



Inspection of
Youth
Offending

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Arolygiad ar y Cyd Cyfiawnder Troseddol

Core Case Inspection of youth offending work in England and Wales

Report on youth offending
work in:

Islington

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Foreword

This Core Case Inspection of youth offending work in Islington 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 47% 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 53% of the time, and the work to make each individual less likely to reoffend was done well enough 55% 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.

We found Islington YOS staff were enthusiastic and were able to motivate the children and young people with whom they worked. However, there was a need to have a greater awareness of the level of *Risk of Harm* that these children and young people presented and to ensure that steps to reduce their vulnerability were rigorously pursued. Whilst there were processes in place for managers to oversee and audit work, these needed to lead to greater improvement in the quality of practice.

Overall, we consider this a somewhat disappointing set of findings. However, we believe that if an improvement plan is drawn up to address our recommendations, and then actioned, there are reasonable prospects for improvement.

Julie Fox

HM Assistant Chief Inspector of Probation

For Her Majesty's Chief Inspector of Probation

September 2011

	Scores from Wales and the English regions that have been inspected to date			Scores for Islington
	Lowest	Highest	Average	
'Safeguarding' work <i>(action to protect the young person)</i>	37%	91%	68%	47%
'Risk of Harm to others' work <i>(action to protect the public)</i>	36%	85%	63%	53%
'Likelihood of Reoffending' work <i>(individual less likely to reoffend)</i>	43%	87%	71%	55%

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Scoring and Summary Table

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

Safeguarding score:	
This score indicates the percentage of <i>Safeguarding</i> work that we judged to have met a sufficiently high level of quality. This score is significant in helping us to decide whether an early further inspection is needed.	
Score: 47%	Comment: SUBSTANTIAL improvement required
Public Protection – Risk of Harm score:	
This score indicates the percentage of Risk of Harm work that we judged to have met a sufficiently high level of quality. This score is significant in helping us to decide whether an early further inspection is needed.	
Score: 53%	Comment: SUBSTANTIAL improvement required
Public Protection - Likelihood of Reoffending score:	
This score indicates the percentage of Likelihood of Reoffending work that we judged to have met a sufficiently high level of quality.	
Score: 55%	Comment: SUBSTANTIAL improvement required

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

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

Recommendations for improvement

(primary responsibility is indicated in brackets)

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

- (1) a timely and good quality assessment and plan, using Asset, is completed when the case starts (YOS Head of Service)
- (2) specifically, a timely and good quality assessment of the individual's vulnerability and *Risk of Harm to others* is completed at the start, as appropriate to the specific case (YOS Head of Service)
- (3) as a consequence of the assessment, the record of the intervention plan is specific about what will now be done in order to safeguard the child or young person from harm, to make them less likely to reoffend, and to minimise any identified *Risk of Harm to others* (YOS Head of Service)
- (4) the plan of work sets appropriate goals, realistic timescales, is clearly sequenced and regularly reviewed (YOS Head of Service)
- (5) 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 (YOS Head of Service)
- (6) management oversight is effective in ensuring the quality of assessment and plans to manage vulnerability or *Risk of Harm to others*, and ensures that planned actions are delivered (YOS Head of Service)
- (7) compliance by the child or young person with the court's sentence or post-custodial licence is properly recorded and enforcement action taken in accordance with national standards (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.

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

Making a difference

Here are some examples of Islington YOS work that impressed us.

Assessment and Sentence Planning

General Criterion: 1.2

Carl was subject to a YRO for motoring offences and his mother was assessed to be in need of help in setting boundaries for Carl. A referral was made to the Family Intervention Project. The caseworker conducted a home visit with the Family Intervention Project worker. A plan was drawn up where the work that the case manager undertook with Carl to challenge his thinking and behaviour was reinforced by work the project worker did with Carl's mother. Planning in this way meant that there was a clear direction established for the workers that focused on providing clear boundaries for Carl which would help reduce the likelihood of him reoffending.

