



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:

## **Buckinghamshire**

ISBN: 978-1-84099-441-4

2011



## Foreword

This Core Case Inspection of youth offending work in Buckinghamshire took place as part of the Inspection of Youth Offending programme. We have examined a representative sample of youth offending cases from the area, and have judged how often the Public Protection and the Safeguarding aspects of the work were done to a sufficiently high level of quality.

We judged that the Safeguarding aspects of the work were done well enough 77% of the time. With the Public Protection aspects, work to keep to a minimum each individual's *Risk of Harm to others* was done well enough 70% of the time, and the work to make each individual less likely to reoffend was done well enough 82% of the time. A more detailed analysis of our findings is provided in the main body of this report, and summarised in a table in Appendix 1. These figures can be viewed in the context of our findings from Wales and the regions of England inspected so far – see the Table below.

Overall, we consider this a creditable set of findings. We found some case managers who delivered much of their practice creatively and to a high standard, however this was not consistent across the Youth Offending Service. Implementation of the recommendations from this inspection should provide good prospects for the future of Buckinghamshire Youth Offending Service.

*Andrew Bridges*  
*HM Chief Inspector of Probation*

*June 2011*

	Scores from Wales and the English regions that have been inspected to date			Scores for Buckinghamshire
	Lowest	Highest	Average	
<b>'Safeguarding' work</b> <i>(action to protect the young person)</i>	37%	91%	68%	<b>77%</b>
<b>'Risk of Harm to others' work</b> <i>(action to protect the public)</i>	36%	85%	63%	<b>70%</b>
<b>'Likelihood of Reoffending' work</b> <i>(individual less likely to reoffend)</i>	43%	87%	70%	<b>82%</b>

## **Acknowledgements**

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

<i>Lead Inspector</i>	<i>Ian Menary</i>
<i>Inspector</i>	<i>Vivienne Clarke</i>
<i>Practice Assessor</i>	<i>Kerry Robertson</i>
<i>Associate Inspector</i>	<i>John Llewellyn Thomas</i>
<i>Support Staff</i>	<i>Jane Regan</i>
<i>Publications Team</i>	<i>Alex Pentecost; Christopher Reeves</i>
<i>Editor</i>	<i>Julie Fox</i>

## Contents

	Page
Acknowledgements	4
Scoring – and Summary Table	5
Recommendations	7
Next steps	7
Service users' perspective	8
Sharing good practice	9
1. ASSESSMENT AND SENTENCE PLANNING	10
1.1 Risk of Harm to others (RoH)	10
1.2 Likelihood of Reoffending (LoR)	11
1.3 Safeguarding	13
2. DELIVERY AND REVIEW OF INTERVENTIONS	15
2.1 Protecting the public by minimising Risk of Harm to others	15
2.2 Reducing the Likelihood of Reoffending	16
2.3 Safeguarding the child or young person	17
3. OUTCOMES	19
3.1 Achievement of outcomes	19
3.2 Sustaining outcomes	20
Appendix 1: Summary	21
Appendix 2: Contextual information	22
Appendix 3a: Inspection data chart	23
Appendix 3b: Inspection data	24
Appendix 4: Role of HMI Probation and Code of Practice	24
Appendix 5: Glossary	25

## Scoring – and Summary Table

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

<b><i>Safeguarding score:</i></b>	
This score indicates the percentage of <i>Safeguarding</i> work that we judged to have met a sufficiently high level of quality. This score is significant in helping us to decide whether an early further inspection is needed.	
<b><i>Score:</i></b> <b>77%</b>	<b><i>Comment:</i></b> <b><i>MINIMUM improvement required</i></b>

<b><i>Public Protection – Risk of Harm score:</i></b>	
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.	
<b><i>Score:</i></b> <b>70%</b>	<b><i>Comment:</i></b> <b><i>MODERATE improvement required</i></b>

<b><i>Public Protection - Likelihood of Reoffending score:</i></b>	
This score indicates the percentage of Likelihood of Reoffending work that we judged to have met a sufficiently high level of quality.	
<b><i>Score:</i></b> <b>82%</b>	<b><i>Comment:</i></b> <b><i>MINIMUM improvement required</i></b>

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.

