



Inspection of
Youth
Offending

Archwilio Rhaglen Troseddwyr Ifanc



CJJI Criminal Justice
Joint Inspection

Arolygiad ar y Cyd Cyflawnder Troseddol

Core Case Inspection of youth offending work in England and Wales

Report on youth offending
work in:

Leicestershire & Rutland

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Foreword

Our Core Case Inspection of youth offending work in Leicestershire & Rutland¹ 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 found an enthusiastic and committed group of staff and managers who were keen to deliver a high quality service. Some work is needed to improve the quality of initial assessments and subsequent planning for *Risk of Harm to others* and Safeguarding. Effective management oversight will be critical to this.

Overall, we consider this an encouraging set of findings. 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*

June 2012

| | Scores from Wales and the English regions that have been inspected to date | | | Scores for Leicestershire & Rutland |
|---|--|---------|---------|---|
| | Lowest | Highest | Average | |
| 'Safeguarding' work (action to protect the young person) | 37% | 91% | 68% | 69% |
| 'Risk of Harm to others' work (action to protect the public) | 36% | 86% | 62% | 63% |
| 'Likelihood of Reoffending' work (individual less likely to reoffend) | 43% | 88% | 71% | 71% |

¹ Leicestershire YOS provides youth justice services for both Leicestershire and Rutland. Although Rutland cases make up approximately 5% of the team's total workload, our random sample did not include any of these cases. As a result, all references in this report to children's social care services refer to Leicestershire only.

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| | |
|----------------------------------|---|
| <i>Lead Inspector</i> | <i>Bobbie Jones</i> |
| <i>Inspectors</i> | <i>Iolo Madoc-Jones; Steve Woodgate</i> |
| <i>Practice Assessors</i> | <i>Ian Cavanagh; Mel Peace</i> |
| <i>Local Assessors</i> | <i>Wilf Fearon; Cath Hickman</i> |
| <i>Support Staff</i> | <i>Robbie Piper</i> |
| <i>Publications Team</i> | <i>Alex Pentecost; Christopher Reeves</i> |
| <i>Assistant Chief Inspector</i> | <i>Julie Fox</i> |

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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 here². We also provide a headline 'Comment' by each score, to indicate whether we consider that this aspect of work now requires either **MINIMUM, MODERATE, SUBSTANTIAL** or **DRASTIC** improvement in the immediate future.

| Safeguarding score: | |
|---|---|
| This score indicates the percentage of <i>Safeguarding</i> work that we judged to have met a sufficiently high level of quality. This score is significant in helping us to decide whether an early further inspection is needed. | |
| Score: 69% | Comment: MODERATE improvement required |
| Public Protection – Risk of Harm score: | |
| This score indicates the percentage of <i>Risk of Harm</i> work that we judged to have met a sufficiently high level of quality. This score is significant in helping us to decide whether an early further inspection is needed. | |
| Score: 63% | Comment: MODERATE improvement required |
| Public Protection - Likelihood of Reoffending score: | |
| This score indicates the percentage of <i>Likelihood of Reoffending</i> work that we judged to have met a sufficiently high level of quality. | |
| Score: 71% | Comment: MODERATE improvement required |

We advise readers of reports not to attempt close comparisons of scores between individual areas. Such comparisons are not necessarily valid as the sizes of samples vary slightly, as does the profile of cases included in each area's sample. We believe the scoring is best seen as a headline summary of what we have found in an individual area, and providing a focus for future improvement work within that area. Overall our inspection findings provide the 'best available' means of measuring, for example, how often each individual's *Risk of Harm to others* is being kept to a minimum. It is never possible to eliminate completely *Risk of Harm* to the public, and a catastrophic event can happen anywhere at any time – nevertheless a 'high' RoH score in one inspected location indicates that it is less likely to happen there than in a location where there has been a 'low' RoH inspection score. In particular, a high RoH score indicates that usually practitioners are 'doing all they reasonably can' to minimise such risks to the public, in our judgement, even though there can never be a guarantee of success in every single case.

