



Inspection of
Youth
Offending

Archwilio Rhaglen Troseddwy'r Ifanc



Arolygiad ar y Cyd Cyfiawnder Troseddol

Core Case Inspection of youth offending work in England and Wales

Report on youth offending
work in:

Norfolk

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Foreword

Our Core Case Inspection of youth offending work in Norfolk 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, we consider this an encouraging set of findings. Staff and managers were committed to improving the quality of their work. Many of the interventions delivered to reduce the Likelihood of Reoffending showed both robustness and creativity. However, further work was required to ensure that the undoubted skills that existed were used effectively to ensure high quality assessments and plans. The YOT had a clear and recognised focus on quality assurance and improving practice. We are therefore confident that the YOT will respond positively to implement the findings from this inspection, thereby providing good prospects for the future of Norfolk YOT.

Liz Calderbank
HM Chief Inspector of Probation

May 2012

	Scores from Wales and the English regions that have been inspected to date			Scores for Norfolk
	Lowest	Highest	Average	
'Safeguarding' work <i>(action to protect the young person)</i>	37%	91%	67%	70%
'Risk of Harm to others' work <i>(action to protect the public)</i>	36%	86%	62%	62%
'Likelihood of Reoffending' work <i>(individual less likely to reoffend)</i>	43%	87%	70%	75%

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Scoring and Summary Table

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

Safeguarding score:	
This score indicates the percentage of <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.	
Score: 70%	Comment: MODERATE improvement required

Public Protection – Risk of Harm score:	
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.	
Score: 62%	Comment: MODERATE improvement required

Public Protection - Likelihood of Reoffending score:	
This score indicates the percentage of <i>Likelihood of Reoffending</i> work that we judged to have met a sufficiently high level of quality.	
Score: 75%	Comment: MINIMUM improvement required

We advise readers of reports not to attempt close comparisons of scores between individual areas. Such comparisons are not necessarily valid as the sizes of samples vary slightly, as does the profile of cases included in each area's sample. We believe the scoring is best seen as a headline summary of what we have found in an individual area, and providing a focus for future improvement work within that area. Overall our inspection findings provide the 'best available' means of measuring, for example, how often each individual's *Risk of Harm to others* is being kept to a minimum. It is never possible to eliminate completely *Risk of Harm* to the public, and a catastrophic event can happen anywhere at any time – nevertheless a 'high' *RoH* score in one inspected location indicates that it is less likely to happen there than in a location where there has been a 'low' *RoH* inspection score. In particular, a high *RoH* score indicates that usually practitioners are 'doing all they reasonably can' to minimise such risks to the public, in our judgement, even though there can never be a guarantee of success in every single case.

¹ An explanation of how the scores are calculated can be found in Appendix 5

Recommendations for improvement

(primary responsibility is indicated in brackets)

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

- (1) a timely and good quality assessment and plan, using Asset, is completed at the start of sentence. The plan should clearly indicate how relevant diversity factors are to be addressed (YOT 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 (YOT Manager)
- (3) as a consequence of the assessment, the intervention plan is specific and sufficient about what will now be done in order to safeguard the child or young person from harm and to minimise any identified *Risk of Harm to others* (YOT Manager)
- (4) the assessment and plan of work is regularly reviewed, as appropriate to the specific case, and these reviews are of good quality. Specifically reviews of assessments should ensure that they are current and accurate (YOT Manager)
- (5) oversight by management is effective in ensuring the quality of practice with respect to safeguarding and *Risk of Harm to others*, and is clearly recorded within the case record, as appropriate to the specific case (YOT Manager).

Furthermore:

- (6) in custodial cases the intervention plan developed in custody should sufficiently reflect the assessed needs (YOT 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 Norfolk YOT work that impressed us.

Delivery and Review of Interventions

General Criterion: 2.2d

Sean wanted to undertake an electrical course. A course was identified but it didn't start until five months after his release from custody. In order to ensure structure in Sean's life and increase the likelihood of a positive outcome, the YOT worker arranged for him to attend a short course in various trades and then a foundation course to prepare for the main course. Sean maintained his motivation, commenced the planned course, and continued on it.

