



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:

## **Waltham Forest**

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## Foreword

This Core Case Inspection of youth offending work in Waltham Forest 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 68% 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 62% of the time, and the work to make each individual less likely to reoffend was done well enough 73% 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.

Waltham Forest was a challenging place to work, but case managers were keen and committed to doing their best for the children and young people who had offended. Half of the cases we inspected involved robbery or other offences involving violence. The YOS was working with children and young people who both posed a *Risk of Harm to others* but who were also potential victims. Helpfully, case managers were knowledgeable about the local area and the affiliations and allegiances of those with whom they were working.

We saw some positive outcomes from the work undertaken with the children and young people, but they could have been better had more attention been given to the assessments of Likelihood of Reoffending, *Risk of Harm* and vulnerability, and resultant plans.

Overall, we consider this an encouraging set of findings. If the recommendations in this report are implemented, the prospects for Waltham Forest YOS, and the children and young people who attend it, should be promising.

*Liz Calderbank*  
*HM Chief Inspector of Probation*

*April 2012*

	Scores from Wales and the English regions that have been inspected to date			Scores for Waltham Forest
	Lowest	Highest	Average	
<b>'Safeguarding' work</b> <i>(action to protect the young person)</i>	37%	91%	68%	<b>68%</b>
<b>'Risk of Harm to others' work</b> <i>(action to protect the public)</i>	36%	85%	63%	<b>62%</b>
<b>'Likelihood of Reoffending' work</b> <i>(individual less likely to reoffend)</i>	43%	87%	71%	<b>73%</b>

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## Scoring and Summary Table

This report provides percentage scores for each of the 'practice criteria' essentially indicating how often each aspect of work met the level of quality we were looking for. In these inspections we focus principally on the *Public Protection* and *Safeguarding* aspects of the work in each case sample. Accordingly, we are able to provide a score that represents how often the *Public Protection* and *Safeguarding* aspects of the cases we assessed met the level of quality we were looking for, which we summarise here<sup>1</sup>. 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.

<b>Safeguarding score:</b>	
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.	
<b>Score:</b> <b>68%</b>	<b>Comment:</b> <b>MODERATE improvement required</b>
<b>Public Protection – Risk of Harm score:</b>	
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.	
<b>Score:</b> <b>62%</b>	<b>Comment:</b> <b>MODERATE improvement required</b>
<b>Public Protection - Likelihood of Reoffending score:</b>	
This score indicates the percentage of <i>Likelihood of Reoffending</i> work that we judged to have met a sufficiently high level of quality.	
<b>Score:</b> <b>73%</b>	<b>Comment:</b> <b>MODERATE improvement required</b>

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.

<sup>1</sup> 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 and reviewed as required (YOS 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, and reviewed as required (YOS Manager)
- (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 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 (YOS Manager)
- (5) there is regular and effective oversight by management, especially of screening decisions and plans, that is clearly recorded within the case record, as appropriate to the specific case (YOS Manager).
- (6) the content of work undertaken with children and young people, and outcomes achieved, is clearly and consistently recorded in the case record, to support continuity of services, irrespective of which agency has undertaken the contact (YOS Manager).

Furthermore:

- (7) the paper file relating to the child or young person should be organised and contain all relevant documentation; papers solely relating to previous orders should be archived in accordance with YOS policy (YOS 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.

## Making a difference

Here are some examples of Waltham Forest YOS work that impressed.

### Assessment and Sentence Planning

#### General Criterion: 1.3

Seventeen year-old Naomi received a nine month referral order for public order offences She was from a Romanian Roma background and was unable to speak English. In addition, she was pregnant with her third child. Her YOS officer ensured she was supported in referral order panel meetings and subsequent appointments by an interpreter. There was excellent communication between Naomi's case manager and social workers, who ensured that all agencies worked together to reduce her LoR as well as Safeguard her and her children. Due to Naomi's excellent compliance and positive outcomes, which included her gaining employment, her referral order was revoked on the grounds of good progress with a clear exit strategy in place.

