



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:

Luton

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Foreword

Our Core Case Inspection of youth offending work in Luton 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.

Luton Youth Offending Service has undergone a major restructure during the period running up to the inspection and it is to their credit that despite significant changes they have maintained a high standard of service delivery with an enthusiastic staff and management team. The quality of interventions delivered by YOS staff and specialist workers is very good; of particular note is the family support work. However, the quality of *Risk of Harm* and vulnerability assessments and planning requires some improvement alongside the effectiveness of management oversight.

Overall, we consider this a creditable set of findings with positive prospects for the future.

Liz Calderbank
HM Chief Inspector of Probation

May 2012

| | Scores from Wales and the English regions that have been inspected to date | | | Scores for Luton |
|--|--|---------|---------|------------------|
| | Lowest | Highest | Average | |
| 'Safeguarding' work <i>(action to protect the young person)</i> | 37% | 91% | 67% | 75% |
| '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% | 78% |

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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: 75% | 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: 78% | 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 vulnerability and *Risk of Harm to others* is completed at the start and that plans are specific about what will now be done in order to safeguard the child or young person from harm and to minimise any identified *Risk of Harm to others* (YOS Head of Service)
- (2) Asset assessments are clearly focussed, providing a robust assessment of the current needs of the case that is not obscured by previous information except where that is still relevant (YOS Head of Service)
- (3) children and young people and their parents/carers are actively and meaningfully involved in planning and reviews, including through the timely use of self-assessments and the assessment of learning styles (YOS Head of Service)
- (4) there is a timely review of assessments and, as applicable, plans following receipt of significant new information, intelligence and reports of harmful behaviour or the commission of new offences (YOS Head of Service)
- (5) 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).

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 Luton YOS work that impressed us.

Delivery and Review of Interventions

General Criterion: 2.2

Liam was subject to a referral order for an assault committed against paramedics who attended to treat him when he was heavily intoxicated. He was remorseful and receptive to participating in a restorative justice conference. Contact was made with the victims and one of these, a paramedic, expressed the desire to meet directly with Liam to inform him of the consequences of his behaviour. As a result of meeting the victim, Liam had a much greater understanding of how his behaviour had impacted on a member of the emergency services, both personally, and in terms of taking his time away from other patients. In the case manager's view, this had a lasting impact on him, especially in his use of alcohol, which had reduced significantly.

Outcomes

General Criterion: 3.2

Jayden was visited in custody by the YOS health worker the day after receiving a DTO to check how he was coping and to ensure his health needs were being met. Information was shared with the institution's healthcare staff to ensure Jayden's serious health needs, that could have been life threatening, were fully understood. The case manager arranged for the family support worker to work with Jayden's mother to help sort out her finances and advocate on her behalf to ensure her accommodation was retained. She was also supported to attend DTO review meetings. Jayden participated fully in the interventions delivered in custody and made good progress. This programme of work was continued upon release by the YOS and reviewed after ten days by the Resettlement Panel, which reviewed all children and young people after their release from custody. Support continued to be provided to his mother. Jayden complied with his licence and, at the point it expired, he had accessed education, remained drug free and had disassociated from his peer group. The proactive approach of the health worker, case manager and family support worker during the custodial sentence enabled a smooth transition between custody and community.

All names have been altered.

Service users' perspective

Children and young people

Thirty-two children and young people completed a questionnaire for the inspection, although not all questions were completed by all the respondents.

- ◇ All the children and young people knew why they had to attend the YOS and almost all had been told by staff what would happen when they did. The vast majority of respondents thought that their YOS worker was completely or mostly interested in helping them and listened to what they had to say.
- ◇ Of the 15 children and young people with a referral order, most knew what a referral order contract was, all except one said that the YOS worker had discussed it with them and 10 had been given a copy to keep.
- ◇ The majority of children and young people who were supervised on other sentences knew what a sentence or supervision plan was, of these all except one said the plan had been discussed with them and three-quarters had been given a copy.
- ◇ The *What do YOU think?* self-assessment had been completed by 20 children and young people, with a further six indicating that they could not remember if they had completed the form.
- ◇ Just over two-thirds said that their referral order contract or supervision plan had been reviewed.
- ◇ Almost all respondents said that the YOS worker had made it 'very easy' or 'quite easy' for them to understand how they could be helped. Comments about what the YOS worker had done to make it easier to understand included "*Timetables with pictures*", "*explained and gave examples*" and "*explained it all out to me and made it sound interesting*".
- ◇ Almost two-thirds of the children and young people reported that things had improved for them as a result of work with the YOS and the majority said that the YOS worker had taken action to deal with the things with which they needed help. Over half the respondents said school, college or employment had improved. Other areas where the children and young people reported the YOS had helped included; understanding my offending (68%); making better decisions (58%); and drug use (39%). One child or young person said that the YOS "*has helped me to access training...to gain a better understanding of my cannabis use...understand my offending behaviour*" and another said that "*I understand things better and I have better judgement of the situation*" and "*not arguing with my family everyday getting up for school in the mornings and understanding my emotions*".
- ◇ Of the 31 children and young people who responded, 22 said they were a lot less likely to offend and a further six were a bit less likely to offend as a result of working with the YOS.

