



Inspection of  
Youth  
Offending

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Arolygiad ar y Cyd Cyfiawnder Troseddol

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

Report on youth offending  
work in:

**Bedfordshire**

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## Foreword

Our Core Case Inspection of youth offending work in Bedfordshire 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.

Bedfordshire YOS was a shared service between Bedford Borough Council and Central Bedfordshire Council. We found a staff team committed to delivering quality interventions with children and young people, supported by effective partnership working. The areas for improvement are recognised by managers and attention is being paid to provide more consistent oversight of *Risk of Harm* work. As such, Bedfordshire YOS is in a strong position to build upon the strengths identified by this inspection.

Overall, we consider this a 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 Bedfordshire
	Lowest	Highest	Average	
<b>'Safeguarding' work</b> <i>(action to protect the young person)</i>	37%	91%	67%	<b>77%</b>
<b>'Risk of Harm to others' work</b> <i>(action to protect the public)</i>	36%	86%	62%	<b>63%</b>
<b>'Likelihood of Reoffending' work</b> <i>(individual less likely to reoffend)</i>	43%	87%	70%	<b>76%</b>

## **Acknowledgements**

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## Scoring and Summary Table

This report provides percentage scores for each of the 'practice criteria' essentially indicating how often each aspect of work met the level of quality we were looking for. In these inspections we focus principally on the *Public Protection* and *Safeguarding* aspects of the work in each case sample. Accordingly, we are able to provide a score that represents how often the *Public Protection* and *Safeguarding* aspects of the cases we assessed met the level of quality we were looking for, which we summarise here<sup>1</sup>. We also provide a headline 'Comment' by each score, to indicate whether we consider that this aspect of work now requires either **MINIMUM**, **MODERATE**, **SUBSTANTIAL** or **DRASTIC** improvement in the immediate future.

### **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:**  
**77%**

**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:**  
**63%**

**Comment:**  
**MODERATE improvement required**

### **Public Protection - Likelihood of Reoffending score:**

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

**Score:**  
**76%**

**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.

<sup>1</sup> An explanation of how the scores are calculated can be found in Appendix 5

## **Recommendations for improvement**

(primary responsibility is indicated in brackets)

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

- (1) a timely and good quality assessment and plan, using Asset, is completed when the case starts (YOS Manager)
- (2) specifically, a timely and good quality assessment of the individual's *Risk of Harm to others* is completed at the start, as appropriate to the specific case (YOS Manager)
- (3) as a consequence of the assessment, the record of the intervention plan is specific about what will now be done in order to safeguard the child or young person from harm, to make them less likely to reoffend, and to minimise any identified *Risk of Harm to others* (YOS Manager)
- (4) there is a timely review of assessments including following receipt of significant new information (YOS Manager)
- (5) sufficient attention is given to the safety of victims throughout the course of the sentence (YOS Manager)
- (6) there is regular and effective oversight by management, clearly recorded within the case record, as appropriate to the specific case (YOS Manager).

## **Next steps**

An improvement plan addressing the recommendations should be submitted to HM Inspectorate of Probation four weeks after the publication of this inspection report. Once finalised, the plan will be forwarded to the Youth Justice Board to monitor its implementation.

## Making a difference

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

### Assessment and Sentence Planning

#### General Criterion: 1.2a

Ross received a custodial sentence for a serious offence of violence committed with a group of young people. He had not been to court before and both he and his family were devastated by his involvement in the offence. Recognising this, the YOS worker took time to complete home visits as part of her initial assessment. She was able to explain in detail what Ross could expect in custody and how he should make best use of his sentence. As a result the impact upon Ross and his family was reduced, allowing him to settle quickly. He became a gold trainee and the education and training work completed in custody helped prepare him for employment upon release. Ross was now working full-time and had not reoffended.