## **Recommendations** (primary responsibility is indicated in brackets)

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

- (1) a good quality assessment and plan, using Asset, is completed when the case starts (Head of Youth Offending Service)
- (2) specifically, a good quality assessment of the individual's vulnerability and *Risk of Harm to others* is completed at the start, as appropriate to the specific case (Head of Youth Offending Service)
- (3) as a consequence of the assessment, the record of the intervention plan, including in custodial cases, is of good quality and 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* (Head of Youth Offending Service)
- (4) the plan of work with the case, including any plan to manage *Risk of Harm to others*, is regularly reviewed and correctly recorded in the case record with a frequency consistent with national standards for youth offending services, and also following significant changes (Head of Youth Offending Service)
- (5) there is effective oversight by management, especially of screening decisions, assessments of *Risk of Harm to others*, and Risk or Vulnerability Management Plans as appropriate to the specific case (Head of Youth Offending Service)
- (6) sufficient attention is given to the safety of victims (Head of Youth Offending Service).

Furthermore:

- (7) the quality of practice should be consistent throughout the county (Head of Youth Offending Service).

## **Next steps**

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

## Service users' perspective

### Children and young people

Fifty-three children and young people completed a questionnaire for the inspection.

- ◇ Almost all understood what a referral order contract or supervision plan was. All of them had discussed the plan with their case manager.
- ◇ Three-quarters of those who had been coming to the YOS for long enough said their plan had been reviewed.
- ◇ The single young person who identified something that had made it harder to take part in their sessions said the YOS took action to deal with it.
- ◇ Almost all were positive about their YOS workers. Many commented that things were explained clearly, and that staff ensured that children and young people understood what was being said. One wrote "*she made things easier by setting me goals*", and another wrote "*...she asked me if I understood and asked for my views*".
- ◇ Five children and young people identified things that made them feel afraid. Four said the YOS helped with these.
- ◇ Over half the respondents had received help with understanding their offending, making better decisions, school, training or getting a job. Just over half those who had a problem with school or college said that things had got better for them.
- ◇ Well over one-third of those with a health problem said this had improved. Most commented on reduced alcohol consumption, stopping smoking or reduced drug usage.
- ◇ Two-thirds said that life was now better as a result of their work with the YOS. One wrote "*I [decided to] hang around with the right people*".
- ◇ All except two said it made them less likely to offend. One wrote "*I have realised to respect people and treat them the way I want to be treated*".

### Victims

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

- ◇ Three had the chance to talk about any worries that they had following the offence.
- ◇ Two victims had concerns about their safety, however, only one said that the YOS paid sufficient attention to this.
- ◇ Three said their individual needs had not been taken into account.
- ◇ When asked how satisfied they were with the work of the YOS, only one was completely satisfied.



## Sharing good practice

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

### Assessment and Sentence Planning

General Criterion:  
1.2h

Lee had significant learning difficulties. He found it difficult to understand the impact of his behaviour and the objectives of supervision. The case manager discussed these over a number of sessions. Once Lee understood them the case manager asked him to write them in his own words, as the sentence plan.

### Assessment and Sentence Planning

General Criterion:  
1.2d

Lisa was pregnant, her life was chaotic, and she was disengaged from family and local authority support. The case manager assessed that these factors were the primary cause of the offending. She developed an intervention plan that focused on rebuilding bridges with children's social care services, health professionals, accommodation providers and family. Lisa showed responsibility throughout her pregnancy and sentence, and has not reoffended.

### Delivery and Review of Interventions

General Criterion:  
2.2d

Ali was at risk of involvement in violent extremism. He was referred to a local intervention programme but was adamant that he would not comply. The case manager arranged a four-way meeting involving himself, Ali, a programme worker and a mentor. All agreed that Ali would initially attend one session to see how he felt. Ali maintained his attendance and continued with this support after his order expired.

### Delivery and Review of Interventions

General Criterion:  
2.2d

Tom was 18 years old and in custody a long distance from home. The case manager arranged with the local office to use their video-conference facilities to undertake meetings with Tom, enabling effective engagement with him that otherwise would have been difficult to achieve.

### Delivery and Review of Interventions

General Criterion:  
2.2a

Jason had severe communication difficulties and did not speak to his case manager. In order to undertake work on consequential thinking the case manager played Jenga with Jason and his sister. She asked Jason to select a brick to remove from the stack and then explored the consequences of removing that brick with him. Through observing and responding to Jason's eye contact she was able to develop an effective and non-threatening means of communication, and gain his confidence.

All names have been altered.

