



Inspection of
Youth
Offending

Archwilio Rhaglen Troseddwyr Ifanc



Arolygiad ar y Cyd Cyfiawnder Troseddol

Core Case Inspection of youth offending work in England and Wales

Report on youth offending
work in:

Peterborough

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Foreword

Our Core Case Inspection of youth offending work in Peterborough 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 were impressed to find a YOS where the staff worked creatively and conscientiously, under the capable guidance of a small, but strong, management team, to deliver a good range of quality interventions to children and young people. As a result, the children and young people's *Risk of Harm to others*, Likelihood of Reoffending and vulnerability were effectively addressed.

Overall, we consider this to be a very creditable set of findings.

Liz Calderbank
HM Chief Inspector of Probation

May 2012

	Scores from Wales and the English regions that have been inspected to date			Scores for Peterborough
	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%	77%
'Likelihood of Reoffending' work <i>(individual less likely to reoffend)</i>	43%	87%	70%	86%

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Scoring and Summary Table

This report provides percentage scores for each of the 'practice criteria' essentially indicating how often each aspect of work met the level of quality we were looking for. In these inspections we focus principally on the *Public Protection* and *Safeguarding* aspects of the work in each case sample. Accordingly, we are able to provide a score that represents how often the *Public Protection* and *Safeguarding* aspects of the cases we assessed met the level of quality we were looking for, which we summarise here¹. We also provide a headline 'Comment' by each score, to indicate whether we consider that this aspect of work now requires either **MINIMUM**, **MODERATE**, **SUBSTANTIAL** or **DRASTIC** improvement in the immediate future.

Safeguarding score:

This score indicates the percentage of *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:
77%

Comment:
MINIMUM 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:
86%

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 and is reviewed as appropriate in response to changes in *Risk of Harm to others* (YOS Manager)
- (2) management oversight is effective in ensuring the quality of assessment and plans to manage vulnerability and *Risk of Harm to others* (YOS Manager)
- (3) purposeful home visits are undertaken, consistent with Safeguarding needs and as appropriate to the needs of the case (YOS Manager).

Furthermore:

- (4) in appropriate cases, local children's social care services engage with the child or young person throughout the sentence. They are involved in planning for interventions and in the transition from custody to community (Chair of YOS 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.

Making a difference

Here are some examples of Peterborough YOS work that impressed us.

Assessment and Sentence Planning

General Criterion: 1.2

Luigi, subject to a short order for an offence of theft, had recently moved to Peterborough from abroad and English was not his first language. Taking both Luigi's learning style and language difficulties into account, the case manager drew up a personalised plan for him, identifying what he wanted to achieve in life and outlining the path towards his goals. This was an individualised piece of work, containing pictures and images which were pertinent to Luigi's goals in life. This approach helped Luigi to focus on the strategies agreed with his case manager for reaching his goals.

Delivery and Review of Interventions

General Criterion: 2.3

During the course of his order, John's behaviour deteriorated in that he started to be violent towards both his mother and his younger teenage brother, Ray. The family were also at risk from drug dealers who kept coming to the family home looking for John. In order to safeguard John's brother, the case manager referred his case to children's social care services and attended *Child in Need* meetings at Ray's school. This input from the YOS helped to ensure that Ray was less vulnerable and was given the best chance to stay on at school.

Outcomes

General Criterion: 3.2

Luke was one of a family of 14 children who were well known in the area for offending. Despite being part of a large family, Luke had few positive male role models, as his father was absent and many of his brothers were in prison. The YOS engaged Luke on a voluntary basis in positive activities with the sports officer, who provided the positive male role model which Luke lacked. Energised by the work with the sports officer, Luke took part in a YOS charity event to raise money for war veterans, behaving well throughout. The event was publicised in the local newspaper and Luke's self-esteem was raised considerably. As a result, Luke's compliance with his order also improved.

All names have been altered.

Service users' perspective

Children and young people

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

- ◇ All children and young people knew why they had had to come to the YOS and all except one remembered staff explaining to them what would happen there.
- ◇ All felt the staff listened to them, took action to help them deal with their problems and made it easy for them to understand the way in which they could help them.
- ◇ Almost all had discussed their referral order contract or sentence plan with their YOS worker and had been given a copy of it; all who answered the particular question said that they had had their contract or plan reviewed.
- ◇ Seven of the respondents said that they had completed a *What do YOU think?* self-assessment form or its equivalent. The other three could not recall completing one.
- ◇ One respondent reported feeling scared during their time working with the YOS but felt that staff had helped a lot in dealing with the issue.
- ◇ All the children and young people felt that life had improved for them as a result of their work with the YOS. All felt that they were either a bit or a lot less likely to reoffend as a result of the work done. One said "*before I did not bother with education or anything, but now I am in college and doing very well*".
- ◇ Others commented about the YOS in very positive terms: "*I love it*", said one, while another added "*It is amazing*".