Delivery and Review of Interventions

General Criterion: 2.2

Following his conviction for an offence of assault at night, Kevin was given a YRO. The order included an electronically monitored curfew. The caseworker worked with Kevin to use the restriction of the curfew to change his lifestyle and undertake constructive activities. Kevin obtained a college place and used his leisure time in a more constructive way. His parents were grateful for the curfew requirement because they knew where he was at night. The caseworker influenced Kevin to change his attitudes and a pattern of criminal behaviour was broken which meant that he was less likely to reoffend.

Outcomes

General Criterion: 3.2

Lloyd was sentenced to a DTO for an offence of violent disorder. Family break-up meant he could not go home on release. A resettlement worker was assigned to Lloyd to help his transition from custody to the community. The worker met with Lloyd in custody and gave him practical support on release. He was found supportive accommodation and taught how to budget and look after himself. Lloyd secured a place on a college course to train as a mechanic, had long-term plans to join the Army and kept in touch with his resettlement worker after the end of his licence. By working in this way Lloyd was less likely to reoffend because staff were able to successfully integrate and sustain him in the community.

All names have been altered.

Service users' perspective

Children and young people

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

- ◇ Almost all (94%) of the respondents people knew why they had to attend the YOS, recalled that staff had listened to them and told them what would happen when they came in.
- ◇ A similar proportion (92%) felt that YOS staff were really interested in them and the great majority (89%) reported that YOS staff had taken action to deal with the issues they had raised.
- ◇ All except one respondent said that their YOS worker had discussed their referral order contract with them and the great majority of children and young people said that their supervision or sentence plan had been discussed with them.
- ◇ Thirty-one (66%) of the respondents remembered either completing a *What do YOU think?* form or another form about themselves.
- ◇ Twenty-one respondents said that the YOS had helped them with school, training or getting a job; 17 said that they had been helped to understand their offending and 14 had been helped to make better decisions. Nine children and young people had been helped with their relationships and family and the same number reported that they had been helped to change their lifestyle, for example finding different things to do.
- ◇ Almost three-quarters of the respondents (37) felt that they were less likely to reoffend as a result of their involvement with the YOS.
- ◇ On a scale of zero to ten (ten being completely satisfied), 83% of the children and young (38) rated the service given to them as five or more, with seven rating it as a ten.
- ◇ One young person commented: *"My YOT worker has helped get through my anger and given me peace"*. Another said: *"I now take a step back before I do anything or say anything"*.
- ◇ When asked about improvements that could be made to the service, one young person complained that they were kept waiting too long before meeting their worker for their regular appointments, whilst another did not like seeing a duty worker when his regular worker was unavailable.

Victims

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

- ◇ Only one of the respondents was completely satisfied with the service given to them by the YOS.
- ◇ All said that staff in the YOS had explained the service they could offer and the three victims who answered the question confirmed that their needs had been taken into account (for example, where the meeting was held). All said that they had been given an opportunity to talk about any worries they had.
- ◇ None of the victims had benefited from work done by the child or young person who had committed the offence.
- ◇ One of the victims felt that YOS staff had failed to pay sufficient attention to their safety.

1. ASSESSMENT AND SENTENCE PLANNING

OVERALL SCORE: 49%

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:

61%

Comment:

MODERATE improvement required

Strengths:

- (1) An RoH screening had been completed in 84% of cases.
- (2) A full RoSH assessment had been produced in 95% of the cases where the need was indicated. The assessment had been completed on time in 77% of cases.
- (3) In 73% of cases the RoSH assessment drew adequately on all appropriate information, including MAPPA, other agencies' and previous assessments and information from victims.
- (4) An RMP was prepared in 13 out of the 15 cases where it was required (87%). Twelve of the RMPs were completed on time.

Areas for improvement:

- (1) We judged that where an RoH screening had been done in 32 cases, 31% had not been completed on time and 47% were inaccurate. We disagreed with the RoH classification in 38% of cases. In most of these cases we thought that the original classification was too low.
- (2) The RoSH assessment was of insufficient quality in 36% of cases primarily because the risk to victims was not considered or there had been an incorrect classification.
- (3) RMPs were of insufficient quality; they did not set out the planned responses in detail and the roles and responsibilities of staff from the YOS and other agencies were poorly defined. In a number of plans there were descriptions of

the general approach that was to be undertaken in supervising the child or young person but little on the specifics of how this particular *RoH* was to be managed.