## 1. ASSESSMENT AND SENTENCE PLANNING

### 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:**

**79%**

**Comment:**

**MINIMUM improvement required**

**Strengths:**

- (1) An Asset RoSH screening was completed in all except one case. All except two of these were timely.
- (2) An RoSH assessment had then been completed in all cases where this was required following the RoSH screening and all except two were timely.
- (3) We judged that the RoSH classification was appropriate in the great majority of cases.
- (4) An RMP was produced at the start of sentence in all except one case assessed by the YOS as medium or higher RoSH. Eight of the ten completed RMPs were timely.
- (5) The requirement to plan to manage *RoH* had been recognised and acted upon in 80% of relevant cases where an RMP had not been produced or was not required.
- (6) Details of *RoH* assessment and management had been appropriately communicated to all other relevant staff and agencies in the great majority of relevant cases.
- (7) A small number of cases satisfied the criteria for MAPPA and were managed at Level 1. We were satisfied that this was the appropriate management level for those cases.

**Areas for improvement:**

- (1) Over one-third of Asset RoSH screenings were not accurate. The main reason was that sufficient use was not made of all appropriate information that was available within the case record; including previous convictions and evidence contained within the pre-sentence disclosure pack or elsewhere within the

current Asset assessment. In some examples the screening had focused solely on the index offence and ignored other relevant behaviour.

- (2) Four of the twelve RoSH assessments were not of a sufficient quality. The main reason was that full account was not taken of previous relevant behaviour. For example, in one case there was a previous conviction for arson but the case manager had not taken steps to investigate this, in another example recent weapon possession was not reflected.
- (3) Three of the RMPs that had been produced were not of sufficient quality. In all of these roles or responsibilities were not clear, and the planned response was unclear or inadequate.
- (4) Management oversight of the RMP had not been effective in 4 of the 11 relevant cases. Oversight of the *RoH* assessment had not been effective in just over one-quarter of relevant cases.

1.2 Likelihood of Reoffending:	
<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>80%</b></p>	<p><b>Comment:</b></p> <p><b>MINIMUM improvement required</b></p>

**Strengths:**

- (1) An initial assessment of LoR was completed in all except one case, and all except two of these were timely.
- (2) Initial assessments were of sufficient quality in 76% of cases.
- (3) There was active engagement with the child or young person in most cases when carrying out the initial assessment. A timely *What do YOU think?* self-assessment had been completed in three-quarters of cases.
- (4) An assessment of the child or young person's learning style had been undertaken in well over three-quarters of cases.
- (5) Three-quarters of relevant cases included active engagement with the parents/carers when carrying out the initial assessment.
- (6) Initial assessments were well informed by information from other agencies; in particular the police, ETE providers, substance misuse services and children's social care services. Information was also used from other agencies beyond those closely associated with the YOS or criminal justice agencies.

- (7) The initial assessment was reviewed at appropriate intervals in 82% of cases.
- (8) All relevant cases included a timely custodial sentence plan. Well over three-quarters of these took Safeguarding factors into account. All included positive factors where relevant. YOS workers were actively involved throughout the custodial planning process in all except one case. In cases where the child or young person had moved to the juvenile estate and no longer had regular DTO planning meetings, the case manager still undertook active planning for the custodial period of the sentence.
- (9) A community intervention plan or referral order contract was produced in all cases in the community. The great majority of these were timely. Three-quarters sufficiently addressed the factors that had been identified in the initial assessment as most clearly linked to offending. The great majority of relevant plans took account of Safeguarding factors.
- (10) Relevant goals were set, and timescales were realistic, in just over three-quarters of community intervention plans. Almost all focused on change that was achievable.
- (11) Objectives were sensitive to diversity factors in the great majority of relevant plans, both in custody and in the community.
- (12) The child or young person was actively and meaningfully involved in the planning process in all except four cases.
- (13) Other agencies were appropriately involved in the planning process in the great majority of cases where this was required.

***Areas for improvement:***

- (1) Where initial assessments were not of sufficient quality the most common reason was that evidence had been unclear or insufficient. In some, the assessment had been completed too quickly to give an opportunity to assess the child or young person's response following sentence. In other examples the initial Asset was based on a previous order and did not reflect the current sentencing episode.
- (2) Only half the custodial sentence plans sufficiently addressed the factors that had been identified in the assessment as being most clearly linked to offending. They focused on the requirements of the custodial establishment, Safeguarding and well-being. They were not plans for the whole sentence. Motivation to change, attitudes to offending, perception of self and others, and emotional or mental health had been omitted in well over half the relevant custodial plans.
- (3) Two-thirds of relevant custodial plans and over half the relevant community intervention plans did not integrate the current RMP.
- (4) Half the relevant custodial plans and 37% of relevant community intervention plans did not incorporate the child or young person's learning style.
- (5) The factors linked to offending most frequently omitted from community intervention plans were family and personal relationships, emotional or mental health and motivation to change.