### Delivery and Review of Interventions

#### General Criterion: 2.2b

Max was a troubled young man on a community order for an offence of violence. He had a statement of educational needs with emotional and behavioural problems. Recognising that Max was struggling with his sense of identity, his YOS worker developed an exercise aimed at helping him to see how stereotypes develop. Max's worker used a series of photographs and separate offence descriptions to help him understand where his own views and perceptions had come from. The worker then used this with Max to look at why there was such interest in his offending and how he could move away from the picture painted of him as an offender. Max started to develop in confidence, recognising that he could be viewed differently and at the time of the inspection there had been no further offending.

### Outcomes

#### General Criterion: 3.1a

Gina was a 14 year old young woman with moderate learning difficulties, sentenced to a community order for an offence of assault and public disorder. A restraining order was imposed to help protect the victim who lived in the local community. The YOS worker identified that Gina needed very clear instructions and boundaries. To help Gina understand the restraining order, the YOS worker drew a map showing where she could and could not go. Gina abided by the order and with the help of her YOS worker moved to specialist residential provision away from the area and which met her educational needs.

All names have been altered.



## Service users' perspective

### Children and young people

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

- ◇ All 20 respondents said that they knew why they had to come to the YOS. Eighteen said that YOS staff had explained what would happen to them.
- ◇ Three-quarters felt that YOS staff listened completely to what they had to say and three felt that this was mostly the case.
- ◇ Just over half felt that YOS staff were completely interested in helping them and eight felt that this was the case most of the time.
- ◇ Eleven felt that the YOS had definitely dealt with the things that they needed help with; a further six felt that this had happened most of the time.
- ◇ Thirteen of the children and young people remembered completing a *What do YOU think? self-assessment* questionnaire or another form about themselves.
- ◇ The great majority of children and young people knew what a sentence plan or referral order contract was and nine said that they had been given a copy.
- ◇ All but one of those who had a sentence plan, and had been coming to the YOS for long enough, said that their plan had been reviewed.
- ◇ Eight of the respondents said that the YOS had helped them with school, training or getting a job. Ten had been helped to understand their offending and six had been helped to make better decisions. One child or young person commented that: *"loads of things has got better i have stopped doing crime"* (sic). Another had *"got back into school, started doing more things with my spare time"*.
- ◇ Fourteen said that they were a lot less likely to reoffend as a result of their involvement with the YOS; three were a bit less likely to reoffend and three felt that it had made no difference.
- ◇ On a scale of zero to ten (ten being completely satisfied) eighteen rated the service given to them so far as a five or more. Of these, four rated it as a ten; three rated it as a nine and five rated it as an eight. One respondent commented that the YOS worker *"Constantly harasses me in a good way too be good, not to runaway and that , its like its more than a job to himm cause he sees that I have got what it takes to live a different life"* (sic).

## Victims

Two questionnaires were completed by victims of offending by children and young people. The number of respondents was too few to draw any conclusions.

- ◇ On a scale of one to four (four being completely satisfied) both respondents rated the service given to them by the YOS as a three.
- ◇ Both felt that the YOS had explained what service they could offer and had benefited from work done by the child or young person who had committed the offence.
- ◇ Both respondents said that they had been given an opportunity to talk about any worries that they had about the offence.
- ◇ The one person who answered the question stated that their individual needs had been taken into account.

## 1. ASSESSMENT AND SENTENCE PLANNING

**OVERALL SCORE: 70%**

### 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 was completed in 95% of cases with 76% completed on time. We considered that 81% were accurate.
- (2) A full RoSH analysis had been completed in 89% of applicable cases.
- (3) We agreed with the initial classification of *RoH* in 94% of cases.
- (4) In 80% of cases, the *RoH* assessment drew adequately on all appropriate information including MAPPAs, other agencies' and previous assessments and information from victims.
- (5) One case met the criteria for management at MAPPA Level 2 and this had been identified and referred in a timely manner.

**Areas for improvement:**

- (1) The full RoSH analysis had not been completed on time in 37% of cases; 32% were of insufficient quality. The reason for this was that previous relevant behaviour and the risk to victims had not always been fully considered.
- (2) An RMP had been completed in 11 of the 18 cases where it was required (61%). Eight had been completed on time (44%). Six of the RMPs were deemed to be of sufficient quality (33%). The main limiting factor was that the planned response was unclear or inadequate.
- (3) Management oversight of the RMP was found to have been effective in only one-third of applicable cases.