Victims

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

- ◇ Nine of the ten respondents said that the YOS workers had explained the services on offer and seven said that their needs had been taken into account. Four said that their safety had been taken into account, but three said that this was not the case.
- ◇ One person had benefited from work done by the child or young person who had offended against them.
- ◇ Six of the ten were either mostly or completely satisfied with the service provided by the YOS.
- ◇ One commented "*It seemed to me that the young person was given much more support than myself and his welfare seemed more important than mine as he was a child and I was an adult*".
- ◇ Another said "*My experience with the YOS was nothing but positive*".

1. ASSESSMENT AND SENTENCE PLANNING

OVERALL SCORE: 83%

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:

77%

Comment:

MINIMUM improvement required

Strengths:

- (1) A RoSH screening was completed in all but one case in the sample and on time in 74% of cases.
- (2) We considered that 71% of RoSH screenings were accurate and we agreed with the classification of risk in all except two cases.
- (3) Where required, a full RoSH assessment was completed in all except 2 out of 14 cases.
- (4) The RoSH assessment drew adequately on all appropriate information sources, including MAPPA, other agencies' and previous assessments and information from victims in just over three-quarters of relevant cases.
- (5) An RMP was required in ten cases; 80% of these were completed and 70% were of sufficient quality. We considered the management oversight of the RMP was effective in 70% of cases.
- (6) Where there was no requirement for an RMP, or where one had not been produced, the need for planning for *RoH* issues had been recognised in 12 out of 18 cases (67%).
- (7) We examined three cases which we judged needed to be referred to MAPPA. All had been referred promptly and at the appropriate MAPPA level.
- (8) Case managers had communicated the details of risk assessments and RMPs to relevant staff and agencies in 13 out of 17 relevant cases (76%).

Areas for improvement:

- (1) In 31% of cases the RoSH analyses were not completed on time and 30% were of insufficient quality. We found several cases where the *RoH* associated with the child or young person's reckless behaviour or with their use of weapons were not fully considered. In two cases, the *Risk of Harm* to victims was not fully considered.
- (2) Four out of ten required RMPs were not completed on time.
- (3) We considered that management oversight of the *RoH* assessment was effective in only half of all relevant cases.

1.2 Likelihood of Reoffending:	
General Criterion: <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>	
Score: 85%	Comment: MINIMUM improvement required

Strengths:

- (1) Initial assessments of LoR were carried out in all except one case and on time in 71% of cases. They were of sufficient quality in 84% of cases.
- (2) Children and young people were actively engaged in the preparation of 95% of initial assessments and 89% of plans. Parents/carers were similarly engaged in 94% of assessments and 75% of plans.
- (3) An assessment of the learning style of the child or young person occurred in 81% of the cases examined and appeared to be a routine part of the induction process. We saw a number of examples of specific learning styles being catered for when planning interventions, such as the creative use of images for those with language and learning difficulties.
- (4) Information from a variety of other agencies, including children's social care services, education providers, mental health services and the police, was used to inform the initial assessment in most cases.
- (5) Initial assessments were reviewed at appropriate intervals in all except three cases.
- (6) We examined ten custodial cases, all of which included a custodial sentence plan. In eight out of ten cases the custodial sentence plan had been completed on time and seven sufficiently addressed those factors which made the child or young person more likely to reoffend.

- (7) Most custodial sentence plans took Safeguarding needs into account, three-quarters responded appropriately to the child or young person's diversity needs and almost all included positive factors. Specific objectives in relation to Safeguarding work were included in seven out of nine relevant custodial sentence plans (78%).
- (8) All except three cases had a community intervention plan/referral order contract. In 88% of cases plans/contracts sufficiently addressed factors linked to offending and took both Safeguarding and *RoH* issues into account, setting appropriate objectives in relation to Safeguarding in 93% of cases and prioritising objectives according to *RoH* in 85%.
- (9) Almost all of these plans acknowledged positive factors in the child or young person's life and incorporated the learning style and Safeguarding needs. All responded appropriately to identified diversity needs. Community intervention plans/referral order contracts were well integrated with RMPs and included objectives sensitive to victims' issues in 75% and 77% of cases respectively.
- (10) All community intervention plans/referral order contracts focused on achievable change. Almost all reflected national standards and set relevant goals and timescales for the child or young person.
- (11) A variety of other relevant agencies, including education providers, substance misuse and mental health services, the police and the secure custodial estate (where relevant), were actively and meaningfully involved in the planning process in the majority of cases.
- (12) Custodial sentence plans were reviewed in all cases, with YOS workers being actively and meaningfully involved throughout the custodial planning process in all cases. All except one community intervention plan was reviewed at appropriate intervals.

