



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:

**Hertfordshire**

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## Foreword

Our Core Case Inspection of youth offending work in Hertfordshire 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 Team. 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.

Overall, Hertfordshire YJS<sup>1</sup> performed reasonably well in this inspection. We found examples of creative, thoughtful case management and effective engagement with children and young people and families. However, the Service had been through a period of significant transformation less than a year before the inspection, and was still at the 'bedding in' stage. In this context, we found there were a number of key areas of practice, especially in relation to *Risk of Harm* and Safeguarding that needed to be improved.

We are encouraged by the response of the YJS to our inspection findings and confident that it will take the necessary action to improve practices in Hertfordshire.

*Liz Calderbank*  
*HM Chief Inspector of Probation*

*May 2012*

	Scores from Wales and the English regions that have been inspected to date			Scores for Hertfordshire
	Lowest	Highest	Average	
<b>'Safeguarding' work</b> <i>(action to protect the young person)</i>	37%	91%	67%	<b>60%</b>
<b>'Risk of Harm to others' work</b> <i>(action to protect the public)</i>	36%	86%	62%	<b>49%</b>
<b>'Likelihood of Reoffending' work</b> <i>(individual less likely to reoffend)</i>	43%	87%	70%	<b>67%</b>

<sup>1</sup> Youth offending specialists in Hertfordshire have been integrated into multi-disciplinary Targeted Youth Support Teams, known collectively as the Youth Justice Service (YJS)

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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>2</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.

<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 significant in helping us to decide whether an early further inspection is needed.	
<b>Score:</b> <b>60%</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 significant in helping us to decide whether an early further inspection is needed.	
<b>Score:</b> <b>49%</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 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>2</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 good quality assessment and plan, using Asset, is completed when the case starts (YJS Manager)
- (2) specifically, a timely and good quality assessment of the individual's vulnerability and *Risk of Harm to others*, is completed at the start, as appropriate to the specific case (YJS Manager)
- (3) intervention plans, where applicable, reflect learning styles and other diversity factors within the case, set appropriate goals, realistic timescales and are clearly sequenced (YJS Manager)
- (4) there is appropriate review of assessments and, as applicable, plans following receipt of important new information, intelligence and reports of harmful behaviour or the commission of new offences (YJS Manager)
- (5) management oversight is effective in ensuring the quality of assessment and plans to manage vulnerability or *Risk of Harm to others*, and ensures that planned actions are delivered (YJS Manager)
- (6) sufficient attention is given to the safety of victims throughout the course of the sentence (YJS 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 Hertfordshire YJS work that impressed us.

### Assessment and Sentence Planning

#### General Criterion:

Andrew, who was sentenced for an offence of 'aggravated taking without owner's consent', was referred, by his case manager, to the Crash Bang Course, delivered on a multi-agency basis with the YJS, police, paramedics and fire service. Through his attendance, Andrew gained a wider perspective of the consequences of dangerous driving and the risks associated with this. The messages learned by Andrew from this experience were reinforced in supervision, contributing towards the likely reduction of his offending.

### Delivery and Review of Interventions

#### General Criterion:

The key areas identified as linked to Brian's offending were problem solving and changing learned behaviour. The case manager established that Brian responded well to kinaesthetic learning styles and struggled with office based discussions which directly focussed on offending behaviour. He introduced Brian to badminton and some supervision sessions were delivered at a local sports centre, helping Brian apply learning about how to improve badminton techniques to achieve better outcomes, to his behaviour. By responding to Brian's learning style and delivering interventions in this way the case manager encouraged compliance and engagement. Brian had not re-offended and was continuing to engage well with work to help him address issues that could lead to him offending again.

### Outcomes

#### General Criterion:

Charlie's parents' relationship was suffering as they struggled to cope with her complex needs. Neither was able to support the other or provide safe, consistent boundaries for Charlie to ensure her safety and well-being. A Parenting Support Programme, offering specialist counselling, helped them talk through their relationship and how to apply firm boundaries and parenting to Charlie, to moderate the impact her behaviour was having on the family – e.g. coping strategies, managing stress levels and ensuring consistency of their approach with her. This led to an improved relationship between Charlie and her parents with active and meaningful participation between the family and all professionals involved via the YJS. Consequently, Charlie was less likely to put herself in situations that placed her at risk and more willing to undertake work to address behaviour related to her offending.