- (4) Where there had been no requirement for an RMP the need for planning for *RoH* issues had been recognised in 8 out of 14 relevant cases (57%) and acted upon in 3 out of 11 cases (27%).
- (5) In 36% of qualifying cases, the RoSH analysis and its management had not been appropriately communicated to relevant staff and agencies.
- (6) Effective management oversight of the *RoH* assessment had been evident in 8 out of 26 applicable cases (31%).

<b>1.2 Likelihood of Reoffending:</b>	
<p><b>General Criterion:</b></p> <p><i>The assessment of the LoR is comprehensive, accurate and timely and uses Asset and other relevant assessment tools. Plans are in place to reduce LoR.</i></p>	
<p><b>Score:</b></p> <p><b>71%</b></p>	<p><b>Comment:</b></p> <p><b>MODERATE improvement required</b></p>

**Strengths:**

- (1) An initial assessment of LoR had been completed in 95% of cases, with 72% completed on time.
- (2) The child or young person had been actively engaged with the initial assessment in 91% of cases and parents/carers in 84%.
- (3) The case manager had formally assessed the child or young person's learning style in 77% of cases.
- (4) The initial assessment was further informed by contact with children's social care services (80%) and ETE providers (77%). Contact had been made with the secure establishment in all but one relevant case and with the police and physical health services in all applicable cases.
- (5) A timely custodial sentence plan had been completed in 88% of cases; 78% sufficiently addressed the factors that had been identified as most closely linked to offending such as substance misuse and motivation to change. Four out of five relevant plans had taken account of Safeguarding needs. Six out of seven included positive factors linked to the child or young person's circumstances.
- (6) Sentencing objectives within the custodial plan were inclusive of appropriate Safeguarding work in all five relevant cases.
- (7) YOS workers had been actively and meaningfully involved throughout the custodial planning process.

- (8) A community intervention plan or referral order contract was produced in all but one case with 86% completed on time. Almost three-quarters were focused on achievable change for the child or young person with 71% setting relevant goals.
- (9) The child or young person had been meaningfully involved in the planning process in almost all cases and parents/carers in over three-quarters.
- (10) External agencies had been actively and meaningfully involved with the planning process as determined by the needs of the case. This included children's social care services (86%), ETE providers (88%), emotional and mental health services (83%), accommodation services (88%) and substance misuse services (94%). The police and secure establishment had been involved in all relevant cases.
- (11) The custodial sentence plan had been reviewed as required in all cases and the community intervention plan or contract in 71% of instances.

***Areas for improvement:***

- (1) The quality of the initial assessment of LoR was insufficient in 32% of cases. The main limiting factor was unclear and/or insufficient evidence in support of the assessment.
- (2) The children and young people's self-assessment questionnaire, *What do YOU think?* had been used to inform the initial assessment in 49% of cases.
- (3) The initial assessment was informed by contact with the ASB team in one out of three relevant cases (33%).
- (4) In 39% of cases the initial assessment had not been reviewed at appropriate intervals.
- (5) None of the six applicable custodial sentence plans had integrated the RMP. Three out of seven had responded positively to identified diversity needs and four out of eight incorporated the child or young person's learning style.
- (6) The community intervention plan/referral order contract had sufficiently addressed the factors that had been identified as most closely linked to offending in 59% of cases. Significant omissions included living arrangements, family and personal relationships and the child or young person's lifestyle.
- (7) Objectives within the intervention plan/referral order contract had been prioritised according to *RoH* in 38% of cases. They were sequenced according to offending-related need in 31%. Sufficient account was taken of appropriate safeguarding work in 67%, diversity issues in 41% and victim issues in 59%.
- (8) Objectives within the custodial plan had been prioritised according to *RoH* in five out of nine relevant cases (56%) and were sensitive to diversity issues in two out of seven (29%). Sequencing according to offending-related need was evident in four out of nine cases (44%). Victim issues had been accounted for in one out of four cases (25%).
- (9) Community intervention plans and referral order contracts integrated the RMP in only 2 out of 16 applicable cases (13%) and took into account

Safeguarding needs in 10 out of 19 (53%). The child or young person's learning style had been incorporated in 56% and identified diversity factors responded to appropriately in 43%.