Victims

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

- ◇ All four respondents said that the YOS explained what services could be offered, of which three said that their needs had been taken into account and that they had a chance to discuss any worries they had about the offence or the child or young person who committed the offence.
- ◇ Only one respondent said that they had benefited from any work done by the child or young person who committed the offence.
- ◇ Both victims, who had concerns, thought that the YOS had paid attention to their safety.
- ◇ Three of the respondents were either completely or mostly satisfied with the service given to them by the YOS.

1. ASSESSMENT AND SENTENCE PLANNING

OVERALL SCORE: 73%

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:

80%

Comment:

MINIMUM improvement required

Strengths:

- (1) An Asset RoSH screening had been completed in 97% of cases in the sample and produced on time in 92%. We considered the screening was accurate in 84% of cases and we agreed with the classification in 86%. In the five cases where we did not agree with the assessment we considered all cases had been classified as too low.
- (2) A full RoSH analysis had been completed in 93% of the relevant cases and was completed within timescale in 78%.
- (3) RoSH assessments drew adequately on all appropriate information, including MAPPA, other agencies' and previous assessments and information from victims in 78% of cases inspected.
- (4) An RMP had been completed in all of the 13 cases where required and ten were completed within relevant timescales.
- (5) Where there was no requirement for an RMP, the need for planning to manage *RoH* was nonetheless recognised in 17 of the 23 relevant cases.
- (6) Details of the *RoH* assessment and management had been appropriately communicated to all relevant staff and agencies in the great majority of cases.

Areas for improvement:

- (1) A full RoSH analysis had been not been completed to a sufficient quality in over a third of cases. Those judged to be insufficient were largely as a result of previous behaviour or the risk to victims not being fully considered.

- (2) Of the 13 RMPs completed, 7 were assessed to be of sufficient quality. In five cases, victim issues had not been adequately addressed and in a further five cases the planned response was unclear or inadequate.
- (3) Where there was no requirement for an RMP, or an RMP had not been produced, the need for planning for *RoH* issues had been acted upon in 11 cases (61%).
- (4) We judged that management oversight had not been effective in one-third of the *RoH* assessments and almost half the RMPs.

| 1.2 Likelihood of Reoffending: | |
|---|---|
| General Criterion: <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> | |
| Score: 72% | Comment: MODERATE improvement required |

Strengths:

- (1) An initial assessment of LoR had been completed in all except one case (97%) and completed on time in 89% of the cases inspected. The quality of initial assessments of LoR was judged to be sufficient in 74% of cases. Good use was made of information from other agencies, including, children’s social care services, educational providers, the police and, where relevant, secure establishments.
- (2) There was active engagement to carry out the initial assessment with the child or young person in 81% of cases and similarly there was active involvement of parents/carers in the assessment in three-quarters of cases where this was required.
- (3) There was a community intervention plan/referral order contract in all except one of the cases inspected. Plans were completed on time in 84% of cases and a similar proportion sufficiently addressed offence-related factors. RMPs were integrated in most intervention plans and almost three-quarters included positive factors and responded appropriately to identified diversity needs.
- (4) All except one community intervention plan/referral order contract focused on achievable change and over three-quarters set relevant goals. Objectives were sensitive to diversity issues in 73% of plans and took account of victim issues in 80%. Other YOS workers and relevant external agencies had been actively and meaningfully involved in planning throughout the sentence.

- (5) Custodial intervention plans were completed and within timescale on all relevant cases. Over three-quarters of custodial plans sufficiently addressed offending-related factors and almost all included positive factors. Objectives within the custodial intervention plan were inclusive of appropriate Safeguarding work in six of the cases in the sample and seven took account of victim issues. YOS workers were actively and meaningfully involved in the custodial sentence planning in all ten cases.