Delivery and Review of Interventions

General Criterion: 2.2a

A creative approach was needed by the case manager because Paul was difficult to engage. Once they used table football. When a goal was scored they asked each other questions about offending or aspirations. When addressing values and beliefs they used an "I believe what I am saying-ometer". Paul rated how much he believed what he was saying and they discussed it. These helped overcome barriers to engagement and understanding Paul's motivation.

Delivery and Review of Interventions

General Criterion: 2.2a

Leroy was separated from his family. He was of black Caribbean heritage and isolated in a predominantly white area. The case manager arranged for Leroy to have a mentor from his cultural background, who worked with him to support his identity. The mentor also helped Leroy engage with female workers. The case manager identified a local hairdresser who was skilled in the haircut that Leroy preferred. The focus on responding to Leroy's heritage contributed to improved relationships and effective engagement to address the offending behaviour.

Outcomes

General Criterion: 3.2a

Tom could be reckless and did not consider the impact of his actions on others. He was influenced by an older peer group. The YOT and police jointly delivered a programme called "Y-Di" addressing the consequences of dangerous behaviour with cars. Tom was referred to this programme. His confidence developed and he was able to challenge others views in the group. He started to recognise the impact of selfish or reckless behaviour. Subsequently he was offered a lift, but declined and missed a party because the car did not have enough seatbelts. For Tom this indicated significant improvement in thinking and behaviour.

All names have been altered.

Service users' perspective

Children and young people

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

- ◇ The great majority of those on a referral order knew what a referral order contract was, and two-thirds of the remainder knew what a supervision plan was. Three-quarters of those were given a copy to keep.
- ◇ Two-thirds of those who had been coming to the YOT for long enough said their plan had been reviewed.
- ◇ Almost all children and young people knew why they had to come to the YOT, felt that staff were interested in helping them and listened to them.
- ◇ Well over three-quarters said staff took action to deal with the things they needed help with.
- ◇ All except two said that staff made it easy for them to understand how the YOT could help. Many commented that things were explained clearly.
- ◇ Over half recognised receiving help to understand their offending and almost half received help to make better decisions.
- ◇ Just under half received help with school, college or training. Well over half those who had a problem with these said it had improved. One wrote *"I have controlled my anger and got better at school and my behaviour is better"*. Another wrote *"before ... I was not able to stay on a course...but now I see that getting an education is a good thing to have..."*.
- ◇ One-third of those who had problems with their health said this had improved. One wrote *"I was drinking quite a lot...now don't really drink"*.
- ◇ Well over half said their life was better as a result of their work with the YOT. The great majority said they were now less likely to offend. One wrote *"YOT has helped me see how my offence affected others"*.
- ◇ Over 90% said they were at least partly satisfied with the work of the YOT.

Victims

Thirty-six questionnaires were completed by victims of offending by children and young people.

- ◇ The great majority said their individual needs had been taken into account.
- ◇ Almost all had the opportunity to talk about any worries they had following the offence.
- ◇ Most of the victims who had concerns about their safety said that the YOT paid sufficient attention to their concerns.
- ◇ When asked how satisfied they were with the service they had received from the YOT, the great majority were largely or completely satisfied.

1. ASSESSMENT AND SENTENCE PLANNING

OVERALL SCORE: 69%

1.1 Risk of Harm to others (RoH):

General Criterion:

The assessment of RoH is comprehensive, accurate and timely, takes victims' issues into account and uses Asset and other relevant assessment tools. Plans are in place to manage RoH.

Score:

68%

Comment:

MODERATE improvement required

Strengths:

- (1) An Asset RoSH screening was completed in 92% of cases. Almost all of these were timely.
- (2) A full RoSH assessment was undertaken in all except one case where this was required following the screening. More than three-quarters of these were timely.
- (3) We agreed with the YOT classification of RoSH in the great majority of cases.
- (4) An RMP was completed in all except four cases where this was required. Just over three-quarters of these were timely.

Areas for improvement:

- (1) 61% of cases included an Asset RoSH screening at the start of sentence that was of sufficient quality. The most significant area for improvement was that inaccurate or out of date information was included in the screening. In some relevant aspects from previous offences were missed.
- (2) In 55% of relevant cases a full RoSH assessment of sufficient quality had been completed. In many cases inaccurate or out of date information was included in the assessment and in others the risk to victims had not been fully considered. Previous relevant behaviour had not been considered properly in almost half the RoSH assessments that were insufficient.
- (3) Almost two-thirds of relevant cases did not include an RMP of sufficient quality. The most common reasons were that the planned response and/or roles and responsibilities were not sufficiently clear.