<b>1.3 Safeguarding:</b>	
<b>General Criterion:</b> <i>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.</i>	
<b>Score:</b> <b>71%</b>	<b>Comment:</b> <b>MODERATE improvement required</b>

### **Strengths:**

- (1) An Asset vulnerability screening had been completed in 92% of the sample, with 76% completed on time and to sufficient quality.
- (2) The secure establishment had been made aware of vulnerability issues prior to or immediately on sentence in eight out of nine custody cases.
- (3) A contribution had been made to other assessments and plans to safeguard the child or young person in 10 out of 11 relevant cases (91%).
- (4) Safeguarding needs were reviewed as appropriate in 86% of cases.

### **Areas for improvement:**

- (1) A VMP was completed in 10 of the 19 cases where one was required (53%). Seven had been completed on time and six were of sufficient quality. Roles and responsibilities were not always clear (two cases); likewise, the planned response should the level of vulnerability increase (two cases).
- (2) In four out of seven instances the VMP had informed other applicable plans.
- (3) The VMP contributed to and informed interventions in three out of ten applicable cases.
- (4) Copies of other plans (care, pathway, protection) were found in 8 of the 13 relevant case files (62%).
- (5) There had been effective management oversight of vulnerability assessments in 9 out of 18 relevant cases (50%).

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

Bedfordshire YOS staff had worked hard to engage children and young people and their parents/carers from the beginning. Initial assessments benefited from prompt access to information from both the police and children's social care databases. The YOS Drug Alcohol and Sexual Health worker undertook a full and detailed assessment as required by the individual needs of the case. These specialist assessments were a valuable source of information for the case manager and informed the child or young person's intervention plan.

Whilst we saw some examples of managers being involved with cases there was insufficient evidence of effective management oversight, focused upon improving practice. This was frequently because required improvements had not been identified, but we also found some instances where insufficient assessments and plans had been endorsed by managers.

## 2. DELIVERY AND REVIEW OF INTERVENTIONS

**OVERALL SCORE: 80%**

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

**General Criterion:**

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

**Score:**

**66%**

**Comment:**

**MODERATE improvement required**

**Strengths:**

- (1) Effective use had been made of MAPPA processes in the one applicable case in the sample.
- (2) Case managers and other relevant staff had contributed effectively to multi-agency meetings in 22 out of 23 applicable cases.
- (3) Purposeful home visits had been undertaken throughout the sentence, in line with the *RoH* posed in 82% of applicable cases and in line with Safeguarding needs in 89%.
- (4) We found that appropriate resources were allocated according to the assessed level of *RoH*, throughout the sentence, in 89% of cases.
- (5) Interventions to manage *RoH* during the custodial phase of the sentence had been delivered as planned in four out of five relevant cases (80%) and reviewed following a significant change in the one case where this was required.

**Areas for improvement:**

- (1) The child or young person's *RoH* had been reviewed thoroughly no later than three months from the start of sentence in 51% of cases. Following a significant change in circumstances, for example further offending, *RoH* had been reviewed in 47%.
- (2) In cases where there were changes in *RoH* or acute factors they had been anticipated whenever feasible in 10 out of 19 cases (53%), identified swiftly and acted upon appropriately in 6 out of 12 (50%).



- (3) Sufficient attention had been given to assessing the safety of victims in 7 out of 11 relevant cases (64%). A high priority had then been given to victim safety throughout the sentence in the same number of cases.
- (4) Interventions to manage *RoH* in the community were delivered as planned in 13 out of 19 applicable cases (68%) and reviewed following a significant change in 6 out of 12 relevant cases (50%).
- (5) There had been effective management oversight of *RoH* in 9 out of 24 community orders (38%) and two out of eight applicable custody cases (25%).