### Delivery and Review of Interventions

#### General Criterion: 2.1

Sentenced to custody for robbery offences, Andrew breached his licence almost immediately following release and was returned to custody. A gang member, he was assessed as being vulnerable and posing a medium RoSH to others. In planning for Andrew's re-release, his case manager worked with the Family Partnership team in the YOS (part of the multi-agency Gangs programme) to move him to a different Borough as part of the London-wide Safe and Secure programme. Andrew was found suitable accommodation, and his grandmother moved with him to provide additional support. He signed an agreement stating he would not re-enter Waltham Forest without prior agreement, would cease associating with gang members and would keep all appointments with Housing and the YOS. As a consequence of this initiative, Andrew's situation had substantially improved; he had not reoffended, and, as the three month trial had been successful, he and his grandmother were looking forward to moving to more permanent accommodation on a shared tenancy basis.

All names have been altered.



## Service users' perspective

### Children and young people

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

- ◇ All but one of the respondents said YOS staff had explained what would happen when they came to the YOS. Sixteen out of twenty-four children and young people who answered the question said they knew what a sentence plan was. Thirteen said their case manager had discussed it with them, and nine said they had been given a copy of their sentence plan to keep.
- ◇ All of the children and young people who replied felt YOS staff were interested in helping them, with most stating YOS staff had listened to what they had to say. Three-quarters of those answering the question said that they had completed a *What do YOU think?* self-assessment form.
- ◇ Most of those who responded said the YOS had taken action to deal with things they needed help with, and all but two said their YOS worker had made it quite or very easy for them to understand how they could help. One said: *"My YOS worker explained how long I have to come here for, what I have to do, and what happens if I miss appointments. She used simple words and explained words I didn't understand"*.
- ◇ Ten children and young people said that, as a result of their work with the YOS, some aspects of their lives had improved, with one commenting *"My behaviour has kind of got better. I'm keeping out of trouble. The YOS talked to me about my behaviour and helped me to see things differently"*. Ten children and young people said the YOS had helped them understand their offending. Twelve children and young people said things had got better for them at school or in getting a job, while four reported improvements in their health. Twenty said they were less likely to reoffend in the future.

### Victims

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

- ◇ All seven victims who responded were satisfied about the service provided by the YOS, and said that their needs were taken into account. All of them said they had benefited from work undertaken by the child or young person who had committed the offence, and that the YOS had paid attention to their safety.

## 1. ASSESSMENT AND SENTENCE PLANNING

**OVERALL SCORE: 66%**

### 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:**

**62%**

**Comment:**

**MODERATE improvement required**

**Strengths:**

- (1) An Asset RoSH screening was completed in all but three of the cases inspected, and on time in 75%.
- (2) An RoSH analysis was completed in all 26 cases where required from the initial RoSH screening, and on time in 77% of them.
- (3) An RMP was completed in all but 1 of the 23 cases where required.

**Areas for improvement:**

- (1) We considered the Asset RoSH screening was accurate in a half of the cases inspected.
- (2) We judged that the Asset RoSH classification was inaccurate in 12 of the cases we looked at, and, in each of them, the classification was too low.
- (3) The RoSH analysis was completed to a sufficient quality in 54% of the cases. The main reasons for insufficiency included previous relevant behaviour not having been considered (eight cases), and the risk to victims not being fully assessed.
- (4) Half of the RoSH assessments did not draw adequately on appropriate information, including previous assessments, information from victims and other agencies.
- (5) An RMP was completed on time in 43% of the cases, and to a sufficient standard in 39%. The main reasons for insufficiency included: roles/responsibilities not having been made clear; the planned response was

unclear or inadequate, and victim issues were not sufficiently well addressed. We found that 36% of RMPs received effective management oversight.

- (6) Where there was no requirement for an RMP, or an RMP was not produced, planning for *RoH* issues had not been recognised and acted upon in six of the eight relevant cases.
- (7) Effective management oversight of *RoH* assessments was evident in only one-third of the cases. Reasons for insufficiency of management oversight included a failure to recognise that a timely RMP was required, or countersigning an RMP of insufficient quality without comment or amendment.

