

# An analysis of youth offending teams' inspection reports

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# analysis of Youth Offending Team inspection reports

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# Executive summary

## Key messages

- Taking account of the limitations of this small-scale rapid review of the evidence and the changes to inspection criteria, our analysis **indicates there is insufficient evidence to suggest a marked decline in performance of Youth Offending Teams (YOTs)**.
- Similarly, **our analysis of National Performance Indicators for Local Government, where there are established data series, found positive trends**. Of course, we cannot establish an association between YOTs and these positive trends, but this improvement should be seen as encouraging.
- The evidence from the inspection reports reviewed indicates that there has been an **improvement in the quality of management and leadership of YOTs** over Phases 3 and 4 of the inspection programme.

## Background to Youth Offending Teams

- Youth Offending Teams (YOTs) were launched across every local authority area in England and Wales in April 2000 to bring together a range of services dealing with young people and crime prevention. This includes the police, probation services, social services, health and education.
- All 157 YOTs in England and Wales were inspected over a five- to six-year cycle that was completed in early 2009 and conducted in four distinct phases. The inspection programme was led by HMI Probation with participation from eight other criminal justice and other inspectorates. This resulted in notable developments for the focus and criteria applied in the inspections through the four phases.

## Aims and objective of this study

- The Local Government Association (LGA) commissioned this analysis of the overall performance of Youth Offending Teams in England to inform and support policy colleagues in understanding the relative performance of YOTs over time.
- Given the scale and scope of the commissioned study, a sample size of 60 inspections reports was agreed. These were to be selected from Phase 3 and Phase 4 of the inspection programme, to provide some tentative comparability over time, and taking into account the evolving rating scores and foci of the inspection criteria. In addition, the research looked at evidence from:
  - **Annual Performance Assessments of Services for Children and Young People** undertaken by Ofsted on local authorities during the time period January 2006 and April 2009
  - relevant published data relating to the **National Performance Indicator** data focusing on youth offending issues.

The study looked at inspection reports in 57 LAs and re-inspection reports in three cases.

## Key findings

- More than two-thirds (40 out of 57) of the YOTs in our total sample scored ‘above adequate’ as an overall performance rating. Performance in just under one in six (8) of the YOTs in our total sample received an overall score of ‘inadequate’.
- YOTs scored most highly in relation to courts and custody, and management had the highest proportion of ‘excellent’ scores.

- YOTs scored most poorly in respect of victims, with 14 out of 57 YOTs receiving an 'inadequate' score, and only one YOT receiving an 'excellent' score.
- **Management and leadership:** Analysis of our sample of inspection reports showed that the majority of YOTs were managed and led effectively with leadership teams involved in partnership arrangements across the local authority and supported by a YOT workforce with a strong understanding of their safeguarding responsibilities.
- **Work in courts:** Good relations existed between YOTs and courts, supported by timely identification of safeguarding issues and joint decision making between YOTs and courts.
- **Work with children and young people in the community:** The overall quality of YOTs' work with children and young people in the community was found to be sufficient and effective in reducing risks of offending.
- **Work with children and young people subject to custodial sentences:** The majority of YOTs actively pursued the identification of suitable custodial accommodation for children and young people subject to custodial sentences and managed related safeguarding risks effectively.
- **Victims and restorative justice:** In five YOT inspection reports it was identified that appropriate priority had been accorded to victim safety by the YOT workers, whilst in three reports it was identified that this had not been the case.
- Approximately a third of the 57 YOT reports reviewed, from both Phase 3 and 4 of the YOT Inspection Programme, scored an overall average inspection rating of 2.0. Average performance of these 17 lower performing YOTs, in relation to their work in the community and with victims, improved between Phase 3 and Phase 4 but not in the areas of work in courts and custody.
- An analysis of a selection of National Performance Indicator (NPI) data provides a context for the historical performance of YOTs. However, inconsistencies in the availability of previous historical data for certain indicators limits the ability to undertake trend analysis. There appears to have been an improvement in performance in relation to levels of youth re-offending (from 2000 to 2007) and the proportion of young offenders engaged in Education, Training and Employment (ETE) (over the last three years) and accessing suitable accommodation (over the last three years).
- Overall the Ofsted judgements about 'how far local services contribute to children and young people staying safe' appear to be positive, with the majority of local authorities rated as providing a **good or outstanding service** in this regard.

# 1 Key messages

Taking account of the limitations of this small-scale rapid review of the evidence, our analysis **indicates there is insufficient evidence to suggest a marked decline in performance of Youth Offending Teams (YOTs)**. This conclusion is based on our analysis of a sample of inspection reports taken from Phases 3 and 4 of the YOT Inspection Programme, taking into account changes to inspection criteria. Similarly, **our analysis of National Performance Indicators (NPIs) for Local Government, where there are established data series, found positive trends**. Of course, we cannot establish an association between YOTs and these positive trends, but this improvement should be seen as encouraging. Our analysis of Annual Performance Assessments (APAs) by Ofsted of Children's Services at the local level found that **the majority of local authorities were rated as providing a good or outstanding service in relation to 'Staying Safe'**.

The evidence from the inspection reports reviewed indicates that there has been an **improvement in the quality of management and leadership of YOTs** over Phases 3 and 4. Qualitative information presented in the inspection reports indicates progress in putting in place systems and staff development that

have still to feed through in terms of improved outcomes. Our analysis of qualitative information within inspection reports sampled identified a **number of areas of strengths within YOTs, with regard to safeguarding, child protection and public protection**. Areas identified for development to raise the performance of the lowest performing YOTs included assessment and planning, referral to specialist services and to specialist mental health provision, and working with social care services. The **area with the greatest scope for improvement was working with victims**.

The **inspection process has become more focused and targeted** – for example, increased focus on YOTs' work with the wider community in Phase 4 – and this is no doubt an **important driver for continuous improvement** of YOTs' performance. There was a step increase between Phase 3 and 4 of the inspection programme in the level of attention accorded to issues of safeguarding and child protection. This suggests a higher emphasis on such matters and more exacting judgements, in relation to such issues, in Phase 4 of the Programme. It also means reduced equivalence in ratings between phases, as individual YOTs need to demonstrate higher performance on re-inspection to obtain the same assessment.

## 2 Introduction

### 2.1 Background to Youth Offending Teams

Youth Offending Teams (YOTs) were launched across every local authority area in England and Wales in April 2000 to bring together a range of services dealing with young people and crime prevention. This includes the police, probation services, social services, health and education.

### 2.2 Background to Youth Offending Team Inspection Programme

The joint inspection programme of YOTs started in September 2003, after two pilot inspections. The programme has been led by HM Inspectorate of Probation, with participation from seven other criminal justice and other inspectorates:

- Estyn, the education and training inspectorate for Wales
- Healthcare Commission
- Healthcare Inspectorate Wales
- HM Inspectorate of Constabulary
- HM Inspectorate of Prisons
- Office for Standards in Education
- Care and Social Services Inspectorate for Wales

All 157 YOTs in England and Wales were inspected over a five- to six-year cycle that was completed in early 2009. The inspection programme was conducted in four distinct phases 'in order to retain its relevance and ensure that it continued to consider local and national concerns'. This resulted in notable developments for the focus and criteria applied in the inspections through the four phases. The development of the inspection programme is presented in Fig. 2.1 (and presented in more detail in Appendix I).

### 2.3 Aims and objectives of this study

The Local Government Association (LGA) commissioned this analysis of the overall performance of Youth Offending Teams in England to inform and support policy colleagues in their understanding of the relative performance of YOTs over time. The remit of the study was to:

- analyse a sample of YOT inspection reports
- provide an overall picture of YOT performance (including a simple analysis of inspection ratings)
- summarise the strengths and areas for development required.

Given the scale and scope of the commissioned study, a sample size of 60 inspections reports was agreed. These were to be selected from Phase 3 and Phase 4 of the inspection programme, to provide some tentative comparability over time, and taking into account the evolving rating scores and foci of the inspection criteria.

### 2.4 Methodology

We adopted a two-stage process.

#### Stage 1: the identification of key data relating to the performance of YOTs

This involved the collation of three sources of published data on YOTs.