Areas for improvement:

- (1) *What do YOU think?* self-assessments had informed just over one-third of assessments and in a similar proportion of cases the learning styles of the child or young person had not been assessed. Thereafter, plans incorporated the child or young person's learning needs or learning style in only 28% of community cases and in only one of the custody cases.
- (2) Initial assessments were reviewed at appropriate intervals in half of the cases inspected. Custodial intervention plans had been reviewed in timescale in seven of the nine relevant custodial cases.
- (3) One-third of custodial intervention plans did not integrate RMPs or take into account Safeguarding needs. A similar proportion of community intervention plans did not take into account Safeguarding needs.
- (4) Objectives within custodial intervention plans were prioritised according to *RoH* in four out of nine relevant cases; sequenced according to offence-related need in three out of nine; and were sensitive to diversity issues in two cases. Objectives in community intervention plans/referral order contracts were prioritised according to *RoH* in just over half the cases, inclusive of safeguarding work in two-thirds and sequenced according to offending-related need in half the cases.
- (5) One-third of children and young people had not actively or meaningfully participated in planning. Similarly, nearly half the parents/carers had not been involved.
- (6) Community intervention plans had been reviewed at appropriate intervals in 59% of cases.

1.3 Safeguarding:

General Criterion:

The assessment of Safeguarding needs is comprehensive, accurate and timely and uses Asset and other relevant assessment tools. Plans are in place to manage Safeguarding and reduce vulnerability.

Score:

71%

Comment:

MODERATE improvement required

Strengths:

- (1) The Asset vulnerability screening was completed in 97% of cases. In 89% of cases the screening was timely.
- (2) Secure establishments were made aware of vulnerability issues prior to, or immediately on, sentence in six of the ten relevant cases.
- (3) In eight out of nine relevant cases (89%), a contribution had been made to other assessments and plans designed to safeguard the child or young person.
- (4) Safeguarding needs were reviewed as appropriate in 76% of cases.

Areas for improvement:

- (1) The Asset vulnerability screening was judged to be insufficient in one-third of cases.
- (2) We considered that a VMP was required in 20 of the cases assessed but had been completed in only nine cases. Of the nine VMPs completed, five were timely and five were of sufficient quality. Where judged to be of insufficient quality the main reasons included: unclear or inadequate responses, lack of clarity regarding roles and responsibilities and lack of timeliness.
- (3) Effective management oversight of vulnerability assessments was evidenced in 11 out of the 23 cases where we judged this was required.

COMMENTARY on Assessment and Sentence Planning as a whole:

Overall, initial Asset assessments were completed to a good standard and were based upon information from a wide range of sources, including a home visit. We often found that the *What do YOU think?* self-assessment or learning styles assessments had not been completed. Where they had this did not appear to meaningfully inform subsequent plans.

We found a number of vulnerability screenings which did not address significant issues or concerns, for example, homelessness, use of weapons, lack of family support, etc, and as a result the vulnerability of the child or young person was often underestimated. Whilst we saw a number of comprehensive RoSH analyses, the quality was inconsistent. Too often we found that assessments focused only on current offending to the exclusion of a full analysis of previous harmful behaviour.

Intervention plans addressed the key offending-related factors and we found that, in many instances, RMPs and VMPs were integrated within them. With the exception of those supervised on a referral order, it was not apparent that the child or young person or their parents/carers had been actively involved in developing plans or that they had received a copy.

The quality of RMPs and VMPs was variable but in general they lacked focus on required actions to manage risks, especially to identified victims, and clarity regarding roles and responsibilities. The effectiveness of management oversight was also inconsistent and whilst there were some very good examples, assessments and plans which failed to analyse or address significant issues were countersigned.

For every child or young person released from custody, the YOS held a review resettlement meeting within ten days of release with those workers involved in the delivery of the intervention plan as well as the child or young person and their parents/carers. We saw several occasions where this approach had been effective in coordinating the work. There may be benefit to broadening the use of this type of meeting to agree and coordinate plans, especially when there are a number of different staff delivering interventions.

