



Core Case Inspection of youth offending work in England and Wales

Report on youth offending work in:

Merthyr Tydfil

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Foreword

This Core Case Inspection of youth offending work in Merthyr Tydfil 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 91% 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 83% of the time, and the work to make each individual less likely to reoffend was done well enough 87% 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 the regions of England inspected so far. To date, the average score for *Safeguarding* work has been 65%, with scores ranging from 38-82%, the average score for *Risk of Harm* work has been 61%, with scores ranging from 36-85%, and the average score for *Likelihood of Reoffending* work has been 68%, with scores ranging from 50-86%.

As an area, Merthyr Tydfil experiences a relatively high level of deprivation and social problems. Information from the YJB indicates that 'Merthyr Tydfil has experienced perennially high numbers of children being sentenced to custody'. This has been a cause of concern for the YJB and extra funding has been provided to the YOT.

Our methodology does not inspect sentencing, and so we cannot comment on the reasons for the high rates of custody. We are, however, able to confirm that the YOT undertakes thorough assessments at the pre-sentence stage and that these assessments form the basis of good quality reports which outline realistic sentence plans. Interventions are also of a high quality and where necessary are appropriately restrictive and intense.

Overall, we consider these to be very creditable findings indeed, since they are some of the best scores achieved to date, in either England or Wales, in this inspection programme.

Andrew Bridges HM Chief Inspector of Probation

June 2010

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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.

Safeguarding score:

This score indicates the percentage of *Safeguarding* 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:	Comment:
91%	MINIMUM improvement required

Public Protection – Risk of Harm score:

This score indicates the percentage of *Risk of Harm* work that we judged to have met a sufficiently high level of quality. This score is significant in helping us to decide whether an early further inspection is needed.

Score:	Comment:
83%	MINIMUM improvement required

Public Protection - Likelihood of Reoffending score:

This score indicates the percentage of *Likelihood of Reoffending* work that we judged to have met a sufficiently high level of quality.

Score:	Comment:
87%	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.

Recommendations (primary responsibility is indicated in brackets)

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

- (1) an accurate assessment is completed at the start of all interventions (YOT Manager)
- (2) plans addressing Risk of Serious Harm to others and vulnerability are produced where necessary (YOT Manager)
- (3) intervention plans prioritise work to address *Risk of Harm* and victim safety and are regularly reviewed with a frequency consistent with national standards for youth offending services (YOT Manager).

Furthermore:

(4) a review of how victims experience the work of the YOT is undertaken and any necessary improvements in practice are implemented (YOT Manager).

Next steps

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

Service users' perspective

Children and young people

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

- All children and young people were clear about the type of order they were subject to and had discussed their contract or supervision plan with their YOT worker. Eight of the nine said they had been given a copy of their contract or plan to keep.
- Staff had explained to all children and young people why they had to come to the YOT. Every respondent felt that the YOT staff were 'really interested' in helping them, listened to what they had to say, and took actions to deal with the things they needed help with.
- All of the children and young people who responded had experienced problems with drug misuse and all said they had received help. Six of the nine said things had gotten better for them at school, college or in getting work.
- Eight of the nine thought that their work with the YOT had made them a lot less likely to offend.

Victims

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

- One of the two victims felt that the YOT had explained the services they could offer thoroughly, the other did not.
- Neither of the respondents to the questionnaire felt at all satisfied by the service offered by the YOT or that they had paid sufficient attention to their needs.

Sharing good practice

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

Assessment and Sentence Planning

General Criterion: 1.3

A very thorough assessment was undertaken on Larry, who had a long history of drug and alcohol related offending. He was known to have learning difficulties and was assessed as vulnerable. Special care was taken to ensure that the sentence plan that was drawn up could be delivered by a team of specialists. These specialists took additional time to ensure that Larry understood the plan and was kept safe.