- **YOT inspection reports** between January 2006 and November 2008 were identified and a representative sample drawn taking account of the region and local authority type. This sample period covered Phases 3 and 4 of the inspection programme. 31 reports were selected from Phase 3 out of a total of 46 inspections in England (five

**Figure 2.1 Development of the Youth Inspection Programme and its focus over the four Phases**

Events in Youth Justice System	Phases of Youth Justice System
<p><b>2003</b></p> <p>PAYP launched</p> <p>ECM Green paper</p> <p>First YJ workforce strategy</p> <p>2003 Criminal Justice Act</p> <p>YISPs set up</p> <p>Anti-social behaviour Act</p>	<p><b>Phase 1:</b> September 2003 – August 2004</p> <p>15 YOTs volunteered to participate in an initial inspection to benchmark performance.</p> <p>Inspections concentrated on key issues, with emphasis placed on establishing benchmarks and the dissemination of good practice. YOTs are being asked to volunteer for this stage of the process.</p>
<p><b>2004</b></p> <p>Youth Justice 2004 (report)</p> <p>RAP established</p> <p>Children's Act 2004</p> <p>ECM: Change for Children</p>	<p><b>Phase 2:</b> September 2004 – June 2005</p> <p>The YOT grading mechanism was brought in line with the Comprehensive Performance Assessment 1 (CPA).</p> <p>During this time the inspections were tailored to each YOT, based on an examination of the data available and the findings from other inspection programmes.</p>
<p><b>2005</b></p> <p>Safeguard Managers in YOTs</p> <p>Youth Matters Green paper</p> <p>Safeguarding programme started in secure estate</p>	<p><b>Phase 3:</b> July 2005 – August 2007</p> <p>Inspection findings fed directly into the Joint Area Review of children's services, and through that, into the area Annual Performance Assessment (APA) and Comprehensive Performance Assessment.</p> <p>These changes brought the YOT inspection and, through it, the YOTs in England, fully into the remit of local authority inspection.</p> <p>The inspections focused on achievement against targets met, particularly on increasing overall performance and ensuring consistency of practice.</p>
<p><b>2006</b></p> <p>Lord Carlile's report (youth custody)</p> <p>Onset framework to identify risk and protective factors launched</p>	<p><b>Phase 4:</b> September 2007 – March 2009</p> <p>Characterised by a refinement of the inspection methodology developed in Phase 3, Phase 4 continued to focus on the individual delivery of services to those children and young people who are either at risk of offending, or have already offended.</p>
<p><b>2007</b></p> <p>Ministry of Justice created</p> <p>Local Govt Act passed</p> <p>Joint Youth Justice Unit created</p> <p>Consultation on Scaled Approach</p>	
<p><b>2008</b></p> <p>Criminal Justice and Immigration Act passed</p> <p>New measure of youth re-offending published</p> <p>New youth justice planning framework</p>	

additional inspections took place in Wales and three re-inspections were completed during the period). 26 reports were selected from a total of 39 reports completed during Phase 4 in England (there were five additional inspections in Wales, and four re-inspections)

- **Annual Performance Assessments of Services for Children and Young People** undertaken by Ofsted on local authorities during the time period January 2006 and April 2009.
- Relevant published data relating to the **National Performance Indicator** data in relation to the following national performance indicators relating to:

- rate of proven re-offending by young offenders
- young people within the Youth Justice System receiving a conviction in court who are sentenced to custody
- young offenders' engagement in suitable Education, Training and Employment
- young offenders' access to suitable accommodation
- first-time entrants to the criminal justice system aged 10–17

- young people’s participation in positive activities
- 16–18 year olds who are not in education, employment or training (NEET)

- victims and restorative justice and
- management and leadership.

## Stage 2: Review and analysis of published data

This included a representative sample of YOT reports in term of local authority type and region, related Annual Performance Assessments and published data on National Performance Indicators. There were three main strands to our analysis:

- Analysis of the frequency of performance judgements awarded against the five areas of:
  - work in the courts
  - work with children and young people in the community
  - work with children and young people subject to custodial sentences

- Analysis of qualitative information within reports in relation to the areas of ‘safeguarding’, ‘child protection’ and ‘public protection’ to identify where these were assessed to be (a) a strength of YOT service provision or (b) an area for improvement.
- Analysis of published National Performance Indicator data, where available, to provide an indication of the extent to which there have been changes in intended outcomes for YOTs. This analysis only provides an indication of the impact of YOTs as it is not possible to attribute changes to YOTs over the period, but provides important contextual data.

Table 2.1 describes the sample of YOT reports used. We reviewed 58 per cent of reports completed during Phases 3 and 4 on English YOTs. See Appendix E for the methodological considerations underpinning this study.

**Table 2.1 Phases of the Joint Inspection of Youth Offending Teams, 2003–08**

Phase of Inspection Programme	Publication date	Included in analysis	YOT inspections				OT re-inspections			
			England	Wales	Total	Sample	England	Wales	Total	Sample
Phase 1	September 2003 – August 2004		11	4	15	0				
Phase 2	September 2004 – June 2005		22	1	23	0				
Phase 3	July 2005 – August 2007	✓	46	5	51	31	3	0	3	3
Phase 4	September 2007 onwards	✓	51	8	59	26	3	2	5	0
<b>Total</b>			130	18	148		6	2	8	
<b>Total (Phases 3 and 4)</b>			97	13	110	57	6	2	8	

### 3 YOT performance: quantitative analysis

#### Key findings

- More than two-thirds (40 out of 57) of the YOTs in our total sample scored 'above adequate' as an overall performance rating. Performance in eight of the YOTs in our sample (fewer than one in six) received an overall score of 'inadequate'.
- Three-quarters (24/31) of YOTs scored an average of 'above adequate' in Phase 3 and two-thirds (16/26) of YOTs scored an average of 'above adequate' in Phase 4.
- YOTs scored most highly in relation to courts and custody, and management had the highest proportion of 'excellent' scores.
- YOTs scored most poorly in respect of victims, with 14 out of 57 YOTs receiving an 'inadequate' score, and only one YOT receiving an 'excellent' score.
- There were some variations between Phase 3 and Phase 4 of the programme. YOT performance dipped slightly in Phase 4, with the greatest decline in YOTs' work in the courts and with children and young people subject to custodial sentences.
- YOTs' work with children and young people in the community is the most stable aspect of YOTs' performance between the two phases, despite the division of the 'community' criterion into four sub-areas (for inspection and scoring) in Phase 4.

This section presents the frequencies of YOT inspection scores in Phase 3 and Phase 4 of the YOT Inspection Programme, against each of the five assessment criteria within the reports:

- management and leadership
- work in the courts
- work with children and young people in the community
- work with young people subject to custodial sentences
- work with victims.

There are 57 Youth Offending Team (YOT) inspection reports in our sample, drawn from a total of 97 reports completed during Phases 3 and 4 of the inspection programme. These were chosen to be representative by Government Office Region and type of local authority. The inspection reports rate YOTs according to the following scores: 1= inadequate, 2= adequate, 3= good and 4= excellent.

**Table 3.1 Frequency of YOT inspection scores against all five assessment criteria, from sample of reports in Phase 3 and Phase 4**

	Frequencies of YOT inspection report scores				Total
	Inadequate (1)	Adequate (2)	Good (3)	Excellent (4)	
Courts	3	22	29	3	57
Management	4	24	21	8	57
Custody	3	26	26	2	57
Community	5	31	21	0	57
Victims	14	23	19	1	57

YOTs scored most highly in relation to the courts and custody, with 54 out of 57 YOTs scoring 'adequate' or above. YOTs scored most poorly in respect of victims and restorative justice, with 14 out of 57 YOTs receiving an 'inadequate' score. YOTs received the highest proportion of 'excellent' scores in relation to management and leadership, with eight YOTs receiving this score. No YOTs received an 'excellent' score against community.

There were some variations between Phase 3 and Phase 4 of the programme. The majority of YOTs in Phase 3 of the inspection programme were judged to be 'good' in at least three of the five core inspection criteria. YOT performance dipped slightly in Phase 4 with the majority of YOTs judged to provide a 'good' service in at least two of the criteria. These changes could be explained by a range of factors, including changes in the approach to inspections between Phase 3 and 4 (for example, assessment criteria and the evidence base used for inspections); refinements in the judgements of inspection teams arising as a result of wider changes in government machinery; or an evolution in the standards and expectations placed on YOTs' practice and service delivery as the inspection programme moved into its final phase.

**Table 3.2 Average of YOT inspection scores against all five assessment criteria, from sample of reports in Phase 3 and Phase 4**

<b>Averages of YOT inspection report scores</b>				
	<b>Inadequate (average less than 2)</b>	<b>Adequate (average of 2)</b>	<b>Above adequate (average of above 2)</b>	<b>Total</b>
Total sample	8	9	40	57
Phase 3	4	4	23	31
Phase 4	4	5	17	26

More than two-thirds (40) of the YOTs in our total sample scored 'above adequate', as an overall

performance rating. Performance in just under one in six (8) of the YOTs in our total sample received an overall score of 'inadequate' rating. Three-quarters (23/31) of YOTs scored an average of 'above adequate' in Phase 3 and two-thirds (17/26) of YOTs scored an average of 'above adequate' in Phase 4.

A more detailed consideration of YOT performance in each of the five core inspection criteria indicates that the least change in average scores (in each of the five core criteria) is observed in relation to YOTs' work with children and young people in the community. This represents the most stable aspect of YOTs' performance between the two phases, despite the division of the 'community' criterion into four sub-areas (for inspection and scoring) in Phase 4.

A further examination of the YOTs' scores in the four aspects of their work in the community illustrates that in Phase 4 more than half are considered to be performing at a good level in relation to their work with parents and carers, and children and young people at risk of offending. The most change in performance, in relation to the five core inspection criteria, appears to be in relation to YOTs' work in the courts and with children and young people subject to custodial sentences. This area of work showed the greatest decline between Phase 3 and Phase 4 of the programme. A breakdown of scores by phase can be found in Appendix F.

## 4 Qualitative analysis of YOT inspection reports

This section presents an analysis of *qualitative* performance information for the total sample of 57 Youth Offending Teams (YOTs) which were inspected in Phases 3 and 4 of the Youth Offending Team Inspection Programme. Summary qualitative information has been extracted from this sample in relation to safeguarding, child protection and public protection. This information has been examined to ascertain whether the issues identified are either strengths in YOT service provision or areas for improvement.

The 57 YOT inspection reports were searched for the terms 'safeguarding', 'child protection' and 'public protection' and whether they were referred to as a strength or an area for improvement (Phase 3) or development (Phase 4) in terms of the five 'core' areas was noted. Since the inspection criteria changed between phases, the data for each phase was collated separately (see Appendix G), although reporting here uses the combined qualitative data from Phase 3 and Phase 4. This approach has been taken to avoid repetition, due to the similarity in the substance of the issues identified during both phases.