- (4) The RMP was integrated into the initial sentence plan in just under half the relevant community cases and in only one of nine relevant cases in custody.
- (5) Management oversight of the *RoH* assessment was insufficient in over half the relevant cases. This was often because inadequate assessments had been countersigned, with no evidence of them being returned to the worker for improvement. In some cases clearly inaccurate or out of date information was included in the countersigned assessment.
- (6) Management oversight of the RMP was insufficient in over half the relevant cases. In most cases this was because plans had been countersigned that were of insufficient quality or included items that were clearly out of date.
- (7) In those cases where there was not an RMP, the need to plan to manage *RoH* issues had been recognised in just over one-third of relevant cases, and then acted upon in one-third of those cases.
- (8) Just over three-quarters of relevant custodial sentence plans, and half the relevant community plans were not clearly prioritised according to *RoH*.
- (9) Details of *RoH* assessment and management had been clearly communicated to all relevant staff and agencies in just under two-thirds of cases.

1.2 Likelihood of Reoffending:	
<p>General Criterion:</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>Score:</p> <p>70%</p>	<p>Comment:</p> <p>MODERATE improvement required</p>

Strengths:

- (1) An initial assessment of LoR was completed in 90% of cases. The great majority of these were timely.
- (2) In just over three-quarters of cases there was sufficient engagement with the child or young person when carrying out the initial assessment. There was sufficient engagement with parents/carers in just under three-quarters.
- (3) The learning style of the child or young person had been assessed in 80% of cases, the highest proportion that we have found in inspections to date.
- (4) Assessments were well informed by information from other agencies, in particular physical health services, the police, children's social care services and ETE providers. When information was available from agencies outside criminal justice or children's services, this was included in the assessment.

- (5) An initial community intervention plan or referral order contract was completed in all cases. Almost all were timely.
- (6) Almost three-quarters of those community plans completed in a timely manner also sufficiently addressed the main factors linked to offending. In particular, ETE, substance misuse, physical health, perception of self and others, thinking and behaviour, attitudes to offending and motivation to change were each included in the great majority of relevant plans.
- (7) Community sentence plans were often well designed. The great majority focused on achievable change. The goals were relevant in three-quarters of plans. The timeframes for their achievement were clear and realistic in almost three-quarters, and over two-thirds were sequenced appropriately.
- (8) The child or young person was actively and meaningfully involved in the planning process in almost three-quarters of cases, and their parents/carers in three-quarters of relevant cases.
- (9) A sentence plan was produced in all custodial cases. All except one of these were timely. YOT workers were actively and meaningfully involved throughout the custodial planning process in the great majority of cases.
- (10) Positive factors were included in custodial sentence plans in the great majority of relevant cases, and in two-thirds of relevant community plans.
- (11) The intervention plan was reviewed at appropriate intervals in the great majority of cases in custody and in three-quarters of cases in the community.

Areas for improvement:

- (1) The initial assessment of LoR following the start of sentence was not of sufficient quality in almost half the cases. The most common reason for this was that the assessment was a copy of that produced before sentence which sometimes included statements that were incorrect following sentence. In others, it was often unclear whether information was historical or current. There was often little evidence of the child or young person's response to sentence being explored in advance of the initial plan being created.
- (2) Those factors linked to offending most frequently omitted from relevant community sentence plans or referral order contracts related to neighbourhood factors and living arrangements.
- (3) It was not always clear how the expected level of contact was confirmed with the child or young person, with a clear record of this being found in just over half the cases.
- (4) Almost half the custodial sentence plans did not sufficiently address those factors that were most clearly linked to offending. Many plans were focused on the management of the custodial phase of the sentence, with no clear link to the assessed needs. In particular perception of self and others, thinking and behaviour, attitudes to offending and motivation to change were each omitted in almost three-quarters of relevant plans. Less than one-third of custodial plans took sufficient account of victims.

- (5) Just over one-third of relevant community plans or referral order contracts did not respond sufficiently to identified diversity factors. This criticism also applied to almost half the relevant custodial plans.