2. DELIVERY AND REVIEW OF INTERVENTIONS

OVERALL SCORE: 81%

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:

69%

Comment:

MODERATE improvement required

Strengths:

- (1) Changes in *RoH*/acute factors had been anticipated in 83% of cases and acted on appropriately in 74% of relevant cases.
- (2) Case managers and other relevant staff contributed effectively to multi-agency meetings in all of the relevant custody and community cases where this was required.
- (3) We judged that appropriate resources were allocated according to *RoH* in 97% of cases.
- (4) Purposeful home visits were carried out throughout the sentence in 83% of cases where there were Safeguarding concerns.
- (5) Specific interventions to manage *RoH* had been delivered as planned in 20 out of the 26 relevant community cases (77%).
- (6) There had been effective management oversight of *RoH* in six of the eight custody cases where this was required.
- (7) In the two cases that were managed at MAPPA Level 2 or 3, there was evidence that effective use had been made of MAPPA and that the YOS and other agencies had contributed effectively.

Areas for improvement:

- (1) *RoH* was reviewed in line with required timescales in under two-thirds of cases and following a significant change in 4 of the 18 cases (22%) where we judged that one was required. The most common reasons for reviews to be assessed as insufficient included; *RoH* not being reviewed after significant

changes, changes were not reflected in reviews, reviews were not timely or they were not sufficiently thorough.

- (2) We found that a high priority had been given to victim safety throughout the sentence in 13 of the 23 cases (57%) where required.
- (3) In the eight custodial cases where interventions were required to manage *RoH*, these were delivered as planned in four cases.
- (4) Specific interventions to manage *RoH* in the community were reviewed following significant change in 6 of the 19 cases (32%) where required.
- (5) Effective management oversight of *RoH* had been provided in just over half of the relevant community cases.

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:

90%

Comment:

MINIMUM improvement required

Strengths:

- (1) In community cases, 82% of interventions were implemented in line with the intervention plan; 82% were appropriate to the learning style of the child or young person; 88% were judged to be of good quality; 97% designed to reduce the LoR; 94% incorporated all diversity issues; and 70% were sequenced appropriately.
- (2) We found that in 97% of cases, appropriate resources had been allocated according to LoR throughout the sentence and that based on the YOS assessment of LoR and RoSH the initial Scaled Approach intervention level was correct in all except one case.
- (3) The requirements of the sentence had been implemented in almost all cases.
- (4) In the great majority of community and custody cases, the YOS worker had actively motivated and supported the child or young person and reinforced positive behaviour throughout the sentence. The YOS worker actively engaged parents/carers throughout the sentence in almost all community and custody cases.
- (5) In all relevant cases the YOS worker had been appropriately involved in the review of interventions in custody.

Area for improvement:

- (1) Interventions delivered in the community were not reviewed appropriately in one-third of cases inspected.

| 2.3 Safeguarding the child or young person: | |
|--|--|
| General Criterion: <i>All reasonable actions have been taken to safeguard and reduce the vulnerability of the child or young person.</i> | |
| Score: 84% | Comment: MINIMUM improvement required |

Strengths:

- (1) In the two custody cases where judged to be required, all necessary immediate action had been taken to safeguard and protect other affected children and young people. All necessary referrals to relevant agencies to ensure Safeguarding had been made in all of the six relevant custody cases and in 16 out of the 18 relevant community cases.
- (2) There was evidence of effective joint work, in both community and custody cases, to promote the Safeguarding and well-being of the child or young person between the YOS and children's social care services, education providers and substance misuse services.
- (3) Specific interventions to promote Safeguarding in the community had been identified in 79% of cases, incorporated those identified in the VMP in four of the five relevant cases and delivered in 89% of cases where required.
- (4) All relevant staff had supported and promoted the well-being of the child or young person throughout the course of the sentence in almost all relevant custodial cases and in all community cases.
- (5) YOS workers and other relevant agencies worked together to ensure continuity in the provision of mainstream services in the transition from custody to community. In the vast majority of the custody cases where there was a need for ETE services, accommodation services or physical health services, action had been taken to promote continuity of provision on release. This was less well evidenced in relation to children's social care services.

Areas for improvement:

- (1) Specific interventions to promote Safeguarding in the community were reviewed following a significant change in half of the cases where a review was judged to be required

- (2) Effective management oversight of Safeguarding and vulnerability had been provided in half of the relevant custody cases and community cases.