This section covers individual analyses of qualitative information in relation to each one of the five 'core criteria', as set out in Section 3. It was evident that references to safeguarding were the most frequent, across all five criteria.

### Key findings

- **Management and leadership:** Analysis of our sample of inspection reports showed that the majority of YOTs were managed and led effectively with leadership teams involved in partnership arrangements across the local authority and supported by a YOT workforce with a strong understanding of their safeguarding responsibilities. Although most YOT staff had comprehensive knowledge of child protection and safeguarding

responsibilities, this knowledge required updating in some YOTs.

- **Work in courts:** Good relations existed between YOTs and courts, supported by timely identification of safeguarding issues and joint decision making between YOTs and courts. In a small number of YOTs the quality of recording and documenting actions to safeguard children and young people was found to be inappropriate or poor.
- **Work with children and young people in the community:** The overall quality of YOTs' work with children and young people in the community was found to be sufficient and effective in reducing risks of offending. The degree to which approaches to safeguarding were embedded in, and appropriately managed by, YOTs was considered to need improvement in some areas. A lack of understanding of respective roles and thresholds of access to services, between YOT workers and children's services, emerged as a particular hindrance.
- **Work with children and young people subject to custodial sentences:** The majority of YOTs actively pursued the identification of suitable custodial accommodation for children and young people subject to custodial sentences and managed related safeguarding risks effectively. In a very small number of cases YOTs had not effectively managed safeguarding risks in relation to this group of young people.
- **Victims and restorative justice:** In five YOT inspection reports it was identified that appropriate priority had been accorded to victim safety by the YOT workers, whilst in three reports it was identified that this had not been the case.

## 4.1 Management and leadership

The criteria for management and leadership include the requirement for the Management Board to work actively with others in an integrated way, including the YOT manager, for partner organisations and the YOT to work together effectively to protect the public, reduce anti-social and offending behaviour, and for positive outcomes to be enhanced by effective staff.

### 4.1.1 Management and leadership: strengths

Overall, there were 83 references to the strengths of leadership and management identified across all 57 YOT inspection reports, with 36 being evident in the Phase 3 sample and 47 in Phase 4. The majority (58 out of the 83) were references to strengths in relation to safeguarding.

- **The majority of YOTs were led by effective and committed management teams supported by skilled contracted and seconded staff, youth offender panel members, and volunteers.** Staff members were well trained in all aspects of safeguarding and procedures were in place to ensure that new staff members and volunteers had access to appropriate training and support in relation to safeguarding. The following quote provides an illustration:

*There was a large team of well-trained and highly motivated volunteers who were committed to safeguarding and improving the lives of children or young people ... Volunteers had access to the full range of training available through the YOT. Some volunteers had gone on to become contracted YOT staff.*

- **Through Board members and YOT managers, leadership teams in more than half of the YOT sample were involved in partnership arrangements across the local authority.** These arrangements included children and young people's strategic bodies, safeguarding boards and partnerships relating to the Every Child Matters outcome strands. These partnerships facilitated information sharing between agencies and provided an opportunity for YOTs to raise positively their profile within the local authority. For example, according to one report:

*The YOT Manager was an influential member of the Children and Young People's Strategic Partnership, the Crime and Disorder Reduction Partnership and the Local Safeguarding Children Board. The YOT also contributed to a wide range of other multi-agency initiatives such as those relating to CAMHS, MAPPA, police, the Local Criminal Justice Board and antisocial behaviour.*

- **Most YOT staff had a strong understanding of their safeguarding responsibilities.** More than 40 inspection reports showed that YOTs made a range of training opportunities available to staff, supported by written policies and procedures. Much of this training was delivered during staff members' induction period, with further training made available on a needs basis. Training included safeguarding and child protection training, and management of Risk of Harm. The following quotation illustrates some of the typical comments:

*Training was undertaken as part of a strategic approach to workforce development and was addressed in the Youth Justice Action Plan 2007/2008, including child protection training for all staff. Most staff felt their training and development needs were met sufficiently.*

- **YOT staff accessed training from within the local authority as well as via external providers and the Youth Justice Board (YJB).** Staff were kept informed of policies and procedures using a range of methods, including written guidance and policy documents that refer to multi-agency public protection arrangements as required, as illustrated by the following quotation.

*Policies and procedures were clear and comprehensive and all staff felt they were well informed about them. Information was accessible electronically, supplemented by regular team briefings. New staff were provided with an induction programme that included child protection, the youth criminal justice system and national standards.*

- **Clear procedures were in place to ensure that YOT staff work in accordance with child protection requirements and the Common Assessment Framework (CAF) to safeguard and promote the welfare of children and young people.** Advanced practitioners often took responsibility for cases that presented Risk of Serious Harm or safeguarding issues. In one YOT, a risk

management policy was introduced to ensure that cases such as this were also overseen by managers.

#### 4.1.2 Management and leadership: areas for development

Overall, there were 30 references to areas for development of leadership and management identified across all the sample of YOT inspection reports, with 12 being identified in Phase 3 and 18 in Phase 4. The majority (21 out of the 30) were references to areas for development in relation to safeguarding, most being identified in Phase 4.

- **Whilst child protection and safeguarding procedures are comprehensive and known to most staff, there is an issue relating to the currency of staff knowledge.** Not all YOTs were providing sufficient child protection training to staff, and in some cases volunteers and staff felt that their child protection knowledge was poor due to lack of training updates as part of their continuous professional development. Reasons for this were various, including: lack of training provision at local authority level; poor systems for monitoring training; and underdeveloped policy and practice guidance. These factors impacted upon the ability of YOT managers to promote best practice.
- **Only a few YOTs did not engage with partner agencies to meet the needs of children and young people.** This meant that opportunities for information sharing and for YOTs to benefit from external expertise were 'not being sufficiently utilised to promote and enhance safeguarding procedures/processes across the children's services remit'.
- **Partnership arrangements were sometimes negatively affected by the difficulty that YOTs experience in accessing social care provision due to the high thresholds necessary to facilitate their involvement.** The following quotation is illustrative of this:

*There was strong evidence that although the YOT contributed to the planning for and the delivery of services in the local authority to successfully divert children and young people from offending, through effective partnership working generally, this approach was facing*

*challenges. There was a consistently held view amongst staff, managers and partners that the threshold to activate social care involvement in cases was too high.*

## 4.2 Work in the courts

The criteria for their work in the courts focus on the provision by the YOT of an appropriate pre-sentence service to safeguard children and reduce the likelihood of them offending further, together with the provision of good-quality reports and appropriate information for the courts.

### 4.2.1 Work in the courts: strengths

Overall, there were 36 references to the strengths of work in the courts identified across all 57 YOT inspection reports, with 25 being identified in Phase 3 and 11 in Phase 4. The majority (33 out of the 36) were references to strengths in relation to safeguarding, with most being identified in Phase 3.

- **In general, links between YOTs and the courts were good.** Safeguarding issues were usually prioritised and identified in reports produced by the YOT and communicated to the secure or custodial establishment. Custodial decisions were often made jointly between staff in the YOT and the courts. YOT workers made effective contributions to remand review meetings, focusing on safeguarding issues. One YOT had been particularly effective in building effective joint working arrangements with the court, by putting an agreement in place between the YOT and other agencies involved in pre-court activities to provide 'a framework for establishing information and safeguarding arrangements prior to any appearance in court'.

### 4.2.2 Work in the courts: areas for development

Overall, there were 11 references to areas for development of work in the courts identified across all 57 YOT inspection reports, with ten being identified in Phase 3 and only one in Phase 4. The majority (ten out of the 11) were references to areas for development in relation to safeguarding, most being identified in Phase 3.

- **In a small group of YOTs there was poor documentation of actions taken to safeguard children and young people.** In fewer than five cases YOT reports to the court were not appropriately formatted, did not address the victim's willingness to engage in restorative justice and were not sufficiently analytical. These reports did not clearly signpost issues relating to health, safeguarding or Risk of Harm.

### 4.3 Work with children and young people in the community

Work with children and young people in the community covers the provision of activities by the YOT to prevent children and young people from offending; work with those at risk of offending; work with those who have offended to prevent them from re-offending and work with parents or carers, together with the YOT's focus on outcomes of work with children and young people in the community.

#### 4.3.1 Work in the community: strengths

Overall, there were 122 references to the strengths of work in the community identified across all 57 YOT inspection reports, with 43 being identified in Phase 3 and 79 in Phase 4. The majority (99 out of the 122) were references to strengths in relation to safeguarding, with most being identified in Phase 4.

