



Inspection of
Youth
Offending

Archwilio Rhaglen Troseddwy'r Ifanc



Arolygiad ar y Cyd Cyfiawnder Troseddol

Core Case Inspection of youth offending work in England and Wales

Report on youth offending
work in:

Cambridgeshire

ISBN: 978-1-84099-524-4

2012

Foreword

Our Core Case Inspection of youth offending work in Cambridgeshire 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.

We judged that the Safeguarding aspects of the work were done well enough 83% 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 73% of the time, and the work to make each individual less likely to reoffend was done well enough 85% of the time.

Overall, we consider this a creditable set of findings. We found an enthusiastic, knowledgeable and committed group of staff who were keen to deliver a high quality service and who understood the needs of the children and young people with whom they worked. Partnership work was effective and staff from a number of agencies were able to provide support to individuals and to their families. We are confident that if the recommendations in this report are implemented the improvement required can be achieved and sustained.

Liz Calderbank
HM Chief Inspector of Probation

May 2012

	Scores from Wales and the English regions that have been inspected to date			Scores for Cambridgeshire
	Lowest	Highest	Average	
'Safeguarding' work <i>(action to protect the young person)</i>	37%	91%	67%	83%
'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%	85%

Acknowledgements

We would like to thank all the staff from the Youth Offending Service, members of the Management Board and partner organisations for their assistance in ensuring the smooth running of this inspection.

<i>Lead Inspector</i>	<i>Caroline Nicklin</i>
<i>Inspector</i>	<i>John Llewellyn-Thomas</i>
<i>Practice Assessor</i>	<i>Lise Bird</i>
<i>Local Assessors</i>	<i>Stephen Breen; Helen Richards</i>
<i>Support Staff</i>	<i>Andy Doyle</i>
<i>Publications Team</i>	<i>Alex Pentecost; Christopher Reeves</i>
<i>Assistant Chief Inspector</i>	<i>Andy Smith</i>

Contents

	Page
Acknowledgements	4
Scoring and Summary Table	6
Recommendations for improvement	7
Next steps	7
Making a difference	8
Service users' perspective	9
1. ASSESSMENT AND SENTENCE PLANNING	11
1.1 Risk of Harm to others (RoH)	11
1.2 Likelihood of Reoffending (LoR)	11
1.3 Safeguarding	14
2. DELIVERY AND REVIEW OF INTERVENTIONS	16
2.1 Protecting the public by minimising Risk of Harm to others	16
2.2 Reducing the Likelihood of Reoffending	17
2.3 Safeguarding the child or young person	18
3. OUTCOMES	20
3.1 Achievement of outcomes	20
3.2 Sustaining outcomes	21
Appendix 1: Scoring summary of sections 1-3	22
Appendix 2: Contextual information	23
Appendix 3: Inspection Arrangements	24
Appendix 4: Characteristics of cases inspected	25
Appendix 5: Scoring approach	26
Appendix 6: Glossary	27
Appendix 7: Role of HMI Probation and Code of Practice	29

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

Score:
83%

Comment:
MINIMUM improvement required

Public Protection – Risk of Harm score:

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

Score:
73%

Comment:
MODERATE 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:
85%

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 timely and good quality assessment and plan, using Asset, is completed when the case starts (YOS Head of Service)
- (2) specifically, a timely and good quality assessment of the individual's vulnerability and *Risk of Harm to others* is completed at the start, as appropriate to the specific case (YOS Head of Service)
- (3) as a consequence of the assessment, the record of the intervention plan is specific about what will now be done in order to safeguard the child or young person from harm, to make them less likely to reoffend, and to minimise any identified *Risk of Harm to others* (YOS Head of Service)
- (4) sufficient attention is given to the safety of victims throughout the course of the sentence (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 Cambridgeshire YOS work that impressed us.

