



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:

**Cumbria**

ISBN: 978-1-84099-244-1

2009



## Foreword

This Core Case Inspection of youth offending work in Cumbria took place as part of the Inspection of Youth Offending programme. We have examined a representative sample of youth offending cases from the area, and have judged how often the Public Protection and the Safeguarding aspects of the work were done to a sufficiently high level of quality. Our findings will also feed into the wider annual Comprehensive Area Assessment process.

We judged that the Safeguarding aspects of the work were done well enough 61% 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 50% of the time, and the work to make each individual less likely to reoffend was done well enough 67% of the time. A more detailed analysis of our findings is provided in the main body of this report and summarised in a table in Appendix 1.

Overall this is a mixed set of findings. Although work to reduce Likelihood of Reoffending was often done well, more consistent attention needed to be paid to the assessment and management of vulnerability and of *Risk of Harm to others*. Recently-revised procedures and training may help to bring improved practice in time, but these were too recent to be evidenced in the cases we assessed.

Nevertheless, we found a management team and staff group who were committed to providing a quality service. Whilst there were clearly areas that needed attention as detailed throughout this report, the signs of the work to improve practice that had already started prior to our visit indicate that prospects for the future are broadly encouraging.

*Andrew Bridges*  
*HM Chief Inspector of Probation*

*July 2009*

## **Acknowledgements**

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

<i>Lead Inspector</i>	<i>Les Smith</i>
<i>Inspectors</i>	<i>Jane Attwood, Ray Wegrzyn</i>
<i>Support Staff</i>	<i>Zoe Bailey</i>
<i>Publications Team</i>	<i>Kirk Davis, Alex Pentecost</i>
<i>Editor</i>	<i>Julie Fox</i>
<i>Regional Assessors</i>	<i>Wendy Gibson, Dan Jefferson</i>

## Contents

	Page
Acknowledgements	4
Scoring – and Summary Table:	6
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:	12
2. DELIVERY AND REVIEW OF INTERVENTIONS	14
2.1 Protecting the public by minimising Risk of Harm to others:	14
2.2 Reducing the Likelihood of Reoffending	15
2.3 Safeguarding the child or young person	16
3. OUTCOMES	18
3.1 Achievement of Outcomes:	18
3.2 Sustaining Outcomes:	19
Appendix 1: Summary	20
Appendix 2: Contextual information	21
Appendix 3a: Inspection Data Chart	22
Appendix 3b: Inspection data	23
Appendix 4: Role of HMI Probation and Code of Practice	23
Appendix 5: Glossary	24

## 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>Safeguarding score:</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 substantial in helping us to decide whether an early further inspection is needed.	
<b>Score:</b> <b>61%</b>	<b>Comment:</b> <b>MODERATE improvement required</b>

<b>Public Protection – Risk of Harm score:</b>	
This score indicates the percentage of <i>Risk of Harm</i> work that we judged to have met a sufficiently high level of quality. This score is substantial in helping us to decide whether an early further inspection is needed.	
<b>Score:</b> <b>50%</b>	<b>Comment:</b> <b>SUBSTANTIAL improvement required</b>

<b>Public Protection - Likelihood of Reoffending score:</b>	
This score indicates the percentage of <i>Likelihood of Reoffending</i> work that we judged to have met a sufficiently high level of quality.	
<b>Score:</b> <b>67%</b>	<b>Comment:</b> <b>MODERATE improvement required</b>

We advise readers of reports not to attempt close comparisons of scores between 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, providing a focus for future improvement work within that area.

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

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

- (1) a timely and good quality assessment of the individual's vulnerability and *Risk of Harm to others* is completed, as appropriate to the specific case (YOS Head of Service)
- (2) the assessment of the individual's vulnerability and *Risk of Harm to others* is regularly reviewed with a frequency consistent with national standards for youth offending services (YOS Head of Service)
- (3) as a consequence of each assessment, the intervention plan is specific about what will now be done in order to safeguard the young person's wellbeing, to make him/her less likely to reoffend, and to minimise any identified *Risk of Harm to others* (YOS Head of Service)
- (4) there is evidence in the file of regular quality assurance by management, especially of the assessment and management of vulnerability and of *Risk of Harm to others*, as appropriate to the specific case (YOS Head of Service)
- (5) clear attention is given by the practitioner to any issues of victim safety and/or of victim awareness work, as appropriate to the case (YOS Head of Service).