- **YOTs play an important role in safeguarding children and young people at both strategic and operational levels.** The overall quality of work to safeguard children and young people who had offended was sufficient in most cases. Workers were clear about their safeguarding responsibilities and were familiar with child protection procedures and as a consequence safeguarding issues were fully and accurately assessed.
- **Liaison with parents was generally effective, and in more than three YOTs home visits were routinely undertaken to ensure the safeguarding of children and young people at risk of offending.** Some YOTs engaged in educational programmes to provide support for

parents themselves, on both a voluntary and statutory basis. In one YOT, parenting support and interventions were delivered via a Service Level Agreement (SLA) by Barnardo's, who offered structured programmes to help parents meet their individual needs. The YOT also contracted work to a voluntary organisation run by parents to offer a drop-in service, support visits and a helpline. According the YOT inspection report:

*The combination of the two services ensured that there was a responsive approach to meet the diverse needs of parents/carers. Interventions provided by these organisations were effective in helping parents/carers control their children and young people more effectively in all cases and addressed issues of care and safeguarding in most cases.*

- **Positive outcomes for children and young people at risk of offending included evidence of a reduction in factors linked to safeguarding, and progress in thinking and behaviour and attitudes to offending.** Inspection reports showed that in two cases, YOTs had been able to effect 'demonstrable benefit to the community'.
- **For those cases that were referred to the Children's Social Care Services, there was evidence of joint working with the YOT to address safeguarding issues.** For example, one YOT 'engaged with local children's social care services at the assessment stage to establish social care status in all cases. The children and young people's status as looked after children, children in need, child protection, leaving care and learning difficulties or disabilities [was also] clearly recorded.'

#### 4.3.2 Work in the community: areas for development

Overall, there were 95 references to areas for development of work in the community identified across all 57 YOT inspection reports, with 20 being identified in Phase 3 and 75 in Phase 4. The majority (91 out of the 95) were references to areas for development in relation to safeguarding, most being identified in Phase 4.

- Safeguarding issues are not always appropriately managed within the YOTs, and not all YOT staff had a good understanding of their safeguarding responsibilities, **despite SLAs with children's services and the provision of training. In one YOT this was attributed to a lack of clarity surrounding the division of responsibilities between different services, leaving some children and young people at risk unprotected.** For example, according to one report:

*Safeguarding practice was not embedded within the YOT, despite SLAs with children's services and the provision of training. A number of staff perceived that they were not supported by children's social care, that thresholds were unrealistic and high, and that they were expected to be the lead agency in cases that needed to be managed by others. However, this perception had arisen, with the result that some children and young people had been left unprotected. Staff did not have the information or knowledge to challenge situations.*

- **In most cases YOT practitioners who found it difficult to access safeguarding services had positive relationships with children's services.** However, it was often the case that their respective responsibilities for safeguarding had not been explicitly agreed. In around ten cases, YOT practitioners felt that they were unable to access safeguarding support due to 'unrealistic and high' thresholds set by children's social care. Communication between the YOTs and children's social care services in these YOTs was also sometimes poor, which impacted upon staff clarity regarding staff referral and feedback processes. According to one report:

*A number of staff perceived that they were not supported by children's social care, that thresholds were unrealistic and high, and that they were expected to be the lead agency in cases that needed to be managed by others.*

- **Only a few inspection reports identified an insufficient number of parenting interventions to promote the ability of the parent/carer to care for or safeguard their young person.** The inspection reports in two YOTs also identified a need for greater consistency in the use of home visits: 'Home visits are a critical part of confirming information and part of safeguarding

assessments and should be routine practice rather than the exception.'

- A small number of YOTs' systems for recording social care status were not sufficiently robust. Access to IT facilities was a barrier to this: in some cases YOT staff did not have access to a system that would allow contact with a child or young person to be tracked across agencies. According to one report:

*Social care status recording was not consistent. Whilst there was a procedure for checking, it was not as robust as it could be, in that it required the case manager to ask someone to check, rather than it being undertaken routinely pre-allocation. Overall, there was little recorded evidence of safeguarding issues being given a high priority.*

#### 4.4 Work with children and young people subject to custodial sentences

This includes the provision by the YOT of appropriate activities for children and young people during custody, the promotion of their welfare and the prevention of re-offending during the community phase of custodial sentences, as well as the YOT demonstrating positive outcomes in its work with the children and young people who are subject to custodial sentences.

##### 4.4.1 Work with children and young people in custody: strengths

Overall, there were 54 references to the strengths of work around custody identified across all 57 YOT inspection reports, with 10 being identified in Phase 3 and 44 in Phase 4. The majority (50 out of the 54) were references to strengths in relation to safeguarding, with most being identified in Phase 4.

- **Most YOTs took an active approach to identifying and ensuring suitable custodial establishments for children and young people,** and safeguarding considerations were managed effectively. YOT staff took a multi-agency approach to identifying specific needs in order to safeguard children and young people and were able to represent effectively the views of social care staff where appropriate. Vulnerability concerns were generally shared with the custodial establishment to

ensure the safeguarding of the child or young person.

- **There had been a reduction in factors linked to a risk of safeguarding in the majority of cases, and in all relevant cases safeguarding factors were managed effectively.** Contacts with children and young people conformed to, and sometimes exceeded, the national standard. YOT staff were able to meet the specialist needs of children and young people in custody. One YOT inspection report identified a number of successful interventions commenced in custody to address Risk of Harm, offending behaviour and safeguarding.

#### **4.4.2 Work with children and young people in custody: areas for development**

Overall, there were 32 references to areas for development of work in the community identified across all 57 YOT inspection reports, with two being identified in Phase 3 and 30 in Phase 4. The majority (31 out of the 32) were references to areas for development in relation to safeguarding, most being identified in Phase 4.

- **In five YOTs,<sup>1</sup> safeguarding factors in relation to custody had not been managed effectively.** Reasons for this included failure to recognise potential risks and lack of vulnerability planning. For example, one YOT experienced difficulties in managing the transition of young people from custody into the community.
- **Within a small group of YOTs, contact between the child or young person and the YOT case manager was at times poor,** which reduced the effectiveness of YOT interventions to address offending behaviour and safeguarding.

## **4.5 Victims and restorative justice**

This is focused on victims of children and young people who have offended feeling that they have been assisted by the intervention of the YOT in feeling safer and achieving closure.

### **4.5.1 Victims and restorative justice: strengths**

Overall, there were four references to the strengths of work around victims and restorative justice identified across all 57 YOT inspection reports, with none being identified in Phase 3 and four in Phase 4. Three out of the four were references to strengths in relation to safeguarding, with all being identified in Phase 4.

- In five YOT inspection reports it was identified that appropriate priority had been accorded to victim safety by the YOT workers where there had been direct or potential victims. YOTs were less successful, however, in helping victims to feel safer and achieve closure.

### **4.5.2 Victims and restorative justice: areas for development**

Overall, there were two references to areas for development of work around victims and restorative justice identified across all 57 YOT inspection reports, with both being identified in Phase 4.

- In three YOTs, inspection reports showed that appropriate priority had not been accorded to victim safety by the YOT workers where there had been direct or potential victims, a prohibitive condition on the licence or order, or safeguarding concerns.

## **Notes**

- 1 As identified by the analysis technique of keyword searching – see page 7.

## 5 Focus on YOTs with an average inspection rating of 2.0 or below

This section focuses on the 17 YOTs in our sample that received an inspection rating of 2.0 or below, as an average of the five 'core' assessment criteria. This focus was selected because, for a YOT to average a rating of 2.0, it would have been awarded the performance rating 'inadequate' in certain criteria. Selecting this '2.0 or below' rating therefore allowed the analysis to investigate better lower performance across the sample, taking all the assessment criteria into account. The section offers:

- an overview of inspection judgements in the five core assessment criteria
- qualitative analysis of the 17 YOTs' performance including strategies; areas for development; inspector key recommendations and also of the follow-up inspections for three YOTs.

### Key findings

- Approximately a third of the 57 YOT reports reviewed, from both Phase 3 and 4 of the YOT Inspection Programme, scored an overall average inspection rating of 2.0 or below, broken down as follows.
  - In Phase 3, a quarter of YOTs (eight out of 31) scored an average of 2.0 or below.
  - In Phase 4, a third of YOTs (nine out of 26) scored an average of 2.0 or below.
- The average performance of these 17 lower performing YOTs, in relation to their work in the community and with victims, improved between Phase 3 and Phase 4 but not in the areas of work in courts and custody.
- The gap between the overall average YOT performance and that of lower performing YOTs narrowed between Phase 3 and Phase 4 of the YOT Inspection Programme.

### Analysis of qualitative evidence

- **Management and leadership:** Committed and enthusiastic staff led by strong leadership was a feature of at least five lower performing YOTs yet concerns remained about management and the quality and inadequacy of assessments and plans (related to safeguarding). In a small group of YOTs systems for staff training, lack of robust performance management and underdeveloped partnerships with key agencies were identified as areas for concern. YOTs experienced several barriers to becoming more effective in relation to Risk of Harm and safeguarding, including periods of restructuring or instability in management structures; changes in operational management responsibilities; low levels of resources and a lack of clarity of the YOT's role in relation to one specific public protection protocol.
- **Work in courts:** The majority of lower performing YOTs had good relationships with courts. However, for some, the lower analytical quality of their pre-sentence reports impacted their ability to adequately highlight safeguarding or Risk of Harm issues.
- **Work with children and young people in the community:** A lack of consistently robust processes and procedures negatively affected the otherwise good practice of most lower performing YOTs' work with children and young people in the community. Examples included the need to improve the quality of Risk of Harm supervision of such young people and better partnership working with children's social care services to address emerging safeguarding issues.

- Work with children and young people subject to custodial sentences:**  
 Inconsistencies were identified in relation to lower performing YOTs' assessment of Risk of Harm and vulnerability issues. In those YOTs where it was more consistent, and of a higher standard, Asset reports were not kept sufficiently up to date.
- Key recommendations for lower performing YOTs:** Key recommendations centred on assessment and planning; referrals to specialist services, specifically referrals to mental health specialist provision and work with local social care services.
- Follow-up inspections:** Of the 17 lower performing YOTs, three had a follow-up inspection. Evidence indicated that all three of these YOTs had acted upon previous inspection's recommendations, particularly those issues related to safeguarding.