- (4) Most RMPs had been countersigned by a manager but we judged that as the plans were of poor quality there had not been *effective* management oversight of this work.
- (5) Where there was no requirement for an RMP, the need for planning for *RoH* had been recognised in 9 out of 14 cases (64%).
- (6) There were only two cases that met the criteria for MAPPAs. One of these cases had not been notified to MAPPAs as it had not been recognised as a relevant case by the worker. The second case was notified but this was not timely.
- (7) Details of RoSH assessment and management had been appropriately communicated to all relevant staff and agencies in only 55% of cases.
- (8) Effective management oversight of *RoH* was evident in only 9% of cases.

1.2 Likelihood of Reoffending:	
<p><i>General Criterion:</i></p> <p><i>The assessment of the LoR is comprehensive, accurate and timely and uses Asset and other relevant assessment tools. Plans are in place to reduce LoR.</i></p>	
<p><i>Score:</i></p> <p><i>48%</i></p>	<p><i>Comment:</i></p> <p><i>SUBSTANTIAL improvement required</i></p>

Strengths:

- (1) An initial assessment of LoR had been completed in all cases.
- (2) In 97% of cases there was a community intervention plan or referral order contract. The plan was timely in three-quarters of cases.
- (3) The community intervention plan/referral order contract reflected sentencing purposes in 86% of cases, gave a clear shape to the order in 81% and focused on achievable change in 76%.
- (4) In 80% of cases YOS workers were actively and meaningfully involved in the custodial planning process.

Areas for improvement:

- (1) The initial assessment of LoR was not timely in 29% of cases.

- (2) The quality of the initial assessment was judged to be insufficient in 21 out of 38 cases. In nine cases there were failures to identify vulnerability concerns related to offending, and in seven cases there was unclear or insufficient evidence about the child or young person's circumstances. In some cases the scores in Asset did not reflect what had been identified as offending-related factors.
- (3) In four cases race and ethnicity issues were not identified adequately in the assessment.
- (4) In only 61% of cases was there evidence that there had been active engagement with the child or young person to carry out the assessment. *What do YOU think?* had informed only 11% of initial assessments and the case manager had assessed the learning style of the child or young person in 16% of cases.
- (5) In 64% of cases the parents/carers had not been actively and meaningfully involved in the planning process.
- (6) In relevant cases there had been limited contact with, or use made of previous assessments from ETE providers (32%) or children's social care services (37%).
- (7) There was a custodial sentence plan completed in six out of ten applicable cases. In five of these cases the plan was timely.
- (8) In six of the custodial sentence plans offending-related factors were not addressed sufficiently, three failed to identify family and personal relationships, neighbourhood concerns and ETE issues. Four plans did not integrate the RMP nor did they respond appropriately to identified diversity needs. Two plans did not take into account Safeguarding needs.
- (9) Community intervention plans/referral order contracts did not sufficiently address offending-related factors in 38% of cases. Whilst some factors were well covered, for example attitudes to offending (94%) and thinking and substance misuse (91%), other factors were not adequately included in the plan. The most notable shortfall was in relation to factors that concerned the neighbourhood the child or young person lived in (20%).
- (10) Intervention plans/referral order contracts integrated RMPs in only 14% of applicable cases. Plans took into account Safeguarding needs in 56% of cases and only 15% incorporated the child or young person's learning style. One-third of plans responded appropriately to identified diversity needs, which in most cases related to race and ethnicity.
- (11) Only a little over half of the community intervention plans/referral order contracts included positive factors that could be reinforced and might have contributed to desistance from crime, for example the existence of a supportive family and social network.
- (12) Only 30% of community intervention plans/referral order contracts set realistic timescales; 49% set relevant goals; and 65% reflected national standards.
- (13) Objectives in the custodial sentence plan were not prioritised according to *RoH* or sequenced according to offending-related factors in 83% of cases; not

sensitive to diversity issues in 80%; and not mindful of victim issues or Safeguarding work in 66% and 40% of cases respectively.