COMMENTARY on Delivery and Review of Interventions as a whole:

Generally, we were impressed with the quality of interventions delivered by the YOS workers and specialists. We saw some excellent work by the family support workers as well as family therapists. All children and young people had a health assessment, records of which were placed on file, although we saw less evidence of targeted health interventions to address more specific physical health needs or emotional and mental health needs. The YOS however, had not had a CAMHS worker in post for some time which had created problems accessing CAMHS services.

Accommodation, substance misuse and ETE support were impressive. We saw excellent provision of diverse educational services by Active Support, Ridgemont College, Barnfield College, NACRO and Xers's and good work by the YOS ETE workers to support children and young people into education. An allocation meeting was held each week to review all those currently not in ETE. YOS workers were responsive to meeting identified diversity needs in the delivery of interventions and worked hard to engage the child or young people and their parents/carers.

We saw examples where the high risk panel was used to good effect but found that recording and review of outcomes and actions was variable and it did appear that cases had been reviewed without the benefit of an updated assessment or RMP/VMP. Thorough reviews of assessments, interventions and plans needs attention, especially where there have been significant changes.

3. OUTCOMES

OVERALL SCORE: 79%

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:

75%

Comment:

MINIMUM improvement required

Strengths:

- (1) Adequate reporting instructions, that were sufficient to deliver the sentence of the court, had been given to almost all of the children and young people.
- (2) When required, appropriate enforcement action had been taken in 19 out of 23 relevant cases (83%).
- (3) Where there was an identifiable or potential victim, we found evidence that the *Risk of Harm* to them had been effectively managed in 23 out of 32 cases (72%).
- (4) We assessed that there had been a reduction in the frequency and seriousness of offending in 70% of cases. This is considerably better than the average of those inspected to date.
- (5) Overall, some progress had been made on significant factors relevant to offending in just under two-thirds of cases. The offending-related factors where we judged that there was the most improvement related to substance misuse (13 out of 19 cases); thinking and behaviour (21 out of 38 cases); and attitudes to offending (16 out of 33 cases). Progress in relation to motivation to change was least well evidenced.
- (6) Safeguarding had been effectively managed (all reasonable action had been taken to keep to a minimum the risk of the child or young person coming to harm either from themselves or others) in 85% of relevant cases.

Area for improvement:

- (1) *RoH* had been not been managed effectively in one-third of relevant cases. The main reasons for this judgement related to deficiencies in assessment and/or planning.

| 3.2 Sustaining outcomes: | |
|--|--|
| General Criterion: <i>Outcomes are sustained in relation to RoH, LoR and Safeguarding.</i> | |
| Score: 93% | Comment: MINIMUM improvement required |

Strengths:

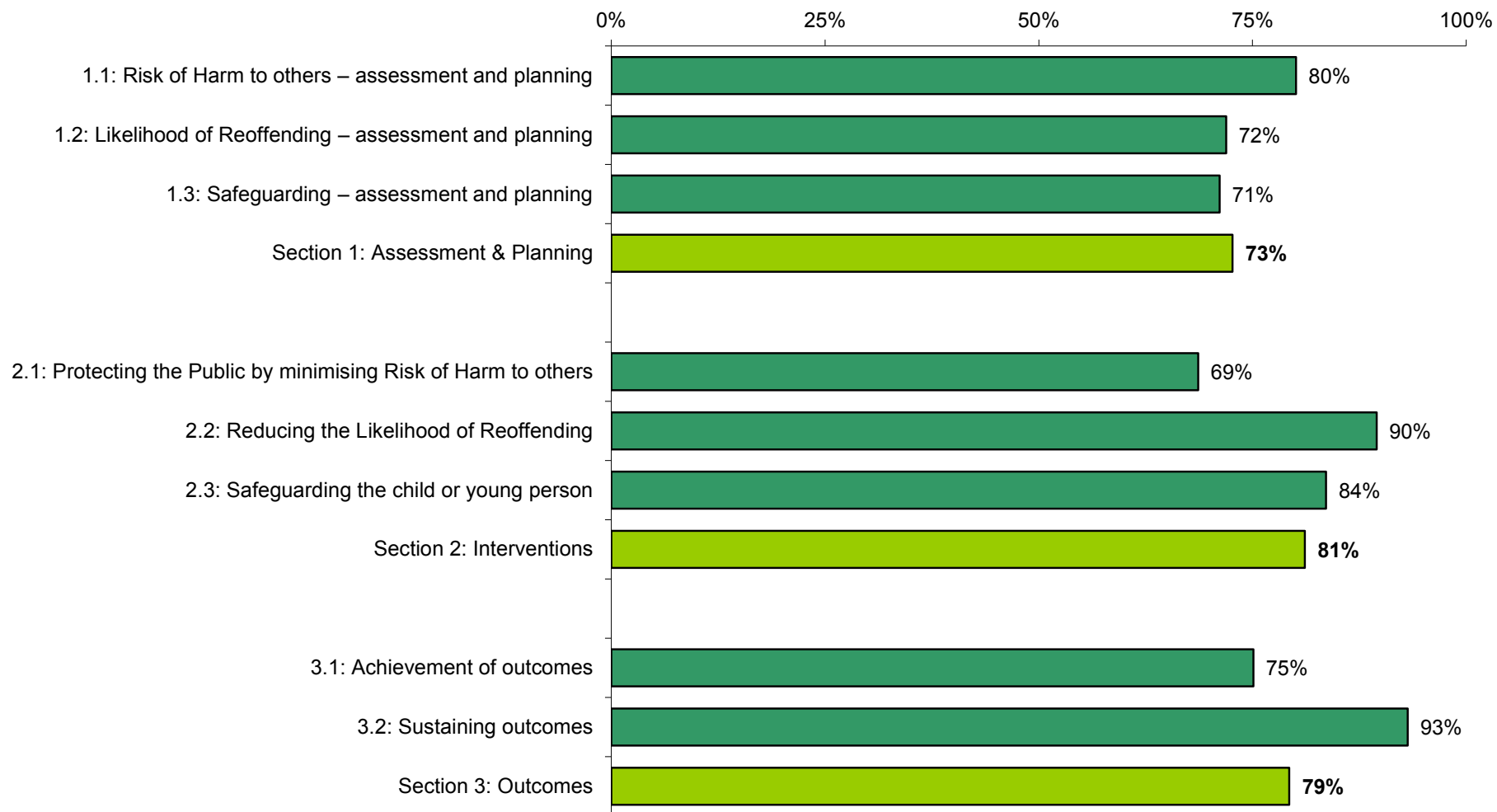
- (1) Full attention had been given to community reintegration issues in all of custody and community cases.
- (2) Action had been taken to ensure positive outcomes were sustainable in 75% of custody cases and in 87% of those in the community.

COMMENTARY on Outcomes as a whole:

Luton YOS achieved some good outcomes in reducing the frequency and seriousness of offending, despite some difficulties with securing the compliance of the child or young person. Where this was an issue, 'Crisis meetings' were held to review compliance and prompt breach action was taken where required. We saw some excellent advocacy by staff and managers on behalf of the child or young person with the YJB, children's social care services, courts and custodial establishments to access services for young people. We also saw some very good examples where transfer of cases to the probation service had been effectively managed.

Appendix 1: Scoring summary of sections 1-3

CCI Luton General Criterion Scores



Appendix 2: Contextual information

Area

Luton YOS was located in the East of England.

The area had a population of 198,800 as measured in the ONS Mid Year Estimates 2010. 11.8% of the population were aged 10 to 17 years old (Census 2001). This was higher than the average for England/Wales, which was 10.4%.

The population of Luton was predominantly white British (68%) (Resident Population Estimates by Ethnic Group 2009). The population with a black and minority ethnic heritage (32%) was above the average for England/Wales of 12%.

Reported offences for which children and young people aged 10 to 17 years old received a pre-court disposal or a court disposal in 2009/2010, at 51 per 1,000, were worse than the average for England/Wales of 38.

YOS

The YOS boundaries were within those of the Bedfordshire Police area. The Bedfordshire Probation Trust and the NHS Luton covered the area.

The YOS was hosted by Luton Borough Council within the Children and Learning Department. It was managed by the Head of the Youth Offending Service who reported to the Head of Integrated Services for the North and West of the Borough.

The YOS Headquarters and operational offices were located in the centre of Luton. ISS was provided in-house.

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 YOSs, 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.

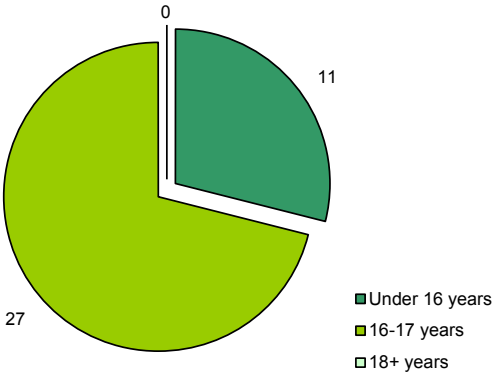
Prior to the inspection we receive copies of relevant local documents and a brief report from the Youth Justice Board. We also gather the views of service users (children & young people and victims) by means of computer and paper questionnaires.