- (6) One-third of community intervention plans did not give clear shape to the whole sentence, instead focusing solely on the first three months.
- (7) Objectives in over two-thirds of custodial plans and one-third of community plans were not prioritised according to *RoH*, and were not sequenced according to the causes of offending.
- (8) Less than two-thirds of custodial plans and less than three-quarters of community plans took sufficient account of victims, including the impact of offending on victims.
- (9) Parents/carers had not been sufficiently involved in the planning process in over one-third of relevant cases.

<b>1.3 Safeguarding:</b>	
<p><b><i>General Criterion:</i></b></p> <p><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></p>	
<p><b><i>Score:</i></b></p> <p><b><i>79%</i></b></p>	<p><b><i>Comment:</i></b></p> <p><b><i>MINIMUM improvement required</i></b></p>

***Strengths:***

- (1) An Asset vulnerability screening was completed in all cases. All except two of these were timely.
- (2) Where a VMP had been produced, it was used to inform planned interventions or, where applicable, other plans.
- (3) The secure establishment was made aware of vulnerability factors at the start of the sentence in all relevant cases.
- (4) Where relevant, copies of other plans relating to Safeguarding were always on file. This contributed to effective joint working.
- (5) A contribution had been made by the YOS to other assessments and plans to safeguard the child or young person, in all relevant cases.

***Areas for improvement:***

- (1) Over one-third of vulnerability screenings were not of sufficient quality. The main reason was that case managers did not make use of all available information. For example, threats made to self-harm and family factors such as an alcoholic parent/carers had not been reflected. In another example there

was important intelligence in a previous Asset assessment that had not been read by the current case manager.

- (2) We judged that a VMP was required at the start of sentence in 45% of cases. However, the VMP was completed in less than half those cases. In some cases the case manager said they did not know that they had to complete a VMP, even though they had assessed the level of vulnerability as medium.
- (3) Only half the completed VMPs were of sufficient quality. The main reasons for this were that roles and responsibilities were unclear, or the planned response was insufficient.
- (4) Management oversight of vulnerability assessment and planning was not effective in over half the relevant cases.

**OVERALL SCORE for quality of Assessment and Sentence Planning work: 79%**

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

We were concerned that the service provided by CAMHS was not sufficiently flexible to meet the needs of case managers and children and young people. There were examples where the time taken to undertake an assessment did not meet the needs of the case. Other cases would have benefited from early involvement by a CAMHS specialist, in advance of a full assessment; however this opportunity was not available. A revised operational agreement had recently been signed between the YOS and the local Mental Health NHS Trust.

A risk management and vulnerability panel system was in place, chaired by an Operational Manager. This focused on cases assessed as High LoR, RoSH or Vulnerability. However, this process did not always deliver effective oversight, in terms of ensuring that deficits in assessments and plans were addressed.

Thames Valley Probation Trust had not seconded a probation officer to the YOS for many years. Instead it provided funding which the YOS used to recruit a probation officer. However, the funding no longer covered the employment costs of this post, which were subsidised from YOS resources.

There was a marked difference in many aspects of the quality of assessment and planning between the two YOS locations. This particularly applied to use of *What do YOU think?*, aspects of intervention plans, including an appropriate response to diversity factors; and the completion and quality of RMPs.

## 2. DELIVERY AND REVIEW OF INTERVENTIONS

### 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:**

**65%**

**Comment:**

**MODERATE improvement required**

**Strengths:**

- (1) *RoH* had been reviewed thoroughly in-line with the required timescales in 76% of cases.
- (2) Changes in *RoH* acute factors had been anticipated where feasible in the great majority of relevant cases.
- (3) Where relevant multi-agency meetings took place, case managers and other YOS staff contributed to these in the great majority of cases, during both the custodial and community phases of sentences.
- (4) Purposeful home visits were carried out, in accordance with the level of *RoH* posed, in almost three-quarters of cases.
- (5) Appropriate resources had been allocated, according to the *RoH* posed by the child or young person, in all except two cases.
- (6) Specific interventions to manage *RoH* were delivered in more than three-quarters of relevant cases in the community.

**Areas for improvement:**

- (1) *RoH* had not been reviewed thoroughly following a significant change in 80% of relevant cases. For example, in some cases no account was taken of serious further offences until the child or young person had been found guilty.
- (2) Similarly when changes in *RoH* factors occurred they had been identified swiftly in less than half the relevant cases and then acted on appropriately in only one-quarter of relevant cases.
- (3) Specific interventions to manage *RoH* were not reviewed following a significant change in almost three-quarters of relevant cases in the community, and in neither of the cases in custody.