Delivery and Review of Interventions

General Criterion: 2.2

Dennis was convicted of criminal damage and sentenced to a referral order. A comprehensive contract was prepared with five objectives designed to tackle his offending behaviour. Daniel had no positive male role models and lacked constructive pastimes. One of the objectives was to develop a positive relationship with one of the YOT's volunteer mentors. Although Dennis was reluctant to engage with the volunteer at first, the case manager and the volunteer persevered and eventually succeeded in engaging him in regular sporting activity at a local gym. Dennis attended the gym with the mentor once a week and then started to attend on his own.

Outcomes

General Criterion: 3.2

Oliver had committed serious offences of robbery and assault. His offending had escalated quickly with a series of violent offences fuelled by alcohol and drugs. Good contact was maintained throughout the custodial part of the sentence with good use of restrictive conditions on release. He was subject to a 12 hour curfew and ISSP. Oliver had complied very well with the licence conditions with seven days a week contact with the YOT, to address a multitude of problems such as offending behaviour, employment and training, substance misuse, family support and constructive use of leisure. These efforts had led to a sustainable and successful integration to the community on his release.

1. ASSESSMENT AND SENTENCE PLANNING

1.1 Risk of Harm to others:

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:	Comment:
84%	MINIMUM improvement required

Strengths:

- (1) An Asset RoSH screening had been completed on all children and young people, in all but three this had happened in a timely manner. The screening was accurate in 82% of cases. Where indicated as required, a full RoSH analysis was completed in 91%.
- (2) The RoSH assessment drew adequately on all appropriate information, including MAPPA and other assessments in 85% of cases.
- (3) A RMP had been written in three-quarters of cases in which they were required. Where they had been produced they were of a good quality, timely and had been overseen by managers.
- (4) In nearly all cases assessed as presenting a *RoH* that fell short of a Risk of Serious Harm, adequate plans were in place to manage it.
- (5) There was evidence that in the past some staff had been confused about what constituted a case eligible for referral to MAPPA. It was clear from more recent assessments that most staff now understood procedures and their roles in relation to the MAPPA and that referrals and liaison were usually timely and appropriate.
- (6) In nearly all cases, details of the RoSH assessment and management were appropriately communicated to relevant staff and agencies. The RoSH assessment was forwarded to the custodial establishment within 24 hours of sentence in all relevant cases.

Areas for improvement:

(1) In the five cases where the RoSH screening was inaccurate, the level of assessed RoSH was always too low.

(2) Where there was a requirement for a full RoSH assessment, this had not been completed to a sufficient standard in 27% of cases. The most common reason for the RoSH being assessed as insufficient was a failure to fully consider previous relevant behaviour.

1.2 Likelihood of Reoffending:			
General Criterion	General Criterion:		
	The assessment of the LoR is comprehensive, accurate and timely and uses Asset and other relevant assessment tools. Plans are in place to reduce LoR.		
Score:	Comment:		
91%	MINIMUM improvement required		

Strengths:

- (1) An initial assessment of LoR was carried out in all cases. In 97% of the initial assessments there had been active involvement with the child or young person, with parents/carers actively engaged in the process in 94%. The assessment was always shared with the secure establishment in the event of a custodial sentence. There were timely reviews of the LoR in 79% of cases.
- (2) Initial assessments were nearly always completed in a timely manner, in all but 4 of 38 cases they were of a sufficient standard. The main reason assessments were not of a sufficient standard was a failure to identify factors linked to offending behaviour.
- (3) The What do YOU think? form had been used to inform the initial assessment in 68% of cases. There had been contact with children's social care services in over three-quarters and ETE providers in over 92% of cases.
- (4) In every relevant case, contact had been made with physical and mental health services and substance misuse services.
- (5) There was an intervention plan or contract for nearly every child or young person. Children and young people and parents/carers were nearly always actively involved. For all but three, the plan had been completed on time. In 89% of cases the plan sufficiently addressed factors linked to offending. Where necessary, relevant external partners were always involved in the planning process. The intervention plan had been reviewed on time in 77% of cases.
- (6) The intervention plan or referral order contract was inclusive of appropriate Safeguarding work in 96% of cases; sequenced according to offending related needs (86%); sensitive to diversity issues (97%); and took account of victim's issues (89%).