- (14) In community intervention plans/referral order contracts objectives were not sequenced according to *RoH* in 74% of cases; not sequenced according to offending-related need in 81%; not sensitive to diversity issues in 61%; and not mindful of victim issues or Safeguarding work in 30% and 46% of cases respectively.
- (15) Whilst there was evidence that secure establishments had been actively and meaningfully involved in the planning process where necessary, there was a much more variable picture in terms of other external agencies. For example, emotional and mental health services had only been involved in 2 out of 17 cases where they had an involvement with the child or young person. Similarly, children’s social care services had only been involved in the planning in 4 out of 13 relevant cases.
- (16) Only 49% of community intervention plans/referral order contracts and 67% of custodial sentence plans had been reviewed at appropriate intervals.

1.3 Safeguarding:	
<p><i>General Criterion:</i></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><i>Score:</i></p> <p>48%</p>	<p><i>Comment:</i></p> <p><i>SUBSTANTIAL improvement required</i></p>

Strengths:

- (1) In 89% of cases an Asset vulnerability screening had been completed.
- (2) Copies of other plans (care pathway, protection) were found in eight of the ten relevant cases.

Areas for improvement:

- (1) In one-third of cases the Asset vulnerability screening had not been completed on time.
- (2) The Asset vulnerability screening was judged to be of an insufficient standard in 63% of cases. We took the view that, in a number of cases there was evidence of vulnerability, for example in relation to gang-related activity, which was not routinely identified in the screening.

- (3) Safeguarding had been fully and accurately reviewed in 58% of the inspection sample.
- (4) We judged that there should have been a VMP in 25 cases (66% of the sample), whereas in practice we found that only eight (21%) had been completed.
- (5) In the eight cases where a VMP had been completed, five were of insufficient quality and two had not been completed on time. The major deficits in the VMPs were that roles and responsibilities were not clear and planned responses were inadequate or unclear. A number of VMPs did not make sufficient distinction between the *RoH* the child or young person posed and their vulnerability brought about by the offending behaviour.
- (6) In five of the eight applicable cases the secure establishment had not been made aware of the vulnerability issues prior to, or immediately on, sentence.
- (7) The VMP contributed to and informed interventions in three of the eight applicable cases. In one case out of three where it was relevant, the VMP had informed other plans on the child or young person.
- (8) There was effective management oversight of vulnerability assessments in only 8% of cases.

COMMENTARY on Assessment and Sentence Planning as a whole:

YOS staff faced a challenging workload. A significant proportion of the children and young people (58%) had been convicted of offences of violence, some of which were gang-related. The *RoH* these children and young people presented was sometimes understated, as was their vulnerability. Whilst there were management systems (such as monthly case audits) in place to help ensure that assessment and planning was of a good standard these were not always effective in bringing about the desired results.

2. DELIVERY AND REVIEW OF INTERVENTIONS

OVERALL SCORE: 58%

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:

49%

Comment:

SUBSTANTIAL improvement required

Strengths:

- (1) In 78% of community and custody cases, appropriate resources had been allocated to the assessed *RoH* throughout the sentence.
- (2) Specific interventions to manage *RoH* were delivered as planned in 14 out of 19 community cases (74%).

Areas for improvement:

- (1) *RoH* had been reviewed no later than three months from the start of sentence in 58% of cases. In 4 out of 13 cases (27%) *RoH* was reviewed following a significant change such as a move out of stable accommodation by the child or young person.
- (2) In cases where there were changes in *RoH* or acute factors they had been anticipated whenever feasible in 52% of cases, identified swiftly in 38% and acted upon appropriately in 46%.
- (3) In only one case out of ten where there was a specific intervention to manage *RoH* was the intervention reviewed following a significant change.
- (4) A multi-agency forum regularly reviewed cases where there were concerns about *RoH*. Despite this, we found that case managers and other relevant staff had not contributed effectively to this or similar meetings in two out of four custody cases and in 6 out of 20 community cases.
- (5) Purposeful home visits had been carried out throughout the course of the sentence, in accordance with the level of *RoH* posed or Safeguarding needs in only 33% and 40% of cases respectively. Whilst we recognised that

sometimes there may have been staff safety issues (which could be managed), these did not account for this shortfall.

