



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:

**Tower Hamlets and City of
London**

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Foreword

This Core Case Inspection of youth offending work in Tower Hamlets and City of London 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 64% 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 49% of the time, and the work to make each individual less likely to reoffend was done well enough 71% 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 that the work undertaken by the YOT to reduce the Likelihood of Reoffending was its strongest area of practice with YOT staff able to identify and respond to those factors most likely to contribute to offending behaviour. This had resulted in some positive changes in offending-related behaviour. However, significant improvements needed to be made to identify, respond to and manage *Risk of Harm* effectively, including better management oversight. A number of other areas also need to be addressed where management oversight and direction will be critical to ensuring that all staff operate to the same understanding and are consistent in their approach across the two teams.

Overall, we consider this a mixed set of findings but have the confidence that the Management Board will be able to focus on the key areas for improvement.

Liz Calderbank
Her Majesty's Chief Inspector of Probation

September 2011

	Scores from Wales and the English regions that have been inspected to date			Scores for Tower Hamlets and City of London
	Lowest	Highest	Average	
'Safeguarding' work (action to protect the young person)	37%	91%	68%	64%
'Risk of Harm to others' work (action to protect the public)	36%	85%	63%	49%
'Likelihood of Reoffending' work (individual less likely to reoffend)	43%	87%	71%	71%

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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: 64%	Comment: MODERATE 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: 49%	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: 71%	Comment: MODERATE 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 (YOT Manager)
- (2) specifically, a timely and good quality assessment of the individual's vulnerability and *Risk of Harm to others* is completed at the start, as appropriate to the specific case (YOT Management Team)
- (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* (YOT Manager)
- (4) the plan of work with the case is regularly reviewed and correctly recorded in Asset with a frequency consistent with national standards for youth offending services (YOT Manager)
- (5) there is regular and effective oversight by management, especially of screening decisions, that is clearly recorded within the case record, as appropriate to the specific case (YOT Manager).

Furthermore:

- (6) all staff are provided with the necessary support, training and supervision to develop existing skills (YOT Manager).

Next steps

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

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

Making a difference

Here are some examples of Tower Hamlets and City of London work that impressed us.

Assessment and Sentence Planning

General Criterion:
1.2.a

In order to help a young Bangladeshi man reduce his alcohol use, the YOT worker realised that it would be critical to involve his parents. Using her knowledge of the Bangladeshi community she talked with the young man about how he wanted his parents told about his drinking and made sure that only they were at the meeting so that wider family members were not involved. She also used the possibility of early revocation of the order to sustain the young man and his parents' motivation in addressing his use of alcohol. As a result, they all worked together with the YOT to reduce alcohol use, a factor which had contributed to his offending.

Delivery and Review of Interventions

General Criterion:
2.2.d

A 17 year old, sentenced to custody, had worked well on a previous order with the Resettlement and Aftercare Project (RAP) team. During his remand and at the start of his new custodial sentence, the RAP worker visited him and supported him. This not only enabled him to prepare and cope with his time in custody, but also kept him motivated to undertake education and training in preparation for eventual release. When he decided that he no longer wanted to engage with the RAP worker, she wrote him a letter to explain how important it would be for him to keep the ties with his family and she included some information about how to find accommodation when he was released. She also gave him positive praise for the changes he had begun to make in his life.

Outcomes

General Criterion:
3.1a

Ben had a low IQ and suffered from separation anxiety if he had to leave his mother. Following a full initial assessment, the case manager referred his mother for parenting support and then helped Ben to learn the bus route from his home to the YOT. This gave them both confidence that he could get to the YOT independently and safely. As a result he was able to undertake critical work to address his offending behaviour.

All names have been altered.

Service users' perspective

Children and young people

Twenty-seven children and young people completed a questionnaire for the inspection.