<b>2.2 Reducing the Likelihood of Reoffending:</b>	
<p><b>General Criterion:</b></p> <p><i>The case manager coordinates and facilitates the structured delivery of all elements of the intervention plan.</i></p>	
<p><b>Score:</b></p> <p><b>84%</b></p>	<p><b>Comment:</b></p> <p><b>MINIMUM improvement required</b></p>

**Strengths:**

- (1) The great majority of interventions delivered in the community were of good quality and appropriate to the child or young person's learning style and diverse needs. They had been designed to reduce the LoR and implemented in line with the intervention plan in 73% of cases. Interventions had been appropriately reviewed in 70% of cases.
- (2) YOS staff had been appropriately involved in the review of interventions in all custody cases.
- (3) We considered that the initial Scaled Approach intervention level allocated by the YOS was correct in all cases.
- (4) Appropriate resources had been allocated according to the assessed LoR throughout the sentence in all but two cases.
- (5) The requirements of the sentence had been implemented in 17 out of 20 relevant cases (85%).
- (6) YOS staff had actively motivated and supported the child or young person, reinforcing positive behaviour in all but one case. Parents/carers had also been actively engaged in all applicable custody cases and the great majority of community cases.

### **Area for improvement:**

- (1) Interventions delivered in the community had been sequenced appropriately in 54% of cases.

<b>2.3 Safeguarding the child or young person:</b>	
<b>General Criterion:</b> <i>All reasonable actions have been taken to safeguard and reduce the vulnerability of the child or young person.</i>	
<b>Score:</b> <b>85%</b>	<b>Comment:</b> <b>MINIMUM improvement required</b>

### **Strengths:**

- (1) Immediate action had been taken to protect the child or young person in five of the six cases where this was necessary.
- (2) All necessary referrals to safeguard the child or young person had been made in the three relevant cases serving the custodial phase of their sentence, and in 13 out of 14 cases in the community.
- (3) Joint work to promote the Safeguarding and well-being of the child or young person within the community, had taken place between YOS workers and other agencies. We found good examples of such work with children's social care services in 12 out of 16 cases (75%), ETE providers in 18 out of 19 (95%), emotional and mental health services in 13 out of 14 cases (93%), and with substance misuse services in 14 out of 15 (93%). Joint work had also taken place as required with the police (ten cases) and with physical health services (three cases).
- (4) Work to promote the Safeguarding and well-being of the child or young person between the YOS and other agencies was also evident in the custody sample.
- (5) In most instances, case managers had worked well with relevant agencies to ensure continuity in the provision of mainstream services, upon release from custody. Services relating to the child or young person's emotional and mental health needs, accommodation and physical health had been provided in all applicable cases. YOS staff had worked with ETE providers in five out of seven cases where this was required and with children's social care services in two out of three applicable cases. Provision had also been made in three of the four cases requiring substance misuse work.

- (6) Specific interventions to promote Safeguarding in the community were identified in 16 out of 20 relevant cases (80%) and delivered in 79%. In six out of seven applicable cases the interventions were reflected in the VMP.
- (7) Specific interventions to promote Safeguarding in custody had been identified and delivered in all six relevant cases. They incorporated those identified in the VMP in two out of three cases and had been reviewed as required in all five applicable cases.
- (8) Staff clearly supported and promoted the well-being of the child or young person, throughout the course of the sentence in 89% of cases in the community, and in all custody cases.

**Areas for improvement:**

- (1) Specific interventions to promote Safeguarding in the community had been reviewed as required in 10 out of 17 cases (59%).
- (2) There had been effective management oversight of Safeguarding and vulnerability needs in three out of seven custody cases (43%) and 12 out of 21 relevant community cases (57%).

