



# Core Case Inspection of youth offending work in England and Wales

Report on youth offending work in:

# Lancashire

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# **Foreword**

This Core Case Inspection of youth offending work in Lancashire 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. Our findings will also feed into the wider annual Comprehensive Area Assessment process.

We judged that the Safeguarding aspects of the work were done well enough 52% 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 51% of the time, and the work to make each individual less likely to reoffend was done well enough 60% 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.

Overall, we consider this a somewhat disappointing set of findings; however, the YOT has undergone a significant change programme in 2008/2009 following the arrival in March 2008 of a new Head of Service. Training to improve the assessment and management of both vulnerability and *Risk of Harm to others* had been undertaken but this had not had time to feed into the cases seen in the sample. The recent organisational changes, service developments and additional training which had already taken place should therefore ensure that the YOT is well placed to take forward the recommendations in this report for improving the quality of its practice.

Andrew Bridges HM Chief Inspector of Probation August 2009

# **Acknowledgements**

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

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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.

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:	Comment:
52%	SUBSTANTIAL improvement required

# Public Protection – Risk of Harm score:

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

Score:	Comment:
51%	SUBSTANTIAL improvement required

# Public Protection - Likelihood of Reoffending score:

This score indicates the percentage of *Likelihood of Reoffending* work that we judged to have met a sufficiently high level of quality.

Score:	Comment:
60%	MODERATE improvement required

We advise readers of reports not to attempt close comparisons of scores between individual areas. Such comparisons are not necessarily valid as the sizes of samples vary slightly, as does the profile of cases included in each area's sample. We believe the scoring is best seen as a headline summary of what we have found in an individual area, and providing a focus for future improvement work within that area.

# **Recommendations** (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 of the individual's vulnerability is completed at the start, as appropriate to the specific case, paying particular attention to effective joint working with other agencies, especially children's social care and mental heath services, to safeguard and promote the wellbeing of children and young people (Chair of Management Board)
- (2) a timely and good quality assessment of the individual's *Risk of Harm to others* is completed at the start, as appropriate to the specific case, with any referrals to Multi-Agency Public Protection Arrangements made with the categories and levels fully understood and correctly applied (YOT Manager)
- (3) children and young people and their parents/ carers are actively involved in the assessment and planning process, including by using the *What do you think?* questionnaire (YOT Manager)
- (4) 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's well-being, to make them less likely to reoffend, and to minimise any identified *Risk of Harm to others* (YOT Manager)
- (5) intervention plans incorporate learning style and diversity issues (YOT Manager)
- (6) the original vulnerability and Risk of Harm assessments, and the plan of work with the case, is regularly reviewed and correctly recorded in Asset with a frequency consistent with national standards for youth offending services (YOT Manager)
- (7) enforcement is applied consistently and promptly (YOT Manager).

# Furthermore:

(8) all agencies should work together better to ensure the continuity of the provision of mainstream services in the transition between custody and community (Chair of Management Board).

# **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.

# Service users' perspective

# Children and young people

Sixteen children and young people completed a questionnaire for the inspection.

Of the children and young people who responded, all were completely satisfied with the service they received and all but one felt that they were less likely to reoffend as a result of their contact with the YOT.

# **Victims**

One questionnaire was completed by victims of offending by children and young people.

- Victim services had previously been provided in partnership with Victim Support, however funding constraints had resulted in the need to rationalise the service in 2009/2010.
- ♦ The victim who responded commented "I found the service to be very efficient and discreet".

# **Sharing good practice**

Below are examples of good practice we found in the YOT.

Assessment and Sentence Planning

General criterion: 1.2b

Peter, a 14 year old boy, was on an action plan order. The case manager had carried out a very thorough assessment of diversity needs using a range of sources (including social care services, care home, education provider and the child himself). This enabled the worker to tailor supervision sessions around Peter's capacity to engage and learn. The timing, pacing, content and style of the supervision sessions were all considered, with the consequence that Peter engaged well with the work and showed evidence of positive change.

Delivery and Review of Interventions

General criterion: 2.2a

Supervision centres had been set up in Burnley and Pendle on Saturdays for children and young people who found it difficult to report during the week due to education, training or employment. These were more than just reporting centres. There was evidence of offending behaviour work being carried out on a planned basis.