- (4) Sufficient attention had been given to the assessment of the safety of victims in only 65% of relevant cases. A high priority had then been clearly given to victim safety in only just over half the relevant cases. Some case managers did not recognise the need to actively investigate the needs of victims.
- (5) Case managers did not always recognise the importance of using home visits to inform the assessment and management of *RoH* where appropriate, and to develop motivation to comply with the order.
- (6) Management oversight of *RoH* throughout the sentence was effective in only half the relevant cases in custody, and just over half the relevant cases in the community.

## 2.2 Reducing the Likelihood of Reoffending:

**General Criterion:**

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

**Score:**

**88%**

**Comment:**

**MINIMUM improvement required**

**Strengths:**

- (1) Delivered interventions were clearly designed to reduce LoR in all except one case, and were implemented in-line with the intervention plan in 82% of cases. They were of sufficient quality and were sequenced appropriately in more than three-quarters of cases.
- (2) In all except one case interventions in the community incorporated relevant diversity factors, including learning styles.
- (3) YOS workers were appropriately involved in the review of interventions in custody in nine of the ten custodial cases.
- (4) The initial Scaled Approach intervention level allocated by the YOS was correct in all except two cases. There was recognition within the YOS of the importance of overriding the calculated level in appropriate cases.
- (5) The appropriate level of resources was then provided, according to the assessed LoR, in all except one case.
- (6) All the requirements of the sentence were implemented in almost three-quarters of cases.
- (7) Staff actively motivated and supported the child or young person in almost all cases in the community and all except two of the ten cases in custody.
- (8) Positive behaviour was reinforced in all except three cases in the community and three cases in custody.



- (9) Parents/carers were actively engaged by YOS workers, throughout the sentence, in all relevant custodial cases and the overwhelming majority of cases in the community.

**Areas for improvement:**

- (1) Delivered interventions were not reviewed appropriately in one-third of cases.
- (2) Where the requirements of a YRO had not been implemented this was usually because insufficient action had been taken to deliver a reparation activity requirement.

<b>2.3 Safeguarding the child or young person:</b>	
<p><b>General Criterion:</b></p> <p><i>All reasonable actions have been taken to safeguard and reduce the vulnerability of the child or young person.</i></p>	
<p><b>Score:</b></p> <p><b>82%</b></p>	<p><b>Comment:</b></p> <p><b>MINIMUM improvement required</b></p>

**Strengths:**

- (1) Necessary immediate action was taken by the YOS to protect the child or young person in all except one relevant case in the community, and in one of two relevant cases in custody. Similarly all necessary immediate action to protect any other child or young person had been taken in all relevant cases in the community and in one of two relevant cases in custody. There were no inspected cases where such actions remained outstanding.
- (2) All necessary referrals to ensure Safeguarding were always made, both in custody and in the community.
- (3) Purposeful home visits were carried out, in accordance with Safeguarding factors, in three-quarters of cases.
- (4) Joint work between YOS workers and other relevant agencies to promote the Safeguarding and well-being of the child or young person was undertaken in almost all relevant cases, both in custody and the community.
- (5) Children’s social care services worked well with YOS workers to ensure continuity of mainstream services during the transition from custody to the community in relevant cases. ETE providers worked well with YOS workers in over three-quarters of relevant cases.
- (6) Specific interventions to promote Safeguarding were identified in almost all cases in the community, and all except one case in custody, where these

were required. In all relevant cases they incorporated actions that had been identified in the VMP.

- (7) Interventions to promote Safeguarding were then delivered in the great majority of relevant cases.
- (8) Staff clearly supported and promoted the well-being of the child or young person in 79% of cases in the community.

#### ***Areas for improvement:***

- (1) The area where joint work to promote Safeguarding and well-being was weakest, both in custody and in the community, was when emotional and mental health services needed to be involved.
- (2) There was effective joint work during the transition from custody to the community in only two of the four cases where this was required with emotional or mental health services; and three of the five cases where joint work was required with substance misuse and accommodation services.
- (3) Specific interventions to promote Safeguarding and well-being were not reviewed every three months, or following a significant change, in almost half the relevant cases.
- (4) Staff clearly supported and promoted the well-being of the child or young person in only six out of ten cases in custody.
- (5) Management oversight of Safeguarding had not been effective in almost half the cases in the community and in custody.

#### **OVERALL SCORE for quality of Delivery and Review of Interventions work: 80%**

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

The YOS had developed specific interventions to respond to local needs. These included a mentoring project focused on those at risk of violent extremism and an accommodation project providing independent living units.

As with assessment and planning, there was a marked difference in the quality of delivery between the YOS locations. This applied to many aspects of practice, but particularly to work to protect the public by minimising the *RoH*.