² An explanation of how the scores are calculated can be found in Appendix 5

Recommendations for improvement

(primary responsibility is indicated in brackets)

Changes are necessary to ensure that, in a higher proportion of cases:

- (1) a good quality assessment 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 and to minimise any identified *Risk of Harm to others* (YOS Head of Service)
- (4) there is a timely review of assessments following receipt of significant new information, intelligence, reports of harmful behaviour, or the commission of new offences (YOS Head of Service)
- (5) there is regular and effective oversight by management, especially of screening decisions, that is clearly recorded within the case record, as appropriate to the specific case (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 Leicestershire YOS work that impressed us.

| | |
|---|--|
| Delivery and Review of Interventions | Sally, aged 15, was made subject to a referral order for six months. She had a history of poor engagement with staff, associated with damaging relationships with adults throughout her life. The case manager recognised these issues and, as she had assessed Sally's learning style as 'visual', she organised intervention sessions around a board game which required participants to reflect on their lives, their relationships and their wishes for the future. Sally engaged with these sessions well and not only did she open up about her fears for the future but she also built up a good relationship with her case manager. Sally identified that she would like to go to college to study childcare. Her confidence had increased such that she was able to attend an interview and she was offered a place on her chosen course. |
| Delivery and Review of Interventions | Ronnie was sentenced to four years custody for robbery. Six months prior to his 18th birthday Ronnie's case manager began planning for his transition from children's to adult services and from custody to the community. She liaised with the relevant probation trust to ensure that the allocated probation officer would attend Ronnie's sentence planning board and made several relevant referrals for community resources. One example was to 'Future's Unlocked', a mentoring charity which focused on education and accommodation through the transition from custody to community. Their intervention was planned to start three months prior to Ronnie's release. Another was Connexions to look at apprenticeship options in relation to health and fitness and at how Ronnie could build on the work he had achieved in custody. Finally, the case manager put a pack together for Ronnie's family which included details these and other agencies that they could access for support. This was a good example of planning and communicating for change during a crucial transition phase of the sentence. |
| Outcomes | Grace was convicted for an offence of assault in the context of group bullying at school. Initially she showed little remorse believing her part in the offence to have been minor. However, during her participation in the girls' group programme Grace's appreciation of the victim's experience grew. The tutors reported her as a very positive influence within the group. Grace's attendance on her college course improved and she was selected to dance at the opening of the 2012 Olympics. She completed her reparation activities at a charity project for homeless people where she then continued to work as a volunteer. Finally, she was put forward for training to become a peer mentor for other young women in the criminal justice system. Her order was revoked early for good progress. |

All names have been altered.

Service users' perspective

Children and young people

Sixty-nine children and young people completed a questionnaire for the inspection. This is, positively, a very high number of returns.

- ❖ Of the children and young people who responded 93% said that staff had told them what to expect when they came to the YOS and 97% of them said that they knew why they had to attend.
- ❖ A *What do YOU think?* self-assessment questionnaire had been completed by 92% of respondents.
- ❖ All but 3 out of the 61 children and young people who responded to this question said that YOS staff listened to what they had to say and all but two reported that YOS staff were completely or mostly interested in helping them.
- ❖ Of the 61 children and young people who needed help, all but two of them said staff took action to deal with things that they needed help with.
- ❖ All but one of the respondents said that the YOS workers made it very or quite easy to understand the help available to them. For example: "*explained it and listened to what I said. She checked if I understood*" and "*she explained everything clearly. She wrote everything down so we can go back to it when we need to*".
- ❖ Of the 21 children and young people with referral orders, all of them knew what the order entailed and had discussed their contract with their YOS case manager. Nineteen of them had been given a copy of the contract to keep.
- ❖ Half (22) of the children and young people who answered this question said they knew what a supervision or sentence plan was, and 80% of them recalled a YOS worker discussing their plan with them. Fourteen of them said that they had been given a copy to keep.
- ❖ Two respondents reported that something in their life had made them feel afraid whilst in contact with the YOS. Both of them said that YOS staff had helped a lot to alleviate their fear.
- ❖ From the children and young people asked, 33 of them said they had received help from the YOS with making better decisions and 42 of them reported that they had received help with understanding their offending.
- ❖ Of the children and young people who responded, 53% said that the YOS had helped them with their schooling or with getting a job. For example: "*I have learnt how to listen better and not to interrupt the teacher when he is talking. I follow instructions better*".
- ❖ Eighteen children and young people who felt it relevant reported that their health was better since working with the YOS. One respondent said: "*I have changed my ADHD [Attention Deficit Hyperactivity Disorder] medication and am taking it each day*".

- ◊ From the responses, three-quarters of the children and young people reported that their life was better as a result of working with the YOS. One respondent commented: "*I now go to activities after school*" and another said "*I have moved up in table tennis and subjects at school and at home I am less cheeky with my carer*".
- ◊ Fifty-eight children and young people said that they thought working with the YOS had made them a lot or a bit less likely to offend. In particular, one child or young person said: "*I am more aware of the consequences of my offending*".
- ◊ Fifty-two children and young people reported satisfaction levels with the YOS of 50% or over. Nineteen of these reported complete satisfaction. One child or young person commented "*I thought it was going to be a bad experience but it has been good*".