## **Next steps**

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

## Service users' perspective

### Children and young people

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

- ◇ All children and young people who answered the questionnaire knew why they had to attend the YOS, what was expected of them and what would happen if they failed to attend. All respondents felt that their worker was interested in them and that the YOS did their best to help them.
- ◇ All respondents felt that staff listened to them, and all but one reported that staff had taken action to deal with the issues they had raised.
- ◇ Although during the inspection we saw little evidence of children and young people having completed the *What do you think?* self-assessment form, 20 questionnaire respondents (85%) recalled having completed either *What do you think?* or another form about themselves.
- ◇ Nineteen respondents said the YOS had helped them to understand their offending, 13 said they had been helped to understand their misuse of alcohol, 12 said they had been helped with decision making and seven said they had been helped with drug misuse.
- ◇ Almost 80% of respondents (18) felt that they were less likely to reoffend as a result of their involvement with the YOS.
- ◇ All respondents expressed some satisfaction with the YOS, with over half recording that they were completely satisfied with the service they had received.
- ◇ Positive comments included:
  - *"YOS has been very good to me and has helped me throughout my sentence."*
  - *"The YOS helped in all ways possible 10/10."*

### Victims

Unfortunately, only one questionnaire was completed by victims of offending by children and young people.

- ◇ The only respondent said they were completely satisfied with their contact with the YOS, and they believed the YOS had paid full attention to their safety.



## Sharing good practice

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

### Delivery of Review and Interventions

#### General criterion: 2.2

Joe was subject to a supervision order for criminal damage offences at various locations across Carlisle, which were committed when he was drunk. His case manager, Ann, took advantage of his interest in photography to both demonstrate the effect of his actions and to discuss his wider offending behaviour. Ann and Joe photographed scenes of criminal damage in the city that Joe and others were responsible for. This made the offending real for Joe and helped him understand the impact his actions had had on the victims of his offending.

### Achievement of Outcomes

#### General criterion: 3.1

The ISSP worker in the west of the county had an excellent working partnership with the local court, which allowed breach to be used in a constructive manner for those on ISSP. She had negotiated a system whereby anybody who fell into breach during the week was brought before the youth court the following Tuesday. This allowed the team to demonstrate positive use of authority and helped children and young people to make the connection between their behaviour and its consequences. This contributed directly to reducing the LoR. The ISSP worker was trusted by the court, and it was willing to go along with her proposals, which led to some positive outcomes, including reduction in the *RoH* and reoffending.

### Sustaining Outcomes

#### General criterion: 3.2

Terry had not had settled accommodation and had been involved in a number of offences of assault and affray that had led to him being sentenced to a supervision order. During the course of his order he had, with the support of his case manager, moved into more suitable accommodation. This supervisor arranged for *Straightline* (a young person's drug and alcohol service) to deliver interventions on alcohol and he had stopped drinking. He had changed his associates, partly because of moving area and partly because he wished to sort his life out. Most impressive of all was his own drive and the efforts made to restart his education; he was due to take two GCSEs in the summer term. This would not have been possible without the support and joint work of the YOS and educational workers. The case manager had undoubtedly been a significant player in the positive outcomes of this case. This is an excellent example of the YOS worker providing the encouragement and support that this young person was ready to accept, leading to benefits for both Terry and the wider community.

## 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:**

**55%**

**Comment:**

***SUBSTANTIAL improvement required***

**Strengths:**

- (1) A RoH screening had been carried out in 89% of cases; we judged that 79% of those had been completed on time.
- (2) A full RoSH assessment had been carried out in 88% of cases where there had been a need, and inspectors agreed with the RoSH classification as recorded by the case manager in 93% of cases.
- (3) There were only two cases inspected that had been referred into the MAPPA process. It was assessed that the MAPPA category and level were appropriate in both cases. It was, however, noted that one referral had not been made in a timely manner.

**Areas for improvement:**

- (1) We judged the RoSH assessment to be insufficient in 53% of cases, and in the same number of cases it was judged that the assessment had not been completed on time. Victim safety had not been covered sufficiently in 11 out of 17 RoSH assessments. Inspectors also considered that 43% of assessments had not drawn adequately on all appropriate information, including MAPPA, previous assessments and information from victims.
- (2) In only two out of 11 relevant custody cases inspected was there evidence on file that a RoSH assessment had been forwarded to the custodial establishment within 24 hours of sentence/ remand.
- (3) A RMP had been completed in only 10% of required cases and none of those completed was assessed as sufficient, with victim issues, roles/ responsibility and planned response absent in all cases. Only half the RMPs had been countersigned by a YOS Manager.
- (4) Details of RoSH assessment and management had been appropriately communicated to all relevant staff and agencies in only 52% of cases, and effective management and oversight of *Risk of Harm* was not evident in 78% of cases.