Useful guidance had been developed to improve the quality of information recorded following contact with children and young people.

The current YOS improvement plan reflected many areas for improvement identified in this inspection.

### 3. OUTCOMES

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:**

**69%**

**Comment:**

**MODERATE improvement required**

**Strengths:**

- (1) Overall, reasonable steps had been taken to keep to a minimum the child or young person's *RoH* in about three-quarters of relevant cases. Safeguarding had been effectively managed in more than three-quarters of cases.
- (2) Where the child or young person had not complied with the requirements of the sentence, appropriate action was taken in the great majority of cases. In one example where bullying was having an impact on the young person's compliance, actions included moving appointments to reduce the likelihood of contact with the bullies.
- (3) The factors linked to offending which showed the most frequent improvements were living arrangements, thinking and behaviour, attitudes to offending and ETE.
- (4) There appeared to be a reduction in the frequency and seriousness of offending in just under two-thirds of cases. Both outcomes were better than the average for YOTs inspected to date.

**Areas for improvement:**

- (1) Where insufficient efforts had been made to keep to a minimum the child or young person's *RoH*, the most common causes were that assessment or planning was insufficient, or that planned interventions had not been delivered. Similar observations applied to cases where insufficient efforts had been made to safeguard the child or young person.

- (2) The factors related to offending which showed the least frequent improvements were perception of self and others (improved in 1 out of 19 cases), emotional or mental health (improved in 2 out of 17 cases) and family or personal relationships (improved in less than 20% of relevant cases).

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

**Strengths:**

- (1) Full attention had been given to community reintegration in all except one case in custody and two cases in the community.
- (2) Actions had been taken, or plans put in place, to ensure positive outcomes were sustainable in all except one case in custody and in the great majority of cases in the community.

**OVERALL SCORE for quality of Outcomes work: 77%**

**COMMENTARY on Outcomes as a whole:**

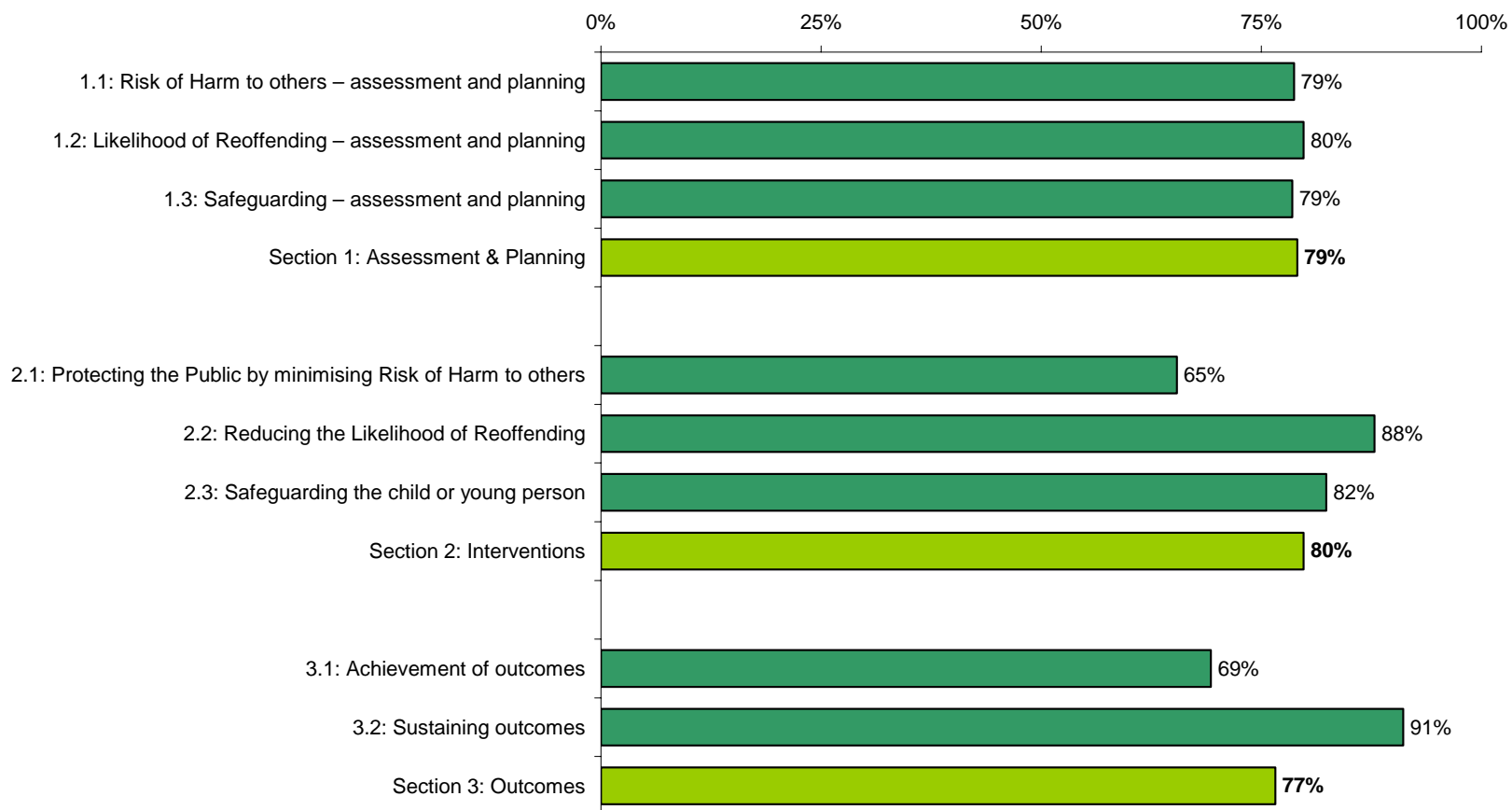
The child or young person had complied with the requirements of the sentence in less than half the cases. This was worse than the average for YOTs inspected to date in the current programme. The YOS had identified a similar pattern through outcomes research it had commissioned. It was investigating the causes of this, and whether more attention should be given to removing barriers to compliance.