Assessment and Sentence Planning

General Criterion: 1.1

Following conviction, the case manager identified John as being particularly vulnerable, either because he was at risk of attack from others who were involved in crime or because his wounds were self-inflicted. To reduce his vulnerability the case manager developed a plan to help keep John safe. The plan included clear external controls for family and YOT workers such as controlling his access to knives and watching for wounds. In addition, John was taught internal control strategies. These included helping him identify and avoid situations which were dangerous and providing him with the telephone numbers of emergency and support services.

Delivery and Review of Interventions

General Criterion: 2.1

Robert did not demonstrate an understanding of the effect of his behaviour on his victims. The case manager developed a card game based upon victim experiences to help Robert understand. Robert laid out a series of cards in order of offence seriousness and then matched these offences with another set of cards detailing the impact upon victims. Discussion from this with the case manager led on to the effect of Robert's own offences and resulted in him having a greater understanding of his behaviour. Robert finally produced a letter of apology to his placement workers.

Outcomes

General Criterion: 3.1

Jackie committed an out of character violent offence by punching her ex-boyfriend in the face. The case manager identified quickly that there were some sensitive family and emotional factors and drew up a referral order contract concentrating on managing emotions, thinking and actions, substance misuse and five hours reparation. Unresolved, sensitive, family issues were addressed; giving family members a better understanding of the impact of their father's historic offending. The order was completed with no breaches or any problems with regard to compliance. A very positive piece of work from, at first, a seemingly straightforward and uncomplicated offence. Jackie and her family were in a far better place as a result of the case manager's intervention which gave them an opportunity to reflect and come to terms with a traumatic experience.

All names have been altered.

Service users' perspective

Children and young people

Thirty-eight children and young people completed a questionnaire for the inspection.

- ◇ Thirty-five young people said they understood why they had to come to the YOS. 68% said that they had completed a *What do YOU think?* self-assessment form, or another form about themselves. On a sliding scale, 88% of the children and young people were more than 50% satisfied with the service they received and 31% of that group were 100% satisfied.
- ◇ All of those with a referral order contract and 92% of those with a supervision plan had discussed this with their YOS worker. Two-thirds of those subject to a referral order had a copy of their order and 82% had a copy of their sentence plan.
- ◇ In 86% of cases staff had explained what would happen at the YOS. Only 8% felt that staff were not interested in helping them and 3% felt that staff did not listen to what they had to say. 78% of children and young people felt that staff took action to deal with things that they needed help with.
- ◇ Children and young people felt that relevant work was being done with them; 71% felt that they were getting help to understand their offending; 66% were getting help on making better decisions; 60% were receiving help with their education, college and employment; and a smaller proportion, 49%, on substance misuse.
- ◇ More than half of those who had a problem with school, college or employment, or their health, said these things had improved.
- ◇ More than half said their life was better as a result of work with the YOS. One said: *"Getting on better with my family. As a result of controlling my anger, more people aren't scared to be around me (in case I just flipped off) and so more people like to be around me"*.
- ◇ Twenty-nine children and young people said they were less likely to offend. One wrote: *"Im glad I had a YOT Worker that understood my offending and was able to communicate and explain things to me in a way that I understood. This really helped in me not offending in the future as I am more aware of the results after offending"*.

Victims

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

- ◇ All of the victims said that the YOS took their individual needs into account, and all but one felt that they had been provided with the opportunity to talk about any worries that they had. All had received an explanation of what services the YOS could offer.
- ◇ Eight of the respondents said the YOS paid sufficient attention to their safety. Seven had benefited from work done by the child or young person who had committed the offence.
- ◇ Nine victims were completely satisfied with the work of the YOS and the remainder were largely satisfied. *“Communication was very good at all times, Extremely happy with service. I think the service should be publicised a lot better on what it can do for the community. The [young person] did recognise that his actions were wrong”.*

1. ASSESSMENT AND SENTENCE PLANNING

OVERALL SCORE: 81%

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:

72%

Comment:

MODERATE improvement required

Strengths:

- (1) An Asset RoSH screening was completed in 76% of cases, timely in 60% and accurate in 58%
- (2) We judged that the RoSH classification was correct in 94% of cases.
- (3) A full RoSH assessment was completed in 95% of cases where the information in the RoSH screening indicated that this was required. The assessment had been completed on time in 71% of cases.
- (4) Details of RoSH assessment and management had been appropriately communicated to all relevant staff and agencies in 24 out of 27 relevant cases (89%).
- (5) In 81% of cases the RoSH assessment drew adequately on all appropriate information, including MAPPA, other agencies' and previous assessments and information from victims. Only one case in the sample satisfied the criteria for MAPPA. That case was appropriately notified and referred to MAPPA in a timely manner. An RMP was prepared in 13 out of the 16 cases where it was required (81%).
- (6) Management oversight of the RoSH assessment was effective in 70% of relevant cases and of the RMPs in 69% of relevant cases.

Areas for improvement:

- (1) The RoSH assessment was of insufficient quality in 33% of cases because it was either not timely or previous relevant behaviour or risk to victims had not been considered.

- (2) We found that the RMP was of insufficient quality in 4 out of 15 cases primarily because they were not timely or the planned response was unclear or inadequate.
- (3) The need to plan and act to manage *RoH* issues had not been recognised in 8 out of 22 of relevant cases or acted upon in 8 out of 15 relevant cases where an RMP had not been produced or was not required.

1.2 Likelihood of Reoffending:	
<p>General Criterion:</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>Score:</p> <p>82%</p>	<p>Comment:</p> <p>MINIMUM improvement required</p>

Strengths:

- (1) An initial assessment of LoR was completed in 95% of cases. The assessment was timely in 81% of cases and in 77% of cases was judged to be of sufficient quality.
- (2) In 95% of cases there was sufficient engagement with children and young people and in 79% of cases there was sufficient engagement with parents/carers when carrying out the initial assessment. This continued with 92% of children and young people and 81% of their parents/carers being actively and meaningfully involved in the planning process.
- (3) There was evidence that contact with or previous assessments from other agencies had informed the assessment of LoR. For example, liaison with children’s social care services was strong.
- (4) The case manager assessed the learning style of the child or young person in 88% of cases.
- (5) 74% of initial assessments were reviewed at appropriate intervals.
- (6) A custodial sentence plan was produced in all of the custodial cases that were inspected. All custodial plans were timely.
- (7) In 91% of cases custodial plans sufficiently addressed offending-related factors. For example, in all 11 relevant cases ETE issues were highlighted. Positive factors were included in 80% of custodial plans.
- (8) The custodial sentence plan was reviewed as required in all cases.
- (9) YOS workers were actively and meaningfully involved throughout the custodial planning process in all of the inspected custodial cases.

- (10) A community intervention plan or referral order contract was produced in all cases and 95% were completed on time. 87% focused on achievable change and 88% set relevant goals. 83% took into account Safeguarding needs, 88% responded appropriately to identified diversity needs and 78% incorporated the child or young person's learning needs/style.
- (11) In 86% of cases the community intervention plans/referral order contracts sufficiently addressed offending-related factors. For example, neighbourhood factors were included in all relevant plans and 95% of relevant plans included thinking and behaviour. Positive factors were included in 77% of plans.
- (12) In 88% of cases the level of contact required with the child or young person was made clear to them.
- (13) In custodial and community intervention plans or referral order contracts, objectives were inclusive of appropriate Safeguarding work in 83% of custodial cases and 88% of cases in the community.
- (14) All of the custodial plans and 88% of community plans/referral order contracts were sensitive to diversity issues.
- (15) The community intervention plan/referral order contract was reviewed in all of the custody cases and 82% of cases in the community.
- (16) The secure establishment and other relevant agencies were actively and meaningfully involved in the planning process throughout the sentence.
- (17) External agencies were actively and meaningfully involved in the planning process. For example, there was evidence that substance misuse workers were involved in 91% of relevant cases.