- (6) A full assessment of the safety of the victim had been carried out in only 15 of the 29 applicable cases (52%). A high priority had been given to victim safety in just 8 of 21 relevant cases (38%).
- (7) Specific interventions were delivered as planned to manage *RoH* in one out of three relevant custody cases. This intervention was not reviewed following a significant change.
- (8) There had been effective management oversight of *RoH* in 38% of custody cases and 32% of community cases.

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

Strengths:

- (1) Delivered interventions were designed reduce LoR in 78% of cases.
- (2) In 74% of cases appropriate resources had been allocated to the assessed LoR throughout the sentence.
- (3) The requirements of the sentence had been implemented in 18 out of 20 relevant community cases.
- (4) The case manager was judged to have actively motivated and supported the child or young person in 90% of custody cases and 84% of community cases. The case manager had also reinforced positive behaviour in 70% of custody cases and 79% of community cases.

Areas for improvement:

- (1) Good quality interventions had not always been delivered. In only 54% of cases were interventions delivered in line with the intervention plan; only half were appropriate to the learning style of the child or young person and were of good quality in 57%. They were sequenced properly in 27%; reviewed appropriately in 36%; and sensitive to diversity issues in 54%.

- (2) The case manager had not actively engaged the parents/carers of the child or young person in 40% of applicable custody and community cases.
- (3) Where there was a requirement for reparative activity, for example in referral orders, it was not always apparent from the case record whether the activity had taken place.

2.3 Safeguarding the child or young person:	
<p>General Criterion:</p> <p><i>All reasonable actions have been taken to safeguard and reduce the vulnerability of the child or young person.</i></p>	
<p>Score:</p> <p>57%</p>	<p>Comment:</p> <p><i>SUBSTANTIAL improvement required</i></p>

Strengths:

- (1) In two out of the three community cases where it was relevant all necessary immediate action had been taken to protect the child or young person. In the one case where it was required, all necessary immediate action had been taken to protect any other affected child or young person.
- (2) In the majority of cases, case managers and relevant agencies worked together to promote the well-being of the child or young person in custody and the community. For example, there were well developed links with the Family Intervention Project which worked intensively with a number of families known to the YOS.
- (3) All relevant staff were judged to have supported and promoted the well-being of the child in 90% of custody cases and 89% of community cases.

Areas for improvement:

- (1) All necessary referrals to ensure Safeguarding had been made in 11 out of 14 applicable community cases and in neither of the two custody cases.
- (2) Case managers and other relevant agencies were not always successful in ensuring continuity in the provision of mainstream services in the transition from custody to the community. ETE services were provided in only four out of nine cases; substance misuse services and accommodation services in one out of four; and mental health services in none of the three cases where it was required.
- (3) Whilst specific interventions to promote Safeguarding had been identified in 17 community cases, they incorporated those identified in the VMP in two;

delivered in 13; and only five had been reviewed every three months or following a significant change. In relation to the two custody cases where a specific intervention to promote Safeguarding had been identified, there was no VMP reference, but the intervention had been delivered but not reviewed.

- (4) There had been effective management oversight of Safeguarding and vulnerability needs in 43% of custody cases and 17% of community cases.

COMMENTARY on Delivery and Review of Interventions as a whole:

The multi-agency group that reviewed cases with concerns about *RoH* was a good initiative because it enabled all the agencies to exchange information and develop plans to manage the *RoH*. However, in order for it to be fully effective there needed to be more involvement of the case managers and evidence on the case record that actions agreed at the meetings were carried out.