# **Outcomes**

General criterion: 3.2a

Alex, a 12 year old boy, had a very troubled background which included the death of his father. He had a significant criminal record including fire setting and was engaging in petrol sniffing and school refusal. His mother was struggling to cope. The case manager carried out a very thorough and insightful assessment and produced a comprehensive plan drawing on the help of other agencies and initiating a CAF. There was close work with the school and practical help to his mother. The quality of this work was rooted in good assessment, an awareness of Alex's individual needs and pro-social modelling on the part of the case manager. At review stage, Alex was attending school more regularly, his offending was significantly reduced and his relationship with his mother had improved.

# 1. ASSESSMENT AND SENTENCE PLANNING

# 1.1 Risk of Harm to others:

# **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:	Comment:
55%	SUBSTANTIAL improvement required

# Strengths:

- (1) An Asset RoSH screening was completed in 81% of cases and 70% of those were completed on time.
- (2) All RMPs were countersigned.

- (1) The quality of RoSH screenings was judged to be of insufficient quality in 61% of cases.
- (2) A full RoSH assessment was not completed in 41% of relevant cases. Of those completed, half did not draw adequately on appropriate information and previous assessments and there was a number that did not take diversity needs into account or sufficiently address victim issues.
- (3) The quality of 78% of RMPs was insufficient and 52% were not completed on time. Where there was no RMP, *RoH* issues had only been recognised in just over a quarter of cases and acted upon in a less than a third.
- (4) Referrals to MAPPA were not timely in half of the relevant cases and there were a small number of cases that should have been identified as MAPPA cases but were not. In discussion with case managers, there was some confusion about categories and levels.
- (5) In 47% of cases details of RoSH assessment and management had not been appropriately communicated to all relevant staff.
- (6) In custodial cases only 64% of RoSH assessments were sent to the secure establishment within 24 hours.

# 1.2 Likelihood of Reoffending:

## General Criterion:

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.

Score:	Comment:
53%	SUBSTANTIAL improvement required

# Strengths:

- (1) Initial assessments had been completed in 94% of cases and in 68% they were informed by substance misuse services.
- (2) Reviews had taken place at appropriate intervals in 74% of cases seen.
- (3) There were intervention plans in 84% of cases with 76% reflecting sentencing purposes; 82% included work on thinking and behaviour and 80% on attitudes to offending.

- (1) There was active engagement of children and young people in only 56% of initial assessments and of their parents/ carers in less than two-thirds of cases. The *What do you think*? questionnaire was completed in 35% of cases inspected.
- (2) The initial assessment was carried out to a sufficient standard in less than 40% of cases, with unclear or insufficient evidence noted in over half the cases, and in 55% no contact with children's social care services. There was a number of Assets that did not identify diversity issues (17) or positive factors (seven). Learning style had been assessed in only 24% of cases. In four custodial cases the initial assessment had not been forwarded to the relevant establishment within 24 hours.
- (3) There were a number of shortcomings with intervention plans. Factors linked to offending were not sufficiently addressed (40%), RMPs and Safeguarding needs were not integrated in 91% and 67% respectively, and learning style was incorporated in only 21% of cases. Most plans were not sensitive to diversity issues (40%) or prioritised according to *RoH* (51%), nor did they take victims' issues into account (51%). Under two-thirds of intervention plans were reviewed at appropriate intervals.
- (4) The active involvement of children and young people and their parents/ carers took place in only 55% and 57% respectively. The engagement of some services in the planning process was insufficient, in particular children's social care services (34%) and emotional/mental health services (29%). Awareness raising and training had taken place around emotional and mental health issues in the period following the inspection.

# 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:	Comment:
<i>55</i> %	SUBSTANTIAL improvement required

# Areas for improvement:

- (1) In 12 of the cases there had been no vulnerability screening and 51% of those carried out were judged to be insufficient. 70% of vulnerability screenings were completed on time, however this left just under a third that was not. The review of Safeguarding needs was not carried out appropriately in 43% of cases.
- (2) In 54% of relevant cases there was no vulnerability plan and of those completed only 23% were of a sufficient standard.
- (3) There were seven custodial cases where the secure establishment was not made aware of vulnerability issues prior to, or immediately on sentence.
- (4) The contribution of the case manager to other assessments and plans designed to safeguard children and young people was low at 26%.

# **OVERALL SCORE** for quality of Assessment and Sentence Planning work: 53%

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

The quality of assessment and planning across the three 'domains' of *RoH to others*, Safeguarding and LoR was disappointing, with just over half of the cases judged to be sufficient. This had already been recognised by the YOT and addressed in training. It was evident from discussions with case managers, and from some of the more recent assessments we examined that improvements had been made. There was more work to do to increase awareness and understanding of the importance of good quality assessment and planning however.