Areas for improvement:

- (1) Only 25% of custodial plans integrated RMPs. Community intervention plans/referral order contracts did not integrate RMPs in 39% of cases.
- (2) Custodial plans took account of victims' issues in 38% of cases. Community intervention plans/referral order contracts took account of victims' issues in 47% of cases.
- (3) Custodial plans sequenced objectives according to offending-related need in 42% of cases and were prioritised according to *RoH* in 63%. Community plans/referral order contracts did not sequence objectives according to offending-related need in 32% of cases and did not prioritise objectives according to *RoH* in 19%.
- (4) Just under half of assessments had not been informed by a timely *What do YOU think?* self-assessment.

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:

81%

Comment:

MINIMUM improvement required

Strengths:

- (1) An Asset vulnerability screening was completed in 87% of cases. 69% of these were timely and 74% were of sufficient quality.
- (2) Where a VMP was completed at start of sentence, 73% had then informed interventions and 57% of other plans, where appropriate.
- (3) In 87% of cases, Safeguarding needs were reviewed as appropriate.
- (4) In all cases, the secure establishment was made aware of vulnerability issues prior to, or immediately on, sentence.
- (5) Cooperation with other agencies was good, 74% of such cases had other relevant plans retained on files. In 26 out of 27 relevant cases, the YOS workers had made a contribution to the assessments and plans of other agencies to safeguard the child or young person.
- (6) Management oversight of the vulnerability assessment was effective in 74% of relevant cases.

Areas for improvement:

- (1) A VMP was not completed at the start of sentence in one-third of the cases where we judged that this was required and more than half were not completed on time.
- (2) 41% of the VMPs were not completed to a sufficient quality. The most common deficits were that the planned response was unclear or inadequate, and the roles or responsibilities were not clear.

COMMENTARY on Assessment and Sentence Planning as a whole:

We found examples of plans to address LoR which were creative and tailored to the child or young person's needs. YOS staff had also made efforts to promote the inclusion of the child or young person and their parents/carers when developing plans. However, we found relevant RMPs and VMPs were not always reflected within the intervention plans. Additionally, we found that workers did not always focus upon the *Risk of Harm* to victims or potential victims and the need to manage that risk.

Although the YOS had a robust and helpful system for utilising risk/vulnerability panel meetings when workers could meet and discuss issues and solutions, we found that RMPs and VMPs were not always created in a timely manner, or specified roles and responsibilities and planned responses.

We found that cooperation with other agencies was good and information was shared. YOS staff maintained strong links with other agencies and also with children and young people during the custodial phase of their sentence.

2. DELIVERY AND REVIEW OF INTERVENTIONS

OVERALL SCORE: 88%

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:

79%

Comment:

MINIMUM improvement required

Strengths:

- (1) Effective use was made of MAPPA in the one relevant case where notification to MAPPA had been made. Decisions were clearly recorded, were followed through and acted upon. Case managers, other YOS staff and other agencies contributed effectively to MAPPA as required, in custody and in the community.
- (2) Case managers and other relevant staff contributed effectively to other multi-agency meetings on *RoH* presented by children and young people in all custodial and community cases.
- (3) Purposeful home visits were carried out throughout the course of the sentence in accordance with the level of *RoH* posed in the 89% of cases and in accordance with Safeguarding issues in 87%.
- (4) Specific interventions to manage *RoH* were delivered as planned in all custody and most community cases. All interventions were reviewed appropriately in 85% of cases.
- (5) In 98% of cases, appropriate resources were allocated according to the *RoH* throughout the sentence.
- (6) Management oversight of the *RoH* assessment was effective in 71% of relevant custodial cases and 77% of cases in the community.

Areas for improvement:

- (1) The case managers gave insufficient attention to the assessment of the safety of victims in 49% of cases and did not give a high priority to victim

safety in 53% of cases.

- (2) *RoH* was not reviewed thoroughly in line with required timescales in 24% of cases. The factors which caused the reviews to be insufficient were that in 15% of cases reviews of *RoH* were not undertaken, 26% of the reviews were not timely and in 30% of cases they were of insufficient quality.
- (3) *RoH* was not reviewed thoroughly following a significant change (for example, a change of address) in 36% of relevant cases.
- (4) Changes in *RoH* factors had not been anticipated, where feasible, in 27% of relevant cases. As a consequence, they were then not identified swiftly in 35% of the cases and were not acted on appropriately in 30% of cases, where changes had occurred.