- ◇ All children and young people reported that the YOT worker had discussed their referral order contract or sentence plan with them. They knew why they had come to the YOT, what to expect and most felt that their YOT worker was interested in helping them.
- ◇ Respondents also felt that the YOT staff had listened to them and had helped them.
- ◇ Three children and young people stated that something in their lives had made them frightened, during their time at the YOT. Only one child or young person stated that they had received quite a lot of help to sort the matter out.
- ◇ Seventeen children and young people said that their work with the YOT had made them a lot less likely to offend, six said they were a bit less likely to offend and two said it had made no difference.
- ◇ When asked about what had improved, many children and young people said that school, college or training opportunities had improved. A number of children and young people were positive about the use of mentors and the Shaathi² Project.
- ◇ The following comments were made by children and young people:
 - *"Going to Shaathi to make friends and get to know other people and get time to speak to my mentor. In September I will start a course that the YOT have organised me to do"*
 - *"I have been in a victim awareness program and it has made me think about what I have done"*
 - *"Being at YOT has made me more wiser about my decisions".*
- ◇ One child or young person also commented that he had been supported to access medical help for a serious condition.

² The Shaathi mentoring project implements an early intervention approach in working with disadvantaged and deprived members of the BAME (Black, Asian, Minority and Ethnic) communities.

Victims

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

- ◇ All of those who responded stated that the YOT had explained what service they could offer and had the opportunity to discuss any worries or concerns they had.
- ◇ One respondent felt that attention had been paid to safety, one did not and the other had no concerns about their safety.
- ◇ One person had benefited from some direct work undertaken by the child or young person.
- ◇ Respondents stated that their individual needs had been taken into account.

1. ASSESSMENT AND SENTENCE PLANNING

OVERALL SCORE: 62%

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:

59%

Comment:

SUBSTANTIAL improvement required

Strengths:

- (1) An RoSH screening had been carried out in 97% of cases and completed on time in 89%.
- (2) A full RoSH analysis had been completed in 95% of the cases where the need was indicated, with 78% being undertaken on time.
- (3) An RMP had been completed in 92% of relevant cases.

Areas for improvement:

- (1) The accuracy of RoSH screenings was judged to be insufficient in 62% of cases. Screenings did not always reflect all known and suspected behaviours and activities.
- (2) Full RoSH analysis had been completed to a sufficient quality in only 7 of the 23 assessments (30%). The main reasons that caused the full analysis to be insufficient were the risk to victims not being fully considered (11 cases), previous relevant behaviour not considered (8 cases) and incorrect classification of risk levels (11).
- (3) The RoSH classification was correct in 70% of cases, with the classification being too low in the remaining 11 cases, all being assessed as low instead of medium.
- (4) RoSH assessments did not draw fully on other agencies previous assessments and/or victims in 49% of cases.

- (5) Of the 11 RMPs that had been completed, five were done on time and only three plans were of sufficient quality. There were several areas where plans were considered to be deficient; victim issues had not been covered fully in six cases, roles and responsibilities were not clear in four and planned responses were inadequate in four.
- (6) In the 18 cases where there was no requirement for an RMP, *RoH* issues had been recognised in only nine cases (50%) and had been acted on in five (28%).
- (7) In our assessment five cases met the criteria for MAPPAs, none had been recognised by the YOT.
- (8) Management oversight of *RoH* assessments was judged ineffective in 86% 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>63%</i></p>	<p><i>Comment:</i></p> <p><i>MODERATE improvement required</i></p>

Strengths:

- (1) Initial assessments of LoR were carried out in 97% of cases; 89% were completed on time; and 66% were of sufficient quality.
- (2) The child or young person had been actively engaged in the preparation of the initial assessment in 89% of cases, and parents/carers in 95%. As the orders progressed, 74% of children and young people and 78% of parents/carers had been actively involved in the planning process.
- (3) Contact had been made with children's social care services in 86% of cases and ETE providers in 89% and/or their previous assessments used to inform initial assessment.
- (4) A custodial sentence plan had been completed in all ten custody cases, all of which had been reviewed when needed.
- (5) A community intervention plan or referral order contract had been completed in 97% of cases where one was required, with 82% being on time. Community plans most often addressed needs around ETE (90%), thinking and behaviour (82%), attitudes to offending (80%), substance misuse (79%) and motivation to change (75%).

- (6) Community intervention plans reflected the purpose of sentencing (85%) and national standards (79%) and included positive factors (69%) in relevant cases.
- (7) YOT workers and some other relevant agencies had been actively and meaningfully involved in the planning process throughout the sentence, most notably the secure establishment (90%), ETE (86%) and substance misuse providers (81%).