All names have been altered.



## Service users' perspective

### Children and young people

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

- ◇ Nearly all (98%) of the children and young people who responded to the survey knew why they had to attend the YJS and 88% recalled being told by the YJS what would happen when they visited. One respondent added *"I am on a strict referral order, so my YOT worker explained all the do's and don'ts to me and what would happen if I had stepped out of line on my order or breached, my worker explained everything to me in full detail so it would all be clear to me"*.
- ◇ Most respondents (over 90%) felt the YJS staff completely, or mostly, listened to what they said and were interested in helping them.
- ◇ More than 80% felt that the YJS took action to deal with things they needed help with. One child or young person explained, *"I had/have anxiety problems and I have had many meetings about it and what to do if I start to panic, plus I didn't really talk to my dad before the order started but I now do and we have a good relationship"*.
- ◇ Fifty-seven respondents (71%) remembered completing a *What do YOU think?* self-assessment form.
- ◇ Thirty of the thirty-seven children and young people who responded to the question, *"Do you know what a supervision, or sentence, plan is?"* said they did. Twenty-nine out of thirty said the YJS worker had discussed these documents with them, and 20 out of 29 recalled being given copies to keep. Three-quarters said their plan or referral order contract had been reviewed.
- ◇ Only five (6%) stated that there had been something in their lives that had made them feel afraid during the period of contact with the YJS but four of them said the YJS had helped a lot with this.
- ◇ Half of those responding said the YJS had helped them to better understand their offending. Two-fifths (40%) said the YJS had helped them with their education, training or getting a job. About one-third stated that they had been helped to make better decisions and to improve family and relationship factors. One respondent added, *"I have learned that offending is sometimes part of peer-pressure and I can now understand how to say no or make my own decisions instead of going along with everyone else"*.
- ◇ More than half reported that their lives had improved since seeing the YJS; over 50% stated things were better with their education or work prospects, and a quarter felt their health had improved. 89% of respondents thought they were less likely to offend.
- ◇ On a scale of 0 to 100 (100 being completely satisfied), one-quarter of the respondents reported they were 100% satisfied with the YJS, and 66% that they were at least 70% satisfied.

## Victims

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

- ◆ Ten respondents reported that the YJS explained what service they could offer and felt they had had the opportunity to talk about their worries relating to the offence or the person who had committed the offence.
- ◆ Nine of the ten who responded to the question, felt their needs had been taken into account and six felt the YJS had paid attention to their safety in regards, for example, to the child or young person who had committed the offence against them. One person commented, *"I feel the YOT should keep checking that the victim was still safe after the case had been settled"*.
- ◆ Seven respondents said they were satisfied, and four dissatisfied, with the service offered by the YJS.
- ◆ Ten felt they had not benefited from any work done by the child or young person who committed the offence.

## 1. ASSESSMENT AND SENTENCE PLANNING

**OVERALL SCORE: 58%**

### 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:**

**53%**

**Comment:**

***SUBSTANTIAL improvement required***

**Strength:**

- (1) An Asset RoSH screening was completed in nearly all cases inspected, 86% of which were completed on time.

**Areas for improvement:**

- (1) Only 37% of cases inspected had an accurate Asset RoSH screen. One-third (21) had an incorrect RoSH classification. We assessed 95% (20) of these were classed as 'low' instead of the correct 'medium'. Some of the screening documents comprised a one line entry that there were no concerns regarding *RoH* without any analysis of the current offence or relevant previous violent behaviour, which included, in one case, racially aggravated assault.
- (2) One-third (9) of the 27 cases that required a full RoSH analysis were completed. Fewer than half were completed on time and only 19% were completed to sufficient quality. In addition to the incorrect classification being applied, the main reason for this was that the risk to victims had not been considered fully.
- (3) Caseworkers had drawn adequately on all the information available to them, for instance MAPPA, other agencies' assessments and information from victims, in fewer than half the cases assessed.
- (4) An RMP should have been written in 13 cases but these existed in only four (31%). The need to plan for *RoH* issues had been recognised and acted upon in fewer than half the cases where an RMP was not required or produced. This could, in part, have been related to the inaccuracies in RoSH classification,

where, for example, case managers had failed to recognise that the RoSH classification should have been medium, and so had seen no need to complete a full analysis of risk or recognise the need to plan for *RoH* issues.