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:

91%

Comment:

MINIMUM improvement required

Strengths:

- (1) In 90% of cases, interventions that were delivered in the community were appropriate to the learning style of the child or young person, were of good quality and were implemented in line with an intervention plan.
- (2) In 87% of cases, interventions were focused on reducing LoR. In 89% of cases interventions incorporated all relevant diversity issues and were reviewed appropriately in 85%. In 82% of cases interventions were sequenced appropriately. We found many examples where case managers were creative in identifying positive or other aspects of the lives of children and young people which they could use as the basis for work to address offending behaviour.
- (3) The YOS was appropriately involved in the review of interventions in custody in all of the inspected cases.
- (4) Based on the assessment of the YOS worker we considered that the initial Scaled Approach intervention level was correct in all except one case.
- (5) In 98% of cases, appropriate resources had been allocated according to the assessed LoR throughout the sentence.
- (6) Staff actively motivated and supported the child or young person in 93% of

cases in the community and in all inspected custodial cases.

- (7) Positive behaviour was reinforced throughout the sentence in 93% of cases in the community and in all inspected custodial cases.
- (8) The requirements of the sentence had been implemented in 92% of the sample.
- (9) Parents/carers were sufficiently engaged by YOS workers in 91% of cases in the community, and in 89% of custodial 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>92%</p>	<p>Comment:</p> <p>MINIMUM improvement required</p>

Strengths:

- (1) In all custodial cases, immediate action had been taken where it was necessary to protect the child or and young person. In all except one case in the community, where it was necessary, immediate action had been taken to protect the relevant children and young people. In 7 of the 8 relevant cases, all necessary action had been taken to protect any other affected child or young person.
- (2) Necessary referrals to ensure Safeguarding were made in 16 of the 17 relevant cases in the community where these were required, and in all custodial cases.
- (3) In the great majority of cases, case managers and relevant agencies worked together to promote the Safeguarding and the well-being of the child or young person in custody and the community.
- (4) Effective joint work to ensure continuity in the provision of mainstream services in the transition from custody to community was observed in three-quarters of cases between the YOT workers and children’s social care services.
- (5) Effective joint work to ensure continuity in the provision of mainstream services in the transition from custody to community was observed in all cases between the YOT workers and physical health services, emotional/mental health services, substance misuse services, ETE providers

and accommodation services.

- (6) Specific interventions to promote Safeguarding were identified and delivered in ten custody cases. The interventions were reviewed in eight. Specific interventions to promote Safeguarding were identified in 35 cases in the community and the interventions were delivered in 32 of the 35 cases. The interventions incorporated those identified in the VMP in 86% of cases. They were reviewed as required in 84% of cases.
- (7) All relevant staff clearly supported and promoted the well-being of the child or young person, throughout the course of the sentence, in 98% the cases in the community, and in all custodial cases.
- (8) Purposeful home visits were carried out throughout the course of the sentence in accordance with any Safeguarding issues in the 87% of community cases.
- (9) Management oversight of the Safeguarding and vulnerability needs was effective in 80% of custodial cases and in 83% of cases in the community.

Area for improvement:

- (1) Specific interventions to promote Safeguarding in custodial cases incorporated those identified in the VMP in 50% of cases.

COMMENTARY on Delivery and Review of Interventions as a whole:

The delivery of interventions in Cambridgeshire was a particular strength, due to the commitment of case managers and specialist workers. Progress by the child or young person in specific areas, such as education, was noted, and plans changed to take account of this. Where the child or young person indicated they did not wish to engage, staff thought creatively to ensure delivery by working in a child-friendly way.

Case managers did not always obtain information about specific or potential victims. As a result they did not then record any plans to prioritise victim safety and no record was made of efforts to incorporate victim safety or awareness into intervention work.