# 2. DELIVERY AND REVIEW OF INTERVENTIONS

2.1 Protecting the public by minimising Risk of Harm to others:		
General Criterion:		
All reasonable actions have been taken to protect the public by keeping to a minimum the child or young person's RoH to others.		
Score:	Comment:	
50%	SUBSTANTIAL improvement required	

# Strengths:

- (1) In the small number of MAPPA cases inspected the arrangements were used effectively.
- (2) For those children and young people in custody, case managers and other staff had contributed effectively to MAPPA processes (100%) and other multiagency meetings (71%).
- (3) In managing *RoH to others*, appropriate resources were allocated in three-quarters of cases and, where specific interventions had been identified, they were delivered as planned in the community (76%) and in custody (86%).

- (1) In nearly half of the inspected cases *RoH to others* was not thoroughly reviewed at the three month stage.
- (2) Changes in risk factors were anticipated where feasible and acted on appropriately in only 41% and 45% respectively, although swift identification of those factors was better at 60%.
- (3) In the community, the contribution of case managers and other staff to MAPPA processes was sufficient in only 40% of cases. The contribution to other multi-agency meetings was higher but remained sufficient in only 63% of cases.
- (4) Purposeful home visits were not carried out consistently. In only 44% of cases was the frequency in accordance with the level of *RoH*, and in just 52% was the frequency in accordance with Safeguarding needs.
- (5) High priority was not given to victim safety in 77% of cases and a full assessment of the safety of victims was carried out in only just over a fifth of cases.

(6) Specific interventions to manage *RoH* to others were identified in 56% and 39% of cases in the community and custody respectively and were only reviewed in around half of the cases. In the majority of cases (67%) they were not integrated with the RMP.

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:	Comment:	
65%	MODERATE improvement required	

# Strengths:

- (1) 78% of interventions delivered in the community were designed to reduce reoffending and 71% were implemented in line with the intervention plan.
- (2) In 86% of custodial cases the YOT was involved appropriately in the review of interventions in custody. The YOT worker had actively engaged with parents/ carers in the community phase (75%) and in 86% of cases during the custodial phase.
- (3) In 84% of cases the appropriate level of resource was allocated according to the assessed LoR.
- (4) Levels of active motivation and support to children and young people were 79% (community) and 80% (custody), with very similar figures for reinforcing positive behaviour.

# Area for improvement:

(1) Diversity issues were not incorporated into interventions in 45% of cases and only 44% of interventions were appropriate to the child or young person's learning style or reviewed appropriately (47%).

# 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: Comment: SUBSTANTIAL improvement required

# Strengths:

- (1) YOT staff worked together with education services in 79% of cases to promote the safeguarding and well-being of children and young people. In custody this rose to 91%. There was effective working together with substance misuse services in the community (83%).
- (2) In 72% of custodial cases work was carried out to ensure continuity of provision on release with ETE providers and this figure was 69% for substance misuse services. Specific interventions to promote Safeguarding in custody were identified (71%) and delivered in 75% of cases.
- (3) In nearly three-quarters of cases all staff had supported and promoted the well-being of the child or young person in the community, although this dropped to 52% in custody.

- (1) In the community, all necessary immediate action to Safeguard a child or young person was taken in just over half of the cases inspected. Performance was better in custody (78%), however there were two cases where all reasonable action had not been taken.
- (2) All reasonable action to Safeguard other children and young people had been taken in only 52% of community and 75% of custodial cases. Necessary referrals to other agencies were made in only 50% of custody and 55% of community cases.
- (3) Working together with children's social care services to promote Safeguarding and well-being was judged to be sufficient in under half the cases inspected. In custody this dropped to 20%. It was a similar picture with emotional and mental health services 44% in the community dropping to 18% in custody.
- (4) In custodial cases, joint work to ensure continuity of mainstream services was judged to be sufficient for emotional/ mental health (20%), accommodation (36%) and children's social care services 30%.
- (5) Interventions to promote Safeguarding in the community were identified just under half of the time, delivered in 56% and reviewed in 40% of cases.
- (6) There was no effective management oversight of vulnerability assessments in 52% cases.

# **OVERALL SCORE** for quality of Delivery and Review of Interventions work: 57%

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

Levels of resource to deliver interventions across the three domains were considered appropriate. It was evident that staff were committed to helping and supporting children and young people. Interventions to manage both *RoH to others* and vulnerability were often not in place however and, where they were, were not integrated. Joint working, particularly with children's social care services was underdeveloped.

