to address *RoH* issues had been recognised in five out of seven and acted upon in those five cases.

Areas for improvement:

- (1) Full RoSH analyses were of insufficient quality in 9 out of 23 cases. The factors that most often limited the quality of these documents were the incorrect classification, risk to victims not being considered and the RoSH not being done at all or not being timely.

- (2) Eight from nineteen RMPs were not of a satisfactory standard. The factors that most commonly impacted on the quality of these documents were planned responses being inadequate and roles and responsibilities being unclear.
- (3) We considered that there were four cases in the sample that met the criteria for MAPPA notification but none had been referred.
- (4) Whilst there was evidence of management involvement in assessing and planning to manage *RoH*, for example in entries on the case records and Asset quality assurance checklists, we considered that there had been 'effective' management oversight in 10 out of 27 cases and in relation to 11 out of the 20 completed RMPs.

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>83%</p>	<p>Comment:</p> <p>MINIMUM improvement required</p>

Strengths:

- (1) All cases had an initial assessment of the LoR. All but two of these were timely, all but four were of sufficient quality and the great majority were reviewed at appropriate intervals.
- (2) We saw evidence of active engagement of the child or young person in the completion of initial assessments in all cases. Parents/carers were involved in all but one case.
- (3) The learning style of the child or young person had been assessed in 81% of cases. In a similar number the *What do YOU think?* self-assessment form had been used to inform the initial assessment.
- (4) Almost all of the initial assessments had been informed by contact with, or previous assessments from, children's social care services and ETE services. In addition, case managers routinely involved police and substance misuse staff in the initial assessments.
- (5) In all cases a community intervention plan or referral order contract had been completed. All but two had been completed on time and all but two had addressed factors linked to offending.

- (6) Almost all of the community intervention plans, or referral order contracts, focused on achievable change. In 81% of cases there were relevant goals, 78% had relevant timescales and reflected national standards. In well over three-quarters of relevant cases the plans took into account Safeguarding needs and almost all included positive factors.
- (7) There was evidence effective engagement of the child or young person in the planning process in all except one case and, similarly, engagement of parents/carers in 23 out of 32 of relevant cases.
- (8) In all ten custody cases there was a timely intervention plan. Six of these sufficiently addressed factors linked to offending. Case managers had been actively involved throughout the custodial planning process in all relevant cases.
- (9) Plans had incorporated the child or young person's learning needs or learning style in 79% of community cases.
- (10) Intervention plans had been reviewed at appropriate intervals in 89% of custody cases and 97% of community cases.

Areas for improvement:

- (1) Intervention plans had integrated RMPs in one of seven relevant custody cases and seven of seventeen relevant community cases. Objectives had been prioritised according to *Risk of Harm* in one of six relevant custody cases and half of the relevant community cases.
- (2) Seven out of twenty cases had not adequately addressed emotional and mental health in the initial assessment.
- (3) Plans had incorporated the child or young person's learning needs or learning style in four out of nine custody cases.
- (4) Plans had responded appropriately to the child or young person's identified diversity needs in 9 out of the 16 relevant community cases.

1.3 Safeguarding:	
<p>General Criterion:</p> <p><i>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.</i></p>	
<p>Score:</p> <p>83%</p>	<p>Comment:</p> <p>MINIMUM improvement required</p>

Strengths:

- (1) The Asset vulnerability screening was completed in all of the cases. Almost all of these had been timely and completed to a satisfactory standard.
- (2) Safeguarding issues had been appropriately reviewed in 86% of cases.
- (3) We found copies of other relevant plans, for example care plans, on file in 90% of the relevant cases.
- (4) Secure establishments were made aware of vulnerability issues prior to, or immediately on admission, in all relevant cases.
- (5) In 16 out of 18 cases, a contribution had been made to other assessments and plans designed to safeguard the child or young person.
- (6) There were 23 cases where, in our opinion, a VMP should have been in place and 18 had been completed and all were timely.

Areas for improvement:

- (1) VMPs did not contribute to, or inform, interventions in six out of eighteen cases.
- (2) Effective management oversight of vulnerability assessments was evidenced in 14 out of 25 relevant cases.

COMMENTARY on Assessment and Sentence Planning as a whole:

Although the standard of the initial assessments using Asset was generally good we felt that some assessments did not accurately reflect the status of some children and young people in terms of social care and child welfare. Furthermore, case managers did not always display sufficient knowledge of social care and child welfare legislation.