Publication arrangements

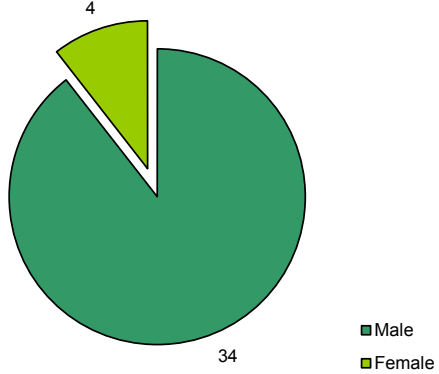
- Provisional findings are given to the YOS two weeks after the inspection visit takes place.
- A draft report is sent to the YOS for comment 4-6 weeks after the inspection, with publication following approximately 6 weeks later. In addition to a copy going to the relevant Minsters, other inspectorates, 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

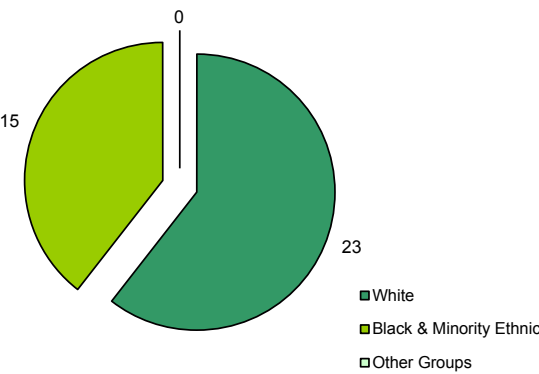
Case Sample: Age at start of Sentence



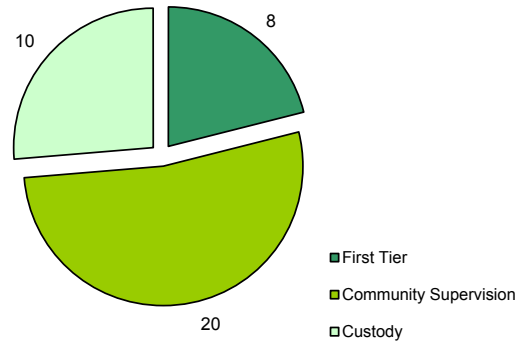
Case Sample: Gender



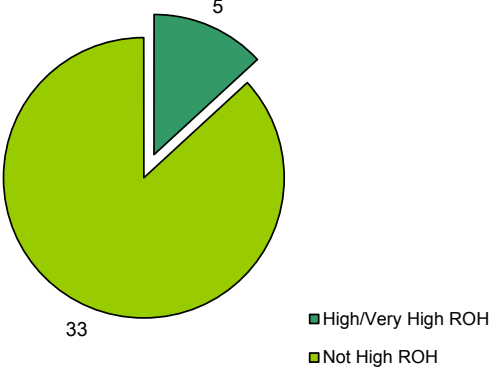
Case Sample: Ethnicity



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 YOS 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 YOS with a clear focus for their improvement activities.

Appendix 6: Glossary

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| 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 |

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|------------------------------------|--|
| MAPPA | Multi-Agency Public Protection Arrangements: where probation, police, prison and other agencies work together locally to manage offenders who pose a higher <i>Risk of Harm to others</i> |
| Ofsted | Office for Standards in Education, Children's Services and Skills: the Inspectorate for those services in England (not Wales, for which see Estyn) |
| PCT | Primary Care Trust |
| PPO | Prolific and other Priority Offender: designated offenders, adult or young, who receive extra attention from the Criminal Justice System agencies |
| Pre-CAF | This is a simple 'Request for Service' in those instances when a Common Assessment Framework may not be required. It can be used for requesting one or two additional services, e.g. health, social care or educational |
| PSR | Pre-sentence report: for a court |
| RMP | Risk management plan: a plan to minimise the individual's <i>Risk of Harm</i> |
| RoH | <i>Risk of Harm to others</i> . See also <i>restrictive 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:

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6th Floor, Trafford House
Chester Road, Stretford
Manchester, M32 0RS*