Areas for improvement:

- (1) Only 62% of community intervention plans/referral order contracts were completed on time. Often, this arose when YOS workers delayed holding the initial planning meeting until all relevant parties were available, thereby improving the quality of the meetings, but at the expense of timeliness.
- (2) In half of relevant custodial cases, the sentence plan was not well integrated with the RMP. Objectives within custodial sentence plans were prioritised according to *RoH* in only 40% of relevant cases and victims' issues were incorporated in only 44%.
- (3) Only half the custodial plans incorporated the learning style of the child or young person.
- (4) Objectives were sequenced according to offending-related need in only three of the ten custodial sentence plans. This was better in community intervention plans/referral order contracts where logical sequencing was evident in 68% of cases, although there was still room for improvement here.
- (5) The *What do YOU think?* self-assessment questionnaire was used in 58% of all cases in the sample.

- (6) Children’s social care services were considered to be actively and meaningfully involved in the planning process throughout the sentence in only half of the 14 relevant cases. Considerable efforts were made by YOS workers to engage social workers in their cases, but often with limited success.

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:

83%

Comment:

MINIMUM improvement required

Strengths:

- (1) An Asset vulnerability screening was completed in all except one of the cases examined and on time in just under three-quarters of these.
- (2) Safeguarding needs were fully and accurately reviewed as appropriate in 87% of cases.
- (3) In 80% of relevant cases, VMPs informed interventions; in all but one relevant case YOS workers had contributed to other agencies’ assessments and plans to safeguard the child or young person, as necessary.
- (4) In all custodial cases, the secure estate was promptly advised of vulnerability issues prior to or immediately on sentencing.

Areas for improvement:

- (1) The quality of the vulnerability screening was judged to be sufficient in 68% of cases examined. In a number of cases, we felt that factors such as violence in the home or homelessness had not been fully considered in assessing vulnerability.
- (2) A VMP had not been completed in 6 out of the 16 cases where, in our view, one was required.
- (3) Only 56% of VMPs were timely and of sufficient quality. In one case the VMP did not take into account the fact that the child or young person was looked after by the local authority.
- (4) Where other relevant plans (care, pathway, protection) existed, these were not always evident from our scrutiny of the case records. There appeared to be a particular problem in accessing notes of Looked After Children reviews in some cases.

- (5) Management oversight of vulnerability assessments was judged to be ineffective in 48% of cases.

COMMENTARY on Assessment and Sentence Planning as a whole:

The YOS had introduced a pro forma template for the initial planning meeting in community cases and prioritised the attendance of specialist workers at the planning meeting, in order that issues such as substance misuse, mental health and emotional well-being could be fully explored. This led to comprehensive and easily understood plans being produced, which tended to be well integrated with RMPs in particular. However, timeliness of completing assessments and plans suffered, apparently as a consequence of this arrangement. With custodial cases, YOS workers were restricted to the existing forms in use throughout the custodial estate, which tended to be less flexible; custodial sentence plans were weaker than their community equivalents as a result. The quality of VMPs left room for improvement, with those in custodial cases sometimes focusing too narrowly on issues relating to self-harm and suicide, rather than on wider vulnerability concerns.

We saw good evidence of YOS workers engaging effectively with children and young people and their parents/carers for the purposes of assessment and planning. Although the *What do YOU think?* self-assessment form was used in only 58% of cases examined, alternative means were regularly used of gaining the views of children and young people, including via a locally produced document, which detailed *My Agreed Risks and Strengths*. This local initiative coordinated the priorities of the child or young person with those of the YOS worker, linking both to the assessments within Asset and forming the basis for planned interventions.

Just under one-third of the children and young people in our case sample had disabilities, including many with learning difficulties or mental health problems, which we felt would have had an impact on their ability to complete and benefit from supervision. Learning styles were routinely assessed and we found many examples of YOS workers who had adapted their style of working to suit the needs of these children and young people.