# 3. OUTCOMES

3.1 Achievement of Outcomes:			
General Criterion:			
Outcomes are achie	Outcomes are achieved in relation to RoH, LoR and Safeguarding.		
Score:	Comment:		
49%	SUBSTANTIAL improvement required		

# Strengths:

- (1) Two-thirds of children and young people had complied with the requirements of the sentence.
- (2) There had been reductions in factors linked to offending in a number of areas: thinking and behaviour (72%), ETE (74%), attitudes to offending (68%) and motivation to change (83%).

- (1) RoH was effectively managed in 45% of cases.
- (2) There was inconsistent application of enforcement and, following non-compliance, enforcement action was taken sufficiently well in only 38% of cases.
- (3) Overall there had been a reduction in offending related factors in 43% of cases. In particular, physical and emotional/ mental health had seen reductions in only 38% and 47% of cases respectively. Reductions in frequency and seriousness of offending were 53% and 42%.
- (4) There was a reduction in risk factors linked to Safeguarding in 48% of cases. In 19 out of 89 cases all reasonable action had not been taken to keep the child or young person safe.

3.2 Sustaining Outcomes:			
General Criterion:			
Outcomes are sus	Outcomes are sustained in relation to RoH, LoR and Safeguarding.		
Score:	Comment:		
66%	MODERATE improvement required		

# Strength:

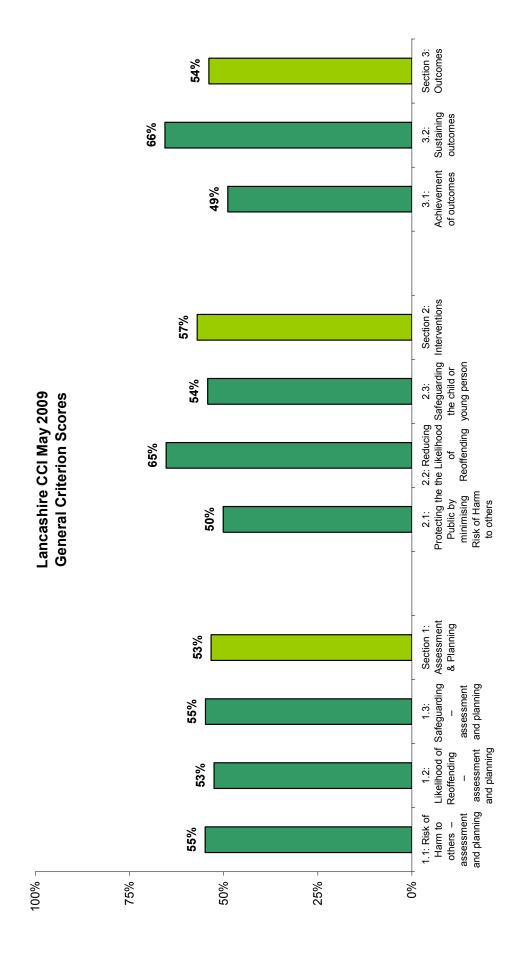
(1) Full attention was paid to community integration issues in 78% of cases in the community and action had been taken; or there were plans in place to ensure that positive outcomes were sustainable in 65% of cases.

# Area for improvement:

(1) During the custodial phase attention was paid to community integration issues in half of the cases and action taken, or plans in place to ensure that positive outcomes were sustainable in 44% of the relevant cases.

**OVERALL SCORE for quality of Outcomes work: 54%** 

Appendix 1: Summary



# **Appendix 2: Contextual information**

## **Area**

Lancashire YOT was located in the North West Region.

The area had a population of 1,134,974 as measured in the Census 2001, 10.9% of which were aged ten to 17 years old. This was slightly higher than the average for England/ Wales, which was 10.4%.

The population of Lancashire was predominantly white British (94.7%). The population with a black and minority ethnic heritage (5.3%) was below the average for England/ Wales of 8.7%.

Reported offences for which children and young people aged ten to 17 years old received a pre-court disposal or a court disposal in 2008/2009, at 57 per 1,000, were marginally above the average for England and Wales of 53.

## YOT

The YOT boundaries were within those of the Lancashire police and probation areas. The YOT was linked to three PCTs North, West and East Lancashire.

The YOT was located within the Children's Integrated Services Group of the Lancashire County Council Directorate for Children and Young People. It was managed by the Head of Youth Justice Service.

The YOT Management Board was chaired by the Executive Director for Children and Young People.