Victims

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

- ◊ All of the victims reported that the YOS had explained what services could be offered and said they were given the chance to talk about any worries they had about the offence or about the child or young person who had committed it.
- ◊ Four of the respondents reported that their needs were taken into account. One of them commented: "*we were dealt with professionally and as not another statistical number*".
- ◊ One of the three respondents who had concerns about safety said that the YOS had paid attention to this.
- ◊ None of the victims who responded reported that they had benefited from work done by the child or young person.
- ◊ All but one of the respondents was completely or partially satisfied with the services provided by the YOS.

1. ASSESSMENT AND SENTENCE PLANNING

OVERALL SCORE: 65%

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:

68%

Comment:

MODERATE improvement required

Strengths:

- (1) An Asset RoSH screening had been completed in the majority of cases. It was timely in 81% of cases and accurate in 69%.
- (2) Where there was a clear RoSH classification we assessed this as accurate in 86% of cases. In seven of the eight cases where we judged the classification to be incorrect the risk level was understated.
- (3) A full RoSH assessment had been completed in 73% of cases where the information in the RoSH screening indicated that this was required. This was timely in 67% of cases.
- (4) The assessment of RoH drew adequately on all appropriate information including other agencies'; previous assessments; and information from victims in 74% of cases.
- (5) An RMP was produced at the start of sentence in 20 out of 24 cases that required this (83%) and 74% of relevant cases were timely.
- (6) Where there was no requirement for an RMP, the need for planning for RoH issues had been recognised in 12 out of 18 cases (67%).
- (7) All cases in the sample that met the criteria for MAPPA were recognised. These cases had been appropriately notified and correctly assigned in a timely manner.

Areas for improvement:

- (1) RoSH assessments were not of sufficient quality in 46% of cases. Too often, previous relevant behaviour and the risk to victims were not fully considered.

- (2) Nine RMPs were deemed to be of sufficient quality. The main limiting factors were that roles and responsibilities and planned responses were unclear or inadequate and in a smaller proportion of cases the RMP lacked a focus on victims' issues.
- (3) Of the 16 cases where there was no requirement for an RMP and RoH issues warranted action, these issues had not been acted upon when required in nine cases.
- (4) All details of RoH were not appropriately communicated to relevant staff and agencies in 47% of cases.
- (5) Management oversight of the RoH assessment and of the RMP had been not been effective in 67% and 71% of relevant cases respectively.

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:

64%

Comment:

MODERATE improvement required

Strengths:

- (1) There was an assessment of the LoR in all but three cases; 76% of these were timely.
- (2) When carrying out initial assessments YOS workers had engaged actively with children and young people in 64% of cases. In 67% of relevant cases parents/carers had been actively engaged at the assessment phase.
- (3) There had been initial contact with children's social care services and ETE providers in 80% and 78% of cases respectively. In 91% of cases that warranted it assessments had been informed by the police; similarly in 84% and 76% of relevant cases respectively, information had been sought from substance misuse and emotional/mental health services. Information from physical health services had informed assessments in all four cases where this was required as it had from secure establishments in seven out of nine relevant cases. Information from the ASB team had informed assessments in six out of eight relevant cases and, in three out of the four cases that had warranted it a contribution from other relevant agencies, such as preventive services, had been made.
- (4) Initial assessments were reviewed at appropriate intervals in 71% of cases.

- (5) A custodial sentence plan had been completed in 9 out of 12 cases. Where relevant, most of the plans addressed ETE, thinking & behaviour and substance misuse.
- (6) YOS workers were actively and meaningfully involved throughout the planning process in three-quarters of custody cases. Sentence plans, in custody, were reviewed at appropriate intervals in 89% of cases.
- (7) There was an intervention plan or referral order contract in 90% of community cases. These were completed on time in 77% of cases. We assessed that two-thirds of the plans sufficiently addressed offending-related factors. Most plans that required it addressed substance misuse, thinking & behaviour and attitudes to offending. Intervention plans, in the community, were reviewed at appropriate intervals in 80% of cases.
- (8) Most of the intervention plans or referral order contracts focused on achievable change and relevant goals were set in 67% of cases.
- (9) Children and young people had been actively and meaningfully involved in the planning process in 69% cases.
- (10) In most cases that required it, active and meaningful engagement in the planning process from substance misuse services was forthcoming. There was a similar picture in respect of ETE services in 73% of relevant cases and from emotional/mental health services in 67%.