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:

78%

Comment:

MINIMUM improvement required

Strengths:

- (1) *RoH* was reviewed thoroughly and regularly in 71% of cases, with changes in *RoH* factors being anticipated, where feasible, in over three-quarters of cases.
- (2) Although we saw only three cases involving MAPPAs, these were all managed appropriately, with decisions taken within MAPPAs being clearly recorded, followed through and acted upon. YOS workers contributed effectively to MAPPAs in all cases.
- (3) Similarly, YOS workers contributed effectively to multi-agency meetings, other than MAPPAs, in all relevant custodial cases and all except one community case.
- (4) Purposeful home visits had been carried out in line with the level of *RoH* posed in 79% of relevant cases.
- (5) Appropriate attention had been given to assessing the safety of victims in 17 out of 21 relevant cases (81%), with victim safety being prioritised throughout the sentence in 8 out of 11 cases (73%).
- (6) A suitable level of resource had been allocated throughout the sentence according to the *RoH* in 95% of cases.
- (7) In 14 out of 16 relevant community cases and four out of five custodial ones, specific interventions to manage *RoH* were delivered as planned. Such interventions were reviewed following a significant change in eight out of nine relevant community cases and two out of three custodial ones.

Areas for improvement:

- (1) Whilst appropriate practical actions were often taken, thorough reviews of *RoH* assessments and plans took place in only five out of the ten cases where significant changes in the circumstances of the child or young person had occurred.
- (2) There was effective management oversight of *RoH* in 10 out of 16 relevant community cases (63%) and three out of five custodial ones (60%).

2.2 Reducing the Likelihood of Reoffending:	
General Criterion: <i>The case manager coordinates and facilitates the structured delivery of all elements of the intervention plan.</i>	
Score: 93%	Comment: MINIMUM improvement required

Strengths:

- (1) Interventions delivered in the community were of good quality and designed to reduce the LoR in all except two cases. Almost all community interventions were implemented in line with the intervention plan, reviewed appropriately and incorporated relevant diversity issues, including the child or young person's learning style.
- (2) In all custodial cases, the YOS was appropriately involved in the review of interventions to be delivered in custody.
- (3) The Scaled Approach intervention level, based on the assessed LoR and RoSH, was judged to be correct in all cases.
- (4) The requirements of the sentence had been implemented in all cases and appropriate resources were allocated throughout the sentence in accordance with the assessed LoR in all cases.
- (5) We felt that the YOS worker had actively motivated and supported the child or young person and reinforced positive behaviour in all custody cases and in almost all community cases. Similarly, we were satisfied that the YOS had actively tried to engage parent/carers, where appropriate, in a similar proportion of custodial and community cases.

Area for improvement:

- (1) Arrangements for the sequencing of delivered interventions left room for improvement; they were sequenced appropriately in 62% 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:

91%

Comment:

MINIMUM improvement required

Strengths:

- (1) We examined three cases where all necessary immediate action had been taken to protect the child or young person, two from the community sample and one in custody. In a further three cases immediate action was needed, and taken, to protect other affected children and young people.
- (2) Referrals to other agencies in order to ensure Safeguarding were necessary in 13 cases; all appropriate action was taken in these cases.
- (3) Inter-agency working was effective in both custodial and community cases, with collaboration with most relevant agencies to promote Safeguarding evident in all custody cases and the vast majority of community ones. In particular, the YOS worked well with substance misuse and mental health services, ETE providers, the secure estate and the police to promote Safeguarding.
- (4) During the transition from custody to community, the YOS worked collaboratively in all cases with most relevant services including physical health, mental health, substance misuse, accommodation and ETE in order to ensure continuity of provision.
- (5) Specific interventions to promote Safeguarding had been identified in 25 custodial and community cases and delivered in all except two cases. Such interventions were integrated with VMPs and regularly reviewed in the great majority of cases.
- (6) We found evidence of effective management oversight of vulnerability and Safeguarding needs in 90% of community cases and 78% of custodial ones.
- (7) All relevant staff had supported and promoted the well-being of the child or young person throughout the course of the sentence in all custodial cases and 94% of community ones.

Areas for improvement:

- (1) Throughout the course of the sentence, purposeful home visits were carried out in relation to Safeguarding issues in 63% of cases.
- (2) Children's social care services worked together with YOS workers to promote the Safeguarding of the child or young person in only half of the 12 relevant

community cases and three out of five relevant custodial ones. Similarly, they worked together to effect a smooth transition from custody to community in only three out of the five relevant cases.