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

The contribution made by partner agencies at the assessment stage provided a foundation for the effective joint delivery of interventions. This was achieved across the two council areas which included both rural and urban communities.

Eleven of the children and young people in the sample were looked after in residential care. Bedfordshire had a number of children's homes and the YOS was responsible for supervising children and young people, subject to court orders, often temporarily resident within their area. Bedfordshire YOS demonstrated a responsible approach to the management of these children and young people who often had complex needs. This required significant liaison with agencies outside of the area. Work to protect the public from harm, resulting from the child or young person's offending behaviour, was significantly better with these cases than in the wider sample.

The YOS had been without a victim worker for some five months of the inspected period and this had contributed to the findings in relation to victim safety. Temporary arrangements were made to cover this role in the weeks before the inspection and the planned permanent arrangements would help to rectify the position.

### 3. OUTCOMES

#### OVERALL SCORE: 72%

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:**

**71%**

**Comment:**

**MODERATE improvement required**

**Strengths:**

- (1) Sufficient appointments had been made for the purpose of carrying out the sentence of the court in 95% of cases.
- (2) Where the child or young person had not complied with the requirements of the sentence (22 cases), enforcement action was taken sufficiently well in 19 cases.
- (3) We assessed that there had been sufficient progress on the most significant factors related to offending in two-thirds of cases.
- (4) In cases where there had been a reduction in offending-related factors identified in the initial assessments, these most frequently related to living arrangements, 11 out of 18 (61%); substance misuse, 10 out of 17 (59%); and thinking and behaviour, 19 out of 36 (53%).
- (5) Overall, we considered that Safeguarding had been effectively managed in 16 out of 20 relevant cases (80%).

**Areas for improvement:**

- (1) *RoH* had not been effectively managed in 35% of applicable cases. This reflected earlier shortfalls in the assessment and planning for *RoH* including management oversight.

- (2) Where there was an identifiable or potential victim the *Risk of Harm* to them had not been effectively managed in 5 out of 14 cases (36%).
- (3) In 14 out of 22 cases where there was an assessed risk factor linked to the child or young person's Safeguarding, we found no evidence of a reduction in those risk factors (64%). Improved vulnerability plans and reviews would have helped to capture changes in the risk factors linked to the child or young person's Safeguarding.

<b>3.2 Sustaining outcomes:</b>	
<p><b>General Criterion:</b>  <i>Outcomes are sustained in relation to RoH, LoR and Safeguarding.</i></p>	
<p><b>Score:</b> <b>74%</b></p>	<p><b>Comment:</b> <b>MODERATE improvement required</b></p>