1.3 Safeguarding:	
General Criterion: <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>	
Score: 69%	Comment: MODERATE improvement required

Strengths:

- (1) The great majority of cases included a timely vulnerability screening at the start of sentence.
- (2) Safeguarding needs were reviewed as appropriate in three-quarters of cases.
- (3) Where a VMP had been produced, it clearly contributed to or informed planned interventions in over three-quarters of relevant cases. Three-quarters of relevant community plans and almost three-quarters of relevant custodial plans took sufficient account of Safeguarding needs.
- (4) The secure establishment was made aware of known vulnerability issues prior to, or immediately on, sentence in all relevant cases.
- (5) A contribution was made to other assessments and plans to safeguard the child or young person in almost two-thirds of relevant cases.

Areas for improvement:

- (1) The quality of the vulnerability screening at the start of sentence was insufficient in 47% of cases. Often this was because it had been copied from that completed previously and had either not been updated to include relevant information, or contained information that was now inaccurate.
- (2) A VMP was completed in just under two-thirds of cases where one was required. Only one-third included a VMP that was of sufficient quality. The most common criticisms were that the planned response was inadequate or unclear, and roles or responsibilities were unclear. VMPs did not always recognise where a child or young person was looked after or children’s social care services were involved.
- (3) In just over half the relevant cases there was insufficient evidence that a VMP had contributed to or informed other plans, where applicable.

- (4) Copies of other relevant plans such as child protection, child in need or Looked After Children plans, were on file or otherwise clearly available to the case manager in only one-quarter of relevant cases.
- (5) Management oversight of the vulnerability assessment and planning was sufficient in just under half the relevant cases. The reasons for this were the same as those for oversight of *RoH* assessment and planning.

COMMENTARY on Assessment and Sentence Planning as a whole:

The YOT had undergone a restructure that involved case manager responsibility for many of the inspected cases changing. New case managers often placed too much reliance on the assessments and plans of their predecessors, rather than taking full ownership themselves. The consequence was that significant shortcomings that could have been identified through a quick read of the relevant papers (for example, a restraining order in place, a significantly longer offending history than was recognised in the assessment or previous violent offences of which the new case manager was unaware) remained overlooked.

The YOT recognised that further work was required to complete implementation of the restructure to ensure that work was delivered to a consistent standard, irrespective of the background of individual members of staff.

We found many assessments of LoR completed for PSRs that were analytical and of good quality. However, we felt frustrated that the frequent copying of assessments of LoR, *RoH* and vulnerability to ensure timely processes meant that the solid building blocks and inherent good analytical skills amongst case managers did not then lead to good quality assessments that remained appropriate throughout the sentence.

The black and other minority ethnic population in Norfolk was significantly lower than the average across England, so we were particularly pleased to find a good understanding of and positive response to the needs of children and young people with a black and other minority ethnic heritage. In addition, the response to more obvious factors such as difficulty in accessing YOT offices was good. However, assessment of the broader range of diversity factors, including vulnerability and the needs of Looked After Children, was less consistent.

2. DELIVERY AND REVIEW OF INTERVENTIONS

OVERALL SCORE: 75%

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:

60%

Comment:

MODERATE improvement required

Strengths:

- (1) Purposeful home visits were carried out in accordance with the RoH posed in just over two-thirds of cases.
- (2) Appropriate resources had been allocated, according to the RoH posed by the child or young person, in the great majority of cases.
- (3) Where specific interventions had been identified to manage RoH in the community these were delivered as planned in three-quarters of cases.

Areas for improvement:

- (1) RoH was reviewed thoroughly in line with required timescales in 58% of cases. It was reviewed thoroughly following a significant change in less than half the relevant cases. The most common explanations were that the review was of insufficient quality, additional information was not included and significant changes were not reflected. Sometimes inaccurate or out of date information from the initial assessment remained following reviews.
- (2) Changes in RoH factors were anticipated wherever feasible in just over half the relevant cases, identified swiftly in almost two-thirds, and acted on appropriately in just over half.
- (3) Sufficient attention was given to the assessment of the safety of victims in just under two-thirds of cases. A high priority was then clearly given to victim safety throughout the sentence in less than half the relevant cases. There was sometimes a tendency to minimise the potential RoH to family members, leading to insufficient attention to interventions to address family dynamics.