## 1.2 Likelihood of Reoffending:

### **General Criterion:**

*The assessment of the LoR is comprehensive, accurate and timely and uses Asset and other relevant assessment tools. Plans are in place to reduce LoR.*

### **Score:**

**62%**

### **Comment:**

**MODERATE improvement required**

### **Strengths:**

- (1) Children and young people had been actively engaged in drawing up assessments in 84% of cases and planning interventions in 70% of cases. Parents/ carers had been engaged in 83% of assessments but only 62% of planning.
- (2) An initial assessment of the child or young person's LoR had been undertaken in the vast majority of the cases inspected (94%) and we judged 72% of these assessments to have been completed to a sufficient standard.
- (3) Where appropriate, the assessment of LoR was forwarded to the custodial establishment within 24 hours in all but three cases.
- (4) In 57 out of 63 cases (90%) an intervention plan or referral order contract had been completed; 82% of plans/ contracts reflected the sentencing purposes and 74% met the national standard requirements. Plans/ contracts were judged to have been focused on achievable change in 72% of cases; the same number identified positive influences, such as supportive and pro-social factors.

### **Areas for improvement:**

- (1) In only 19% of cases was there evidence of any assessment of the learning style of the child or young person to inform the intervention plan or take account of diversity issues.
- (2) Initial assessments had only been informed by the child or young person's self-assessment, *What do you think?* in 31% of cases.
- (3) In a third of cases there was no evidence that initial assessments had been reviewed at appropriate stages, either in line with national standards for the YOS or when required due to significant changes in circumstances.
- (4) Although there was clear evidence that intervention plans were being completed in the vast majority of cases, inspectors were concerned that in only 4% of relevant cases did the plan integrate the RMP. Additionally, plans had not given clear shape to the order in 46% of cases. Plans/ contracts had not been prioritised according to *RoH* or sequenced according to offending-related needs in almost half of cases (48% and 45% respectively). Intervention plans had not been reviewed at appropriate intervals in 45% of cases.

### 1.3 Safeguarding:

**General Criterion:**

*The assessment of safeguarding needs is comprehensive, accurate and timely and uses Asset and other relevant assessment tools. Plans are in place to manage Safeguarding and reduce vulnerability.*

**Score:**

**58%**

**Comment:**

***SUBSTANTIAL improvement required***

**Strengths:**

- (1) 84% of children and young people and parents/ carers had been engaged in the initial assessment of safeguarding needs.
- (2) An initial assessment of vulnerability and Safeguarding had been carried out in 81% of cases, and this was judged to have been carried out within the required timescale in 76% of cases.
- (3) In all but one relevant case, inspectors found copies of other plans (care, pathway or child protection) on file and available to the case worker. We did, however, see only limited evidence of the use of the CAF in the cases inspected.

**Areas for improvement:**

- (1) In only 11 out of 23 cases (48%) with child safeguarding needs was there evidence that an assessment had been made that had taken account of disadvantaging, discriminatory or diversity issues at the earliest opportunity.
- (2) Assessments had been informed in 47% of cases by contact with, or previous assessments made by, children's social care services. This was despite having a robust process in place for gathering this information. Gaps in information contributed to our conclusion that 45% of Asset vulnerability screening had not been completed to a sufficient standard.
- (3) Safeguarding was not fully and accurately reviewed at appropriate intervals in 45% of cases. This was of particular concern in relation to changes in the circumstances of children and young people.
- (4) Despite efforts to ensure that vulnerability was assessed at the start of an order, we found that VMPs had only been completed in half of relevant cases, with only 35% completed on time and 31% deemed of a sufficient standard.
- (5) There was evidence both in the cases inspected and in interviews with case managers that vulnerability assessments had been managed effectively in fewer than half of all cases (42%).

**OVERALL SCORE for quality of Assessment and Sentence Planning work:  
61%**

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

The YOS had in place clear guidance and procedures to ensure that initial assessments of *RoH*, LoR and Safeguarding/ vulnerability were undertaken. We found evidence of these initial assessments throughout the inspection, with some good examples of needs linked to offending having been accurately assessed at an early stage. However, the standard of assessments of *RoH* and vulnerability were clearly areas for improvement, in particular the need to take account of victim safety and information available from other agencies, such as children's social care services.

Children and young people who completed the HMI Probation questionnaire were overwhelmingly positive about the work of the YOS in supporting them and encouraging change. This positive relationship was also seen by inspectors in the cases they assessed, with the children and young people and their parents/ carers actively engaged in both assessments and planning.