- (5) In one-third of cases all details of *RoH* assessment and management were appropriately communicated to relevant staff and agencies. In some instances, the forms shared with custodial establishments stated there were no risks when there was evidence on file to suggest otherwise.
- (6) There was effective management oversight of *RoH* assessment in only 4 of the 44 cases (9%) for which this was appropriate. Managers were not identifying and effectively addressing shortfalls in RoSH assessments, classifications and plans.

<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>60%</b></p>	<p><b>Comment:</b></p> <p><b>MODERATE improvement required</b></p>

**Strengths:**

- (1) The initial assessment of LoR was completed in nearly every case. 81% were completed on time.
- (2) Case managers actively involved the children and young people and their parents/carers, in nearly three-quarters of the cases inspected, while carrying out their initial assessments. They spoke with police colleagues or drew on previous assessments from the police for the majority of the Asset assessments.
- (3) Community intervention plans, referral order contracts and custodial sentence plans were completed in nearly all cases inspected, the majority of which were completed on time. Most custodial plans took Safeguarding needs into account.
- (4) YJS workers were actively and meaningfully involved throughout the custodial planning process and custodial plans were reviewed at appropriate intervals in more than 80% of relevant cases.

**Areas for improvement:**

- (1) The initial assessment of LoR was completed to sufficient quality in little more than one-third of cases. In many, the evidence considered was unclear and/or

insufficient and the case manager had not identified offending-related vulnerability. Factors linked to offending and diversity issues were missing from many of the assessments.

- (2) The case manager assessed the learning style of the child or young person, and completed a *What do YOU think?* self-assessment in about half of the cases. They had drawn on previous assessments from, or had contact with, children’s social care services and ETE or Connexions providers in less than two-thirds of cases inspected. The use of information from other agencies varied but, notably, less than one-third of the Asset assessments drew on contact with or previous assessments from substance misuse services.
- (3) Custodial sentence plans addressed factors relating to offending in 40% of relevant cases. Of these, many did not include work to address family and personal relationships, neighbourhood and lifestyle issues.
- (4) None of the custodial sentence plans, and 14% of the community intervention plans, inspected, integrated RMPs, where appropriate.
- (5) In one-third of community intervention plans the learning needs/styles of the child or young person were taken into account.
- (6) Fewer than half the custodial and community plans and referral order contracts had objectives that were prioritised according to *RoH* or sequenced according to offending-related need. Victims’ issues were taken into account in about half the plans and contracts, and diversity issues in half the community plans and contracts inspected.

<b>1.3 Safeguarding:</b>	
<p><b>General Criterion:</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>Score:</b></p> <p><b>58%</b></p>	<p><b>Comment:</b></p> <p><b><i>SUBSTANTIAL improvement required</i></b></p>

**Strength:**

- (1) An Asset vulnerability screen had been completed in almost every case and the majority of these had been completed on time.

**Areas for improvement:**

- (1) The Asset vulnerability screening was completed to a sufficient quality in just over one-third of cases. In many instances, the screening comprised one line

stating that there was no evidence of vulnerability. Issues such as lack of safe accommodation, past instances of domestic violence or suicidal thoughts and self-harm were missed. This also related to cases where there were currently measures in place which would limit or control vulnerability, for instance, in cases where a child or young person had been sentenced to custody.