COMMENTARY on Delivery and Review of Interventions as a whole:

The quality and range of available interventions was good; YOS workers demonstrated flair and innovation, along with commitment to the children and young people. Interventions were tailored to individual learning styles and creative worksheets, where appropriate, were well used. A strong lead was provided by the in-house psychologist to workers dealing with children and young people, many of whom were emotionally disturbed or had other mental health and substance misuse problems. Support was readily available for these children and young people including counselling and healthy living advice through the very popular resource of the sports officer.

We saw several examples of effective inter-agency working, particularly with ETE providers, which enhanced both the range of options available to case managers and the quality of their supervision of children and young people. However, we were disappointed with the effectiveness of inter-agency work with children's social care services. In many cases, YOS workers were striving hard to raise Safeguarding concerns with children's social care services, but the two agencies appeared to lack a shared understanding about thresholds for social care involvement. Management support to resolve such issues was well evidenced, but problems persisted in this area of work. In contrast, relationships with the secure estate were good, with effective pre and post-release planning on the part of both agencies.

3. OUTCOMES

OVERALL SCORE: 84%

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:

80%

Comment:

MINIMUM improvement required

Strengths:

- (1) We considered that *RoH* had been managed effectively in 73% of all relevant cases. Similarly, *Risk of Harm* to specifically identifiable victims or potential victims was judged to have been effectively managed in 79% of cases where this was applicable.
- (2) Where the child or young person had not complied with the requirements of their sentence, appropriate action to encourage compliance or enforce the order had been taken in 88% of cases.
- (3) In over two-thirds of cases, we judged that progress had been made on some if not all of the most significant factors relating to the child or young person's LoR. The factors which most often saw progress being made included the child or young person's attitude and motivation to change, their thinking and behaviour and their physical health.
- (4) There had been a reduction in both the frequency and seriousness of offending in 76% and 75% of cases respectively.
- (5) All reasonable action had been taken to keep the child or young person safe in 85% of relevant cases.

3.2 Sustaining outcomes:

General Criterion:

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

Score:

94%

Comment:

MINIMUM improvement required

Strengths:

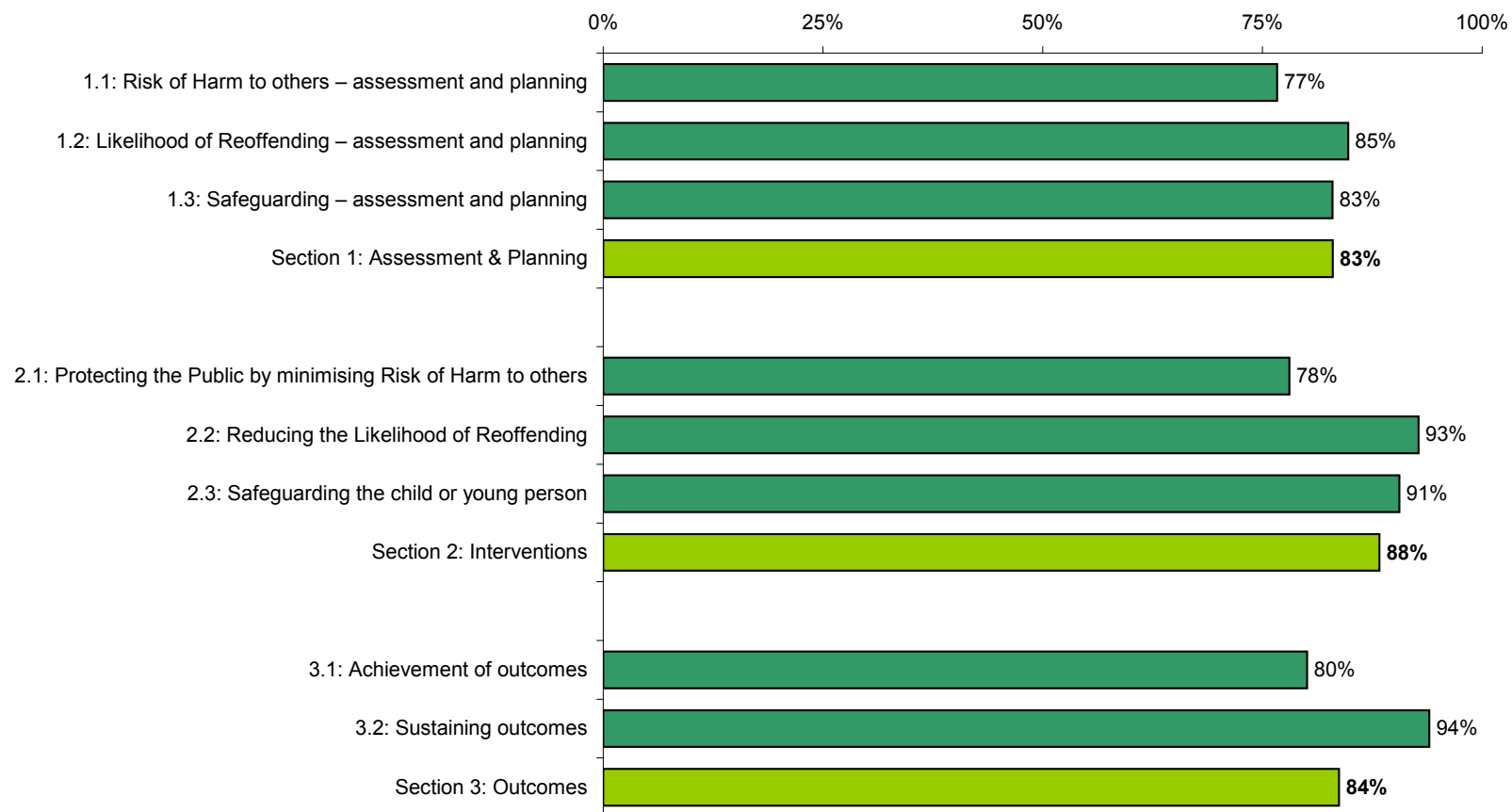
- (1) Full attention had been given to community integration issues in all custodial cases and all except two community ones. In particular, effective use was made of the sports officer and a large number of volunteer mentors to assist with community integration.
- (2) Action had been taken or plans were in place to ensure that positive outcomes were sustainable in all custodial and 90% of community cases.