The YOT Headquarters was in the Lancashire town of Preston. The operational work of the YOT was based in three localities in six operational teams in Fleetwood, Lancaster, Preston, Chorley, Accrington and Burnley. The ISSP provision was integrated into the individual teams.

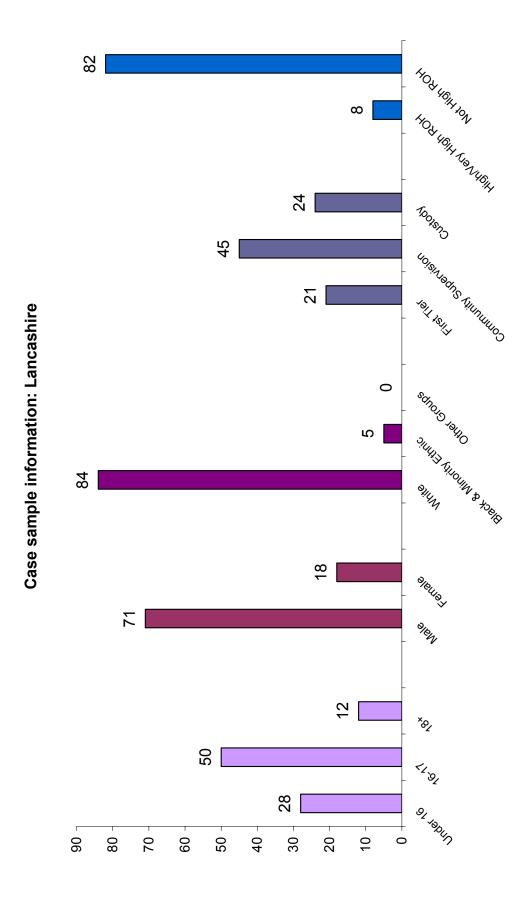
# **YJB Performance Data**

The YJB summary of national indicators available at the time of the inspection was for the period April 2008 to March 2009.

Lancashire's performance on ensuring children and young people known to the YOT were in suitable education, training or employment was 77%. This was an improvement on the previous year, and above the England average of 72%.

Performance on ensuring suitable accommodation by the end of the sentence was 98%. This was an improvement on the previous year and better than the England average of 95%.

The "Reoffending rate after 9 months" was 121%, worse than the England average of 85% (see Glossary).



# **Appendix 3b: Inspection data**

Fieldwork for this inspection was undertaken in May 2009.

The inspection consisted of:

- examination of practice in a sample of cases, normally in conjunction with the case manager or other representative
- evidence in advance
- questionnaire responses from children and young people, and victims.

We have also seen YJB performance data and assessments relating to this YOT.

# **Appendix 4: 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.inspectorates.justice.gov.uk/hmiprobation

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 2nd Floor, Ashley House 2 Monck Street London, SW1P 2BQ

# **Appendix 5: 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 child of 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 Employment, training and education. 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; constructive and restrictive

interventions

Work with an individual that is designed to change their offending behaviour and/ or to support public protection

A *constructive* intervention is where the primary purpose is to

reduce Likelihood of Reoffending

A restrictive intervention is where the primary purpose is to keep

to a minimum the individual's Risk of Harm to others.

Example: with a sex offender, a *constructive intervention* might be to put them through an accredited sex offender programme; a *restrictive intervention* (to minimise their *Risk of Harm*) 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

ISSP Intensive Supervision and Surveillance Programme – 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 *constructive* 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 *Risk of Harm to others* 

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

"Reoffending rate after 9 months"

A measure used by the Youth Justice Board. It indicates how many further offences are recorded as having been committed in a 9-month period by individuals under current supervision of the relevant YOT, and it can be either more or less than 100%. "110%" would therefore mean that exactly 110 further offences

have been counted as having been committed 'per 100

individuals under supervision' in that period. The quoted national

average rate for England in early 2009 was 85%

RMP Risk management plan. A plan to minimise the individual's RoH

RoH Risk of Harm to others. See also restrictive Interventions
'RoH work', or This is the term generally used by HMI Probation to describe

`Risk of Harm work'

work to protect the public, primarily using *restrictive interventions*, to keep to a minimum the individual's opportunity

to behave in a way that is a *Risk of Harm to others* 

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 *probability* of an event occurring and the *impact/ severity* of the event. The term Risk of Serious Harm only incorporates 'serious' impact, whereas using 'RoH' enables the necessary attention to be given to those offenders for whom

lower impact/ severity harmful behaviour is probable

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/ T Youth Offending Service/ Team