(7) Nearly all intervention plans and referral order contracts gave a clear shape to the order, focused on achievable change, reflected sentencing purposes, set clear goals and met the required contact levels for national standards.

Areas for improvement:

- (1) The YOT did not routinely use a recognised assessment tool to ascertain the preferred learning style of children and young people. In approximately half of the cases, case managers had considered the likely learning style and adjusted their interventions accordingly.
- (2) The intervention plan or referral order contract was prioritised according to *RoH* in only 70% of cases.

1.3 Safeguarding:			
General Criterion	General Criterion:		
timely and uses As	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:	Comment:		
88%	MINIMUM improvement required		

Strengths:

- (1) An Asset vulnerability screening was completed on every child or young person, in all but three, this had been done on time, and in all but five it was of a sufficient quality. The assessment of Safeguarding needs was reviewed as appropriate in 79% of cases. Management oversight was sufficient in 88%.
- (2) All of the completed VMPs were of a sufficient standard although three were not completed on time. In all but one case, the VMP contributed to, and informed the intervention and other plans.
- (3) Secure establishments were always made aware of vulnerability issues, with active liaison taking place.
- (4) In six out of seven relevant cases, a contribution had been made through the CAF and other assessments and plans designed to safeguard the child or young person.

Area for improvement:

(1) In 6 out of 23 relevant cases, there had been no VMP.

OVERALL SCORE for quality of Assessment and Sentence Planning work: 89%

COMMENTARY on Assessment and Sentence Planning as a whole:

All cases inspected had an initial assessment completed, these were generally done to a good standard. PSRs were thorough and comprehensive. Contact was usually made with a range of other professionals as necessary, with good ongoing sharing of information. Plans were usually written in a way that was readily understandable to children and young people, who were routinely given a copy. Not all plans prioritised *RoH* and too many did not set timescales for completion. Where RMPs and VMPs had been written they were generally of a good quality. These plans were integrated with other plans, shared with partners and had been overseen appropriately by managers. In some cases where such plans were required, they had not been produced.

2. DELIVERY AND REVIEW OF INTERVENTIONS

2.1 Protecting the public by minimising Risk of Harm to others:		
General Criterion:		
All reasonable actions have been taken to protect the public by keeping to a minimum the child or young person's RoH to others.		
Comment:		
MINIMUM improvement required		

Strengths:

- (1) The *RoH* was reviewed thoroughly no later than three months from the start of the sentence in 81% of cases. Where there was a significant change, the *RoH* was reviewed thoroughly 70% of the time.
- (2) Changes in *RoH* were anticipated wherever feasible in 83% of relevant cases; were identified swiftly in 82%; and acted on appropriately in 87%. Purposeful home visits to manage the *RoH* were carried out in nine out of ten relevant cases.
- (3) Where they were held, staff always contributed effectively to multi-agency meetings, both in custody and the community.
- (4) Appropriate resources to manage *RoH* were allocated throughout the sentence in 92% of cases; specific interventions to manage *RoH* were delivered as planned in 94%.

Area for improvement:

(1) Victim safety was not given a high priority in approximately one-third of cases. A full assessment of victim safety had not been carried out in 23%.

2.2 Reducing the Likelihood of Reoffending: General Criterion: The case manager coordinates and facilitates the structured delivery of all elements of the intervention plan. Score: 92% MINIMUM improvement required

Strengths:

- (1) Interventions in the community were nearly always delivered in-line with the intervention plan, incorporated any diversity issues and designed to reduce the LoR. They were usually appropriate to the learning style of the child or young person and were of a good quality in over 90% of cases.
- (2) The YOT was always appropriately involved in the review of interventions in custody.
- (3) In all but one case, appropriate resources were allocated throughout the sentence according to the assessed LoR.
- (4) In all cases in the community and custody, the YOT worker had actively motivated and supported the child or young person throughout the sentence, reinforcing positive behaviour.
- (5) In all cases in the community and custody, the case manager had actively engaged with the parent/carer of the child or young person as appropriate.