Areas for improvement:

- (1) We judged the initial assessment of LoR to be insufficient in 44% of cases. There were two common reasons for this. Firstly, whilst an assessment was completed for the PSR it was often not reviewed at the start of sentence/release from custody, when we would have expected to see the child or young person's response to sentence/release explored and any circumstantial changes updated. Secondly, an inconsistent approach to updating copied assessments often led to out of date, unclear and/or insufficient information.
- (2) Case managers had not assessed the learning style of the child or young person in 47% of cases nor had the *What do YOU think?* self-assessment form been used in 49% of the cases in our sample.
- (3) Five out of twelve custodial sentence plans were not completed on time.
- (4) Factors linked to offending were not sufficiently addressed in 7 out of 12 custodial sentence plans. The factors most frequently omitted were: neighbourhood, lifestyle, and living arrangements. Where motivation to change, family and personal relationships and perceptions of self and others were relevant, these factors had been addressed in one-third of cases. Positive factors were included in only two out of nine relevant custodial sentence plans.
- (5) None of the eight custodial sentence plans that required it integrated RMPs. Two out of four plans took account of Safeguarding needs. Six out of eight custodial sentence plans did not incorporate the child or young person's learning style nor were identified diversity needs, such as disability or looked after child status, responded to appropriately in five out of six cases.

- (6) Objectives within custodial plans were not prioritised according to *RoH* in any of the seven plans that required it. Nor were objectives inclusive of appropriate Safeguarding work in three of the four cases that required this. Objectives were often not sequenced according to offending-related needs, sensitive to diversity issues nor did they take victims' issues into account.
- (7) Almost half of the community intervention plans failed to set clear expectations about contact levels. Nor did they address lifestyle and perception of self and others in a similar proportion. Just over half of the plans failed to set realistic timescales, include positive factors, incorporate the child or young person's learning style or address emotional/mental health issues, where relevant. Over two-thirds of plans did not address living arrangements or family and personal relationships when this was required. None out of the twelve cases that required it addressed neighbourhood.
- (8) Only 29% of community intervention plans integrated RMPs when this was required and fewer than half of all relevant cases took into account Safeguarding needs. Very few objectives within community intervention plans were prioritised according to the *RoH* posed when this was required. Fewer than half of the objectives took account of victims' issues or were inclusive of appropriate Safeguarding work. Objectives were not sequenced according to offending-related needs in 63% of cases.
- (9) We would have expected to see more active and meaningful involvement in the planning process from some agencies. For example, children's social care services were not actively engaged in 44% cases where they had an involvement with the child or young person. Similarly, the ASB team, the police, accommodation services and physical health services had very limited involvement with the planning process in several of the cases that would have benefited from this.

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:

64%

Comment:

MODERATE improvement required

Strengths:

- (1) An Asset vulnerability screening had been undertaken in all but three cases and this was on time in 81%.

- (2) Safeguarding needs were appropriately reviewed in three-quarters of cases.
- (3) Of the 12 children and young people sentenced to custody who were judged to be vulnerable, this was clearly communicated effectively to the custodial institution in all but one case.

Areas for improvement:

- (1) Assessments of vulnerability were not of sufficient quality in 42% of cases.
- (2) Of the 41 cases where we judged a VMP was needed, 27 were completed (66%); 23 of these were timely. As a result, VMPs did not routinely inform intervention plans or other plans when this was applicable. Only 16 of the VMPs were considered to be of sufficient quality, mainly because the roles and responsibilities of those involved in the case were not clear and/or because a planned response was lacking.
- (3) In 56% of relevant cases a contribution was made by the YOS to other assessments and plans designed to safeguard the child or young person.
- (4) Management oversight of vulnerability assessments was not considered effective in 61% of the cases inspected.

COMMENTARY on Assessment and Sentence Planning as a whole:

We found YOS staff worked with children and young people from diverse backgrounds and with complex needs, some of whom posed a high *Risk of Harm* to themselves and to others. Assessments were always undertaken at the start of orders, although for several the quality of these was insufficient. A significant number had been copied from previous assessments and some had been repeatedly copied, with amendments that were unclear and inconsistent. As a result, some of the cases we saw were confusing, with classifications of *RoH* or vulnerability that clearly required plans but had none.

The Head of Service had already recognised the need to improve the quality of assessment and planning and had produced a comprehensive set of practice guidance which was issued to staff in October 2011. Whilst this was implemented too recently to impact on the inspection findings, we saw a small number of cases in our sample that had utilised the new guidance and we noted the improvements that it had brought about.

2. DELIVERY AND REVIEW OF INTERVENTIONS

OVERALL SCORE: 77%

2.1 Protecting the public by minimising Risk of Harm to others (RoH):

General Criterion:

All reasonable actions have been taken to protect the public by keeping to a minimum the child or young person's RoH.