<b>1.2 Likelihood of Reoffending:</b>	
<p><b>General Criterion:</b></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><b>Score:</b></p> <p><b>68%</b></p>	<p><b>Comment:</b></p> <p><b>MODERATE improvement required</b></p>

**Strengths:**

- (1) An initial assessment of LoR had been conducted in 95% of cases, and was reviewed at appropriate intervals in 82%. There was active engagement to carry out the initial assessment with the child or young person in three-quarters of the cases.
- (2) In relevant cases, initial assessments were informed by contact with children’s social care services (74%); ETE (77%); substance misuse services (86%); and emotional/mental health services (89%). There was also evidence of good contact with the police and the secure establishment where appropriate.
- (3) We were able to find a custodial sentence plan in nine out of ten custodial cases, and it was completed on time in seven of them. YOS workers were actively and meaningfully involved throughout the custodial planning process in seven out of the ten cases.
- (4) There was a community intervention plan or referral order contract in all but one of the cases; 87% were completed on time; and 84% sufficiently addressed offending-related factors. In those cases where offending-related factors were not taken into account, the main areas of omission were interventions relating to family & personal relationships and emotional/mental health. 76% of the intervention plans took into account Safeguarding needs,

while two-thirds included positive factors; 69% responded appropriately to identified diversity needs.

- (5) The community intervention plan or referral order contract focused on achievable change and set relevant goals in 78% of cases. The objectives were sensitive to diversity issues in 68% and took account of victims' issues in 77%.
- (6) All but one of the custodial sentence plans were reviewed at appropriate intervals, while the figure for reviews of community interventions plans was lower at 70%.

### ***Areas for improvement:***

- (1) The initial assessment of LoR was not completed on time in 32% of cases, and to a sufficient quality in half of them. In 14 cases, the main reason for insufficiency of the initial assessment was unclear and/or insufficient evidence.
- (2) Although we found evidence that *What do YOU think?* self-assessment questionnaires were completed by children and young people, they were used by YOS case managers to inform the initial assessment in only 42% of the cases. A number of the questionnaires were completed so late in the order as to be of little benefit. The learning style of the child or young person was assessed by the case manager in 39% of the cases. We could not evidence active engagement with parents/carers to inform the initial assessment in over one-third of the cases.
- (3) The custodial sentence plan did not sufficiently address offending-related factors in four of the ten custodial cases. The main areas of omission were: perception of self and others (missing from three out of four relevant plans), thinking and behaviour, attitudes to offending and motivation to change (missing from three out of nine relevant plans each). The custodial sentence plan integrated the RMP in only one out of seven relevant cases (14%) and took into account Safeguarding needs in two out of five (40%).
- (4) The community intervention plan or referral order contract did not integrate the RMP in 44% of cases or incorporate the child or young person's learning needs/style (48%).
- (5) The objectives within the custodial sentence plan were prioritised according to *RoH* (25%); inclusive of appropriate Safeguarding work (25%); sequenced according to offending-related need (33%); sensitive to diversity issues (57%); and took account of victims' issues (50%).
- (6) The objectives within the community intervention plan or referral order contract were prioritised according to *RoH* (47%), and were sequenced according to offending-related need (46%). They were not inclusive of appropriate Safeguarding work in 33%.
- (7) The child or young person was actively and meaningfully involved in the planning process in 55% of the cases, while their parents/carers were actively and meaningfully involved in 51% of the cases where their involvement was required.

### 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:**

**67%**

**Comment:**

**MODERATE improvement required**

**Strengths:**

- (1) An Asset vulnerability screening was completed in 89% of cases.
- (2) Safeguarding needs were reviewed as appropriate in three-quarters of the cases.