COMMENTARY on Outcomes as a whole:

Good work by the YOS in supporting children and young people and in delivering quality interventions was reflected in the positive outcomes achieved. We found appropriate attention being paid to the period of transition from custody to community and some good examples of case managers thinking ahead and planning for the end of the child or young person's order or licence. Voluntary support was offered at the end of the sentence in order to manage *RoH* and vulnerability.

Appendix 1: Scoring summary of sections 1-3

CCI Peterborough General Criterion Scores



Appendix 2: Contextual information

Area

Peterborough YOS was located in the East of England.

The area had a population of 173,400 as measured in the ONS Mid Year Estimates 2010. 11.0% of the population were aged 10 to 17 years old (Census 2001). This was higher than the average for England/Wales, which was 10.4%.

The population of Peterborough was predominantly white British (85%) (Resident Population Estimates by Ethnic Group 2009). The population with a black and minority ethnic heritage (15%) was above the average for England/Wales of 12%.

Reported offences for which children and young people aged 10 to 17 years old received a pre-court disposal or a court disposal in 2009/2010, at 56 per 1,000, were worse than the average for England/Wales of 38.

YOS

The YOS boundaries were within those of the Cambridgeshire Constabulary area. The Cambridgeshire and Peterborough Probation Trust and the Cambridgeshire and Peterborough Foundation Trust (NHS) covered the area.

The YOS was located within the Directorate of Children's Services of the unitary authority of Peterborough. It was managed by the Assistant Director, Safeguarding Children and Communities.

The YOS Headquarters and the operational work of the YOS were based in the city centre. ISS was provided in-house, delivered by generic teams.

Youth Justice Outcome Indicators 2011/2012 onwards

The national youth justice indicators for England have been replaced by three outcome indicators. These indicators will also be used in Wales.

1. The reoffending measure is a count of the number of 10 to 17 year olds who reoffend within 12 months of their conviction.

2. The first time entrants measure counts the number of young people given their first pre-court or court disposal and thus entering the youth justice system within each year.

3. The use of custody for young people aged 10 to 17 years.

For further information about current data, the YJB and the performance management of YOSs, please refer to:

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

Appendix 3: Inspection Arrangements

Fieldwork for this inspection was undertaken in January/February 2012 and involved the examination of 38 cases.

Model

The Core Case Inspection (CCI) involves visits to all 158 Youth Offending Teams in England and Wales over a three year period from April 2009. Its primary purpose is to assess the quality of work with children and young people who offend, against HMI Probation's published criteria, in relation to assessment and planning, interventions and outcomes. We look at work over the whole of the sentence, covering both community and custody elements.