Score:

69%

Comment:

MODERATE improvement required

Strengths:

- (1) *RoH* was reviewed thoroughly in line with required timescales in 72% of relevant cases and, in the one custodial case that required it specific interventions to manage *RoH* were reviewed following significant change.
- (2) Changes in *RoH* factors were anticipated wherever feasible (71%); identified swiftly (90%); and acted upon appropriately (67%).
- (3) Specific interventions to manage *RoH* in the community were delivered as planned in 71% of applicable cases.
- (4) In one relevant MAPPA Level 2 case, effective use of MAPPA was made; decisions taken were followed through and acted upon; and YOS staff contributed effectively to the process.
- (5) Case managers and all other relevant YOS staff contributed to multi-agency meetings in the majority of relevant custodial and community cases.
- (6) Purposeful home visits were carried out throughout the course of the sentence in accordance with the level of *RoH* posed (94%) and in relation to Safeguarding issues (85%).
- (7) Appropriate resources were allocated according to *RoH* posed throughout the sentence in all but two cases.

Areas for improvement:

- (1) *RoH* was not reviewed thoroughly following a significant change, such as children or young people reoffending, in 57% of relevant cases. Nor were specific interventions to manage *RoH* in the community reviewed following a significant change in 11 out of 15 relevant cases.

- (2) Specific interventions to manage *RoH* were not delivered as planned during the custodial phase in four out of eight relevant cases.
- (3) In the second relevant MAPPA Level 2 case, decisions within MAPPA were not clearly recorded; reviewed appropriately; nor were the contribution of other agencies effective.
- (4) Insufficient attention had been given to assessing the safety of victims in 58% of relevant cases. We found that a high priority had been given to victim safety throughout the sentence in only 29% of relevant cases.
- (5) Management oversight of *RoH* was not effective in almost two-thirds of community cases that required it or in six out of nine custody cases.

2.2 Reducing the Likelihood of Reoffending:

General Criterion:

The case manager coordinates and facilitates the structured delivery of all elements of the intervention plan.

Score:

82%

Comment:

MINIMUM improvement required

Strengths:

- (1) Most interventions delivered in the community were of good quality, were implemented in line with the sentence plan in 70% of cases and designed to reduce the LoR in 76% of cases. Interventions were appropriate to children and young people's learning styles in 70% of cases; incorporated all diversity issues in 79% of cases; and were reviewed appropriately in 74%.
- (2) The YOS was appropriately involved in the review of interventions in custody in 11 out of 12 cases.
- (3) Based on the YOS assessment of LoR and *RoH*, we felt the initial Scaled Approach intervention level was correct in all but one case.
- (4) We judged that appropriate resources were allocated according to the assessed LoR throughout the sentence in all but one case.
- (5) All requirements of the sentence had been implemented in most cases.
- (6) The case manager had actively motivated and supported the child or young person throughout their sentence, and had reinforced their positive behaviour in the majority of relevant custody and community cases. Case managers had also reinforced positive behaviour and actively engaged parents/carers in all but one relevant custody case and in 84% of community cases.

Area for improvement:

- (1) Interventions delivered in the community were not sequenced appropriately in 45% of cases.

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:

78%

Comment:

MINIMUM improvement required

Strengths:

- (1) All necessary immediate action had been taken to safeguard and protect the child or young person in both of the custody cases where this was necessary. The YOS took immediate action to safeguard or protect other affected children and young people in seven out of the nine relevant community cases.
- (2) Necessary referrals to ensure Safeguarding were made to other agencies in all custody cases that required it and in 79% of relevant community cases.
- (3) Overall, case managers and other agencies had worked well together to promote the Safeguarding and well-being of children and young people in custody and the community, including in the transition from custody to the community. There was evidence of effective joint working with substance misuse services and emotional/mental health services in most cases.
- (4) In custody and in the community we found evidence of YOS staff and ETE working well together to safeguard children and young people in most cases. In the community we saw that there been good liaison between case managers and the ASB team and with the police in the great majority of cases. Where the involvement of other relevant agencies was required, such as voluntary sector agencies, YOS staff had worked well with these agencies to promote Safeguarding in all five cases.
- (5) Case managers and other YOS staff worked together to promote the Safeguarding and well-being of children and young people with children's social care services in three out of four custodial cases that required this.
- (6) We found the YOS had worked together with secure establishments to promote the Safeguarding and well-being of children and young people in all applicable cases.