- (4) Specific interventions to manage *RoH* in the community were reviewed following a significant change in just over half the relevant cases.
- (5) Management oversight of *RoH* had been effective throughout the sentence in just over one-third of cases in the community and just under one-quarter of cases in custody. The most common reason was that shortcomings in the initial assessment and planning remained through the course of the sentence.

2.2 Reducing the Likelihood of Reoffending:	
<p>General Criterion:</p> <p><i>The case manager coordinates and facilitates the structured delivery of all elements of the intervention plan.</i></p>	
<p>Score:</p> <p>83%</p>	<p>Comment:</p> <p>MINIMUM improvement required</p>

Strengths:

- (1) Work undertaken in the community to address LoR throughout the sentence was consistently positive. Delivered interventions were of good quality and clearly focused on reducing LoR in well over three-quarters of cases.
- (2) In the great majority of cases interventions were implemented in line with the intervention plan and were appropriate to the learning style.
- (3) Interventions were reviewed appropriately, and their delivery incorporated relevant diversity factors, in almost three-quarters of cases.
- (4) The delivery had been sequenced appropriately in two-thirds of cases.
- (5) In all relevant cases the YOT was involved appropriately in the review of interventions in custody.
- (6) The Scaled Approach intervention level allocated by the YOT was correct in all cases.
- (7) Sufficient attempts were made to implement all requirements of the sentence in the overwhelming majority of cases.
- (8) Staff actively motivated and supported the child or young person, and reinforced positive behaviour, throughout the great majority of cases.
- (9) Parents/carers were actively engaged by staff, throughout the sentence, in most cases.

2.3 Safeguarding the child or young person:

General Criterion:

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

Score:

79%

Comment:

MINIMUM improvement required

Strengths:

- (1) We were pleased to find that all necessary immediate action was taken to protect the child or young person in all cases where this was required, both in custody and in the community.
- (2) All necessary immediate action had been taken to protect any other affected child or young person in all except one case, and in this case appropriate action was taken subsequently.
- (3) Necessary referrals to other agencies to ensure Safeguarding were made in all relevant cases in custody and in the great majority in the community.
- (4) Joint work between the YOT and other agencies to promote the Safeguarding and well-being of the child or young person in the community was generally good. In particular, it was sufficient in all relevant cases where physical health services were involved, the great majority of cases where the police, ETE providers or substance misuse services were involved and almost three-quarters of cases where children's social care services were involved.
- (5) During the custodial phase of sentences joint work to promote Safeguarding and well-being was consistently good across all agencies.
- (6) Purposeful home visits were carried out in accordance with Safeguarding needs in just under three-quarters of cases.
- (7) Substance misuse services and ETE providers worked well with the YOT to ensure continuity in provision of services in the transition from custody to the community. For physical health services, emotional or mental health services and children's social care services joint work was sufficient in well over three-quarters of cases.
- (8) Specific interventions to promote Safeguarding in the community were identified, incorporated those identified in the VMP, delivered and then reviewed as required in the great majority of cases in the community.
- (9) All relevant staff promoted the well-being of the child or young person throughout the course of the sentence in the great majority of cases in custody and three-quarters of cases in the community.

Areas for improvement:

- (1) The areas where joint work to promote Safeguarding and well-being needed most improvement involved emotional or mental health services, where it was sufficient in just under two-thirds of relevant cases in the community.
- (2) Joint work on the transition from custody to the community needed to be improved in two of five relevant cases with accommodation needs.
- (3) Specific interventions to promote Safeguarding were not identified and delivered as required in 5 out of 14 relevant cases in custody, in particular where early attention needed to be given to accommodation on release.
- (4) Management oversight of Safeguarding and vulnerability was effective throughout the sentence in just over half the relevant cases. The most common reason was that shortcomings in the initial assessment and planning had not then been addressed during the course of the sentence. Sometimes there was insufficient evidence that managers had ensured that required work was delivered by others.

COMMENTARY on Delivery and Review of Interventions as a whole:

We were impressed with much of the ETE work. In particular, there was active engagement between case managers and providers or other workers. There were good educational links in custodial cases between the secure estate and the community, such as ensuring that progress was communicated early to key workers in a pupil referral unit, so that suitable provision could be arranged ready for release.