**Areas for improvement:**

- (1) An Asset vulnerability screening was not completed on time in 37% of the cases or to a sufficient quality in 47%.
- (2) Where required, a VMP was completed in two-thirds of the cases; it was completed on time in 29%, and was of a sufficient quality in 38%. Where the VMP was of insufficient quality, the main reasons related to the planned response being inadequate or unclear (five cases), roles and/or responsibilities not being clear (three cases) and diversity issues not being identified (four cases).
- (3) The VMP did not contribute to, or inform, interventions in 6 out of 16 relevant cases (38%).
- (4) In two out of seven relevant custodial cases (29%), we were unable to evidence that the secure establishment had been made aware of vulnerability issues prior to, or immediately on, sentence.
- (5) In 5 out of 16 cases, copies of relevant plans, for example care, pathway and/or protection, were not on file.
- (6) In 5 out of 13 relevant cases, YOS workers had not made a contribution, through the CAF and other assessments and plans designed to safeguard the child or young person.
- (7) Effective management oversight was not evidenced in 15 out of 26 relevant cases.

### **COMMENTARY on Assessment and Sentence Planning as a whole:**

Whilst recognising that the YOS was dealing with many complex and difficult cases, many of the assessments of LoR, *RoH* and vulnerability, were of insufficient quality. The assessments would have been better had they more fully incorporated information from third parties and other verifiable sources of information.

The assessments and contracts produced for referral order cases were of a good quality and had clearly received much thought. Plans for other cases were, however, often not sufficiently comprehensive to make clear what work was to be done with the child or young person and how it would be delivered.

## 2. DELIVERY AND REVIEW OF INTERVENTIONS

**OVERALL SCORE: 75%**

### 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:**

**66%**

**Comment:**

**MODERATE improvement required**

**Strengths:**

- (1) Case managers and all other relevant YOS staff contributed effectively to multi-agency meetings in all the relevant custody cases and 85% of cases when the child or young person was in the community. We inspected one case that was being managed by MAPPAs at Level 2 or above. The YOS made effective use of MAPPAs in that case, decisions taken within MAPPAs were clearly recorded, followed through, acted upon and reviewed appropriately by the YOS.
- (2) Purposeful home visits were carried out throughout the course of the sentence in accordance with the level of *RoH* posed (79%), and where there were Safeguarding issues (75%).
- (3) In 89% of cases, appropriate resources were allocated throughout the sentence according to the *RoH* posed by the child or young person who had offended.
- (4) Specific interventions to manage *RoH* in the community were delivered as planned in 71% of cases. In all three relevant custodial cases, specific interventions to manage *RoH* during the custodial phase were delivered as planned.

**Areas for improvement:**

- (1) *RoH* was reviewed thoroughly, in accordance with the national standard, in 69% of the cases. A significant change to the child or young person's circumstances occurred in 21 cases but a review of *RoH* was carried out in just eight (38%).

- (2) Changes in *RoH* were anticipated, wherever feasible, in 20% of applicable cases, identified swiftly in 64%, and acted on appropriately (58%).
- (3) In 59% of relevant cases, the case manager had given sufficient attention to the assessment of the safety of victims. In the same percentage of cases, high priority was then given to victim safety throughout the sentence.
- (4) There was evidence of effective management oversight of *RoH* in 38% of the custodial cases and 54% of the community cases.

<b>2.2 Reducing the Likelihood of Reoffending:</b>	
<p><b>General Criterion:</b></p> <p><i>The case manager coordinates and facilitates the structured delivery of all elements of the intervention plan.</i></p>	
<p><b>Score:</b></p> <p><b>80%</b></p>	<p><b>Comment:</b></p> <p><b>MINIMUM improvement required</b></p>

**Strengths:**

- (1) Delivered interventions in the community were appropriate to the learning style in 73% of cases; were of good quality (84%); and incorporated all diversity issues (78%).
- (2) The YOS was appropriately involved in the review of interventions in all ten custodial cases.
- (3) Based on the YOS assessment of LoR and RoSH, we found that the initial Scaled Approach intervention level was correct in all of the 38 cases inspected.
- (4) Appropriate resources were allocated according to the assessed LoR throughout the sentence in all but three of the cases.
- (5) In nearly all of the community cases, throughout the sentence the YOS worker actively motivated and supported the child or young person, reinforced positive behaviour and actively engaged parents/carers where appropriate.