## 5.1 Overview of YOTs with an average inspection rating of 2.0 or below

This section describes the range of average scores across all assessment criteria for the 17 YOTs that scored an average of 2.0 or below in their inspection reports. The ratings below are based on an average of scores against all five assessment criteria where 1= inadequate, 2= adequate, 3= good and 4= excellent. Table 5.1 outlines the YOT inspection scores for the sample of reports scoring 2.0 or below in the period 2006 to mid-2007, which illustrates that four YOTs scored 2.0, and four YOTs scored below 2.0.

**Table 5.1 YOT inspection scores from sample of reports, Phase 3**

scores	YOT inspection report average			
	1.0	1.2	1.8	2.0
Number of YOTs	1	1	2	4

Table 5.2 illustrates the YOT inspection scores for the sample of reports scoring 2.0 or below in the period mid-2007 to 2008. Five YOTs scored 2.0, and four YOTs scored 1.8 or below.

**Table 5.2 YOT inspection scores from sample of reports, Phase 4**

scores	YOT inspection report average			
	1.0	1.6	1.8	2.0
Number of YOTs	1	1	2	5

## 5.2 Inspection scores by assessment criteria for YOTs with an inspection score below 2.0

Tables 5.3 and 5.4 show the rating for each assessment criteria in Phases 3 and 4. These tables illustrate that:

- victims and community got better ratings overall in Phase 4
- courts and custody criteria showed a slight decline in Phase 4.

There were fewer 'inadequate' scores overall in Phase 4 (for example, 16 in Phase 3 compared to 9 in Phase 4).

**Table 5.3 YOT inspection scores by assessment criteria, Phase 3**

	Frequencies of YOT inspection report scores				
	Inadequate (1)	Adequate (2)	Good (3)	Excellent (4)	Total
Management	3	4	1	0	8
Courts	2	3	3	0	8
Community	4	4	0	0	8
Custody	1	6	1	0	8
Victims	6	2	0	0	8

**Table 5.4 YOT inspection scores by assessment criteria, Phase 4**

	Frequencies of YOT inspection report scores				
	Inadequate (1)	Adequate (2)	Good (3)	Excellent (4)	Total
Management	1	8	0	0	9
Courts	1	8	0	0	9
Community	1	8	0	0	9
Custody	2	7	0	0	9
Victims	4	5	0	0	9

### 5.3 Comparison of lower performing YOTs to whole sample

Table 5.5 illustrates the difference in average score between the overall sample of YOT inspection reports (57) and the lower performing sample (17). This highlights the key areas of difference between the sample overall and those YOTs receiving lower performance scores and shows the gap:

- between the overall average YOT performance and that of lower performing YOTs *narrowed* between Phase 3 and Phase 4 of the YOT Inspection Programme.
- *narrowed most* in relation to YOTs' work with victims and restorative justice.
- *narrowed the least* in relation to YOTs' work with children and young people subject to custodial sentences.

### 5.4 Qualitative analysis

This qualitative analysis is also based on the reports from the 17 lower performing YOTs. Of these, only three had undergone a follow-up inspection. The analysis also draws on data from these three follow-up inspection reports.

The purpose of this section is to:

- draw out some of the concerns raised by inspection teams surrounding lower performing YOTs

- consider the potential barriers to effective performance within YOTs
- consider how YOTs have responded to the recommendations set out by the inspection team with respect to safeguarding and child protection.

The section will discuss the performance of the lower performing YOTs against each of the five criteria, referring to strengths and areas for improvement and highlighting the most significant issues first and then look at the key recommendations made by inspection teams. A review of YOT performance in follow-up inspections concludes the section.

#### 5.4.1 Management and leadership

- A third of the lower performing YOT inspection reports identified committed and enthusiastic staff guided by strong leadership teams and effective partnership working arrangements with other agencies. In two-thirds of YOTs, the YOT manager was linked into local safeguarding and public protection structures, as well as strategic safeguarding partnerships across the local authority. Despite this, however, concerns around the management were raised across a number of themes.
- In a third of YOTs, the quality of assessments, Risk of Serious Harm and vulnerability plans were inadequate or inconsistent, and Asset reports did not always reflect all the information relevant to the case. At one extreme of the spectrum, major issues were identified in relation to the assessment and

**Table 5.5 Differences in average scores between overall sample and lower performing sub-sample**

	Phase 3			Phase 4		
	Overall sample average (2006–2007)	Lower performing sample average (2006–2007)	Difference	Overall sample average (2007–2008)	Lower performing sample average (2007–2008)	Difference
Management	2.7	1.8	0.9	2.4	1.8	0.6
Courts	2.9	2.1	0.8	2.3	1.8	0.5
Community	2.4	1.5	0.9	2.3	1.8	0.5
Custody	2.7	2.1	0.6	2.2	1.8	0.4
Victims	2.3	1.3	1.0	2.0	1.6	0.4

oversight of Risk of Harm and safeguarding duties, leading the urgent referral of one child or young person and the consideration of several more. However, this intervention was limited to one YOT out of 17 and reports suggest that this type of intervention was not routine across the YOTs.

- In a sixth of YOTs, systems for staff training in child protection were not adequate. In one YOT, only a limited number of staff had relevant formal professional qualifications. A lack of performance management at all levels resulted in policies, systems and performance not being adequately implemented, monitored or managed. The inspection report stated that this put the public, children and young people and staff in potentially unsafe circumstances.
- In a sixth of YOTs, partnerships with key agencies were underdeveloped and work towards shared outcomes limited. One YOT had poor levels of partnership working with mental health services, particularly with relation to the review of SLAs and information-sharing protocols.

Lower performing YOTs encountered a number of barriers to effective delivery.

- Some lower performing YOTs had recently undergone a restructuring process or had experienced instability within their management structures, which had diverted resources from the scrutiny of performance and the delivery of targeted interventions. This had limited the capacity of YOT teams to assess and manage risk.
  - One YOT report identified weaknesses in lines of accountability and in expertise available to the YOT as a consequence of the restructuring process, which impacted upon its capacity to manage Risk of Harm and safeguarding.
  - One lower performing YOT had undergone a series of changes to operational management responsibilities in the previous 12 months, and managers were frustrated that they had been unable to provide adequate supervision to staff and were aware that performance in several areas of practice had suffered as a result.

- Two lower performing YOTs had low levels of resources, and were losing resources due to the expiry of short-term funding streams.
- Within one lower performing YOT, Multi-Agency Public Protection Arrangements (MAPPA) were unclear, as the current protocol did not specifically encompass the YOT as an agency with a duty to cooperate.

## 5.4.2 Work in the courts

- Almost all lower performing YOTs had good relationships with the Youth Court, or were improving significantly on previously inadequate relationships. A sixth of inspection reports identified a need to foster better relationships with other institutions, such as the Crown Court.
- In a third of YOTs, the quality of pre-sentence reports impacted upon the YOT inspection teams' reporting of safeguarding issues. Pre-sentence reports were descriptive rather than analytical and did not differentiate between the likelihood of re-offending and Risk of Harm. Pre-sentence reports produced by one YOT were criticised for the quality of their risk sections, despite being favourably received by sentencers.

## 5.4.3 Work with children and young people in the community

- The inspection reports of lower performing YOTs identified a recurring theme that although there was evidence of good practice by committed and effective staff, they were not always supported in their work by robust processes and procedures.
- The quality of Risk of Harm supervision of children and young people in the community who had offended needed improvement. In a third of YOTs the assessment, planning and reviewing of safeguarding and risk required attention. Inadequate or absent Risk of Serious Harm and vulnerability action plans meant that risk factors went unrecorded, and planning was not put in place to meet risk factors in those cases inspected. In one YOT, the importance of risk management plans was not fully recognised by staff.

- In a sixth of YOTs, partnership work with children's social care services was not effective in addressing the safeguarding issues arising for children and young people. In one YOT, provision for mental health was considered to be particularly inadequate, and in another there were serious concerns about the ineffective partnership working between the YOT and children's social care services to keep children and young people safe. These YOTs also had difficulty in preparing joint plans and sharing information across agencies.

#### **5.4.4 Work with children and young people subject to custodial sentences**

- In a third of YOTs, inspection reports identified that a greater level of attention was needed for Risk of Harm and safeguarding issues.
- The assessment of Risk of Harm and vulnerability issues was inconsistent within lower performing YOTs, particularly regarding vulnerability planning. For a third of YOTs, inspection reports identified issues relating to the implementation of vulnerability plans and Risk of Harm assessments. Reporting in a third of YOTs was also of insufficient quality, and in a sixth of YOTs plans and assessments were not put in place at all. Inspection reports identified that in most of these cases, this was despite effective management of vulnerability issues on a more informal basis.
- Where Risk of Harm assessment was of a higher standard (in approximately a third of YOTs), Asset reports were not always updated on sentencing and as a result specific risk factors were not identified in post-court reports. In one YOT, poor communication between teams meant that there was duplication of tasks.
- Partnership working with children's social care services was identified as ineffective in a sixth of YOTs, and in one YOT the inspection report noted that social care had an unusually low profile, given the high proportion of children and young people engaged with the YOT who had complex needs.