- (7) Specific interventions to promote Safeguarding in the community and in custody were identified and incorporated those issues identified in VMPs in most relevant cases.
- (8) Specific interventions to promote Safeguarding were delivered in six out of seven custody cases. Both of the custody cases that required it were reviewed every three months or following significant change.
- (9) There had been effective management oversight of Safeguarding and vulnerability in six out of eight custody cases.
- (10) Staff had supported and promoted the well-being of the child or young person throughout the sentence in all but one relevant custody case and in 88% of community cases.

Areas for improvement:

- (1) All necessary immediate action had not been taken to safeguard and protect the child or young person in five out of the ten community cases that required this.
- (2) Joint working did not take place to promote the Safeguarding and well-being of children and young people with children's social care services in 38% of community cases nor with physical health services in one of the three cases that required this.
- (3) Case managers did not work together with children's social care services in two out of four cases; accommodation services in two out of three cases; or ETE in three out of ten cases, to ensure continuity of provision in the transition from custody to community.
- (4) Specific interventions to promote Safeguarding in the community were not delivered in 31% of relevant cases nor were they reviewed every three months or following significant change in 44%.
- (5) There had been not been effective management oversight of Safeguarding and vulnerability in 52% of the community cases where we judged this to be required.

COMMENTARY on Delivery and Review of Interventions as a whole:

Children and young people had access to a wide range of imaginative interventions developed to meet local need, for example: workbooks, games and DVDs; offending behaviour programmes; substance misuse interventions; and a girls' group.

We noted that services in Leicestershire & Rutland were delivered predominantly by way of home visit. It was pleasing to note the extent to which staff were committed to delivering good quality interventions in that environment despite the many distractions. We were particularly impressed by the culture of embracing difference and diversity within the staff and the Management Group.

3. OUTCOMES

OVERALL SCORE: 66%

Our inspections include findings about initial outcomes, as set out in this section. In principle, this is the key section that specifies what supervision is achieving, but in practice this is by necessity just a snapshot of what has been achieved in only the first 6-9 months of supervision, and for which the evidence is sometimes only provisional.

3.1 Achievement of outcomes:

General Criterion:

Outcomes are achieved in relation to RoH, LoR and Safeguarding.

Score:

63%

Comment:

MODERATE improvement required

Strengths:

- (1) Sufficient appointments were arranged for the purpose of carrying out the sentence of the court in almost all cases.
- (2) Appropriate action was taken by the YOS in relation to the lack of compliance by children and young people in 80% of those cases.
- (3) Where there was sufficient offending history to assess this, there appeared to be a reduction in the frequency and seriousness of offending, since the start of the sentence, in 65% and 56% of cases respectively. This was higher than the average of YOTs to date.

Areas for improvement:

- (1) Where there was an identifiable or potential victim there was evidence that the *Risk of Harm* to them had been effectively managed in 46% of cases.
- (2) *RoH* had not been effectively managed in 60% of the cases where this was relevant; mainly due to insufficient assessment and/or planning.
- (3) There had been some overall progress on the most significant factors related to offending in 54% of cases. However, progress was limited; we judged that the least improvement had taken place in the areas of perception of self and others, neighbourhood, family & personal relationships, and living arrangements.

- (4) In 65% of cases, where there were assessed risk factors linked to the child or young person's Safeguarding, there had been no reduction in those risk factors. We considered that all reasonable action had not been taken to keep the child or young person safe in one-third of relevant cases; this was mainly due to insufficient assessment/planning.

3.2 Sustaining outcomes:

General Criterion:

Outcomes are sustained in relation to RoH, LoR and Safeguarding.

Score:

74%

Comment:

MODERATE improvement required

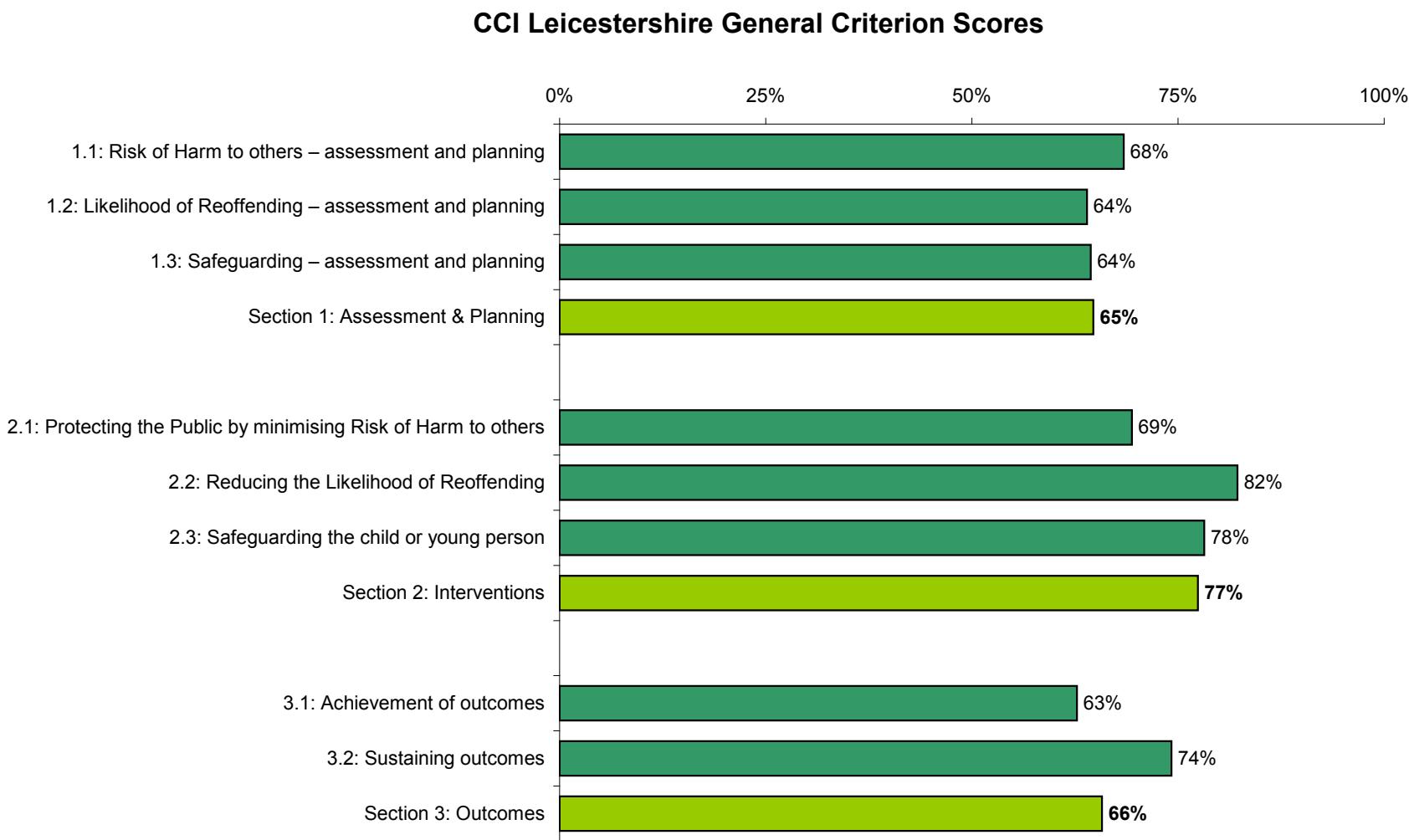
Strengths:

- (1) Full attention had been given to community integration issues in three-quarters of relevant cases.
- (2) Action had been taken or plans were in place to ensure that positive outcomes were sustainable in 70% of relevant cases.

COMMENTARY on Outcomes as a whole:

YOS staff had made commendable efforts to sustain work with children and young people and their parents/carers throughout sentence, some of whom presented significant barriers to engagement. Such diligent investment had resulted in positive changes, evidenced by a reduction in the known frequency and seriousness of offending amongst some of the children and young people in our inspection sample.

Appendix 1: Scoring summary of sections 1-3



Appendix 2: Contextual information

Area

Leicestershire YOS was located in the East Midlands region of England.

Leicestershire YOS coordinated the provision of youth justice services to both Leicestershire and Rutland.

The area had a population of 687,300 as measured in the ONS Mid Year Estimates 2010. 10.2% (Leicestershire) and 11.8% (Rutland) of the population were aged 10 to 17 years old (Census 2001). This was slightly lower (Leicestershire) and higher (Rutland) than the average for England/Wales, which was 10.4%.

The population of Leicestershire & Rutland was predominantly white British (91% - Leicestershire, 95% - Rutland) (Resident Population Estimates by Ethnic Group 2009). The population with a black and minority ethnic heritage (9% - Leicestershire, 5% - Rutland) 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 25 per 1,000, were better than the average for England/Wales of 38.

YOS

The YOS boundaries were within those of the Leicestershire Police area. The Leicestershire & Rutland Probation Trust and the NHS Leicestershire County & Rutland Primary Care Trust covered the area.

The YOS was located within the Youth Justice & Safer Communities section of the Chief Executives Department of Leicestershire County Council. It was managed by the Head of Service.