3. OUTCOMES

OVERALL SCORE: 81%

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:

77%

Comment:

MINIMUM improvement required

Strengths:

- (1) All reasonable action had been taken to keep to a minimum the child or young person's *RoH* in 84% of cases.
- (2) We considered that all reasonable action had been taken to keep the child or young person safe in 36 out of 37 relevant cases (97%).
- (3) Reporting instructions were given, sufficient for the purposes of carrying out the sentence of the court, in all except two cases.
- (4) Where the child or young person had not complied with the requirements of the sentence, appropriate action was taken by the YOS in 92% of cases.
- (5) In cases where there had been a reduction in offending-related factors identified in the initial Asset assessment these most frequently related to lifestyle, thinking and behaviour and motivation to change, each of which had improved in 45%, 48% and 39% of cases respectively.
- (6) There appeared to be a reduction in the frequency of offending, since the start of the sentence, in 77% of the cases where there was sufficient offending history to assess this, which was a better outcome than the average of YOTs inspected to date. There was a similar level of improvement in the seriousness of offending of 78%.

Areas for improvement:

- (1) 39% of children and young people had not complied with the requirements of their sentence.
- (2) Where there was an identifiable victim or potential victim, there was sufficient evidence that the *Risk of Harm* to them had been effectively managed in only 46% of cases.
- (3) LoR had been reduced in 54% of cases.
- (4) In 18 out of 36 cases where there was an assessed risk factor linked to the child or young person's Safeguarding, there had been no reduction in those risk factors.

3.2 Sustaining outcomes:	
General Criterion: <i>Outcomes are sustained in relation to RoH, LoR and Safeguarding.</i>	
Score: 91%	Comment: MINIMUM improvement required

Strengths:

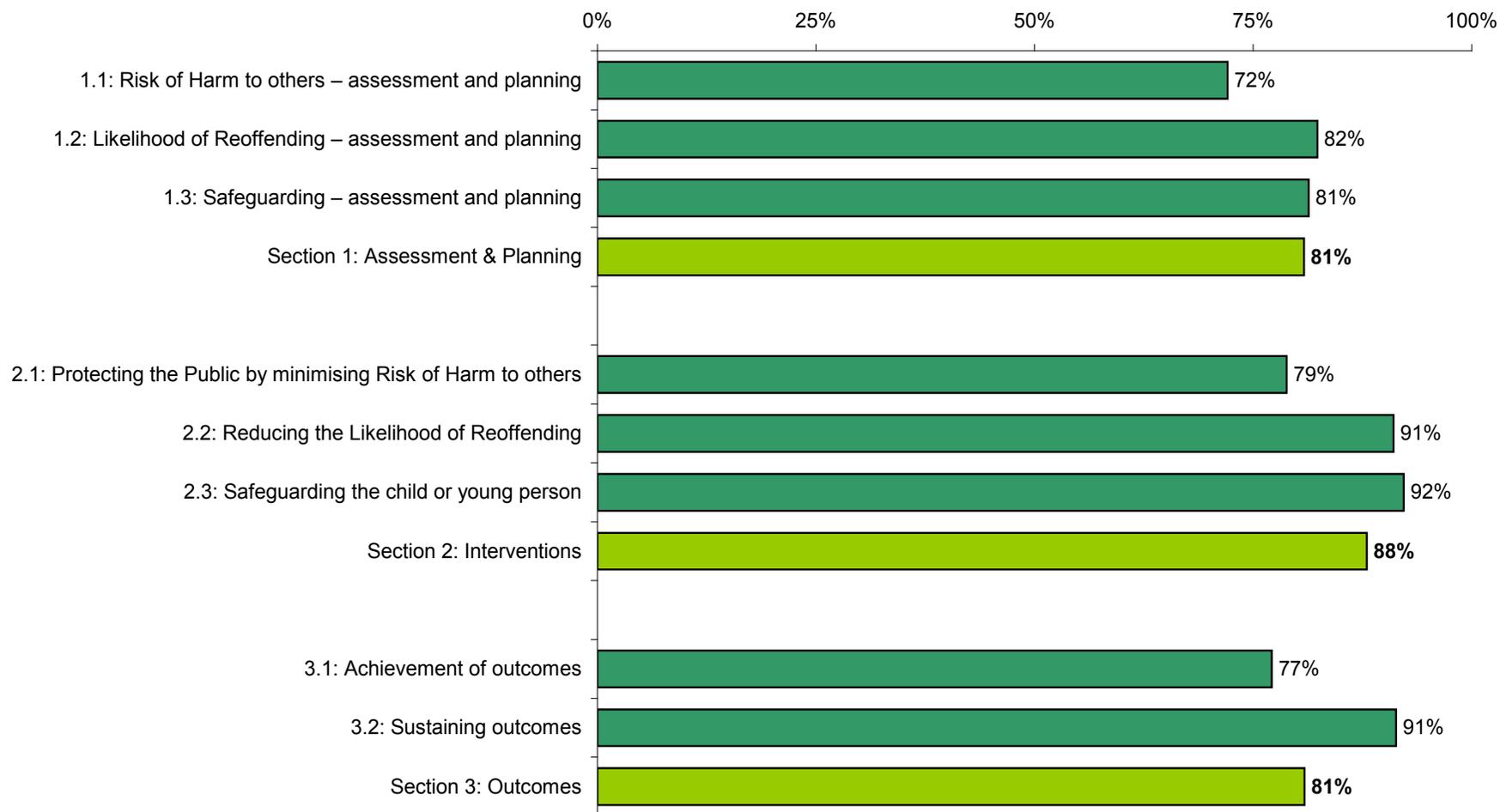
- (1) Full attention was given to community reintegration in 93% of community cases and 92% of custodial cases.
- (2) Actions had been taken, or plans put in place, to seek to ensure that positive outcomes were sustainable in 86% cases in the community, and in all relevant cases in custody; this often included referrals to other agencies for ongoing support for substance misuse and other problems. Good relations had been built with the Cambridgeshire and Peterborough Probation Trust, in order to ensure smooth transitions to the adult service.