YOS case workers did not generally view themselves as case managers, tasked with coordinating a programme of constructive and restrictive interventions. For example, an interventions programme matrix was available to staff that set out what was available to children and young people subject to supervision. There was little evidence that this was referred to by case managers, who tended to deliver interventions in an ad hoc and reactive manner. In contrast, the structure for the delivery of referral orders, whereby the offending behaviour component of the contract was carried out by specialist workers at regular advice/workshop sessions was an efficient and effective use of limited resources and left the case manager free to oversee the order.

We saw a number of cases where, in the absence of their usual case manager, the child or young person reported to a duty officer. The duty officer was not always properly briefed about the details of the case and this impacted adversely on the continuity of supervision.

3. OUTCOMES

OVERALL SCORE: 63%

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:

62%

Comment:

MODERATE improvement required

Strengths:

- (1) There had been a reduction in the frequency of offending and seriousness of offending in 63% and 69% of cases respectively. This is better than the average of those inspected to date.
- (2) In cases where there had been a reduction in offending-related factors identified in the initial Asset assessments these most frequently related to attitudes to offending, 12 out of 26 (46%); thinking and behaviour, 11 out of 30 (37%); and lifestyle, 10 out of 28 (36%).

Areas for improvement:

- (1) *RoH* had been successfully managed in only 52% of applicable cases.
- (2) Where there was an identifiable or potential victim there was evidence that the *Risk of Harm* to them had been effectively managed in 11 out of 21 cases (52%).
- (3) *LoR* had been reduced in 53% of cases.
- (4) The child or young person had not complied with the requirements of the sentence in 46% of cases. Where the child or young person had not complied, enforcement action had been taken sufficiently well in 41% of cases.

- (5) In 21 out of 28 cases where there was an assessed risk factor linked to the child or young person's Safeguarding, there had been no reduction in those risk factors. We considered that all reasonable action had been taken to keep the child or young person safe in only 15 out of 29 cases.

3.2 Sustaining outcomes:	
General Criterion: <i>Outcomes are sustained in relation to RoH, LoR and Safeguarding.</i>	
Score: 65%	Comment: MODERATE improvement required

Strength:

- (1) Full attention had been given to community integration issues during the custodial phase of the sentence in six out of nine relevant cases (67%). For cases in the community full attention had been given to this issue in 28 out of 38 cases (74%).

Area for improvement:

- (1) Action had not been taken during the custodial phase of the sentence to ensure that positive outcomes were sustainable in four out of seven applicable cases (57%). For children and young people in the community action had not been taken to ensure that positive outcomes were sustainable in 10 out of 23 cases. (43%).