#### **5.4.5 Key recommendations to lower performing YOTs**

The key recommendations made in YOT inspection reports to lower performing YOTs were:

- **Assessment and planning**  
For a third of YOTs, inspection reports recommended that YOT teams ensure that all assessments are informed by relevant, validated and current information, particularly regarding Risk of Harm and vulnerability issues. Vulnerability action plans and risk management plans should be completed where necessary and Risk of Harm policies should be consistently implemented. Safeguarding should be addressed by both the YOT manager and partners across social care services.
- **Referral to specialist services**  
For a third of YOTs, inspection reports recommended that YOTs need to be more proactive in referring cases where there are concerns about the welfare of a child or young person to Children's Specialist Services. Safeguarding provision should be delivered through the coordinated work of the YOT and social care services.
- **Referral to specialist mental health provision**  
For a third of YOTs, inspection reports recommended that there should be a 'clear and timely pathway' to child and adolescent mental health services (CAMHS) for children and young people engaged with the YOT. For children and young people at risk, a health inclusion plan should be produced, targeting emotional and mental health and substance misuse provision for children and young people who have offended.
- **Working with social care services**  
In one YOT, the inspection report recommended that staff need to have a clearer understanding of intervention thresholds and to be enabled to be more confident in their working relationships with social care staff.

#### 5.4.6 YOT performance in follow-up inspections

- Of the 17 lower performing YOTs included in the sample, three had undergone a follow-up inspection. There was evidence that the YOTs had acted on the recommendations set out in their original inspection reports, and in particular had refocused on the key issues relating to addressing safeguarding and vulnerability needs. However, in some cases these improvements were modest. It should be noted that follow-up inspection reports do not include performance scores.
- One YOT had introduced a draft protocol for safeguarding children at the time of the follow-up inspection, although it had yet to be finalised and implemented. In another, the referral to, and involvement of, specialist services had also improved. For example, one YOT had introduced a regular surgery to enable social care practitioners to provide guidance and advice to YOT workers.
- In response to recommendations that YOT managers should ensure staff are trained to the appropriate level in child protection and safeguarding issues, YOTs had taken steps including:
  - building child protection training into the induction process
  - development of a comprehensive training plan to meet the individual and collective needs of the team
  - implementation of guidance to standardise the staff induction process
  - innovative professional development opportunities, such as in-house workshops covering practice issues.

## 6 Analysis of national performance data

In addition to reviewing individual YOT inspection reports, the research team was asked by the LGA to examine national performance data in order to look at changes at a national level and to provide a deeper understanding of the context in which YOTs operate. Two sets of performance data were analysed:

- National Performance Indicator (NPI) data relating to crime
- Annual Performance Assessments (APAs) of Children's Services undertaken by Ofsted in relation to safeguarding.

### Key findings

- An analysis of a selection of NPI data provides a context for the historical performance of YOTs. However, inconsistencies in the availability of previous historical data for certain indicators limits the ability to undertake trend analysis.
- There appears to have been an improvement in performance in relation to levels of youth re-offending (from 2000 to 2007) and the proportion of young offenders engaged in Education, Training and Employment (over the last three years) and accessing suitable accommodation (over the last three years).
- Slight improvements in performance have been witnessed in relation to the level of young people in the Youth Justice System receiving a conviction in court who are sentenced to custody, in the four years since 2005; and in the rate of first-time entrants to the Youth Justice System in the last year (2008–09).
- Of the four National Indicators which focus on the incidence of crime, rates of serious violent

knife crimes and serious violent crime both occur at fewer than one crime per 1000 population in England.

- In relation to the wider incidence and perception of crime and anti-social behaviour in England in 2008, four out of five people were satisfied with their local area as a place to live and one in five people considered anti-social behaviour to be a problem in their local area.
- Overall the Ofsted judgements about 'how far local services contribute to children and young people staying safe' appear to be positive, with the majority of local authorities rated as providing a good or outstanding service in this regard.

### 6.1 National Performance Indicator data

In April 2008, as part of changes in local performance reporting and management, a set of National Performance Indicators came into force in English local authorities. This section presents an analysis of a selection of these National Performance Indicators (NPIs): specifically those related to young people and crime, as well as to the incidence and perception of crime and anti-social behaviour more generally. The inclusion of such data is intended to contextualise the historical performance of YOTs (as discussed in the sections above) to the extent that it describes some key patterns in relation to young people who offend, highlights reported crime levels and illustrates wider public responses to crime and anti-social behaviour.

The availability of previous historical data (with which to compare some of the indicators' results) varies according to whether the indicator has been newly created for inclusion in the NPIs or was an existing performance indicator incorporated in this new set.

The rest of this section considers the NPIs in relation to:

- young people and crime
- incidence and perception of crime.

### 6.1.1 Indicators related to young people and crime

This section examines the indicators related to young people and crime and identifies the key messages from this data (the tables of data can be found in Appendix H).

- The 'proven re-offending rate' has continued to fall from 40.2 in Q1 2000 to 37.5 in Q1 of 2007, with the exception of Q1 in 2003 (see Table H.1).
- The level of 'young people in the Youth Justice System receiving a conviction in court who are sentenced to custody' has decreased from 6.1 per cent in Q1 of 2005 to 5.8 per cent in Q1 of 2009 (see Table H.2).
- The year-on-year increase in the proportion of young offenders engaged in education, training and employment went from 67.8 per cent in 2006 to 71.9 per cent in 2009 (see Table H.3).
- The proportion of 'young offenders accessing suitable accommodation' rose from 93.7 per cent in 2006 to 96.4 per cent in 2009 (see Table H.4).
- The absolute number of 'first-time entrants to the criminal justice system' rose from 84,499 to 93,601 between 2000–01 to 2007–08. However, levels in 2007–08, represent a falling rate from the previous two years (see Table H.5).
- No comparison data exists with which to characterise performance with regard to 'young people's participation in positive activities'. The current participation level shows that more than two in three young people in school year 10 reported participating in group activity outside school lessons, in the 2008–09 TellUs survey (see Table H.6).
- With regard to the proportion of 16–18 year olds NEET, the data appears to show that this has

remained at a low level in the two-year period 2007 to 2008. However, this data relates only to young people known to the service, records their actual age rather than academic age, and does not record as NEET young people who are taking a gap year or are in custody (see Table H.7).

### 6.1.2 Indicators related to the incidence and perception of crime

A selection of four indicators, in relation to the incidence of crime, has been identified as being the most relevant to the context of YOT performance (following discussion with the LGA). These are listed in Table H.9. Each of these indicators is a new indicator within the National Indicator set as well as being Assessments of Policing and Community Safety (APACS) indicators. Given that they are all new indicators, no similarly calculated, historical data exists with which to provide comparison or comment on trends.

- In general, the figures *appear* to indicate that levels of crime in England are towards the lower scale of measurement. For example, rates of *serious violent knife crimes* (NI 28) and *serious violent crime* (NI 15) are both reported as occurring at fewer than one crime per 1000 population in England; 0.7 and 0.9 respectively (see Table H.8).

Similarly, a group of national indicators related to the wider incidence and perception of crime and anti-social behaviour were identified for analysis. The first collection of data for these indicators took place via the Place Survey 2008, a new survey conducted at local authority level with responses submitted to the Audit Commission and subsequently presented to Communities and Local Government for analysis. As this was the first time data for these indicators has been collected in this way, there is no similarly calculated historical data with which to provide comparisons for any of these indicators. However, the key messages are that:

- Four out of five people (80 per cent) were satisfied with their local area as a place to live.
- One in five people (20 per cent) considered anti-social behaviour to be a problem in their local area.

- About one in four (26 per cent) agreed that the police and other local public services were successfully dealing with anti-social behaviour and crime in their local area.
- Fewer than one in three people (31 per cent) felt that there were problems with people in their local area not treating one another with respect and consideration.
- One in four people (25 per cent) considered that the police and other local public services sought people's views about anti-social behaviour and crime in their local area.

## 6.2 'Staying Safe' scores from Annual Performance Assessments, Ofsted

This section examines two sets of scores extracted from the Annual Performance Assessment (APA) of Children's Services, conducted by Ofsted at local authority level. These scores represent Ofsted's assessment of the local authority's performance against the 'Staying Safe' criterion. The two sets correspond with the local authority areas included in the two samples of YOT inspection reports, that is, local authorities inspected in Phase 3 (between 2006 to mid-2007) and Phase 4 of the inspection programme (between mid-2007 to 2008). The relevance of the 'Staying Safe' criterion in

the APA to the work of Youth Offending Teams stems from the evidence which forms the basis of Ofsted's judgements made against this Every Child Matters (ECM) outcome. This evidence incorporates a range of documentation related to the performance of Youth Offending Teams; such as contextual and performance information based on the Youth Justice Board's Capacity and Capability assessment, quarterly performance and secure estate monitoring information from the Youth Justice Board. As a result, 'Staying Safe' scores can further contextualise the outcomes of the YOT Inspection Programme.

**Direct comparison between the 'Staying Safe' scores and those of the YOT inspections is difficult.** This is chiefly because, compared to the Youth Offending Team Inspection Programme, the Ofsted APA inspections used neither a similar evidence base on which to base judgements nor interrogated the evidence from the same perspective. However, taking the data overall, the following key messages were noted about our sample.

- In both phases, the majority of local authorities were rated as providing a **good or outstanding service** in relation to the 'Staying Safe' criterion.
- In the Phase 3 period, fewer than one in ten were assessed as providing an inadequate service in relation to the 'Staying Safe' criterion.
- In the Phase 4 period, only one local authority was judged to be providing an inadequate service in relation to the 'Staying Safe' criterion.