Area for improvement:

(1) Intervention plans were not reviewed appropriately in 30% of 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:	Comment:	
96%	MINIMUM improvement required	

Strengths:

- (1) Where necessary, immediate action to safeguard and protect the child or young person in the community was undertaken in all cases. Of those sentenced to custody, this had happened in all but one case.
- (2) We assessed that all necessary immediate action had been taken to safeguard and protect any other affected child or young person in all but one case.
- (3) Necessary referrals, to ensure Safeguarding, had been made to other relevant agencies in all cases in the community and in custody. YOT workers and all relevant agencies worked together to promote the Safeguarding and well-being of the child or young person in all cases.
- (4) YOT workers and all relevant agencies worked together to ensure continuity in the provision of mainstream services in the transition from custody to community in all cases in the sample.
- (5) Specific interventions to promote Safeguarding were identified, incorporated in the VMP and delivered in all community and custody cases.
- (6) There had been effective management oversight of Safeguarding and vulnerability needs in 88% of community and 71% of custody cases.

Area for improvement:

(1) Specific interventions to promote Safeguarding in the community were reviewed every three months or following significant change in only 62% of cases.

OVERALL SCORE for quality of Delivery and Review of Interventions work: 91%

COMMENTARY on Delivery and Review of Interventions as a whole:

Interventions were well matched to the individual needs of children and young people. There were high levels of substance misuse and the YOT had forged

excellent working relationships with specialist service providers to tackle this problem. All of the children and young people that responded to the questionnaire had experienced substance misuse problems and had received help from the YOT. This good work was also reflected in the case files we read. Similarly, there was a high incidence of children and young people having difficulties with ETE. There were good relationships with schools and training providers and these factors were well addressed by relevant interventions. Where needed intensive interventions were delivered effectively through the ISSP at a very high level. There was good liaison with custodial institutions. Reviews should have been undertaken in a timelier manner in a minority of cases.

3. OUTCOMES

3.1 Achievement of outcomes:			
General Criterion:			
Outcomes are achieved in relation to RoH, LoR and Safeguarding.			
Score:	Comment:		
70%	MODERATE improvement required		

Strengths:

- (1) RoH was effectively managed in 82% of cases.
- (2) There was evidence of a reduction in factors linked to offending in nearly half of all cases. In those where there was a reduction, factors relating to ETE had improved in 62%, substance misuse in 61% and motivation to change in 57%.
- (3) There had been a reduction in risk factors linked to Safeguarding in 55% of cases. All reasonable action had been taken to keep the child or young person safe in every instance.
- (4) In 91% of cases where the child or young person had not complied with the condition of the order, the YOT had taken enforcement action sufficiently well.
- (5) There had been a reduction in the frequency of offending in 53% of cases.

3.2 Sustaining outcomes:			
General Criterion:			
Outcomes are susta	Outcomes are sustained in relation to RoH, LoR and Safeguarding.		
Score:	Comment:		
99%	MINIMUM improvement required		

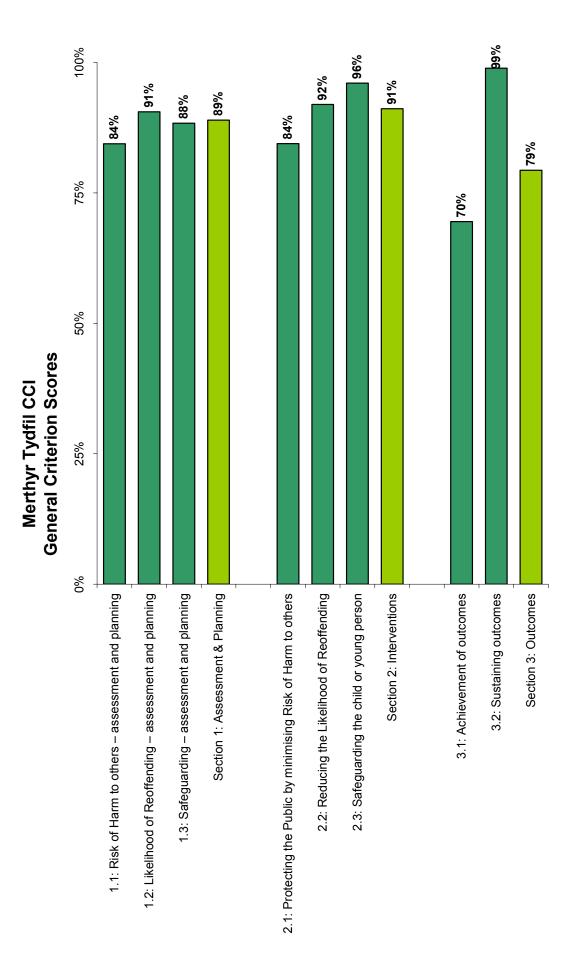
Strengths:

- (1) Full attention was given to community integration issues in all cases in custody and the community.
- (2) Action had been taken or there were plans in place to ensure that positive outcomes were sustainable in all but one case.

OVERALL SCORE for quality of Outcomes work: 79% COMMENTARY on Outcomes as a whole:

YOT staff were focused on achieving positive outcomes for children and young people. Despite the area experiencing relatively high levels of deprivation and social problems, there was evidence that the YOT had successfully addressed the factors linked to offending in many cases. This contributed to a reduction in the frequency of offending in over half of the cases inspected. The YOT was equally assiduous with regard to Safeguarding and managing *RoH*. Work to ensure that children and young people complied with the terms of their orders was well done with appropriate enforcement as necessary. Where progress was made, actions were nearly always taken to ensure that the improvements were sustained at the end of statutory contact with the YOT.

Appendix 1: Summary



Appendix 2: Contextual information

Area

Merthyr Tydfil YOT was located in South Wales.

The area had a population of 55,981 as measured in the Census 2001, 11.8% of which were aged 10 to 17 years old. This was slightly higher than the average for Wales, which was 10.6%. The comparable figure for England and Wales was 10.4%.

The population of Merthyr Tydfil was predominantly white British (99%). The population with a black and minority ethnic heritage (1%) was below the average for Wales of 2.1%. The comparable figure for England and Wales is 8.7%.

Reported offences for which children and young people aged 10 to 17 years old received a pre-court disposal or a court disposal in 2008/2009, at 47 per 1,000, were slightly above the average for England and Wales of 46.

YOT

The YOT boundaries were within those of the South Wales police and probation areas.

The YOT was located within the Integrated Children's Services Department of the County Borough Council. It was managed by the YOT Manager.

The YOT Management Board was chaired by the Children's Services Manager. Most statutory partners attended regularly.

All YOT work was managed and delivered from an office in the town centre.