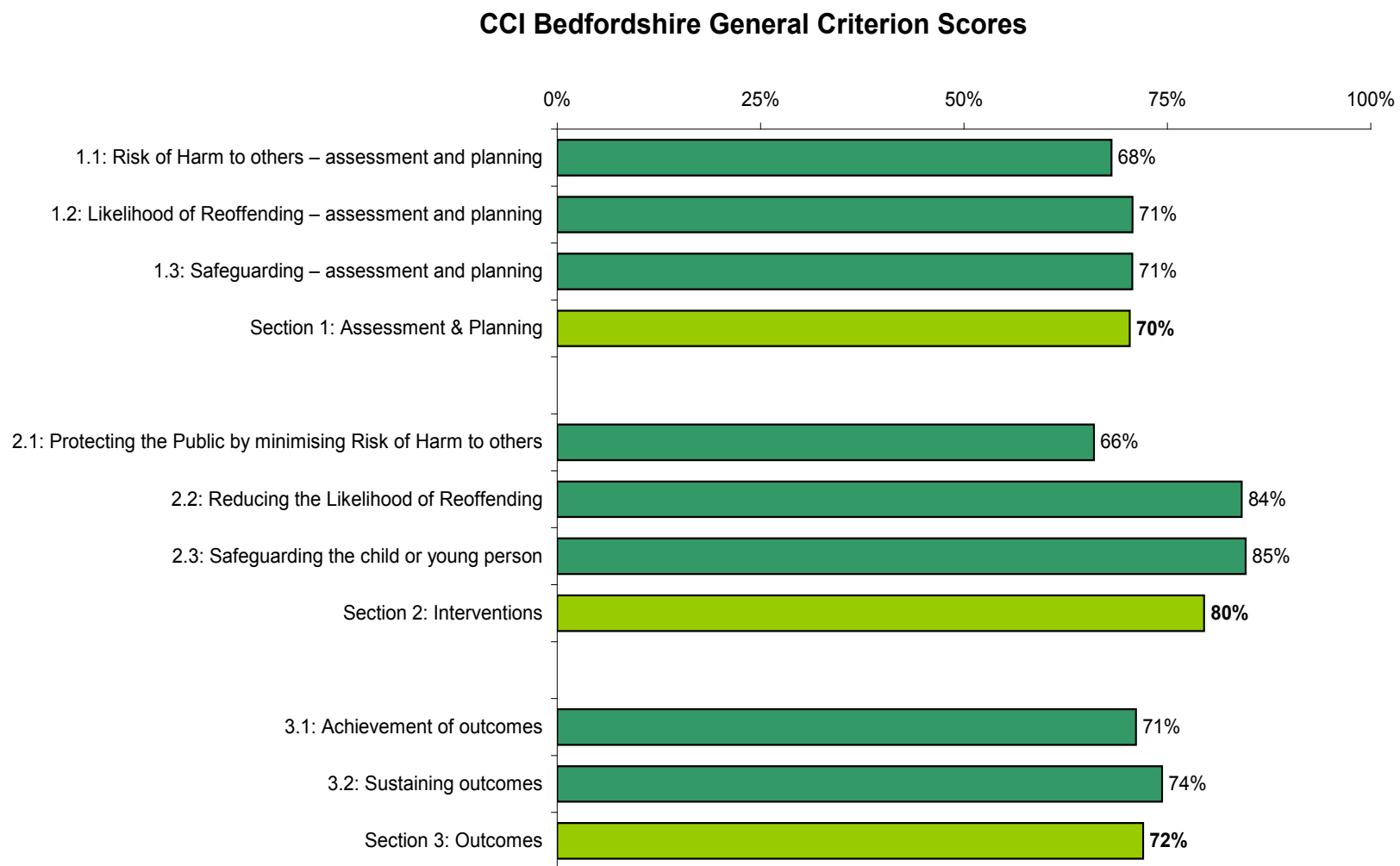
**Strengths:**

- (1) Full attention was given to community integration issues during the custodial phase of the sentence in 78% of cases. The same applied to 76% of cases in the community.
- (2) Action had been taken or plans were in place to ensure that positive outcomes were sustainable during the custodial phase of the sentence in 71% of cases and 72% of cases in the community.

**COMMENTARY on Outcomes as a whole:**

There appeared to be a reduction in the frequency of offending, since the start of the sentence, in 59% of cases which was better than the average for YOTs inspected to date. The attention given to community integration reflected the frequency of home visiting, engagement with service users and joint work with other agencies, throughout the order.

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



## Appendix 2: Contextual information

### Area

Bedfordshire YOS was located in the East of England.

The area had a population of 416,000 as measured in the ONS Mid Year Estimates 2010. 10.7% of the population were aged 10 to 17 years old (Census 2001). This was slightly higher than the average for England/Wales, which was 10.4%.

The population of Bedfordshire was predominantly white British (Bedford 84% and Central Bedfordshire 91%) (Resident Population Estimates by Ethnic Group 2009). The population with a black and minority ethnic heritage (Bedford 16% and Central Bedfordshire 9%) was above and below, respectively, 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 32 per 1,000, were better than the average for England/Wales of 38.

### YOS

The YOS boundaries were within those of the Bedfordshire Police area. The Bedfordshire Probation Trust and the NHS Bedfordshire Primary Care Trust covered the area.