## Appendix A List of abbreviations

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<b>Abbreviation</b>	<b>Meaning</b>
APA	Annual Performance Assessment
APACS	Assessments of Policing and Community Safety
BCU	Basic Command Unit
CAF	Common Assessment Framework
CAMHS	Child and Adolescent Mental Health Services
CCIS	Client Caseload Information System
CDRP	Crime and Disorder Reduction Partnership
CPA	Comprehensive Performance Assessment
DCSF	Department for Children, Schools and Families (now Department for Education)
DTO	Detention and Training Order
ECM	Every Child Matters
ETE	Education Training and Employment
HMI	Her Majesty's Inspector(ate)
HOCR	Home Office Counting Rules
JAR	Joint Area Review
MAPPA	Multi-Agency Public Protection Arrangements
NEET	Not in Education, Employment or Training
NPI	National Performance Indicator
PAYP	Positive Activities for Young People
PSA	Public Service Agreement
RAP	Resettlement and Aftercare Provision
SLA	Service Level Agreement
YISP	Youth Inclusion and Support Panels
YJ	Youth Justice
YJB	Youth Justice Board
YOI	Young Offenders Institution
YOT	Youth Offending Team

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## Appendix B List of YOT inspection reports included in the analysis

Youth Offending Team	Publication date
<b>Phase 3</b>	
1. Wirral	11-Jan-06
2. Bournemouth and Poole	25-Jan-06
3. Staffordshire	25-Jan-06
4. Doncaster	08-Mar-06
5. Hounslow	10-May-06
6. Northamptonshire	10-May-06
7. Windsor	25-May-06
8. Blackpool*	31-May-06 (25 June 2008)
9. Brent	12-Jul-06
10. North Somerset	12-Jul-06
11. Newham	09-Aug-06
12. Haringey	13-Sep-06
13. Wakefield	13-Sep-06
14. Barnet	11-Oct-06
15. Peterborough	11-Oct-06
16. Brighton and Hove	25-Oct-06
17. Swindon	03-Nov-06
18. Plymouth	13-Dec-06
19. Wigan	13-Dec-06
20. North Yorkshire	22-Dec-06
21. Cheshire	24-Jan-07
22. Kensington and Chelsea	24-Jan-07
23. Birmingham	31-Jan-07
24. Newcastle upon Tyne	07-Mar-07
25. Bromley*	07-Mar-07 (7 May 2008)
26. Harrow	14-Mar-07
27. Hartlepool	14-Mar-07
28. NE Lincolnshire*	09-May-07 (17 September 2008)
29. Greenwich	16-May-07
30. Bedfordshire	22-Jun-07
31. Nottingham City	22-Aug-07
<b>Phase 4</b>	
32. Hertfordshire	03-Oct-07
33. East Sussex	31-Oct-07
34. West Berkshire	10-Dec-07
35. Kirklees	07-Jan-08
36. Southend	09-Jan-08
37. Bracknell Forest	23-Jan-08
38. Gloucestershire	30-Jan-08
39. Liverpool	30-Jan-08
40. Camden	06-May-08
41. Kent	07-May-08
42. Leicester City	07-May-08

43. Wandsworth	07-May-08
44. Bradford and District	14-May-08
45. Bury	21-May-08
46. Solihull	30-Jun-08
47. Croydon	09-Jul-08
48. Bath and NE Somerset	13-Aug-08
49. Cornwall and Isles of Scilly	13-Aug-08
50. South Gloucestershire	03-Sep-08
51. East Riding of Yorkshire	08-Oct-08
52. Norfolk	08-Oct-08
53. Tameside	08-Oct-08
54. Dorset	15-Oct-08
55. Sutton	22-Oct-08
56. Essex	17-Dec-08
57. Oldham	17-Dec-08

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\*Follow-up or re-inspection reports for these YOTs were also included in the analysis. The date of such visits/reports is shown in parentheses (..).

NB: In April 2009, the 2003–2008 model of YOT inspection was replaced with a new programme comprised of core case inspections and thematic inspections. The scope of core case inspections have been reduced and will only look at post-court cases with approximately 36–90 cases examined, depending on the size of the YOT. There will also be three or four thematic inspections each year. The first two of these thematic inspections commenced in autumn 2009, and included inspections linked to Gangs, Prevention and Alcohol Misuse. An inspection of Court Work and Reports, led by HMI Probation, will begin in 2010 (HMI Probation, 2010a).

# Appendix C List of Annual Performance Assessments, Ofsted

## APAs for local authorities in relation to YOT inspection reports in Phase 3 of the inspection programme

Local authority name	Time period from which evidence for assessment has been drawn:
Barnet	1 April 2007 to 31 March 2008
Bedfordshire	1 April 2007 to 31 March 2008
Birmingham	1 April 2007 to 31 March 2008
Blackpool	1 April 2007 to 31 March 2008
Bournemouth and Poole	1 April 2007 to 31 March 2008
Brent	1 April 2007 to 31 March 2008
Brighton and Hove	1 April 2007 to 31 March 2008
Bromley	1 April 2007 to 31 March 2008
Cheshire	1 April 2007 to 31 March 2008
Doncaster	1 April 2007 to 31 March 2008
Greenwich	1 April 2007 to 31 March 2008
Haringey	1 April 2007 to 31 March 2008
Harrow	1 April 2007 to 31 March 2008
Hartlepool	1 April 2007 to 31 March 2008
Hounslow	1 April 2007 to 31 March 2008
Kensington and Chelsea	1 April 2007 to 31 March 2008
NE Lincolnshire	1 April 2007 to 31 March 2008
Newcastle upon Tyne	1 April 2007 to 31 March 2008
Newham	1 April 2007 to 31 March 2008
Norfolk	1 April 2007 to 31 March 2008
North Somerset	1 April 2007 to 31 March 2008
North Yorkshire	1 April 2007 to 31 March 2008
Northamptonshire	1 April 2007 to 31 March 2008
Nottingham City	1 April 2007 to 31 March 2008
Peterborough	1 April 2007 to 31 March 2008
Plymouth	1 April 2007 to 31 March 2008
Staffordshire	1 April 2007 to 31 March 2008
Swindon	1 April 2007 to 31 March 2008
Wakefield	1 April 2007 to 31 March 2008
Wigan	1 April 2007 to 31 March 2008
Windsor	1 April 2007 to 31 March 2008
Wirral	1 April 2007 to 31 March 2008

## APAs for local authorities in relation to YOT inspection reports in Phase 4 of the inspection programme

Local authority name	Time period from which evidence for assessment has been drawn:
Bath and NE Somerset	1 April 2007 to 31 March 2008
Bracknell Forest	1 April 2007 to 31 March 2008
Bradford	1 April 2007 to 31 March 2008
Bury	1 April 2007 to 31 March 2008
Camden	1 April 2007 to 31 March 2008
Cornwall	1 April 2007 to 31 March 2008
Croydon	1 April 2007 to 31 March 2008
Dorset	1 April 2007 to 31 March 2008

**APAs for local authorities in relation to YOT inspection reports in Phase 4 of the inspection programme cont'd**

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<b>Local authority name</b>	<b>Time period from which evidence for assessment has been drawn:</b>
East Riding of Yorkshire	1 April 2007 to 31 March 2008
East Sussex	1 April 2007 to 31 March 2008
Essex	1 April 2007 to 31 March 2008
Gloucestershire	1 April 2007 to 31 March 2008
Hertfordshire	1 April 2007 to 31 March 2008
Isles of Scilly	1 April 2007 to 31 March 2008
Kent	1 April 2007 to 31 March 2008
Kirklees	1 April 2007 to 31 March 2008
Leicester City	1 April 2007 to 31 March 2008
Liverpool	1 April 2007 to 31 March 2008
Solihull	1 April 2007 to 31 March 2008
South Gloucestershire	1 April 2007 to 31 March 2008
Southend	1 April 2007 to 31 March 2008
Sutton	1 April 2007 to 31 March 2008
Tameside	1 April 2007 to 31 March 2008
Waltham Forest	1 April 2007 to 31 March 2008
Wandsworth	1 April 2007 to 31 March 2008

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# Appendix D National Performance Indicator data: full definitions

The table provides full definitions of all the National Performance Indicator data included in this report. All definitions have been taken from the *National Indicators for Local Authorities and Local Authority Partnerships: Handbook of Definitions*, published in April 2008, by Communities and Local Government. Available here: <http://www.communities.gov.uk/publications/localgovernment/finalnationalindicators>.