**Areas for improvement:**

- (1) Delivered interventions in the community were not implemented in line with the intervention plan, sequenced appropriately or reviewed appropriately in one-third of the cases.
- (2) In 30% of the cases, all requirements of the sentence were not implemented.



## 2.3 Safeguarding the child or young person:

### **General Criterion:**

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

### **Score:**

**77%**

### **Comment:**

**MINIMUM improvement required**

### **Strengths:**

- (1) All necessary immediate action was taken to protect the child or young person in all three of the relevant custody cases, and 9 out of 12 cases where the child or young person was living in the community. Similar figures were achieved in relation to other affected children in the community.
- (2) In most cases the YOS worked sufficiently well with other relevant agencies to promote the Safeguarding and well-being of the child or young person when they were either in custody or the community. In most cases, the YOS worked with relevant agencies to ensure continuity in the provision of mainstream services in the transition from custody to the community.
- (3) Specific interventions to promote Safeguarding in the community were identified in 79% of relevant cases; they had been identified in the VMP (87%); were delivered (79%), and reviewed every three months or following significant change (75%). Similar figures were attained in relation to the much smaller number of relevant custody cases.
- (4) In 84% of the community cases, all relevant staff supported and promoted the well-being of the child or young person throughout the course of the sentence. The figure for custody cases was lower at 70%.

### **Areas for improvement:**

- (1) Necessary referrals to ensure Safeguarding were not made in 3 out of 14 cases where the child or young person was living in the community.
- (2) In five out of ten applicable community cases the joint work with children's social care services was not assessed as sufficient.
- (3) There was effective management oversight of Safeguarding and vulnerability needs in one of the four relevant custodial cases, and two-thirds of the cases where the child or young person was living in the community.

## **COMMENTARY on Delivery and Review of Interventions as a whole:**

Offending behaviour work undertaken with children and young people who had offended commenced soon after sentence, and the YOS offered, and used, a variety of programmes as well as one-to-one work, including programmes specifically designed to be delivered with young black males.

We saw many cases where the child or young person who had offended was a member of a gang, and case managers worked hard with this often difficult to engage group. The YOS itself had played a major part in the multi-agency pilot run in the borough in relation to gangs and their members, and one of the positive stories emerging from that initiative was included in the 'making a difference' examples contained within this report (page 8).

While there was plenty of evidence about the content of, for example, ISS timetables and group programmes within the contact log, feedback regarding the level of engagement and learning of individual children and young people was lacking. Without that key information, it was not possible for case managers to gain an understanding of progress by the child or young person, or to reinforce in follow-up sessions what the child or young person had previously learned.

There was little evidence of effective management oversight in case records and through countersigning of assessments and plans. Where YOS staff had not taken the necessary actions or not taken them to a sufficient standard, in many instances managers did not take appropriate follow up action.

Case files were disorganised and inspection staff found it difficult to find relevant documents, with papers relating to different court orders all mixed up. This was confusing for case managers when working with children and young people who had offended.

### 3. OUTCOMES

#### OVERALL SCORE: 73%

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:**

**70%**

**Comment:**

**MODERATE improvement required**

#### **Strengths:**

- (1) Reporting instructions given to children and young people sentenced to a community sentence or released on licence were sufficient for the purpose of carrying out the sentence of the court in all but two of the cases inspected.
- (2) In the opinion of inspection staff, the factors that related to the offending of children and young people that reduced the most were: neighbourhood (69%); lifestyle (57%); ETE and motivation to change (52% each); and attitudes to offending (51%).
- (3) Since the start of sentence, there had been a reduction in the frequency of offending (70%), and the seriousness of offending (64%). This was above average for YOTs to date.