Whilst we had some concerns in relation to the quality of assessment of vulnerability, and the lack of VMPs and management oversight of vulnerability assessments, this has to be placed within the context that only 17 of the cases (27%) inspected involved children or young people who were under 16 years of age.

During the inspection there were examples of both *RoH* and vulnerability being appropriately managed. However, this was not in a planned or structured manner that evidenced either a change in the level of risk or vulnerability, nor did it provide a framework for the ongoing management of the case.

## 2. DELIVERY AND REVIEW OF INTERVENTIONS

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

**General Criterion:**

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

**Score:**

**50%**

**Comment:**

**SUBSTANTIAL improvement required**

**Strengths:**

- (1) There was evidence that case managers and all other relevant staff had contributed effectively to multi-agency meetings both in custody (88%) and the community (76%). There was also evidence in the two MAPPA cases that the case manager and other staff involved with the children and young people had played an effective part in the arrangements.
- (2) In 82% of community and custody cases we judged that appropriate resources had been allocated according to the assessed *RoH* throughout the order.

**Areas for improvement:**

- (1) The work undertaken by case managers in assessing the *RoH* at the start of the order had not always been carried through to the review stage. Only 47% of cases had been reviewed within three months of the start of the order. Of those cases requiring further reviews, we found evidence that they had been carried out in only two out of 14 cases (14%). 45% of cases had not been reviewed following a significant change, and in only five out of 12 relevant custody cases (42%) had reviews been undertaken at appropriate points during the custodial phase of the sentence.
- (2) In instances where a case manager might have been expected to anticipate changes in circumstances that could have had a significant impact, these had been identified in only 32% of cases. Changes had not been identified swiftly in half of all relevant cases, and appropriate action to protect the public had been taken in only six out of 16 relevant cases (38%).
- (3) Although the only victim to respond to the HMI Probation questionnaire was satisfied with the level of attention paid to his or her safety, inspectors found that in only 18% of cases where there had been a potential risk to a victim had a full assessment of the victim's safety been carried out. Overall, high priority had been given to the safety of victims in five of the 39 relevant cases (13%).
- (4) Despite the production of intervention plans at the start of each order, there had been a lack of specific interventions to manage the *RoH* in the

community or in custody. *RoH* had only been identified in 56% of community and 8% of custody plans. Intervention plans incorporated factors identified in RMPs in three out of 11 relevant cases in the community and in none of the five relevant custody cases. Interventions had been delivered to plan in 65% of community cases but not in 80% of custody cases where there had been an assessed need.

## 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:**

**73%**

### **Comment:**

**MODERATE improvement required**

### **Strengths:**

- (1) Good quality interventions to address LoR factors had been delivered in over two-thirds of all cases and, in 75%, plans had been designed to reduce the LoR. Interventions had also been delivered as planned in two-thirds of cases. The majority (65%) had incorporated all diversity issues. However, this still left 35% where not all diversity issues had been addressed.
- (2) Good quality interventions were seen in all ISSP cases inspected. They had been clearly linked to criminogenic and risk factors and based upon a full assessment of the child or young person's learning style.
- (3) In 88% of custody cases inspected the case manager had been appropriately involved in reviewing the interventions delivered to children and young people while in custody.
- (4) During the inspection we saw evidence that the YOS had allocated its resources appropriately to the assessed level of LoR throughout the sentence, both in relation to the level of staffing and the delivery of interventions.
- (5) In Cumbria YOS we found case managers who had actively motivated and supported children and young people throughout their sentences in 83% of community and 88% of custody cases. YOS workers had not only supported the children and young people they worked with but had also reinforced positive behaviour in 85% of community and 88% of custody cases. There had been an equally high level of engagement with parents/ carers throughout the sentence.

### **Areas for improvement:**

- (1) The quality of intervention is listed as a strength above, however, there were gaps in relation to interventions that were appropriate to the child or young person's learning style. These were seen in only 61% of cases, and the appropriate sequencing and reviewing of interventions were seen in just over half of all cases (54% and 53% respectively).
- (2) In their evidence in advance the YOS listed resources "*that were in place (e.g. Teen Talk, Pathways, RJ workbook and various single subject packages like*

'Respect Your Life Choices') to assist in delivering high quality interventions". However, during the inspection we saw little evidence of these interventions being delivered by case managers. Given that the YOS had already highlighted the lack of group work as an area for improvement, we would have hoped to have seen more use of these types of interventions.