The YOS was a shared service between Bedford Borough Council and Central Bedfordshire Council. The YOS was hosted by Bedford Borough Council and located within its Children's Services, Schools and Families section. It was managed by the Head of Youth Offending Services.

The YOS Headquarters was in Bedford. The operational work of the YOS was also based in Bedford. ISS was provided from within the YOS.

### 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 YOTs, 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 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.

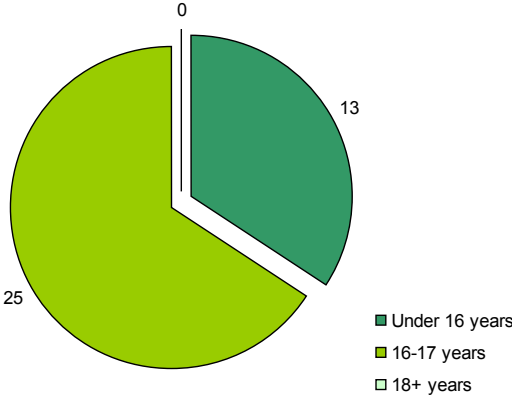
### **Publication arrangements**

- 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.

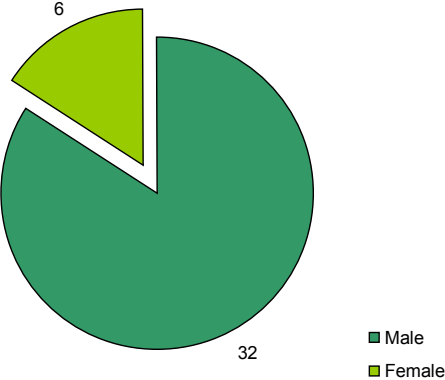


# Appendix 4: Characteristics of cases inspected

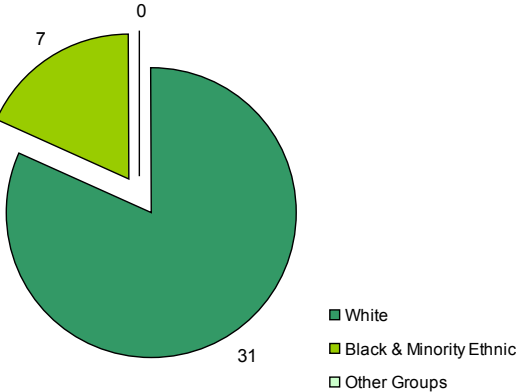
Case Sample: Age at start of Sentence



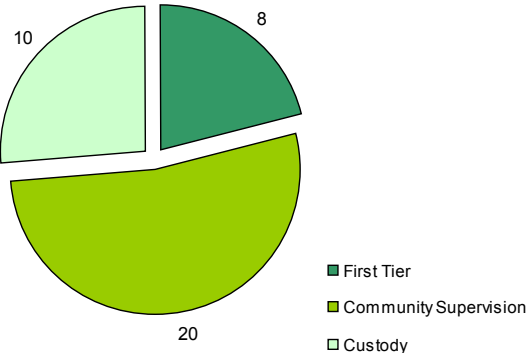
Case Sample: Gender



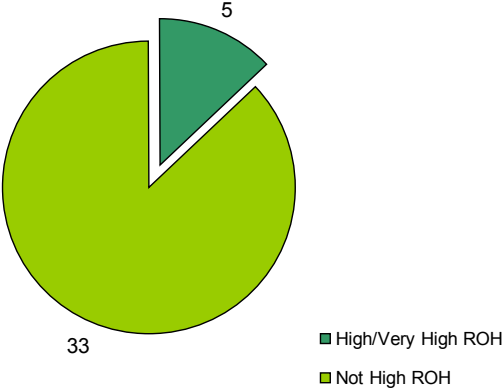
Case Sample: Ethnicity



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

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

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

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

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

## Appendix 6: Glossary

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

## **Appendix 7: Role of HMI Probation and Code of Practice**

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

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

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

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6<sup>th</sup> Floor, Trafford House  
Chester Road, Stretford  
Manchester, M32 0RS*