A high proportion of cases used interventions from the *Taking Control* resource pack that had been developed by Norfolk YOT. This was a structured collection of resources used to help children or young people develop effective thinking skills and decision making. The main idea was that children or young people have an ownership and say in how they take control in changing their own behaviour. The material was anchored in research models that inform work with children or young people, such as human givens, cognitive behavioural therapies, motivational interviewing and pro-social modelling. It was broken up into seven elements – Emotions, Other People (peers), Thinking Style, Empathy, Values and Beliefs, Self-image, Past Experience. Each part of the resource was flexible so that delivery could be adapted to the needs of each case and to each child or young person's learning style. Whilst there had been no formal evaluation of the programme practitioners valued the use of these materials very highly, and many positive outcomes were identified in the inspection following their use.

3. OUTCOMES

OVERALL SCORE: 70%

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:

66%

Comment:

MODERATE improvement required

Strengths:

- (1) Reporting instructions were sufficient for the purpose of carrying out the sentence in almost all cases.
- (2) Where the child or young person had not complied with the sentence, appropriate action was taken by the YOT in the great majority of cases.
- (3) Those factors related to LoR that, in our judgement, showed the most frequent improvement were ETE, motivation to change, thinking and behaviour and substance misuse. Each had improved in over one-third of cases, and more frequently than the average for YOTs inspected to date.
- (4) There was a reduction in the frequency of offending, since the start of the sentence or release from custody, in 74% of the cases where there was sufficient offending history to assess this. There was a similar reduction in the seriousness of offending. Both outcomes were better than the average of YOTs inspected to date.

Areas for improvement:

- (1) Where there was an identifiable victim or potential victim, there was sufficient evidence that the *Risk of Harm* to them had been effectively managed in only

56% of cases. For example, where family members were victims insufficient attention was sometimes given to the potential for repeat victimisation.

- (2) Overall, all reasonable steps had been taken to keep to a minimum the individual's *RoH* in just under half the cases. In almost all the cases where the work undertaken was not sufficient there were deficits in the initial assessment and planning.
- (3) All reasonable steps had been taken to keep to a minimum the risk of the child or young person coming to harm, either from others or from themselves, in over half the cases. In almost all the cases where overall the work undertaken was not sufficient there were deficits in the initial assessment and planning.

3.2 Sustaining outcomes:	
<p><i>General Criterion:</i></p> <p><i>Outcomes are sustained in relation to RoH, LoR and Safeguarding.</i></p>	
<p><i>Score:</i></p> <p>83%</p>	<p><i>Comment:</i></p> <p>MINIMUM improvement required</p>

Strengths:

- (1) Full attention was given to community integration in all cases in custody and the great majority of cases in the community.
- (2) Sufficient action had been taken during the custodial phase of the sentence to ensure that positive outcomes were sustainable in all except one case.
- (3) Appropriate actions had been taken, or plans put in place, to ensure that positive outcomes were sustainable in just under three-quarters of cases in the community. Custodial cases included continued and effective support from the Integrated Resettlement Service post-sentence.