#### **Areas for improvement:**

- (1) In 32% of the cases where there was an identifiable victim, *Risk of Harm* to them was not managed effectively.
- (2) *RoH* had not been managed effectively in 12 out of 34 relevant cases; this was mainly due to the assessment being insufficient (ten cases), insufficient planning (nine cases) and/or interventions not being delivered by the YOS (four cases).

- (3) In those cases where children and young people did not comply with the requirements of the sentence, enforcement action had not been taken sufficiently well by the YOS in 37%. The main reasons why the response of the YOS was insufficient included breach action not being taken (three cases), warning letters not being sent as required (three cases), unacceptable behaviour not being addressed (two cases), and unacceptable failures to attend not being recorded (two cases).
- (4) A reduction in risk factors linked to Safeguarding was evidenced in 57% of the relevant cases, while Safeguarding was effectively managed in 64% of those cases. Where all reasonable action had not been taken to keep the child or young person safe, the main reasons were: the insufficiency of planning (seven cases) and assessment (five cases); referrals not made (three cases); and interventions not delivered by the YOS (three cases).

<b>3.2 Sustaining outcomes:</b>	
<b>General Criterion:</b> <i>Outcomes are sustained in relation to RoH, LoR and Safeguarding.</i>	
<b>Score:</b> <b>84%</b>	<b>Comment:</b> <b>MINIMUM improvement required</b>

### **Strengths:**

- (1) In 84% of cases in the community and 80% of the custody cases, full attention had been given to community integration issues.
- (2) Action had been taken, or there were plans in place to ensure that positive outcomes were sustainable, in 86% of the custody cases and 83% of those in the community.

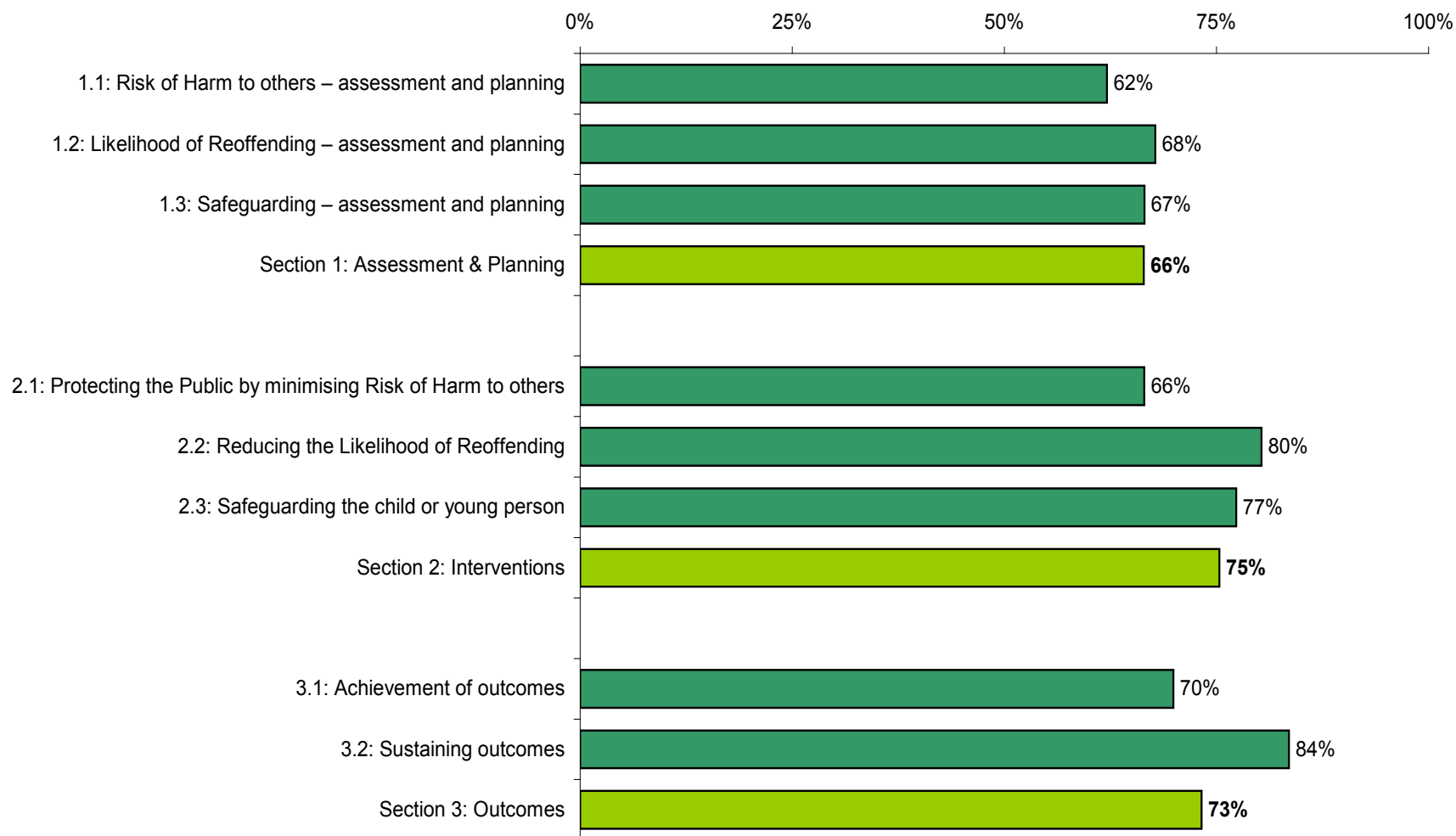
### **COMMENTARY on Outcomes as a whole:**