COMMENTARY on Outcomes as a whole:

YOS staff focused on enforcement and ensuring that the initial outcomes of supervision were sustainable in both community and custodial cases. This was evident in the plans that had been produced, involving, in some cases, workers from other agencies. This work built upon the individual effort and commitment of staff in initiating and sustaining constructive relationships both with other agencies and with children and young people and their parents/carers during the course of orders and licences.

Appendix 1: Scoring summary of sections 1-3

CCI Cambridgeshire General Criterion Scores



Appendix 2: Contextual information

Area

Cambridgeshire YOS was located in the East of England.

The area had a population of 616200 as measured in the ONS Mid Year Estimates 2010, 9.8% of which were aged 10 to 17 years old (Census 2001). This was lower than the average for England/Wales, which was 10.4%.

The population of Cambridgeshire was predominantly white British (90%) (Resident Population Estimates by Ethnic Group 2009). The population with a black and minority ethnic heritage (10%) was below 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 33 per 1,000, were better than the average for England/Wales of 38.

YOS

The YOS boundaries were within those of the Cambridgeshire Police area. The Cambridgeshire and Peterborough Probation Trust and the Cambridgeshire and Peterborough Primary Care Trusts covered the area.

The YOS was located within the Children's Enhanced and Preventative Services of the County Council. It was managed by the Head of Youth Offending Service.

The YOS Headquarters was in Cambridge. The operational work of the YOS was based in Cambridge, Huntingdon and Wisbech. Cambridgeshire YOS delivered its own ISS provision.

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 YOTs, please refer to:

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

Appendix 3: Inspection Arrangements

Fieldwork for this inspection was undertaken in January 2012 and involved the examination of 62 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.