Areas for improvement:

- (1) In 8 of the 13 cases that were not of sufficient quality, factors relevant to the child or young person’s offending had not been identified. In seven assessments, the evidence was unclear or insufficient.
- (2) In 69% of cases, information from the self assessment questionnaire *What do YOU think?* had not been included.
- (3) Contact with, or previous assessments from, other agencies to inform the initial assessments had been insufficient in a number of relevant cases (physical health services 86%, police 59% and substance misuse 54%).
- (4) Intervention plans had been reviewed at appropriate intervals in 68% of community cases.
- (5) Just over a half of custodial plans had been completed on time and less than half sufficiently addressed factors linked to offending and Safeguarding needs. 86% of custody plans failed to integrate RMPs.
- (6) Community intervention plans failed to integrate RMPs in 14 out of 19 cases (73%) or Safeguarding needs in 15 out of 25 cases.
- (7) In 29 cases, the police should have been actively and meaningfully involved in the planning process, either to provide information or intelligence or to liaise with police departments including the domestic violence unit, but were absent in all cases. There was a similar picture with ASB teams.

1.3 Safeguarding:	
<p>General Criterion:</p> <p><i>The assessment of Safeguarding needs is comprehensive, accurate and timely and uses Asset and other relevant assessment tools. Plans are in place to manage Safeguarding and reduce vulnerability.</i></p>	
<p>Score:</p> <p>62%</p>	<p>Comment:</p> <p>MODERATE improvement required</p>

Strengths:

- (1) Vulnerability screenings were carried out in all cases, with 84% completed on time.
- (2) Copies of other relevant plans were available in 69% of cases.

Areas for improvement:

- (1) Vulnerability screenings had been completed to a sufficient standard in 58% of cases.
- (2) We found that, of the cases where there should have been a VMP, less than half had been completed (45%). Of those completed, 78% were not carried out on time and 83% were not of a sufficient quality. In two of the eight custodial cases, the secure establishment was not made aware of vulnerability issues prior to, or immediately on, sentence.
- (3) VMPs had informed 60% of interventions, and 56% of other plans.
- (4) Management oversight of the vulnerability assessment was judged to be ineffective in 77% of cases.
- (5) In just over half of relevant cases, a contribution had been made to other assessments and plans to safeguard the child or young person.

COMMENTARY on Assessment and Sentence Planning as a whole:

A key issue noted in our assessment of cases was the lack of effective management oversight of *RoH* and vulnerability assessments and plans. In our view, this contributed to inconsistent methods of working found during the inspection. We found cases where RMPs and VMPs were clearly needed, but had not been completed and cases where managers should have checked to see that plans had been made. There was little evidence of direct supervision of staff or a clear rationale for the allocation of cases to YOT staff in either of the teams.

In terms of multi-agency working, we noted some very positive joint assessment work with the substance misuse worker, RAP and ISS teams. It was hoped that a new protocol for working with the police would bring about similar successes as, at the time of the inspection, the three police officers based in the YOT were not having a marked impact in cases where their intervention would have made a significant difference. In particular we noted that liaison and information sharing with the police was absent in cases where there was violence within the family home, or where there were known and suspected associations with others who posed a risk to the public and to the individual child or young person.

YOT staff had a good understanding of the children and young people who they worked with, and as a result were able to identify what work needed to be done; however, this information was not always reflected on the Asset, nor was the full impact of offending behaviour translated into the *RoH* and vulnerability sections.

2. DELIVERY AND REVIEW OF INTERVENTIONS

OVERALL SCORE: 60%

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:

44%

Comment:

DRASTIC improvement required

Strengths:

- (1) Case managers and all other relevant staff had contributed to multi-agency meetings in all relevant custody cases.
- (2) Specific interventions to manage *RoH* in custody were delivered as planned in all the relevant cases, and reviewed following a significant change in two of the three cases where required.