Some promising outcomes were achieved with Waltham Forest children and young people who had offended. Improvements in relation to the 'neighbourhood' offending-related factor, i.e. where they lived, were notable, particularly in the context of a borough that experienced a high level of gang-related offending. Outcomes would have been even better had the initial assessments and plans been more comprehensive and the views of the children and young people been routinely sought and taken into account.

Work undertaken with children and young people was not sufficiently captured in the case record when it was delivered by partner agency staff or YOS staff other than the case manager. In some cases, children or young people refused to attend YOS appointments to address offending behaviour issues that were included in the sentence plan; sometimes, when the work was to be delivered by a partnership worker, those refusals were inappropriately treated by the case manager as reasonable.

## Appendix 1: Scoring summary of sections 1-3

### CCI Waltham Forest General Criterion Scores



## Appendix 2: Contextual information

### Area

Waltham Forest YOS was located in London in the North East of the capital.

The area had a population of 227,100 as measured in the ONS Mid Year Estimates 2010. 10.2% of the population were aged 10 to 17 years old (Census 2001). This was slightly lower than the average for England/Wales, which was 10.4%.

The population of Waltham Forest was predominantly white British (62%) (Resident Population Estimates by Ethnic Group 2009). The population with a black and minority ethnic heritage (38%) was well 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 41 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 and the London Probation Trust. Whipps Cross University Hospital NHS Trust and Waltham Forest Primary Care Trust provide health services for the borough.

The YOS was located within the Education for Communities Directorate. It was managed by the Group Manager, Youth Offending.

The YOS Headquarters was in Leytonstone, in the South West of the borough. The operational work of the YOS was based in the head office and 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.

For further information about current data, the YJB 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 December 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.

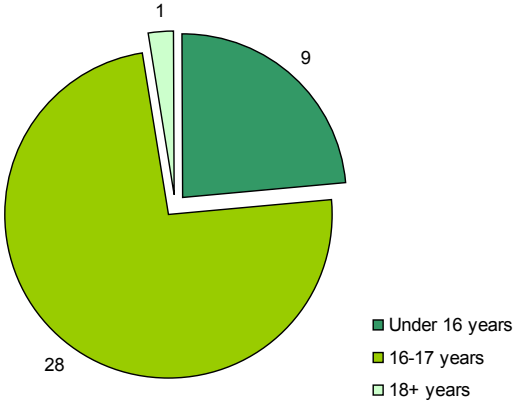
### **Publication arrangements**

- 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 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.