- (2) Of the 42 cases meriting a VMP, 15 (36%) had been completed and three (7%) were of sufficient quality. In many, it was not clear what was to be done to address the vulnerability factors identified, and by whom. About one-third needed to take more account of victim or diversity issues. The VMP contributed to and informed interventions in about half the cases, and/or other plans in about one-third of the cases inspected.
- (3) There had been effective management oversight of the vulnerability assessment in 7 of the relevant 48 cases (15%). VMPs in need of improvement were being countersigned. Managers were not identifying cases where, for instance, case managers had decided that a child or young person's vulnerability was low, and had, therefore, seen no reason to complete a VMP.

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

The YJS had restructured in 2011, introducing multi-disciplinary teams and a need for team members to extend and learn new roles. For a number of them, this included the role of youth offending case manager. Some were still developing their skills and, at the time of inspection, were struggling to understand the processes for assessing and planning to address *RoH* and Safeguarding, and the relationships between these.

More than 20% (19) of the cases we inspected involved a Looked After Child. The work undertaken with this group scored less well, in every area measured, than the other cases in our sample, with *RoH* to others being managed sufficiently in only 39% of Looked After Child cases. These are likely to be amongst the most complex of cases but, by their very nature, the children and young people involved will be some of the more vulnerable.

In many instances, case managers considered an intervention plan to be a static document, covering the whole of a community sentence. For this reason, they included a large number of interventions, all of which were to be completed by the end of sentence date. Some of the plans for longer sentences looked particularly burdensome, and rather than acting as an effective tool to help motivate and guide a child or young person through their order, could have had the reverse effect.

## 2. DELIVERY AND REVIEW OF INTERVENTIONS

**OVERALL SCORE: 65%**

### 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:**

**52%**

**Comment:**

***SUBSTANTIAL improvement required***

**Strengths:**

- (1) Purposeful home visits were carried out throughout the course of the sentence in accordance with the level of *RoH* posed and Safeguarding issues in the majority of cases. Home visits were made on a regular basis, not just for the child or young person but with the purpose of engaging with the family. In cases where they were not residing in the family home, there was often effective, ongoing contact with at least one of the parents/carers.
- (2) Appropriate resources were allocated according to the *RoH* throughout the sentence in most cases. Specific interventions to manage *RoH* were delivered as planned in nearly three-quarters of cases during the custodial phase and in two-thirds of cases in the community.
- (3) Case managers and all other relevant staff contributed effectively to multi-agency meetings in custody in all cases.
- (4) Specific interventions to manage *RoH* during the custodial phase were delivered as planned in nearly 75% of relevant cases.

**Areas for improvement:**

- (1) *RoH* was reviewed thoroughly in line with required timescales in half the cases where this was warranted, but in one-quarter of cases following a significant change. Reviews were not thorough enough and did not reflect changes that had taken place in the child or young person's circumstances. Some children and young people committed further offences, some of them violent, during their sentences. There was no review of *RoH* as a result and the incidents were not always reflected or analysed at the regular review stage.

- (2) Case managers gave high priority to the safety of victims and sufficient attention to the assessment of their safety in half the cases inspected. Restorative justice work was undertaken in some instances in the form of apology letters, but there was little evidence that case managers considered involving victims in restorative justice processes.
- (3) Specific interventions to manage *RoH* - during both the community and custodial phases of a sentence - were reviewed following a significant change in one-third of cases.
- (4) There was effective management of oversight of *RoH* in 29% of cases in custody and 20% of cases in the community. In too many cases, managers were not identifying and effectively challenging when there was insufficient action to address vulnerability. Reviews were not being undertaken or were copies of initial assessments, or increases in vulnerability were not being planned for.

## 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:**

**72%**

### **Comment:**

**MODERATE improvement required**

### **Strengths:**

- (1) All requirements of the sentence had been implemented in 88% of cases.
- (2) In about three-quarters of cases inspected, appropriate resources were allocated according to the assessed LoR throughout the sentence. Interventions to address LoR in the community were implemented in line with the intervention plan. There was a range of programmes available to the YJS and examples of positive outcomes for children and young people who attended these.
- (3) In the majority of cases, YJS workers actively motivated and supported the children and young people and reinforced their positive behaviour throughout their sentences, whether they were in custody or in the community. They actively engaged parents/carers where appropriate.
- (4) Case managers were appropriately involved in the review of interventions in most instances, during the custodial phase.
- (5) Based on the YJS assessment of LoR and RoSH, we considered the initial Scaled Approach intervention level was correct in nearly every case.