### 2.3 Safeguarding the Child or Young Person

**General Criterion:**

*All reasonable actions have been taken to safeguard and reduce the vulnerability of the child or young person.*

**Score:**

**68%**

**Comment:**

**MODERATE improvement required**

**Strengths:**

- (1) There was evidence that all necessary, immediate action had been taken to safeguard and protect the child or young person in 11 out of 17 relevant cases in the community (65%). In 12 out of 14 cases (86%) necessary referrals had been made to relevant agencies to safeguard the child or young person. Immediate action to safeguard other affected children and young people was evidenced in four out of five of relevant community cases (80%). The situation was less positive in relation to custody cases, where we found evidence of necessary action and referrals being made in only half of cases where there had been safeguarding issues.
- (2) There had been a high level of joint working between YOS case managers and other agencies to promote the Safeguarding of children and young people in the community, in custody and in the transition from custody to community. This was particularly true in children's social care services, ETE and physical and emotional health services, as well as substance misuse services. *Straightline*, a partner agency working with the YOS to deliver substance misuse services, was especially highly valued by case workers. The police and secure establishments had also been involved in the promotion of child Safeguarding.
- (3) In all custody cases and 82% of community cases there was evidence that all relevant staff had supported and promoted the well-being of children and young people throughout their sentence. This was true in relation to both physical and emotional health. Despite the lack of a dedicated health worker in the west of the YOS area, efforts had been made to ensure that a service was available to children and young people with health needs.

**Areas for improvement:**

- (1) Despite specific safeguarding interventions having been identified and included in the VMP in 63% of relevant community cases, we found a lack of specific interventions to promote Safeguarding being delivered in 43% of cases. Where there had been interventions to address safeguarding needs, these had been reviewed in line with national standards or when there had



been a significant change in the child or young person's vulnerability in only 50% of cases.

- (2) Interventions to promote Safeguarding of children and young people in custody was also assessed as an area for improvement with specific interventions being identified and delivered in two out of nine relevant custodial sentences (22%). These interventions had only been reviewed in two out of five relevant cases (40%).
- (3) In only one out of ten custody cases (10%) and eight out of 23 relevant community cases (35%) was there evidence of effective management oversight of safeguarding and vulnerability needs.

**OVERALL SCORE for quality of Delivery and Review of Interventions work: 64%**

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

Although the case managers routinely reviewed the LoR through the YOS assessment tool Asset, the ongoing review of *RoH* and vulnerability assessment, either at the three-month stage or following significant changes in the child or young person's situation, was an area that needed to be addressed across the YOS. However, despite the lack of systematic reviewing of *RoH* and vulnerability assessments, there was evidence that YOS workers were taking appropriate action to Safeguard children and young people and to promote their well-being throughout their sentence. Nevertheless, action was neither planned nor systematic and, therefore, it was difficult to assess how well Safeguarding was being delivered.

The YOS was appropriately involved in multi-agency work both in custody and in the community including MAPPA, the Local Safeguarding Children Board and other joint working on general *RoH* and Safeguarding.

There had been an equally high level of engagement with parents/ carers throughout sentences.

Throughout the inspection we found gaps in the management oversight of ongoing safeguarding and vulnerability needs. This had led to a lack of guidance in this area of work, with some case managers uncertain of their responsibility.

## 3 OUTCOMES

### 3.1 Achievement of Outcomes:

**General Criterion:**

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

**Score:**

**53%**

**Comment:**

***SUBSTANTIAL improvement required***

**Strengths:**

- (1) We found good evidence of case managers motivating children and young people to comply with their orders. This included taking account of diversity issues like giving them age-appropriate diary sheets, as well as texting and telephoning them to remind them of their appointments. In 60% of the cases inspected the child or young person had complied with the full requirements of the order. This left a significant minority who had not complied and whom the YOS still needed to fully engage.
- (2) Although there was evidence of a reduction in criminogenic factors in fewer than half of all cases, there was evidence of a reduction in the frequency of reoffending in 61% of cases, and of a reduction in the seriousness of offending in 55% of cases. There was also a reduction in offending-related factors, including living arrangements, emotional well-being and ETE in at least 75% of cases. There was also some progress evidenced in the thinking and behaviour, attitudes to offending and lifestyles of the children and young people concerned.

**Areas for Improvement:**

- (1) In 25 cases we judged that the child or young person had not fully complied with the order. In only 14 of these cases (56%) was there evidence that enforcement action had been taken sufficiently well. This included both the issuing of warnings and taking breach action through the courts.
- (2) In 52% of cases where offence-related factors had been reviewed there was no evidence of any reduction in the factors that had contributed to the child or young person's offending.
- (3) Of the 21 cases where there had been an assessed risk factor linked to the child or young person's safeguarding there was evidence of a reduction in those factors in only eight cases (38%).