Areas for improvement:

- (1) The review of *RoH* was not carried out within the required timescales in 52% of cases or following a significant change in 92% of cases. Changes in *RoH* factors were not anticipated wherever feasible in 77% of cases, not identified swiftly in 52% or acted upon appropriately in 70%.
- (2) Purposeful home visits had not been carried out in accordance with the level of *RoH* and Safeguarding in 44% and 43% of cases respectively.
- (3) High priority had been given to victim safety throughout the sentence in just 24% of relevant cases.
- (4) Appropriate resources had not been allocated according to the *RoH* throughout the sentence in 32% of cases.
- (5) Specific interventions to manage *RoH* in the community were delivered as planned in fewer than half the relevant cases, and reviewed following a significant change in only 2 of the 12 cases where it was needed.
- (6) There were a number of cases where the police could have supported work to address *RoH*; however, we could not evidence an active contribution. There

was little recorded information or intelligence sharing, which, in cases where there were concerns around children and young people who were known to go missing or were drug dealing or involved with violent offending with peers, could have helped the case manager understand the wider context. Equally, when there was known and suspected violence with the family, the police could, in our view, have taken a more proactive role in protecting the child or young person by sharing information with the public protection unit.

- (7) There had been effective management oversight of *RoH* in 43% of custody and 22% 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>70%</p>	<p><i>Comment:</i></p> <p><i>MODERATE improvement required</i></p>

Strengths:

- (1) Delivered interventions in the community were: designed to reduce LoR (80% of cases), of good quality (71%) and implemented in line with the plan (68%).
- (2) Intervention plans were appropriate to the child or young person’s learning style in 65% of cases.
- (3) The YOT had been appropriately involved in the review of interventions in custody in all relevant cases.
- (4) Based on the YOT assessment, the correct Scaled Approach level had been assigned in 89% of cases.
- (5) For children and young people in custody, the YOT worker had actively motivated and supported them and reinforced positive behaviour throughout the sentence in all cases. For children and young people in the community, this had occurred in over 80% of cases.

Areas for improvement:

- (1) Appropriate resources had been not allocated according to the assessed LoR in 34% of cases. Areas where we noted particular deficits included family and personal relationships, emotional and mental health and thinking and behaviour.

- (2) Delivered interventions in the community were not reviewed appropriately in 62% of cases, sequenced in 60%, or incorporated all diversity issues in 46%.
- (3) All requirements of the sentence plan had been implemented in just over half of all cases.

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>64%</p>	<p>Comment:</p> <p>MODERATE improvement required</p>

Strengths:

- (1) Any necessary immediate action to safeguard and protect the child or young person, or any other child or young person, had been taken in all but one case. All necessary referrals to other agencies to ensure Safeguarding had been made.
- (2) Within the community, YOT staff had worked with a number of other agencies to promote Safeguarding. These included the physical health services (100%), ETE providers (85%), substance misuse (92%) and children's social care services (70%). The RAP service had also been involved in working with specific children and young people in order to ensure their well-being.
- (3) For those children and young people in custody, work with other agencies to promote Safeguarding and to ensure continuity of provision in the transition from custody to the community was generally good and occurred in most of cases.
- (4) Specific interventions to promote Safeguarding were identified and delivered in all relevant custody cases.
- (5) Staff had promoted the well-being of children and young people throughout their sentences in all of the custody cases and in 71% of community cases.

Areas for improvement:

- (1) Work with the police and the ASB team to promote Safeguarding in the community had not been carried out in 29 of the 30 (97%) and 13 of the 14 (93%) relevant cases respectively. For those in custody, where it was relevant, no joint work with these agencies had occurred.

- (2) For children and young people in the community, specific interventions to promote Safeguarding were identified in 64% of cases, delivered in 65%, reviewed as needed in 41% and incorporated into the VMP in 38% of relevant cases.
- (3) Half of the specific interventions to promote Safeguarding in custody were included on the VMP and three-quarters had been reviewed.
- (4) The management oversight of Safeguarding and vulnerability needs was judged to be ineffective in 67% of custody and 69% of community cases.

COMMENTARY on Delivery and Review of Interventions as a whole:

We found some good intervention work being delivered, both as part of programmes and during one-to-one sessions between workers and individual children and young people. Staff recognised and responded to most diversity needs, and demonstrated good awareness of the impact of offending behaviour within the local community. This knowledge coupled with the good relationships developed with most children and young people, had enabled staff to work effectively to help reduce the LoR.