### **Area for improvement:**

- (1) Interventions delivered to reduce the LoR were reviewed appropriately in 44% of cases, were appropriate to the learning style of the child or young person in 55% of cases, and were sequenced appropriately and of good quality in fewer than 60% 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>67%</b>	<b>Comment:</b> <b>MODERATE improvement required</b>

### **Strengths:**

- (1) Specific interventions to promote Safeguarding in custody were identified and delivered in nearly all relevant cases.
- (2) In the small number of cases which necessitated immediate action to be taken to protect the child or young person during the custodial phase, appropriate measures, including necessary referrals, were taken.
- (3) The YJS worked together with a range of agencies, especially those providing ETE, to promote the Safeguarding and well-being of the child or young person in the community. Joint working was more evident in cases during the custodial phase, with the YJS working particularly well with providers of education, training and employment, physical and emotional/mental health services, substance misuse services and secure establishment staff.
- (4) In the majority of relevant cases, case managers worked together with other agencies, particularly with accommodation and children's social care services, to ensure continuity in the provision of mainstream services in the transition from custody to community. There were instances of case managers working determinedly to ensure young people had a safe place to live after leaving custody.
- (5) All relevant staff supported and promoted the well-being of the child or young person through the course of the sentence in custody in 19 out of the relevant 20 cases (95%).

### **Areas for improvement:**

- (1) There were variable levels of joint working between the case manager and other relevant agencies to promote the Safeguarding and well-being of the child or young person in the community. The YJS worked with physical health services in only three of the seven relevant cases, with the ASB team in one of the three relevant cases and with the secure establishment in only six of the relevant eleven cases.
- (2) The YJS worked together with emotional/mental health services and substance misuse services to ensure continuity in the provision of mainstream services in the transition from custody to community, in only about half the relevant cases.
- (3) Specific interventions to promote Safeguarding in the community were reviewed every three months or following significant change in 10 of the relevant 45 cases (22%).
- (4) There was effective management oversight of Safeguarding and vulnerability needs in the community in 36% of the relevant 50 cases. In too many cases, managers were not identifying and effectively challenging when there was insufficient action to address vulnerability. Reviews were not being undertaken or were copies of initial assessments, and increases in vulnerability were not being planned for.

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

There were many examples of case managers taking a holistic approach to their case management, harnessing the skills of their colleagues where appropriate either to provide advice or to interact with the children and young people. The YJS had a strong and positive focus on family intervention, working to improve relationships in the family and with the child or young person to help bring stability and consistency to their lives.

Case managers made efforts to help children and young people, who were particularly hard to reach or led chaotic lifestyles, to comply with their sentences by travelling to their local area and conducting supervision sessions in the community, for instance at youth clubs and fast food restaurants. While this may have been appropriate on occasions, this had resulted in the delivery of unstructured, informal sessions, which, in a small number of cases, left important aspects of offending behaviour work, and some of the requirements of the sentence, unimplemented.

### 3. OUTCOMES

#### OVERALL SCORE: 65%

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:**

**61%**

**Comment:**

**MODERATE improvement required**

#### **Strengths:**

- (1) Reporting instructions given were sufficient for the purpose of carrying out the sentence of the court in nearly every case inspected.
- (2) In more than three-quarters of the cases where the child or young person did not comply with the requirements of their sentence, the YJS took sufficient action. There were examples of case managers making fair but robust decisions and good use of risk meetings to discuss alternatives to breach. The YJS had made effective use of disciplinary meetings during which the case manager and their manager met with the child or young person to deliver strong messages about cooperation, in order to aid compliance.

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

- (1) *Risk of Harm* to identifiable or potential victims had not been managed effectively in about half the cases where it was pertinent to do so.
- (2) All reasonable action to keep to a minimum the child or young person's individual *RoH* had been taken in less than one-third of cases. In the majority of these, assessment and planning was insufficient. In just under half, interventions to address *RoH* had not been delivered by the YJS.