Methodology

The focus of our inspection is the quality of work undertaken with children & young people who offend, whoever is delivering it. We look at a representative sample of between 38 and 99 individual cases up to 12 months old, some current others terminated. These are made up of first tier cases (referral orders, action plan and reparation orders), youth rehabilitation orders (mainly those with supervision requirements), detention and training orders and other custodial sentences. The sample seeks to reflect the make up of the whole caseload and will include a number of those who are a high *Risk of Harm to others*, young women and black & minority ethnic children & young people. Cases are assessed by a small team of inspection staff with Local Assessors (peer assessors from another Youth Offending Team in the region). They conduct interviews with case managers who are invited to discuss the work with that individual in depth and are asked to explain their thinking and to show where to find supporting evidence in the record. These case assessments are the primary source of evidence for the CCI.

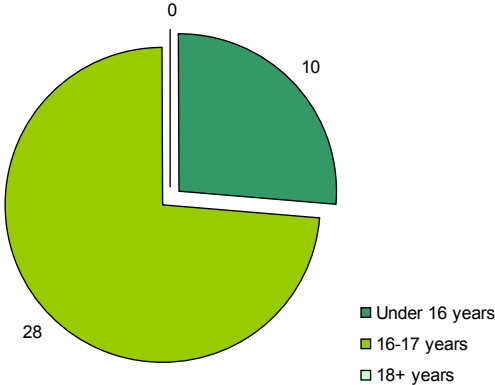
Prior to the inspection we receive copies of relevant local documents and a brief report from the Youth Justice Board. We also gather the views of service users (children & young people and victims) by means of computer and paper questionnaires.

Publication arrangements

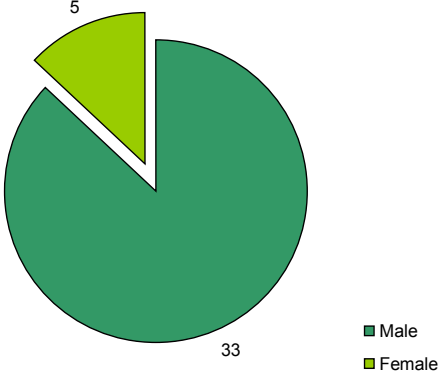
- Provisional findings are given to the YOS two weeks after the inspection visit takes place.
- A draft report is sent to the YOS for comment 4-6 weeks after the inspection, with publication following approximately 6 weeks later. In addition to a copy going to the relevant Minsters, other inspectorates, the MoJ Policy Group and the Youth Justice Board receive a copy. Copies are made available to the press and placed on our website.
- Reports on CCI in Wales are published in both Welsh and English.