The YOS Management Board was chaired by the Chief Executive.

The YOS Headquarters was in the Leicestershire town of Glenfield. The operational work of the YOS was provided predominantly by home visits. ISS was provided 'in-house'.

Youth Justice Outcome Indicators 2011/2012 onwards (to replace YJB National Indicator Performance Judgements)

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 February 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.

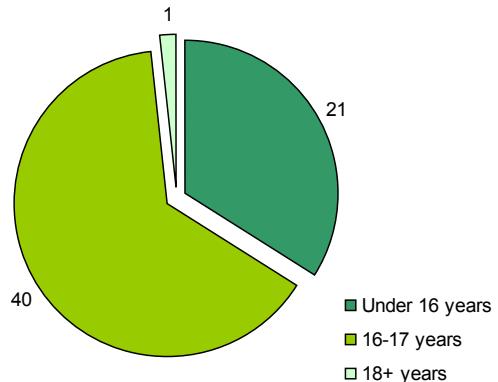
Prior to the inspection we receive copies of relevant local documents and a brief report from the Youth Justice Board. We also gather the views of service users (children & young people and victims) by means of computer and paper questionnaires.

Publication arrangements

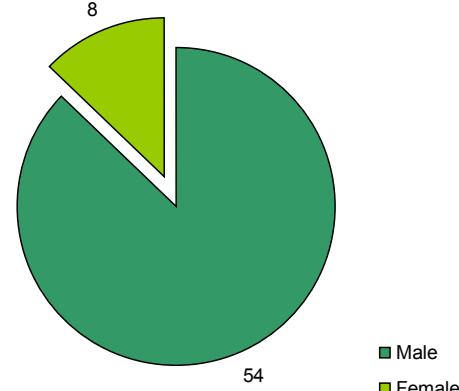
- Provisional findings are given to the YOS two weeks after the inspection visit takes place.
- A draft report is sent to the YOS for comment 4-6 weeks after the inspection, with publication following approximately 6 weeks later. In addition to a copy going to the relevant Ministers, other inspectorates,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

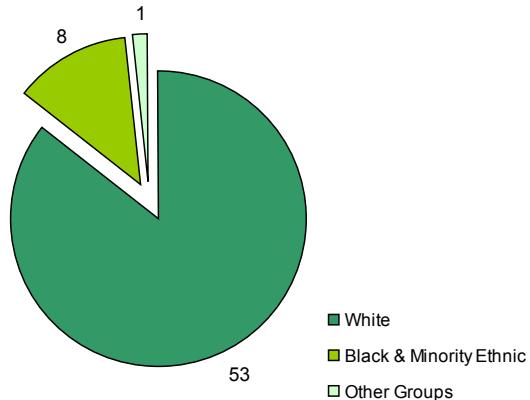
Case Sample: Age at start of Sentence



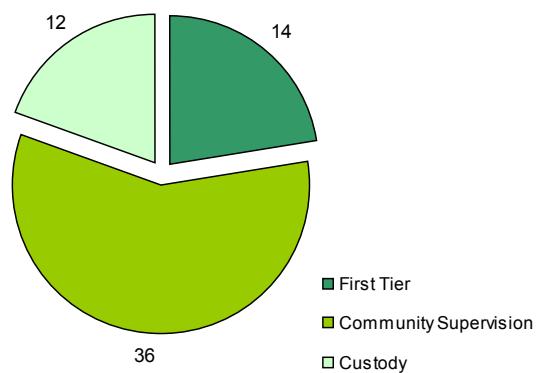
Case Sample: Gender



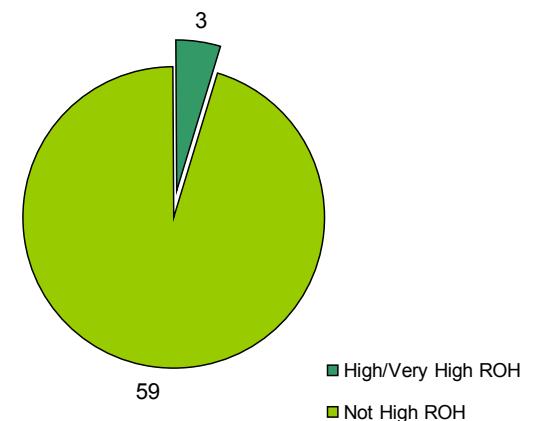
Case Sample: Ethnicity



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 intervention</i> is where the primary purpose is to reduce Likelihood of Reoffending.</p> <p>A <i>restrictive intervention</i> 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.</p> <p>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> |
| <i>RoH</i> | <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:

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