There were a small number of cases where there were issues of significant concern regarding emotional or mental health of children and young people. However, they were not always identified and referred to a specialist worker.

There was evidence that the process for referral of appropriate cases to the MAPPA coordinator was not fully understood by all case and team managers. The quality assurance processes undertaken by managers were not always comprehensively applied with regard to assessing issues of RoSH and vulnerability.

2. DELIVERY AND REVIEW OF INTERVENTIONS

OVERALL SCORE: 84%

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:

72%

Comment:

MODERATE improvement required

Strengths:

- (1) The *RoH* had been reviewed thoroughly in line with the required timescales in more than three-quarters of cases.
- (2) In all custody cases and in 16 out of 18 community cases, case managers and all other relevant staff had contributed effectively to multi-agency meetings.
- (3) Appropriate resources had been allocated throughout the sentence, in accordance with the level of *RoH* posed, in 89% of cases.
- (4) Purposeful home visits had been carried out throughout the course of the sentence in accordance with the level of *RoH* issues in 14 out of the 20 relevant cases.
- (5) Case managers had paid sufficient attention to an assessment of victim safety in 16 out of 20 cases and given high priority to victim safety in 82% of the relevant cases.
- (6) Specific interventions to manage *RoH* in the community were delivered as planned in 85% of cases.
- (7) In custody, specific interventions to manage *RoH* were delivered as intended in six out of the seven relevant cases.

Areas for improvement:

- (1) *RoH* had been reviewed thoroughly following a significant change in four out of ten relevant cases.

- (2) Changes in *RoH* factors were anticipated in 11 out of 20 relevant cases. In almost one-third of these cases, such changes were not identified swiftly or acted on appropriately.
- (3) Reviews of interventions following a significant change in the circumstances of the individual child or young person had been undertaken in only two out of the four relevant custody cases and four out of the ten relevant community cases.
- (4) There had been effective management oversight of *RoH* in three out of nine custody cases, and 12 out of 25 community cases.

2.2 Reducing the Likelihood of Reoffending:	
General Criterion: <i>The case manager coordinates and facilitates the structured delivery of all elements of the intervention plan.</i>	
Score: 90%	Comment: MINIMUM improvement required

Strengths:

- (1) In 83% of cases, interventions delivered in the community were of good quality and implemented in line with the intervention plan in almost all cases. Interventions were appropriate to the learning style of the child or young person in 94% of cases and were designed to reduce LoR in 78%. 81% of interventions were sequenced appropriately and they addressed diversity issues in well over three-quarters of cases. They were reviewed appropriately in 83% of cases.
- (2) Based on the YOS assessment of LoR and RoSH, we judged the initial Scaled Approach intervention level to be correct in almost all cases.
- (3) In 90% of custody cases, the YOS had been appropriately involved in the review of interventions.
- (4) In all cases, appropriate resources had been allocated according to the assessed level of LoR throughout the sentence.
- (5) Almost all the requirements of the sentence had been implemented in all of the cases.
- (6) Throughout the sentence, YOS workers had actively motivated and supported the child or young person and reinforced positive behaviour, in all community cases and in 90% of custody cases.
- (7) YOS workers had actively engaged with parents/carers in seven out of nine relevant custody cases and 91% of community cases.

2.3 Safeguarding the child or young person:

General Criterion:

All reasonable actions have been taken to safeguard and reduce the vulnerability of the child or young person.

Score:

87%

Comment:

MINIMUM improvement required

Strengths:

- (1) Referrals in respect of Safeguarding issues had been made to appropriate agencies in 13 out of the 14 relevant community cases.
- (2) YOS workers and other relevant staff had worked together to promote the Safeguarding and well-being of the child or young person in the community in more than three-quarters of cases. This included work with colleagues from physical health, children's social care services and education services. A similar pattern was noted in respect of joint work to promote Safeguarding and the well-being of children and young people in custody.
- (3) All relevant staff had supported and promoted the well-being of children and young people throughout the course of the sentence in all custody and community cases.
- (4) Specific interventions to promote Safeguarding in the community were identified in 91% of cases. They were incorporated into all 15 out of the 17 relevant VMPs. They were delivered in 88% of cases and were reviewed in 85%.
- (5) For custody cases, specific interventions to promote Safeguarding were identified in six of the seven cases. They were incorporated into four out of the five relevant VMPs and were delivered in all six relevant cases.
- (6) Purposeful home visits had been carried out throughout the course of the sentence in accordance with Safeguarding concerns in 18 out of the 22 relevant cases.
- (7) In custody cases, YOS workers and other relevant agencies, particularly education, children's social care services and accommodation services, routinely worked together to ensure continuity of provision of mainstream services in the transition from custody to the community.