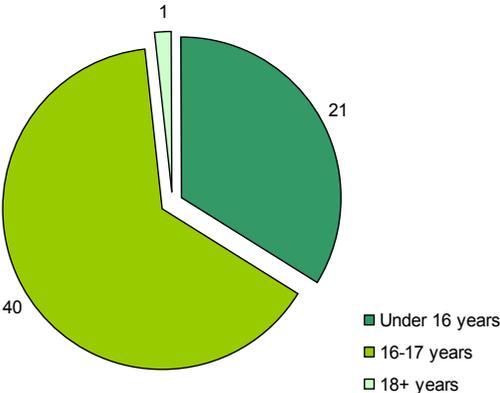
Prior to the inspection we receive copies of relevant local documents and a brief report from the Youth Justice Board. We also gather the views of service users (children & young people and victims) by means of computer and paper questionnaires.

Publication arrangements

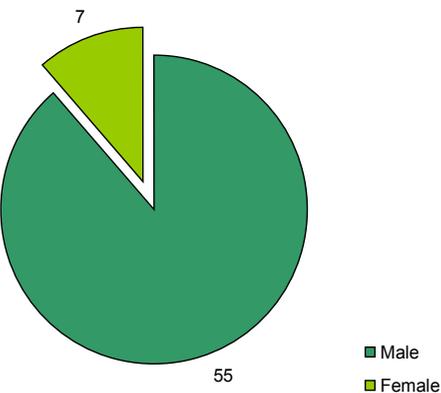
- Provisional findings are given to the YOS two weeks after the inspection visit takes place.
- A draft report is sent to the YOS for comment 4-6 weeks after the inspection, with publication following approximately 6 weeks later. In addition to a copy going to the relevant Minsters, other inspectorates,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

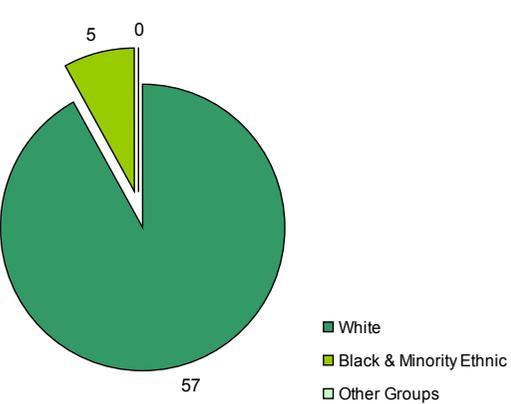
Case Sample: Age at start of Sentence



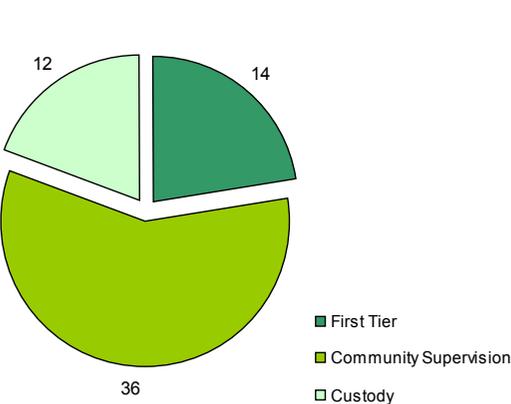
Case Sample: Gender



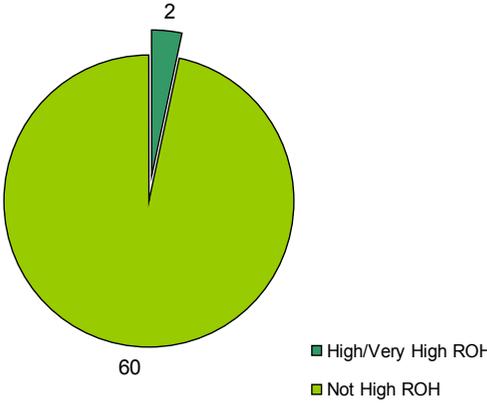
Case Sample: Ethnicity



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 YOT on that aspect of practice is described within the section of the report linked to that criterion. Key questions then also contribute to one or more of the headline inspection scores. In this way the headline scores focus on the key outcomes whereas the general criterion scores include the underlying detail.

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

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

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

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

Appendix 6: Glossary

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

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

*HM Chief Inspector of Probation
6th Floor, Trafford House
Chester Road, Stretford
Manchester, M32 0RS*