### 3.2 Sustaining Outcomes:

**General Criterion:**

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

**Score:**

**69%**

**Comment:**

**MODERATE improvement required**

**Strength:**

- (1) YOS workers demonstrated that they had paid full attention to community integration issues in 79% of custody and 73% of community cases. This strength had built upon the joint multi-agency working, evidenced above, particularly joint custody visits that included health, ETE and substance misuse workers.

**Area for improvement:**

- (1) Despite the work undertaken by YOS workers and other agencies to ensure the community integration of children and young people under the supervision of the YOS or due for release from custody, there was no evidence that these positive outcomes had been sustained in 40% of cases.

**OVERALL SCORE for quality of Outcomes work: 59%**

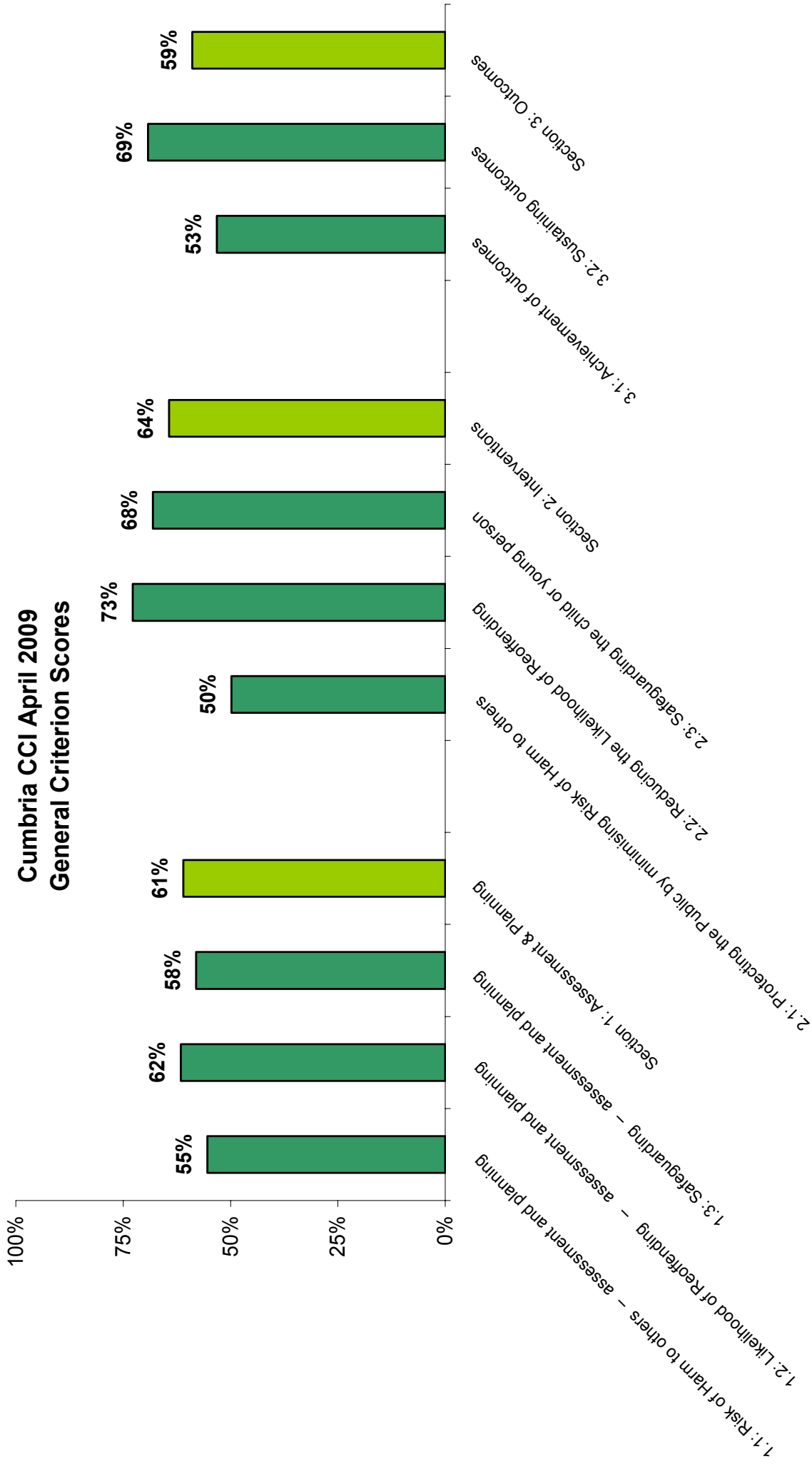
**COMMENTARY on Outcomes as a whole:**

Compliance by this difficult to engage and often chaotic group of children and young people was at a sufficient level, with some good evidence of YOS workers being creative in their efforts to motivate those under their supervision. This included the use of text messaging reminders and diary sheets. Although we welcome these efforts, there were occasions when enforcement action was required but had not been taken by the case workers. There was a need for clear boundaries to ensure that children and young people understood what actions and behaviour were acceptable and what were not, including complying with their court orders.