Areas for improvement:

- (1) Referrals in relation to Safeguarding concerns had been made to appropriate agencies in one of the three relevant custody cases.
- (2) Specific interventions to promote Safeguarding were reviewed every three months or following a significant change in two out of five relevant custody cases.

- (3) There was effective management oversight of Safeguarding and vulnerability in four out of seven custody cases and in 17 out of 24 cases in the community.
- (4) Generally YOS workers and other relevant staff had worked together to promote the Safeguarding and well-being of the child or young person in the community, but this occurred in only 9 out of 15 cases with regard to working with the police.

COMMENTARY on Delivery and Review of Interventions as a whole:

The YOS had a quality assurance regime in place and the approach was supported by policy guidance. Meetings of the case management forum under the direction of a team manager were held on a regular basis. However, we felt that the operation of the forum could have been utilised more effectively to include all cases that represented a high and possibly medium level of RoSH and vulnerability. The record of decisions made in the forum could be used to inform relevant RMPs and VMPs with a clear focus as to how the desired outcomes would be achieved.

We noted that in some cases with a medium or high level of RoSH or vulnerability that had been discussed at an inter-agency forum (for example, MAPPA or child protection), decisions made were not always incorporated swiftly into the RMPs or VMPs.

Although the YOS had shared information concerning children and young people through appropriate protocols, recent events on a national basis concerning access to personal information, had made some staff wary of disclosing information held by one agency with another. Accordingly, we felt that the process of sharing information between all staff, including police officers, towards effectively managing the *RoH* and Safeguarding of children and young people was underdeveloped.

3. OUTCOMES

OVERALL SCORE: 83%

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:

78%

Comment:

MINIMUM improvement required

Strengths:

- (1) Eighteen cases involved a potential *Risk of Harm* to an identifiable victim or potential victim and had been effectively managed in 15 cases.
- (2) *Risk of Harm* had been managed effectively in well over three-quarters of relevant cases.
- (3) Adequate reporting instructions, that were sufficient to deliver the sentence of the court, had been given to all of the children and young people.
- (4) There appeared to be a reduction in the frequency of offending in 81% of cases and a reduction in the seriousness of offending in 80%. Both of these scores were well above the average for the inspections we have conducted in England and Wales to date.
- (5) All reasonable action had been taken to keep the child or young person safe in 19 out of 25 cases.

Areas for improvement:

- (1) When required, appropriate enforcement action had been taken in 9 out of 16 cases. Specifically, we felt that breach action was not timely in four cases, and in three cases unacceptable misses were either not recognised or other appropriate action had not been taken.

- (2) There was a reduction in overall Asset scores in 56% of cases.
- (3) In 45% of cases there was insufficient evidence of overall progress, or of deterioration, in relation to the factors which were associated with the child or young person's LoR.

3.2 Sustaining outcomes:	
General Criterion: <i>Outcomes are sustained in relation to RoH, LoR and Safeguarding.</i>	
Score: 98%	Comment: MINIMUM improvement required

Strengths:

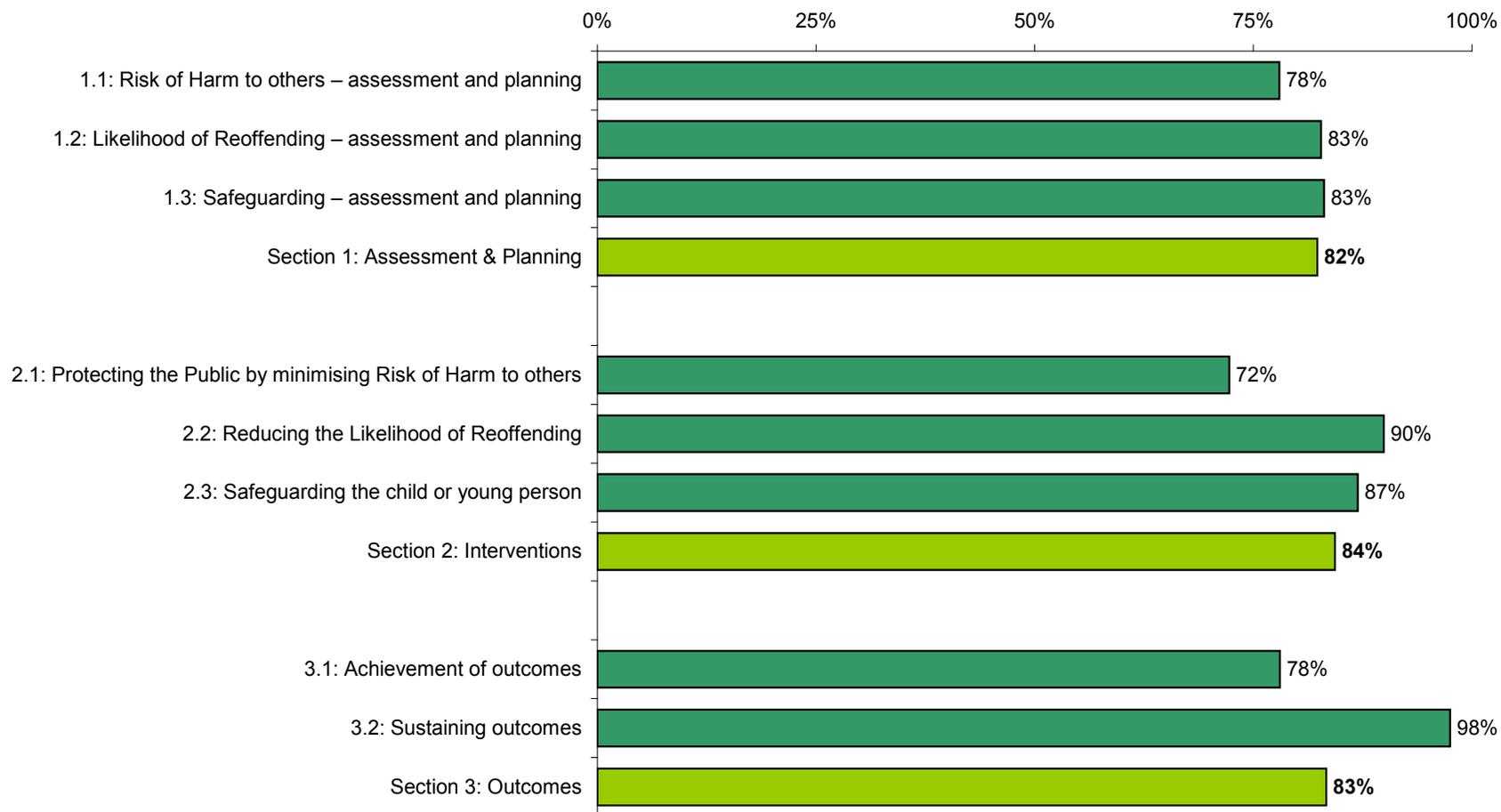
- (1) Full attention had been given to community reintegration issues in 90% of custody cases and in all of those in the community
- (2) Action had been taken to ensure positive outcomes were sustainable in 89% of custody cases and in 100% of those in the community.

COMMENTARY on Outcomes as a whole:

Overall, the outcomes achieved in Southend YOS were very positive. However, we felt that where enforcement was not strictly in accordance with the national standards, for example where a case manager may have used their discretion in not promptly pursuing enforcement action, there was the potential for more accurate recording of the reasons behind such a move together with a record of management oversight.

Appendix 1: Scoring summary of sections 1-3

CCI Southend General Criterion Scores



Appendix 2: Contextual information

Area

Southend YOS was located in the East of England.

The area has a population of 165,300 as measured in the ONS Mid Year Estimates 2010. 9.9% of the population were aged 10 to 17 years old (Census 2001). This is slightly lower than the average for England/Wales, which is 10.4%.

The population of Southend is predominantly white British (90%) (Resident Population Estimates by Ethnic Group 2009). The population with a black and minority ethnic heritage (10%) is below 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 31 per 1,000, were better than the average for England/Wales of 38.

YOS

The YOS boundaries were within those of the Essex police area. The Essex Probation Trust and the South East Essex Primary Care Trust covered the area.

The YOS was located within the Directorate of Children's Services of the Southend Unitary Authority. It was managed by the Head of Service for Youth Offending who also had responsibility for Integrated Youth Support Services.

The YOS Headquarters were in Southend town centre which was also the operational base for service delivery including the provision internally of ISS.