- (3) There had been a reduction in factors linked to Safeguarding in only one-third of cases.
- (4) All reasonable action had been taken to keep to a minimum the risk of the young person or child coming to harm either from his or herself or from others in 38% of the relevant 56 cases. This was a low score and was due, in the main, to insufficient assessment and planning for Safeguarding.

<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>79%</b>	<b>Comment:</b> <b>MINIMUM improvement required</b>

**Strengths:**

- (1) Full attention was given to community integration issues in the majority of cases during the custodial phase and in the community.
- (2) Action had been taken or plans put in place to ensure that positive outcomes were sustainable in about three-quarters of cases inspected. This sometimes took the form of an ongoing care plan but there were also examples of exit strategies on record.

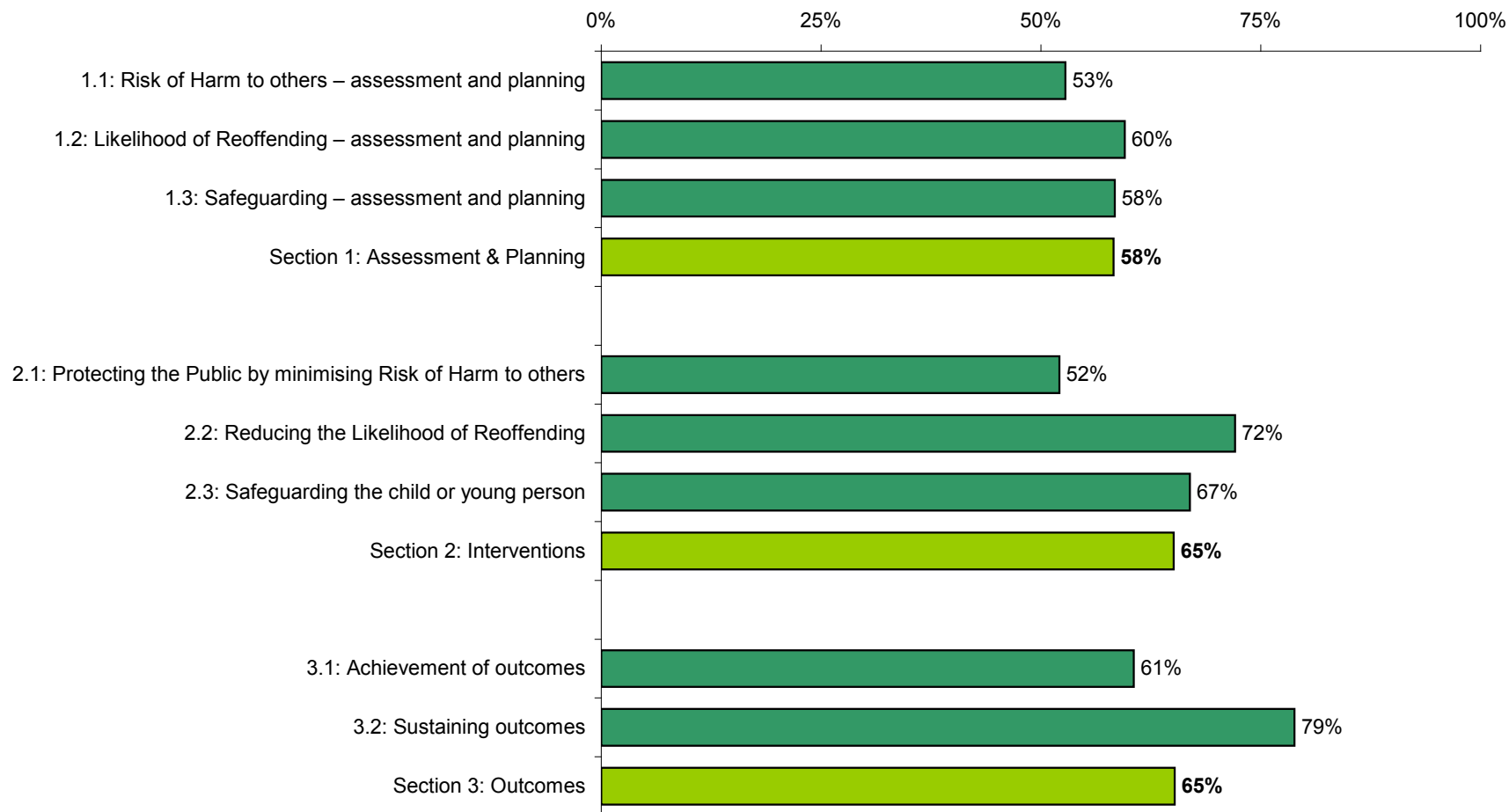
**COMMENTARY on Outcomes as a whole:**

The joint social care/youth offending approach, introduced through the department’s restructure, had led to consistency of care, with the same case manager often allocated to a child or young person before, during, after and, where appropriate, between sentences.

There was an overall reduction in the Asset score, in half the cases assessed, by the time of inspection. The most prevalent improvements were in the areas of education, training and employment and lifestyle. Conversely, there was insufficient progress on the most significant factors which could make a child or young person more likely to reoffend, in about half the cases inspected. In about one-third, the child or young person went on to reoffend.

## Appendix 1: Scoring summary

### CCI Hertfordshire General Criterion Scores



## Appendix 2: Contextual information

### Area

Hertfordshire YJS was located in the East of England.

The area had a population of 1,107,600 as measured in the ONS Mid Year Estimates 2010. 10.3% of the population were aged 10 to 17 years old (Census 2001). This was slightly lower than the average for England/Wales, which was 10.4%.