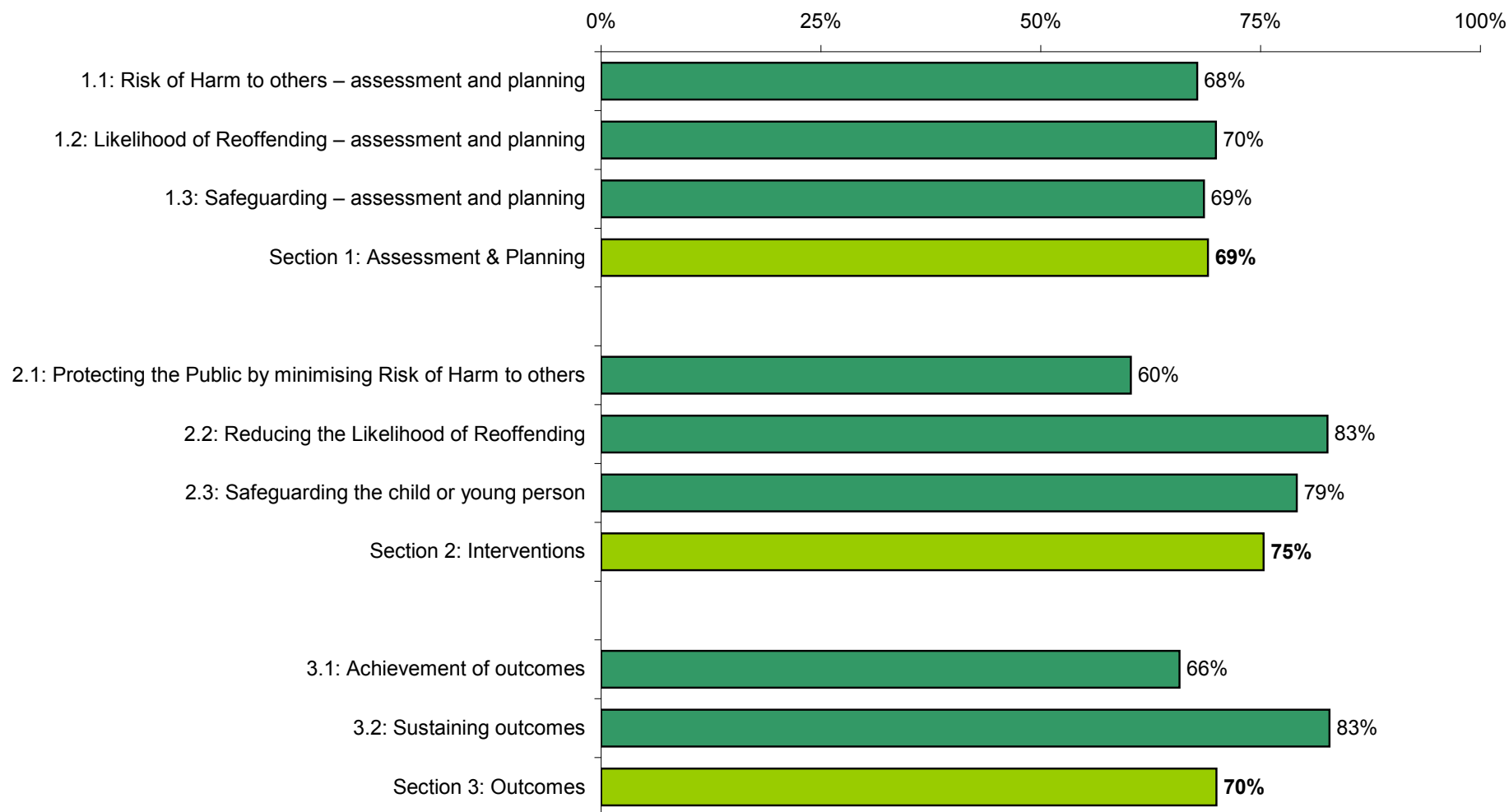
COMMENTARY on Outcomes as a whole:

We judged that, overall, sufficient progress had been made to date, in those factors that we identified as most closely linked to offending, in 41% of cases. This was lower than the average for YOTs inspected to date (58%).

Children and young people fully complied with the requirements of the sentence in 38% of inspected cases. This was significantly lower than the average in YOTs inspected to date (53%) and was worthy of further investigation by the YOT. We found creative work in many cases to support effective engagement. However, we were concerned that sometimes sufficient efforts had not been made at an early point in the sentence to fully understand relevant diversity factors, including the impact of being looked after or having an otherwise chaotic lifestyle; with the subsequent non-compliance leaving the child or young person at risk of a custodial sentence.

Appendix 1: Scoring summary of sections 1-3

CCI Norfolk General Criterion Scores



Appendix 2: Contextual information

Area

Norfolk YOT was located in the East of England.

The area had a population of 862,400 as measured in the ONS Mid Year Estimates 2010. 9.5% of the population were aged 10 to 17 years old (Census 2001). This was lower than the average for England/Wales, which was 10.4%.

The population of Norfolk was predominantly white British (94%) (Resident Population Estimates by Ethnic Group 2009). The population with a black and minority ethnic heritage (6%) was below 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 39 per 1,000, were worse than the average for England/Wales of 38

YOT

The YOT boundaries were within those of the Norfolk Constabulary police area. The Norfolk & Suffolk Probation Trust and NHS Norfolk covered the area.