Youth Justice Outcome Indicators 2011/2012 onwards

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

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

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

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

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

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

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

Appendix 3: Inspection Arrangements

Fieldwork for this inspection was undertaken in February 2012 and involved the examination of 38 cases.

Model

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

Methodology

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

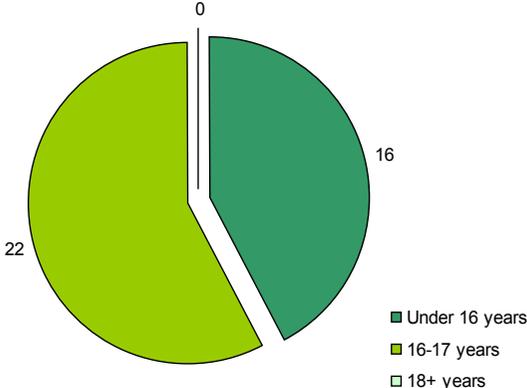
Prior to the inspection we receive copies of relevant local documents and a brief report from the Youth Justice Board. We also gather the views of service users (children & young people and victims) by means of computer and paper questionnaires.

Publication arrangements

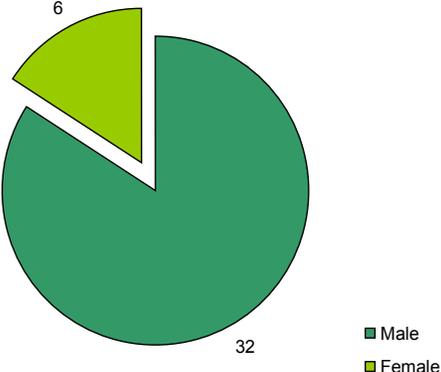
- Provisional findings are given to the YOS two weeks after the inspection visit takes place.
- A draft report is sent to the YOS for comment 4-6 weeks after the inspection, with publication following approximately 6 weeks later. In addition to a copy going to the relevant Ministers, other inspectorates,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

Appendix 4: Characteristics of cases inspected

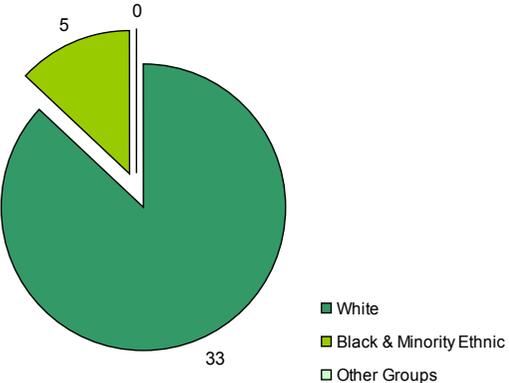
Case Sample: Age at start of Sentence



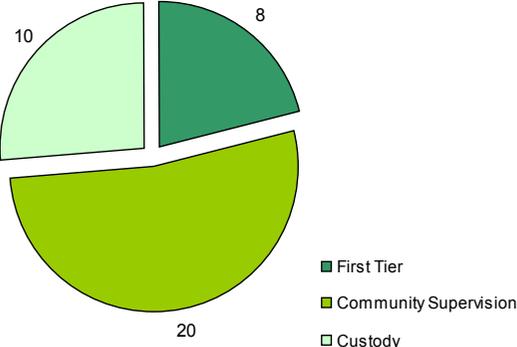
Case Sample: Gender



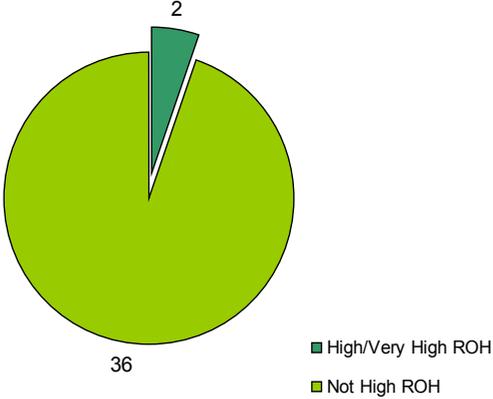
Case Sample: Ethnicity



Case Sample: Sentence Type



Case Sample: Risk of Harm



Appendix 5: Scoring approach

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

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

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

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

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

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

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

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

Appendix 6: Glossary

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

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

Appendix 7: Role of HMI Probation and Code of Practice

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

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

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

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