The YOT had good support from a number of partner agencies, including ETE providers, drug and alcohol workers, mental health practitioners, RAP and ISS teams. Case managers were also provided with a detailed assessment of victim needs and wishes. We also noted some positive joint work with youth support and parenting support workers.

Despite the assessment of victims' needs, work to keep actual and potential victims safe was not always planned for or delivered.

3. OUTCOMES

OVERALL SCORE: 66%

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) Children and young people were given clear reporting instructions in 83% of cases.
- (2) Progress had been made on the most significant factors relevant to offending in 68 % of all cases. Areas that most often showed an improvement included ETE, lifestyle, family and personal relationships, substance misuse, emotional and mental health and perception of self and others.
- (3) Since the start of the sentence, we noted that there appeared to be a reduction in both the frequency and seriousness of offending in 73% and 72% of cases respectively. This was above the average of YOTs inspected to date.
- (4) There had been a reduction in factors linked to Safeguarding in 65% of relevant cases.

Areas for improvement:

- (1) We judged that *RoH* had not been effectively managed in 57% of relevant cases.
- (2) The *Risk of Harm* to any identifiable victim or potential victim had not been effectively managed in 70% of cases.

- (3) Where the child or young person had not complied with the requirements of the sentence, there was not a sufficient response in 11 of the 14 cases. The main reason for this was that unacceptable absences were not recognised.

3.2 Sustaining outcomes:	
General Criterion: <i>Outcomes are sustained in relation to RoH, LoR and Safeguarding.</i>	
Score: 75%	Comment: MINIMUM improvement required

Strengths:

- (1) Full attention had been given to community reintegration issues in 90% of custody cases.
- (2) Action to ensure that positive outcomes were sustainable had been taken in 78% of custody and 74% of community cases.

Area for improvement:

- (1) Further attention needed to be given to community reintegration issues in 29% of community cases.

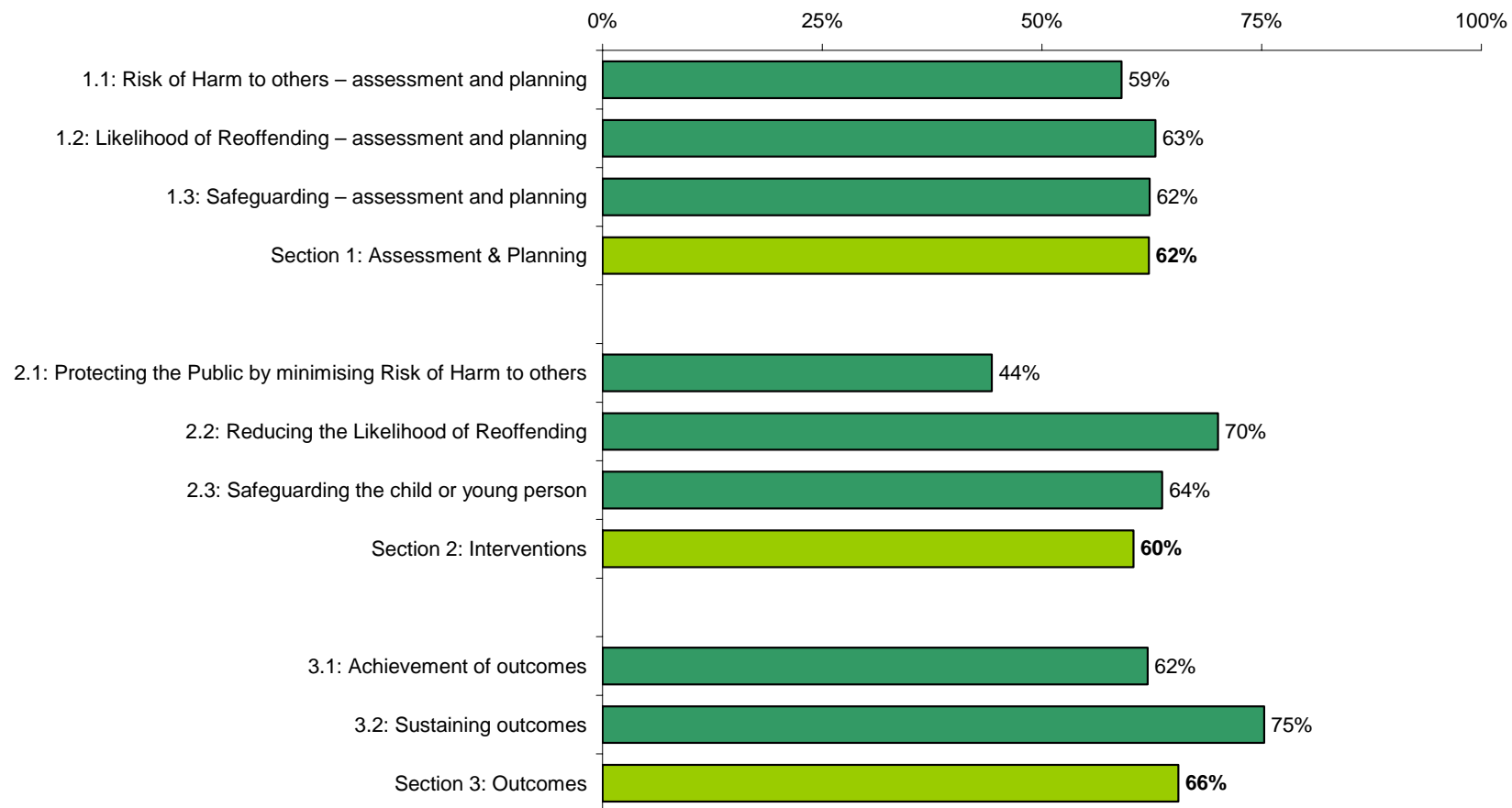
Commentary on Outcomes as a whole:

We noted some very positive outcomes for children and young people, the YOT achieving some of the highest percentages nationally, to indicate that work was having an impact.

Where Safeguarding and vulnerability needs we identified we noted examples of sound and robust practice.

Appendix 1: Scoring summary of sections 1-3

CCI Tower Hamlets & City of London General Criterion Scores



Appendix 2: Contextual information

Area

Tower Hamlets & City of London YOT was located in London in the East of the capital.

The area had a population of 237,900 (Tower Hamlets), and 11,700 (City of London) as measured in the ONS Mid Year Estimates 2010, 11.1% (Tower Hamlets), and 4.1% (City of London) of which were aged 10 to 17 years old (Census 2001). This was slightly higher than (Tower Hamlets), and below (City of London) the average for England/Wales, which was 10.4%.

The population of Tower Hamlets & City of London was predominantly white British (57% Tower Hamlets, 82% City of London). The population with a black and minority ethnic heritage (43% Tower Hamlets, 18% City of London) 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 40 per 1,000, were worse than the average for England/Wales of 38.

YOT

The YOT boundaries were within those of the London Metropolitan police area. The London Probation Trust and the Tower Hamlets Primary Care Trust covered the area.

The YOT was located within the Youth and Community Services Department of the Children, Schools and Families Directorate. It was managed by the Head of Service.

The YOT Headquarters was at Mulberry Place in the Blackwall/India Dock area of the borough. There were good transport links to the building. The operational work of the YOT was based in Mulberry Place. 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 the YJB and the performance management of YOTs, please refer to:

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

Appendix 3: Inspection Arrangements

Fieldwork for this inspection was undertaken in July 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.

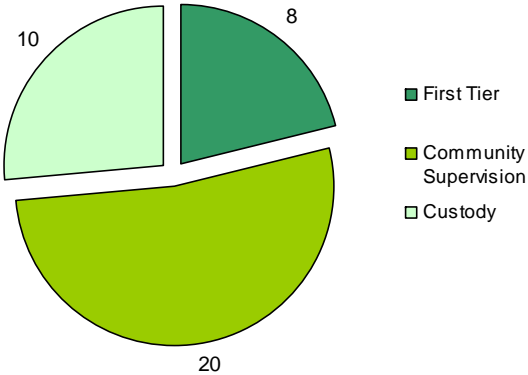
Prior to the inspection we receive copies of relevant local documents and a brief report from the Youth Justice Board. We also gather the views of service users (children & young people and victims) by means of computer and paper questionnaires.