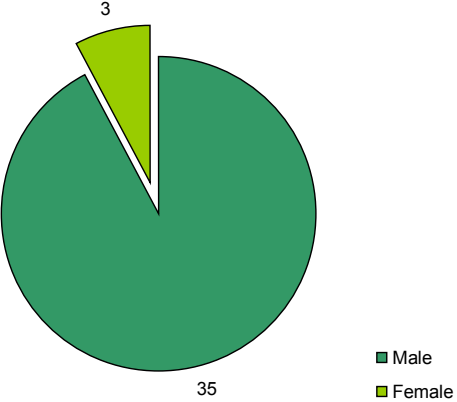


# Appendix 4: Characteristics of cases inspected

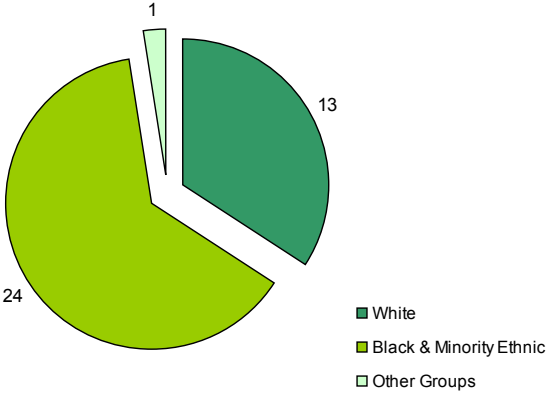
Case Sample: Age at start of Sentence



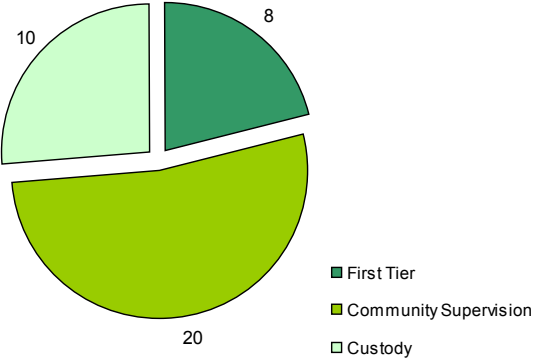
Case Sample: Gender



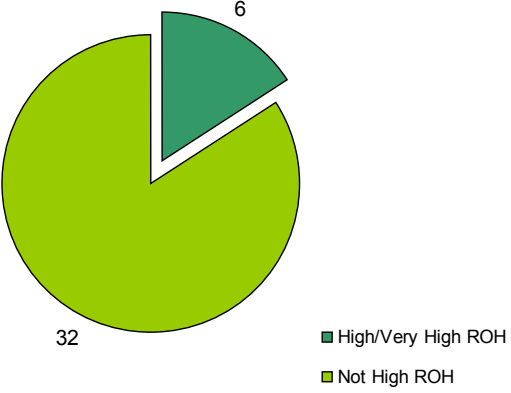
Case Sample: Ethnicity



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

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

MAPPA	Multi-Agency Public Protection Arrangements: where probation, police, prison and other agencies work together locally to manage offenders who pose a higher <i>Risk of Harm to others</i>
Ofsted	Office for Standards in Education, Children's Services and Skills: the Inspectorate for those services in England (not Wales, for which see Estyn)
PCT	Primary Care Trust
PPO	Prolific and other Priority Offender: designated offenders, adult or young, who receive extra attention from the Criminal Justice System agencies
Pre-CAF	This is a simple 'Request for Service' in those instances when a Common Assessment Framework may not be required. It can be used for requesting one or two additional services, e.g. health, social care or educational
PSR	Pre-sentence report: for a court
RMP	Risk management plan: a plan to minimise the individual's <i>Risk of Harm</i>
RoH	<i>Risk of Harm to others</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 YOSs 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 YOS 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/YOS/YJS	Youth Offending Service/ Team/ Youth Justice Service. These are common titles for the bodies commonly referred to as YOSs
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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6<sup>th</sup> Floor, Trafford House  
Chester Road, Stretford  
Manchester, M32 0RS*