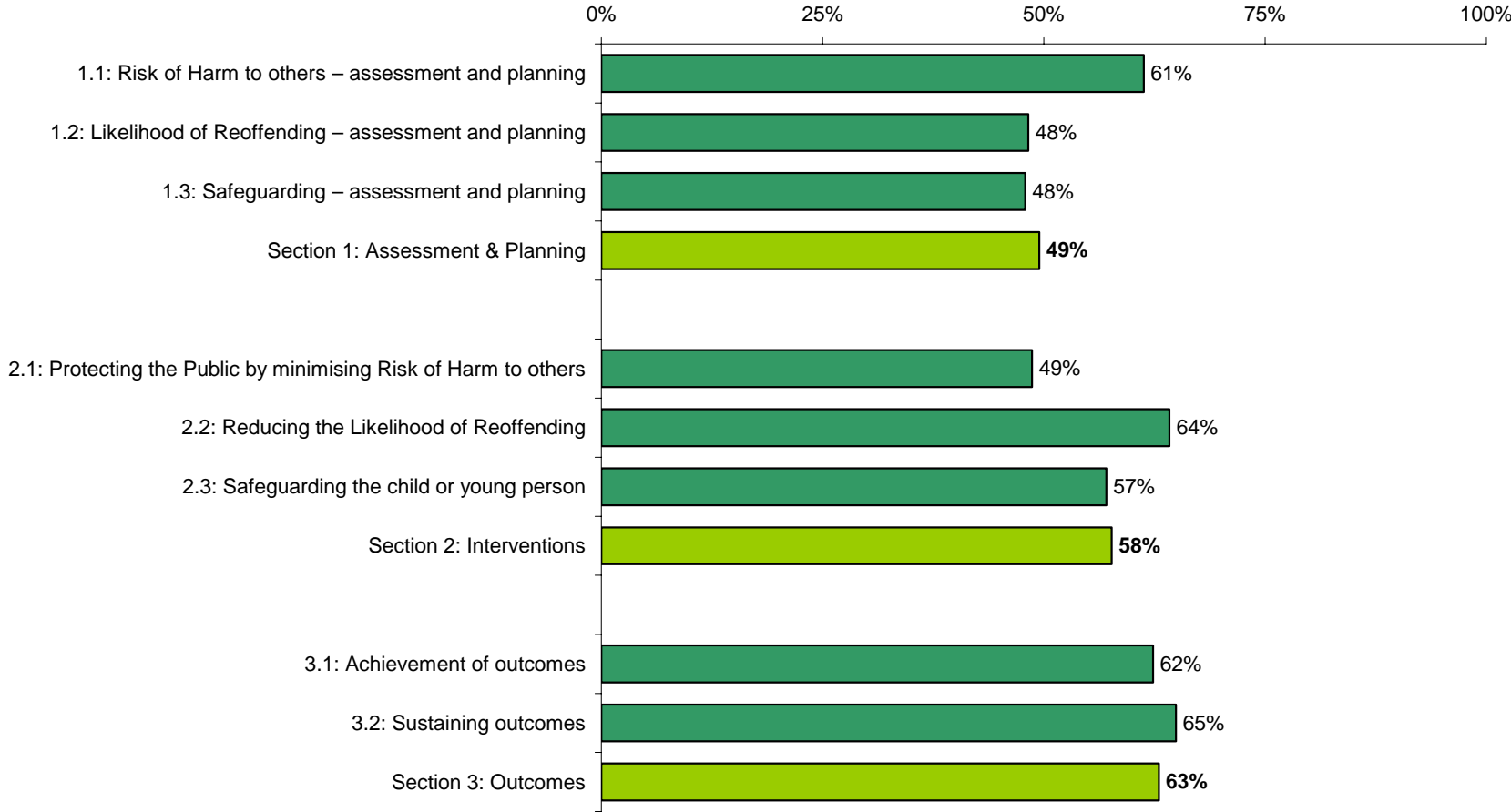
COMMENTARY on Outcomes as a whole:

Outcomes were difficult to demonstrate because the intervention plans often lacked clear outcome-focused objectives that could be evaluated over time. Efforts had been made to ensure that positive outcomes were sustainable through engagement with other workers and agencies.

For those children and young people released from custody, the work of resettlement workers in securing accommodation was crucial to their chances of surviving and prospering in the community. The joint work undertaken by YOS staff with the Family Intervention Project that involved a number of families of YOS children and young people who presented multiple problems was also impressive.

Appendix 1: Scoring summary of sections 1-3

CCI Islington General Criterion Scores



Appendix 2: Contextual information

Area

Islington YOS was located in the London region of England.

The area had a population of 175,797 as measured in the Census 2001, 8.5% of which were aged 10 to 17 years old. This was lower than the average for England/Wales, which was 10.4%.

The population of Islington was predominantly white British (75.4%). The population with a black and minority ethnic heritage (24.6%) was above the average for England/Wales of 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 2009/2010, at 52 per 1,000, were worse than the average for England/Wales of 38.

YOS

The YOS boundaries were within those of the Metropolitan police area. The London Probation Trust and the Islington Primary Care Trust covered the area.

The YOS was located within the Young People's Directorate of Children's Services of Islington Council. It was managed by the Head of Service.

The YOS Management Board was chaired by the Service Director, Young People's Division.

The YOS Headquarters was in Islington. The operational work of the YOS was also based in Islington. ISS was provided by Islington YOS.

Youth Justice Outcome Indicators 2011/2012 onwards

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

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

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

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

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

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

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

Appendix 3a: Inspection Arrangements

Fieldwork for this inspection was undertaken in June 2011 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.