Publication arrangements

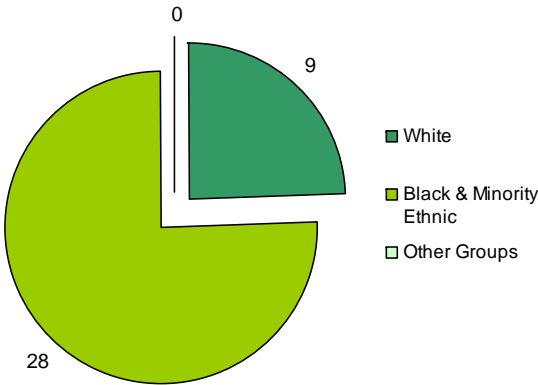
- Provisional findings are given to the YOT two weeks after the inspection visit takes place.
- A draft report is sent to the YOT for comment 4-6 weeks after the inspection, with publication following approximately 6 weeks later. In addition to a copy going to the relevant Minsters, other inspectorates,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

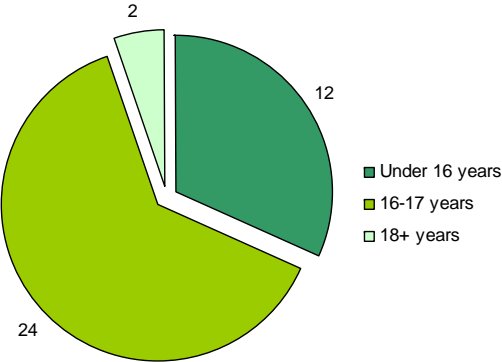
Case Sample: Sentence Type



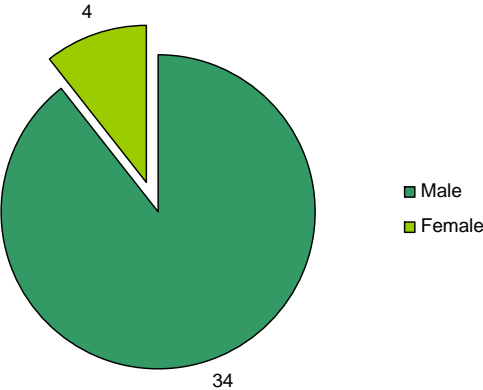
Case Sample: Ethnicity



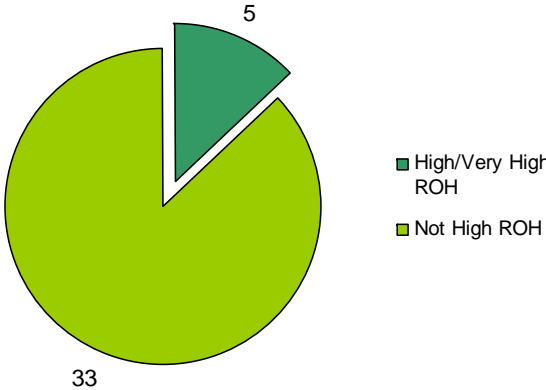
Case Sample: Age at start of Sentence



Case Sample: Gender



Case Sample: Risk of Harm



Appendix 5: Scoring approach

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

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

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

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

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

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

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

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

Appendix 6: Glossary

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

MAPPA	Multi-Agency Public Protection Arrangements: where probation, police, prison and other agencies work together locally to manage offenders who pose a higher <i>Risk of Harm to others</i>
Ofsted	Office for Standards in Education, Children's Services and Skills: the Inspectorate for those services in England (not Wales, for which see Estyn)
PCT	Primary Care Trust
PPO	Prolific and other Priority Offender: designated offenders, adult or young, who receive extra attention from the Criminal Justice System agencies
Pre-CAF	This is a simple 'Request for Service' in those instances when a Common Assessment Framework may not be required. It can be used for requesting one or two additional services, e.g. health, social care or educational
PSR	Pre-sentence report: for a court
RAP	Resettlement and Aftercare Project
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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London, SW1P 2BQ*