Appendix 4: Characteristics of cases inspected

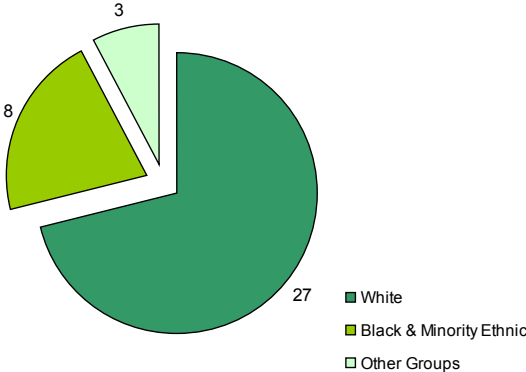
Case Sample: Age at start of Sentence



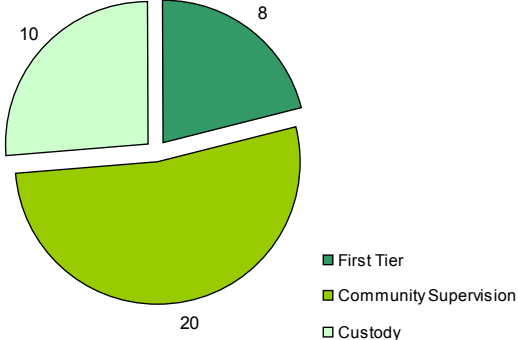
Case Sample: Gender



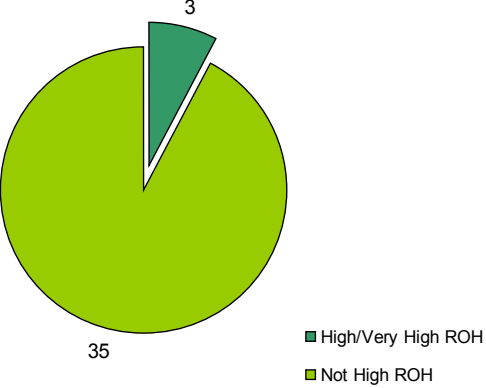
Case Sample: Ethnicity



Case Sample: Sentence Type



Case Sample: Risk of Harm



Appendix 5: Scoring approach

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

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

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

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

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

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

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

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

Appendix 6: Glossary

ASB/ASBO	Antisocial behaviour/Antisocial Behaviour Order
Asset	A structured assessment tool based on research and developed by the Youth Justice Board looking at the young person's offence, personal circumstances, attitudes and beliefs which have contributed to their offending behaviour
CAF	Common Assessment Framework: a standardised assessment of a child or young person's needs and of how those needs can be met. It is undertaken by the lead professional in a case, with contributions from all others involved with that individual
CAMHS	Child and Adolescent Mental Health Services: part of the National Health Service, providing specialist mental health and behavioural services to children and young people up to at least 16 years of age
Careworks	One of the two electronic case management systems for youth offending work currently in use in England and Wales. See also YOIS+
CRB	Criminal Records Bureau
DTO	Detention and training order: a custodial sentence for the young
Estyn	HM Inspectorate for Education and Training in Wales
ETE	Education, Training and Employment: work to improve an individual's learning, and to increase their employment prospects
FTE	Full-time equivalent
HM	Her Majesty's
HMIC	HM Inspectorate of Constabulary
HMI Prisons	HM Inspectorate of Prisons
HMI Probation	HM Inspectorate of Probation
Interventions; <i>constructive</i> and <i>restrictive</i> interventions	<p>Work with an individual that is designed to change their offending behaviour and/or to support public protection.</p> <p>A <i>constructive</i> intervention is where the primary purpose is to reduce Likelihood of Reoffending.</p> <p>A <i>restrictive</i> intervention is where the primary purpose is to keep to a minimum the individual's <i>Risk of Harm to others</i>. Example: with a sex offender, a <i>constructive intervention</i> might be to put them through an accredited sex offender programme; a <i>restrictive intervention</i> (to minimise their <i>Risk of Harm</i>) might be to monitor regularly and meticulously their accommodation, their employment and the places they frequent, imposing and enforcing clear restrictions as appropriate to each case. NB. Both types of intervention are important</p>
ISS	Intensive Surveillance and Supervision: this intervention is attached to the start of some orders and licences and provides initially at least 25 hours programme contact including a substantial proportion of education, training and employment
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. See also restrictive Interventions</i>
'RoH work', or 'Risk of Harm work'	This is the term generally used by HMI Probation to describe work to protect the public, primarily using <i>restrictive interventions</i> , to keep to a minimum the individual's opportunity to behave in a way that is a <i>Risk of Harm to others</i>
RoSH	Risk of Serious Harm: a term used in Asset. HMI Probation prefers not to use this term as it does not help to clarify the distinction between the <i>probability</i> of an event occurring and the <i>impact/severity</i> of the event. The term <i>Risk of Serious Harm</i> only incorporates 'serious' impact, whereas using ' <i>Risk of Harm</i> ' enables the necessary attention to be given to those offenders for whom lower <i>impact/severity</i> harmful behaviour is <i>probable</i>
Safeguarding	The ability to demonstrate that all reasonable action has been taken to keep to a minimum the risk of a child or young person coming to harm
Scaled Approach	The means by which YOSs determine the frequency of contact with a child or young person, based on their RoSH and LoR
SIFA	Screening Interview for Adolescents: Youth Justice Board approved mental health screening tool for specialist workers
SQIFA	Screening Questionnaire Interview for Adolescents: Youth Justice Board approved mental health screening tool for YOS workers
VMP	Vulnerability management plan: a plan to safeguard the well-being of the individual under supervision
YJB	Youth Justice Board for England and Wales
YOI	Young Offenders Institution: a Prison Service institution for young people remanded in custody or sentenced to custody
YOIS+	Youth Offending Information System: one of the two electronic case management systems for youth offending work currently in use in England and Wales. See also Careworks
YOS/YOS/YJS	Youth Offending Service/ Team/ Youth Justice Service. These are common titles for the bodies commonly referred to as YOSs
YRO	The youth rehabilitation order is a generic community sentence used with young people who offend

Appendix 7: Role of HMI Probation and Code of Practice

Information on the Role of HMI Probation and Code of Practice can be found on our website:

<http://www.justice.gov.uk/about/hmi-probation/>

The Inspectorate is a public body. Anyone wishing to comment on an inspection, a report or any other matter falling within its remit should write to:

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6th Floor, Trafford House
Chester Road, Stretford
Manchester, M32 0RS*