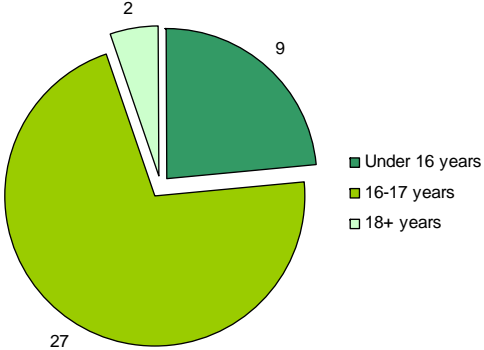
Prior to the inspection we receive copies of relevant local documents and a brief report from the Youth Justice Board. We also gather the views of service users (children & young people and victims) by means of computer and paper questionnaires.

Publication arrangements

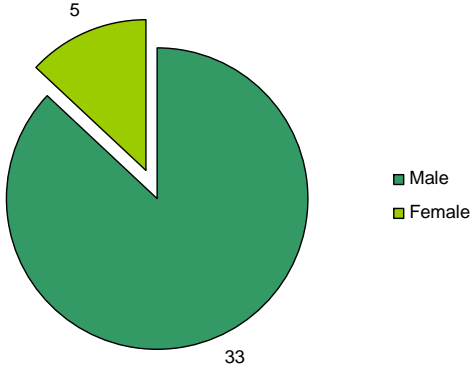
- Provisional findings are given to the YOS two weeks after the inspection visit takes place.
- A draft report is sent to the YOS for comment 4-6 weeks after the inspection, with publication following approximately 6 weeks later. In addition to a copy going to the relevant Minsters, other inspectorates,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

Appendix 4: Characteristics of cases inspected

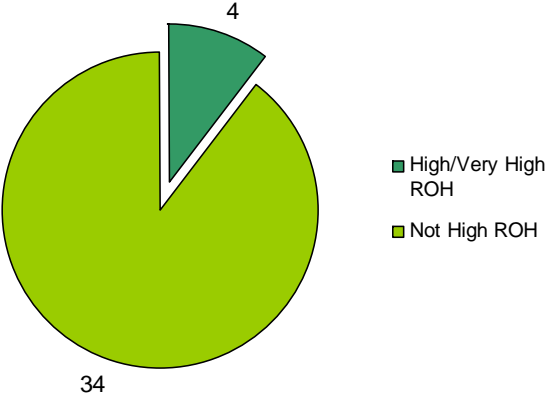
Case Sample: Age at start of Sentence



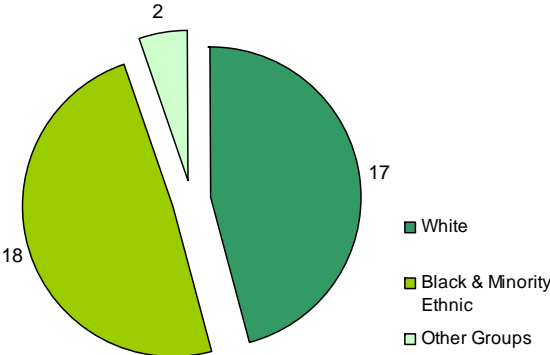
Case Sample: Gender



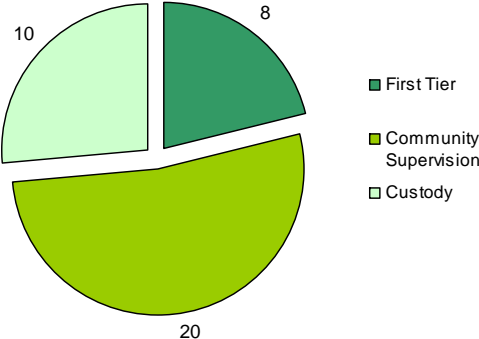
Case Sample: Risk of Harm



Case Sample: Ethnicity



Case Sample: Sentence Type



Appendix 5: Scoring approach

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

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

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

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

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

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

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

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

Appendix 6: Glossary

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

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

Appendix 7: Role of HMI Probation and Code of Practice

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

<http://www.justice.gov.uk/inspectrates/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:

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