The YOT was located within the Operations and Integrated Services section of Norfolk County Council Children's Services. It was managed by the Service Manager – Youth Justice and the YOT Management Board was chaired by the Director of Children's Services.

The YOT Headquarters was in the county town of Norwich. The operational work of the YOT was based in Norwich, Kings Lynn and Great Yarmouth.

Youth Justice Outcome Indicators 2011/2012 onwards

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

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

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

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

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

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

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

Appendix 3: Inspection Arrangements

Fieldwork for this inspection was undertaken in February 2012 and involved the examination of 62 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.

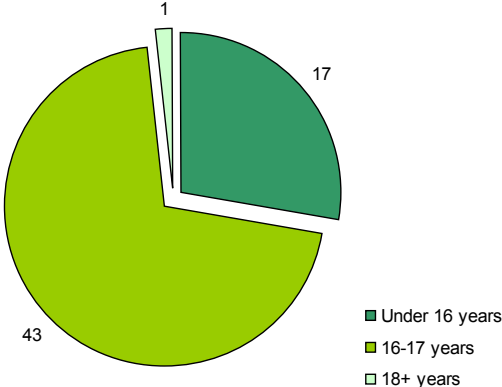
Prior to the inspection we receive copies of relevant local documents and a brief report from the Youth Justice Board. We also gather the views of service users (children & young people and victims) by means of computer and paper questionnaires.

Publication arrangements

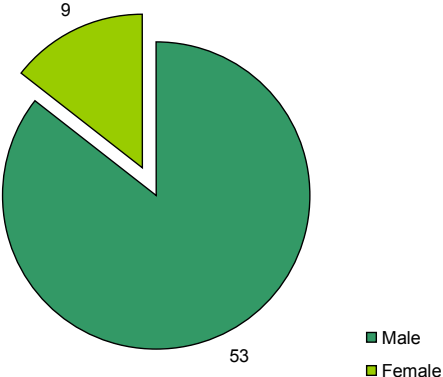
- Provisional findings are given to the YOT two weeks after the inspection visit takes place.
- A draft report is sent to the YOT for comment 4-6 weeks after the inspection, with publication following approximately 6 weeks later. In addition to a copy going to the relevant Minsters, other inspectorates,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

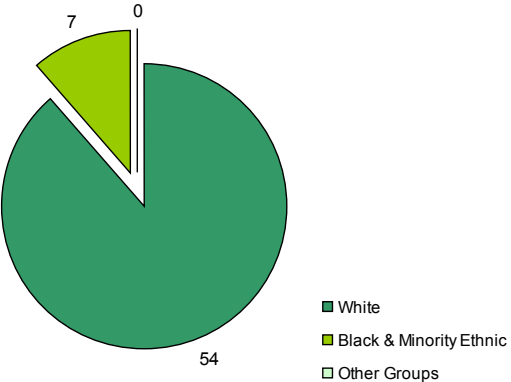
Case Sample: Age at start of Sentence



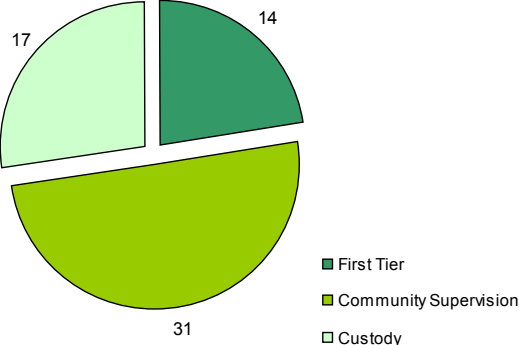
Case Sample: Gender



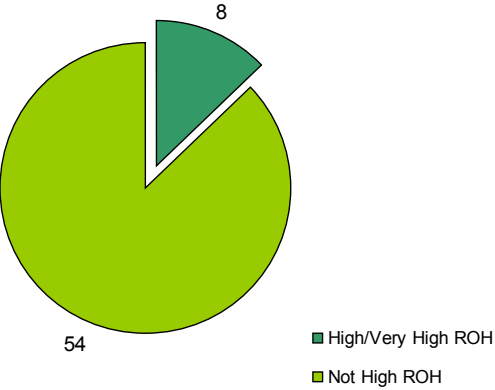
Case Sample: Ethnicity



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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Manchester, M32 0RS*