In our judgement sufficient overall progress had been made, at the current point of the order, in relation to the factors that made the child or young person more likely to reoffend, in 57% of cases.

The overall Asset score had reduced in almost two-thirds of cases. This was higher than the average for YOTs inspected to date.

## Appendix 1: Summary

### Buckinghamshire CCI General Criterion Scores



## Appendix 2: Contextual information

### Area

Buckinghamshire YOS was located in the South East region of England.

The area had a population of 479,026 as measured in the Census 2001, 10.5% of which were aged 10 to 17 years old. This was slightly higher than the average for England/Wales, which was 10.4%.

The population of Buckinghamshire was predominantly white British (92.1%) The population with a black and minority ethnic heritage (7.9%) was below the average for England/Wales of 8.7%.

Reported offences for which children and young people aged 10 to 17 years received a pre-court disposal or a court disposal in 2009/2010 was 20 per 1,000 children and young people. This was better than the average for England/Wales of 38 per 1000.

### YOS

The YOS boundaries were within those of the Thames Valley police area, the Thames Valley Probation Trust and NHS Buckinghamshire.

The YOS was located within the Safeguarding division of the Children and Young People Directorate in Buckinghamshire County Council. It was managed by the Head of Youth Offending Service, who was based in Aylesbury.

The YOS Management Board was chaired by the Chief Executive of South Buckinghamshire District Council. All statutory partners were members of the board, although attendance was variable.

The operational work of the YOS was based in Aylesbury and High Wycombe. ISS was delivered in-house.

**Youth Justice Outcome Indicators 2011/2012 onwards** (this replaces YJB National Indicator Performance Judgements)

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

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

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

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

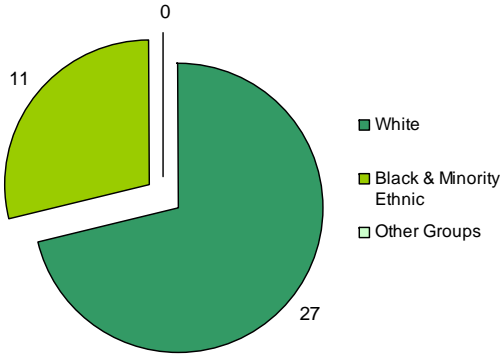
Data will be made available progressively through 2011, broken down by Local Authority area.

For further information about the YJB and the performance management of YOTs, please refer to:

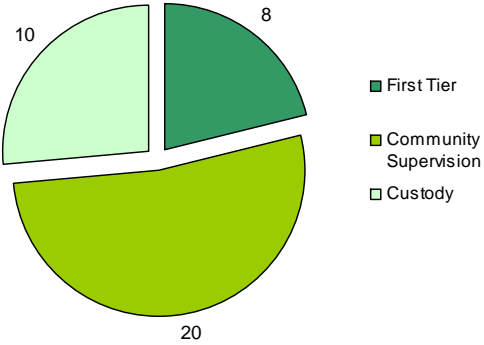
<http://www.yjb.gov.uk/en-gb/practitioners/Monitoringperformance/>