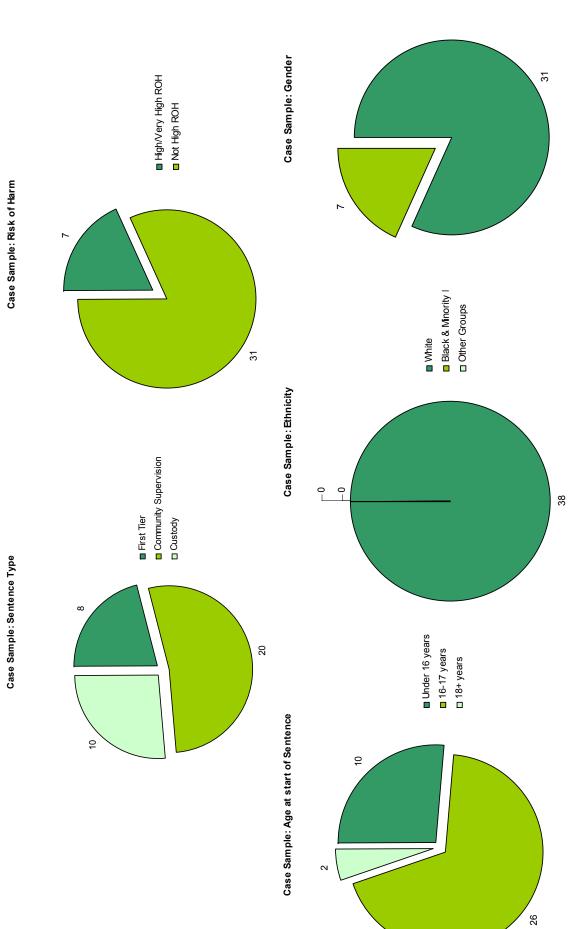
YJB performance data

The YJB summary of national indicators available at the time of the inspection was for the period April 2008 to March 2009.

Merthyr Tydfil's performance on ensuring children and young people known to the YOT were in suitable education, training or employment was 62.5%. This was an improvement on the previous year, but below the Wales average of 69%.

Performance on ensuring suitable accommodation by the end of the sentence was 99.1%. This was a slight improvement on the previous year and better than the Wales average of 96.1%.

The "Reoffending rate after 9 months" was 80%, worse than the Wales average of 74% (See Glossary).



■ Male■ Female

Appendix 3b: Inspection data

Fieldwork for this inspection was undertaken in February 2010

The inspection consisted of:

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

We have also seen YJB performance data and assessments relating to this YOT.

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+

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 Employment, training and education: work to improve an

individual's learning, and to increase their employment prospects

FTE Full-time equivalent

HM Her Majesty's

HMIC HM Inspectorate of Constabulary

HMI Prisons HM Inspectorate of Prisons
HMI Probation HM Inspectorate of Probation

Interventions; constructive and restrictive interventions

Work with an individual that is designed to change their offending

behaviour and/or to support public protection.

A *constructive* intervention is where the primary purpose is to reduce Likelihood of Reoffending.

A restrictive intervention is where the primary purpose is to keep to a minimum the individual's Risk of Harm to others. Example: with a sex offender, a constructive intervention might be to put them through an accredited sex offender programme; a restrictive intervention (to minimise their Risk of Harm) might be to monitor regularly and meticulously their accommodation, their employment and the places they frequent, imposing and enforcing clear restrictions as appropriate to each case.

NB. Both types of intervention are important

ISSP Intensive Supervision and Surveillance Programme: this

intervention is attached to the start of some orders and licences and provides initially at least 25 hours programme contact including a substantial proportion of employment, training and education

LoR Likelihood of Reoffending. See also constructive Interventions

LSC Learning and Skills Council

LSCB Local Safeguarding Children Board: set up in each local authority

(as a result of the Children Act 2004) to coordinate and ensure the effectiveness of the multi-agency work to safeguard and promote $\frac{1}{2}$

the welfare of children in that locality.

MAPPA Multi-Agency Public Protection Arrangements: where probation,

police, prison and other agencies work together locally to manage

offenders who pose a higher Risk of Harm to others

Offsted 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

'Reoffending rate after 9 months'

A measure used by the Youth Justice Board. It indicates how many further offences are recorded as having been committed in a ninemonth period by individuals under current supervision of the relevant YOT, and it can be either more or less than 100%.

'110%' would therefore mean that exactly 110 further offences have been counted as having been committed 'per 100 individuals under supervision' in that period. The quoted national average rate

for England in early 2009 was 85%

RMP Risk management plan: a plan to minimise the individual's Risk of

Harm

RoH Risk of Harm to others. See also restrictive Interventions

'RoH work', or 'Risk of Harm work' This is the term generally used by HMI Probation to describe work to protect the public, primarily using *restrictive interventions*, to keep to a minimum the individual's opportunity to behave in a way

that is a Risk of Harm to others

RoSH Risk of Serious Harm: a term used in Asset. HMI Probation prefers

not to use this term as it does not help to clarify the distinction between the *probability* of an event occurring and the *impact/severity* of the event. The term *Risk of Serious Harm* only incorporates 'serious' impact, whereas using '*Risk of Harm'* enables the necessary attention to be given to those offenders for whom

lower impact/severity harmful behaviour is probable

Safequarding 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

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