Although there was evidence of a reduction in factors that contributed to children and young people offending in less than half of all cases, there was some clear evidence of both a reduction of frequency and seriousness of offending in the majority of cases. However, there was a concern that, in almost three-quarters of relevant cases, risk factors linked to the child or young person's safeguarding had not reduced during the course of the order.

There were some impressive outcomes in relation to children and young people's community integration. It was, however, disappointing that action had not always been taken to ensure that positive outcomes were sustained.

## Appendix 1: Summary



## **Appendix 2: Contextual information**

### **Area**

Cumbria YOS was located in the North West region.

The area had a population of 487,607 as measured in the Census 2001, 10.1% of which were aged ten to 17 years old. This was slightly lower than the average for England/ Wales, which was 10.4%.

The population of Cumbria was predominantly white British (99.3%). The population with a black and minority ethnic heritage (0.7%) was substantially below the average for England/ Wales of 8.7%.

Reported crime levels in 2008/09 for children and young people aged 10 to 17 years old across the area, at 69 per 1,000, were above the average for England/ Wales of 46.

### **YOS**

The YOS boundaries were within those of the Cumbria police and probation areas. Morecambe Bay, Eden Valley and North Cumbria PCTs covered the YOS area.

The YOS was located within the Cumbria County Council Children's Services. It was managed by the YOS Head of Service.

The YOS Management Board was chaired by the Director of Children's Services. All statutory partners attended regularly.

The YOS headquarters was in the city of Carlisle. The operational work of the YOS was based in Carlisle, Barrow in Furness and Maryport. ISSP was provided across the county.

### **YJB Performance Data**

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

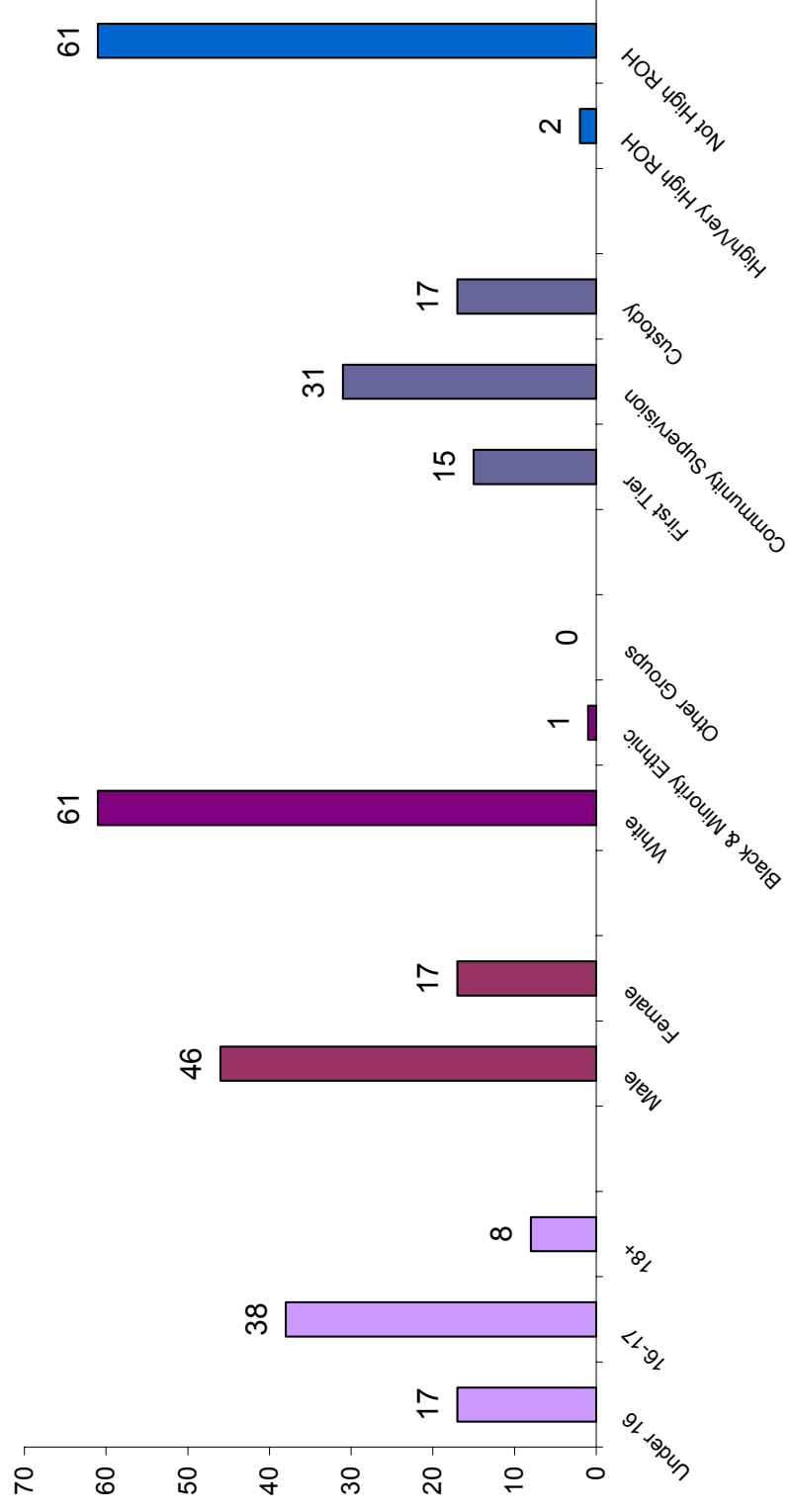
Cumbria's performance on ensuring children and young people known to the YOS/YOT were in suitable education, training or employment was 68%. This was worse than on the previous year, and below the England average of 72%.