**Appendix 3a: Inspection data chart**

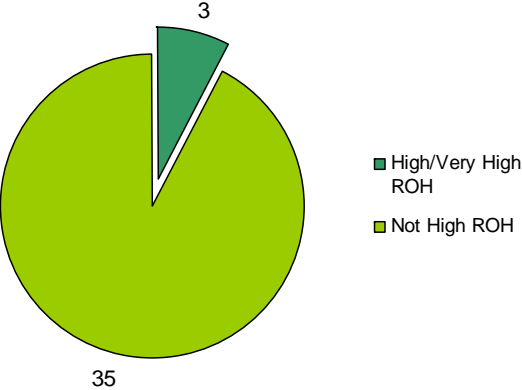
**Case Sample: Ethnicity**



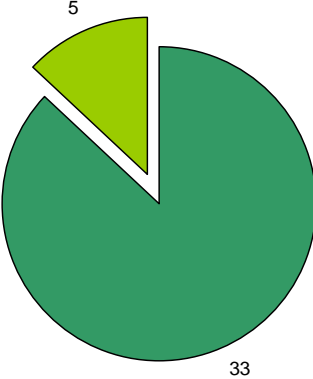
**Case Sample: Sentence Type**



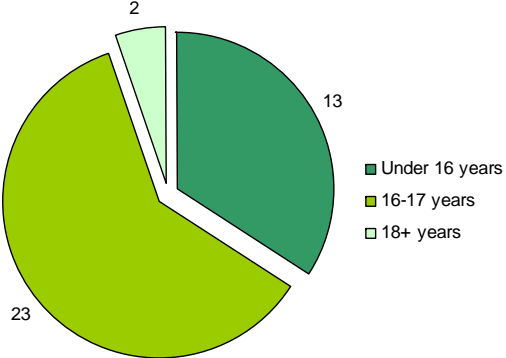
**Case Sample: Risk of Harm**



**Case Sample: Gender**



**Case Sample: Age at start of Sentence**



## Appendix 3b: Inspection data

Fieldwork for this inspection was undertaken in March 2011.

The inspection consisted of:

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

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

## Appendix 4: Role of HMI Probation and Code of Practice

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

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

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

*HM Chief Inspector of Probation  
2nd Floor, Ashley House  
2 Monck Street  
London, SW1P 2BQ*



## Appendix 5: Glossary

ASB/ASBO	Antisocial behaviour/Antisocial Behaviour Order
Asset	A structured assessment tool based on research and developed by the Youth Justice Board looking at the 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
Family Group	Used by the YJB for comparative performance reporting, this is a group of YOTs identified as having similar characteristics
FTE	Full-time equivalent
HM	Her Majesty's
HMIC	HM Inspectorate of Constabulary
HMI Prisons	HM Inspectorate of Prisons
HMI Probation	HM Inspectorate of Probation
Interventions; <i>constructive</i> and <i>restrictive</i> interventions	<p>Work with an individual that is designed to change their offending behaviour and/or to support public protection.</p> <p>A <i>constructive</i> intervention is where the primary purpose is to reduce Likelihood of Reoffending.</p> <p>A <i>restrictive</i> intervention is where the primary purpose is to keep to a minimum the individual's <i>Risk of Harm to others</i>. Example: with a sex offender, a <i>constructive intervention</i> might be to put them through an accredited sex offender programme; a <i>restrictive intervention</i> (to minimise their <i>Risk of Harm</i>) might be to monitor regularly and meticulously their accommodation, their employment and the places they frequent, imposing and enforcing clear restrictions as appropriate to each case. NB. Both types of intervention are important</p>
ISS	Intensive Surveillance and Supervision: this intervention is attached to the start of some orders and licences and provides initially at least 25 hours programme contact including a substantial proportion of employment, training and education
ISSP	Intensive Supervision and Surveillance Programme: following the implementation of the Youth Rehabilitation Order this has been superseded by ISS
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.
SIFA	Screening Interview for Adolescents: Youth Justice Board approved mental health screening tool for specialist workers
SQIFA	Screening Questionnaire Interview for Adolescents: Youth Justice Board approved mental health screening tool for YOT workers
VMP	Vulnerability management plan: a plan to safeguard the well-being of the individual under supervision
YJB	Youth Justice Board for England and Wales
YOI	Young Offenders Institution: a Prison Service institution for young people remanded in custody or sentenced to custody
YOIS+	Youth Offending Information System: one of the two electronic case management systems for youth offending work currently in use in England and Wales. See also Careworks
YOS/T	Youth Offending Service/Team