The population of Hertfordshire was predominantly white British (88%) (Resident Population Estimates by Ethnic Group 2009). The population with a black and minority ethnic heritage (12%) was equal to 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 31 per 1,000, were better than the average for England/Wales of 38.

### YJS

The YJS boundaries were within those of the Hertfordshire Constabulary police area and the Hertfordshire Probation Trust. NHS Hertfordshire was the Primary Care Trust covering the area.

Since February 2011, the Hertfordshire Youth Justice Service had been located in Services for Children and Young people (SFC&YP) and managed by the Services for Young People Manager for Youth Justice Policy.

The YJS Management Board was chaired by the Deputy Director, Services for Children and Young People.

The YJS Headquarters was in the county town of Hertford. The operational work of the YJS was based in Hertford, Hatfield, Hemel Hempstead, Watford and Stevenage, integrated into the county's five Targeted Youth Support Teams (TYS) and worked across ten districts in the county. Each team brought together staff from a range of backgrounds: police, health, probation, education, Connexions, Youth Offending Teams and Independence Support Service (18+ Care Leavers). Hertfordshire YJS provided its own ISS.

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

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

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

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

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

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

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

## Appendix 3: Inspection Arrangements

Fieldwork for this inspection was undertaken in January 2012, and involved the examination of 85 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.

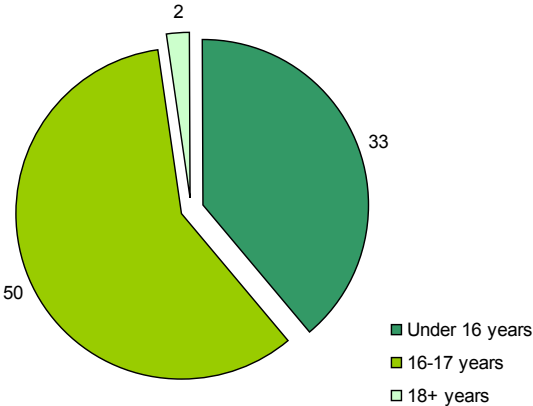
Prior to the inspection we receive copies of relevant local documents and a brief report from the Youth Justice Board. We also gather the views of service users (children & young people and victims) by means of computer and paper questionnaires.