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

Re-offending after 9 months was 115%, worse than the England average of 85% (See Glossary).

**Appendix 3a: Inspection Data Chart**

**Case sample information: Cumbria**



## **Appendix 3b: Inspection data**

Fieldwork for this inspection was undertaken in April 2009.

The inspection consisted of:

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

We have also seen YJB performance data and assessments relating to this 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.inspectorates.justice.gov.uk/hmiprobation>**

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

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

## Appendix 5: Glossary

ASB / ASBO	Antisocial behaviour / Antisocial Behaviour Order
Asset	A structured assessment tool based on research and developed by the Youth Justice Board looking at the 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 & Wales. See also YOIS+
CRB	Criminal Records Bureau
CSCS	Local authority Children's Social Care service
DTO	Detention & Training Order, a custodial sentence for the young
Estyn	HM Inspectorate for Education and Training in Wales
ETE	Employment, training and education. Work to improve an individual's learning, and to increase their employment prospects
FTE	Full-time equivalent
HM	Her Majesty's
HMIC	HM Inspectorate of Constabulary
HMI Prisons	HM Inspectorate of Prisons
HMI Probation	HM Inspectorate of Probation
Interventions; <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>.</p> <p>Example: with a sex offender, a <i>constructive intervention</i> might be to put them through an accredited sex offender programme; a <i>restrictive intervention</i> (to minimise their <i>Risk of Harm</i>) might be to monitor regularly and meticulously their accommodation, their employment and the places they frequent, imposing and enforcing clear restrictions as appropriate to each case.</p> <p>NB Both types of intervention are important.</p>
ISSP	Intensive Supervision & Surveillance Programme – this intervention is attached to the start of some orders and licenses and provides initially at least 25 hours programme contact including a significant proportion of ETE
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 co-ordinate



	and ensure the effectiveness of the multiagency 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 are of a higher <i>Risk of Harm to others</i> .
Ofsted	Office for Standards in Education, Children's Services & 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 CJS agencies.
Pre-CAF	This is a simple 'Request for Service' in those instances when a CAF may not be required. It can be used for requesting one or two additional services, e.g. health, social care or educational.
PSR	Pre-Sentence report - for a Court
"Reoffending after 9 months"	A measure used by the YJB. It indicates how many further offences are recorded as having been committed in a 9-month period by individuals under current supervision of the relevant YOT, and it can be either more or less than 100%. "110%" would therefore mean that exactly 110 further offences have been counted as having been committed 'per 100 individuals under supervision' in that period. The quoted national average rate for England in early 2009 was 85%
RMP	Risk management plan. A plan to minimise the individual's <i>RoH</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 'RoH' enables the necessary attention to be given to those individuals for whom lower <i>impact/severity</i> harmful behaviour is <i>probable</i> .
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 wellbeing of the individual under supervision.
YJB	Youth Justice Board for England & 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 & Wales. See also Careworks.
YOS/T	Youth Offending Service / Team