### Publication arrangements

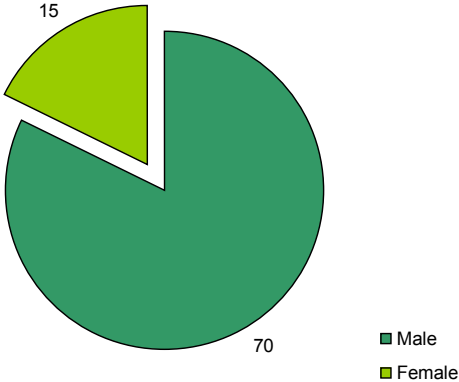
- Provisional findings are given to the YJS two weeks after the inspection visit takes place.
- A draft report is sent to the YJS for comment 4-6 weeks after the inspection, with publication following approximately 6 weeks later. In addition to a copy going to the relevant Minsters, other inspectorates,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

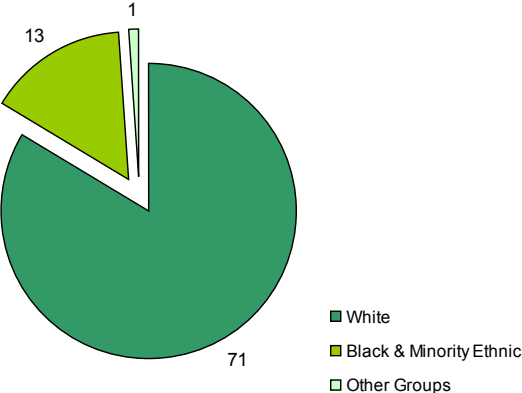
Case Sample: Age at start of Sentence



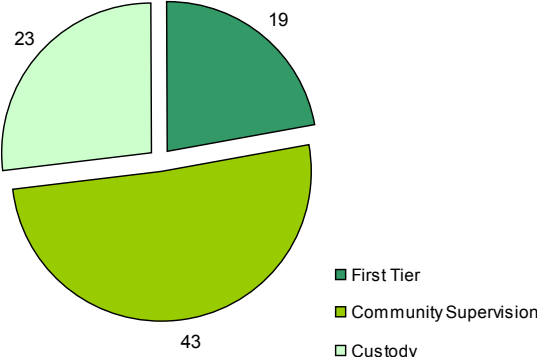
Case Sample: Gender



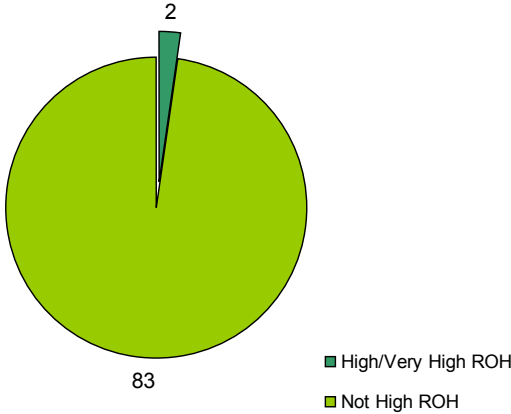
Case Sample: Ethnicity



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 employment, training and education
LoR	Likelihood of Reoffending. See also <i>constructive</i> Interventions
LSC	Learning and Skills Council
LSCB	Local Safeguarding Children Board: set up in each local authority (as a result of the Children Act 2004) to coordinate and ensure the effectiveness of the multi-agency work to safeguard and promote the welfare of children in that locality

MAPPA	Multi-Agency Public Protection Arrangements: where probation, police, prison and other agencies work together locally to manage offenders who pose a higher <i>Risk of Harm to others</i>
Ofsted	Office for Standards in Education, Children's Services and Skills: the Inspectorate for those services in England (not Wales, for which see Estyn)
PCT	Primary Care Trust
PPO	Prolific and other Priority Offender: designated offenders, adult or young, who receive extra attention from the Criminal Justice System agencies
Pre-CAF	This is a simple 'Request for Service' in those instances when a Common Assessment Framework may not be required. It can be used for requesting one or two additional services, e.g. health, social care or educational
PSR	Pre-sentence report: for a court
RMP	Risk management plan: a plan to minimise the individual's <i>Risk of Harm</i>
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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Chester Road, Stretford  
Manchester, M32 0RS*