NI	Indicator name and definition																
5	<p><b>Overall/general satisfaction with local area</b></p> <p>The proportion of the adult population who say they are 'satisfied', or 'very satisfied' with the area as a place to live. The data source is the place survey which will ask the question: 'Overall, how satisfied or dissatisfied are you with your local area as a place to live?' Respondents have the choice of five response categories. These are: Very satisfied, Satisfied, Neither satisfied or dissatisfied, Dissatisfied, Very dissatisfied.</p>																
15	<p><b>Serious violent crime rate</b></p> <p>Serious violent crime is defined as the following:</p> <table border="1"> <thead> <tr> <th>HOCRs code</th> <th>Offence</th> </tr> </thead> <tbody> <tr> <td>1, 4.1, 4.2, 4.3</td> <td>Homicide and Child Destruction Note new offence of corporate manslaughter is NOT included</td> </tr> <tr> <td>2</td> <td>Attempted Murder</td> </tr> <tr> <td>5A, 5B, 5C, 8F, 8H</td> <td>Wounding or other act endangering life, and Grievous Bodily Harm without intent (including racially and religiously aggravated)</td> </tr> <tr> <td>4.4, 4.6, 4.82</td> <td>Causing Death by Dangerous Driving, Causing Death by Careless Driving when under the influence of drink or drugs, and Causing Death by Careless or Inconsiderate Driving</td> </tr> <tr> <td>37.1</td> <td>Causing Death by Aggravated Vehicle Taking</td> </tr> </tbody> </table>	HOCRs code	Offence	1, 4.1, 4.2, 4.3	Homicide and Child Destruction Note new offence of corporate manslaughter is NOT included	2	Attempted Murder	5A, 5B, 5C, 8F, 8H	Wounding or other act endangering life, and Grievous Bodily Harm without intent (including racially and religiously aggravated)	4.4, 4.6, 4.82	Causing Death by Dangerous Driving, Causing Death by Careless Driving when under the influence of drink or drugs, and Causing Death by Careless or Inconsiderate Driving	37.1	Causing Death by Aggravated Vehicle Taking				
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37.1	Causing Death by Aggravated Vehicle Taking																
16	<p><b>Serious acquisitive crime rate</b></p> <p>Serious acquisitive crime is defined as the following:</p> <table border="1"> <thead> <tr> <th>HOCRs code</th> <th>Offence</th> </tr> </thead> <tbody> <tr> <td>28</td> <td>Burglary in a dwelling</td> </tr> <tr> <td>29</td> <td>Aggravated burglary in a dwelling</td> </tr> <tr> <td>34A</td> <td>Robbery of Business Property</td> </tr> <tr> <td>34B</td> <td>Robbery of Personal Property</td> </tr> <tr> <td>48</td> <td>Theft or Unauthorised taking of a motor vehicle</td> </tr> <tr> <td>37/2</td> <td>Aggravated Vehicle Taking</td> </tr> <tr> <td>45</td> <td>Theft from a Vehicle</td> </tr> </tbody> </table>	HOCRs code	Offence	28	Burglary in a dwelling	29	Aggravated burglary in a dwelling	34A	Robbery of Business Property	34B	Robbery of Personal Property	48	Theft or Unauthorised taking of a motor vehicle	37/2	Aggravated Vehicle Taking	45	Theft from a Vehicle
HOCRs code	Offence																
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34B	Robbery of Personal Property																
48	Theft or Unauthorised taking of a motor vehicle																
37/2	Aggravated Vehicle Taking																
45	Theft from a Vehicle																
17	<p><b>Perceptions of anti-social behaviour</b></p> <p>Percentage of respondents with a high level of perceived anti-social behaviour combines responses to seven questions about anti-social behaviour problems. The questions are as follows:</p> <p>Thinking about this local area, how much of a problem do you think each of the following is:</p> <ol style="list-style-type: none"> <li>1) ... noisy neighbours or loud parties?</li> <li>2) ... teenagers hanging around on the streets?</li> <li>3) ... rubbish or litter lying around?</li> <li>4) ... vandalism, graffiti and other deliberate damage to property or vehicles?</li> </ol>																

- 5) ... people using or dealing drugs?
  - 6) ... people being drunk or rowdy in public places?
  - 7) ... abandoned or burnt out cars?
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**19 Rate of proven re-offending by young offenders**

Young people are those aged 10–17.

The young offenders' cohort is established during the period January to March and includes all those receiving a pre-court disposal (reprimand or final warning) or a first-tier or community penalty or who are released from custody. This cohort is then tracked for 12 months to determine the total number of offences committed by those in the cohort.

A re-offence is counted if it occurs within the 12-month tracking period and leads to a pre-court disposal or a court conviction within three months of the end of the 12-month tracking period. By knowing the total number of re-offences and the total number of young people in the cohort, the average rate of re-offending can be calculated.

The initial offence which qualifies them for the cohort is not counted as we are only measuring re-offences. All offences will count even if two or more offences are grouped for sentencing purposes and result in only one pre-court disposal or court conviction. See YJB counting rules 2007–08 for details of current YOT measure (pp. 40–57).

However, it should be noted that the cohort period and the methodology in the revised measure has changed to align with the new PSA, and to provide a good proxy for the national picture against this PSA, available: <http://www.yjb.gov.uk/en-gb/practitioners/MonitoringPerformance/CountingRules/>

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**20 Assault with injury crime rate**

'Assaults with less serious injury' (including racially and religiously aggravated) offences is defined as the following:

**HOCRs code    Offence**

8G            Actual bodily harm and other injury

8J            Racially or religiously aggravated actual bodily harm and other injury

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**21 Dealing with local concerns about anti-social behaviour and crime by the local council and police**

The question being asked is as follows:

How much would you agree or disagree that the police and other local public services are successfully dealing with these issues in your local area?

Strongly agree; tend to agree; neither agree nor disagree; tend to disagree; strongly disagree; don't know

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**23 Perceptions that people in the area treat one another with respect and consideration**

Percentage of people who perceive people not treating one another with respect and consideration to be a problem in their area, using the question:

In your local area, how much of a problem do you think there is with people not treating each other with respect and consideration?

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**27 Understanding of local concerns about anti-social behaviour and crime issues by the local council and police**

Anti-social behaviour – as part of the overall seven-strand, anti-social behaviour indicator, NI 17. The question being asked is as follows:

It is the responsibility of the police and local council working in partnership to deal with anti-social behaviour and crime in your local area.

How much would you agree or disagree that...

The police and local council seek people's views about the anti-social behaviour and crime issues that matter in this area?

Strongly agree; tend to agree; neither agree nor disagree; tend to disagree; strongly disagree

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**28 Serious knife crime rate**

Use includes threats and attempts in addition to actual stabbings. Where the victim is convinced of the presence of a knife, even if it is concealed, and there is evidence of the suspect's intention to create this impression, then the incident counts.

Knife or other sharp instrument. 1) Any instrument piercing the skin should be included. Examples include Knife, Dagger, Flick Knife, Kitchen Knife, Pen Knife, Craft Knife, Lock Knife, Stanley Knife, Machete, Axe, Crossbow, Dart, Hypodermic Needle/Syringe, Nail, Studded Club, Needle, Pin, Pen/Biro, Saw, Scissors, Sword, Bayonet, Broken bottle, Broken glass, Razor, Razor blade, but this list is not meant to be exhaustive. 2) For threats and attempts, instruments normally capable of piercing the skin are included, especially when they are made or adapted for this purpose.

<b>HOCRs code</b>	<b>Offence</b>
1*	Murder
2	Attempted murder
3B	Threats to kill
4.1*	Manslaughter
4.2*	Infanticide
5A	Wounding or carrying out an act endangering life
8F, 8H	Inflicting grievous bodily harm without intent (includes racial/religious aggravated offences)
8G, 8J	Actual bodily harm and other injury
17A, 17B, 20A, 20B	Sexual assault
19	Rape
34A, 34B	Robbery

\*Note: Data on homicides (HOCR codes 1, 4.1, 4.2) by knife/sharp instrument will be collected from the separate Homicide Index collection (see Notes). These figures will be added to those collected on ADR 160 to give the complete measure of serious violent knife crime.

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**43 Young people within the Youth Justice System receiving a conviction in court who are sentenced to custody**

The proportionate use of custody is the percentage of young people (aged 10–17) sentenced to custody out of all those receiving a conviction in court (total of first-tier disposal, community service, and custodial sentence). Age is measured at time of arrest.

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**45 Young offenders' engagement in suitable education, training and employment**

This indicator measures the proportion of young offenders who are actively engaged in education, training or employment. Active engagement is counted as at least 25 hours, (and those above statutory school age at least 16 hours), of Education, Training and Employment (ETE) in the last full working week of the disposal. If the disposal closes during a holiday period, the last full working week before the holiday is counted. Hours planned for ETE where the young person does not attend are not counted. Young offenders are defined as all those aged 10–17 on youth justice disposals. Disposal is defined as those final warnings accompanied by a YOT intervention, plus the following court disposals: referral order, reparation order, action plan order, supervision order, community rehabilitation order, community punishment and rehabilitation order, drug treatment and testing order, detention and training order, custodial sentence under section 90–91 and 226/228.

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**46 Young offenders' access to suitable accommodation**

This indicator measures the proportion of known young offenders who have access to suitable accommodation. 'Suitable accommodation' is defined according to the Children (Leaving Care) (England) Regulations 2001 ([www.opsi.gov.uk/si/si2001/20012874.htm](http://www.opsi.gov.uk/si/si2001/20012874.htm)).

Suitable accommodation means accommodation (a) which so far as reasonably practicable is suitable for the child in the light of his needs, including his health needs and any needs arising from any disability; (b) in respect of which the responsible authority has satisfied itself as to the character and suitability of the landlord or other provider; and (c) in respect of which the responsible authority has so far as reasonably practicable taken into account the child's:

- (i) wishes and feelings; and
- (ii) education, training or employment needs.

Young offenders are defined as all those aged 10–17 on youth justice disposals.

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**110 Young people's participation in positive activities**

The proportion of young people in school year 10 responding 'yes' to the question 'In the last 4 weeks, have you participated in any group activity led by an adult outside school lessons (such as sports, arts or a youth group)?' based on the analysis of the weighted TellUs survey data. The TellUs survey data is weighted and grossed up to match local area profiles based on school census data.

Positive activities include a wide range of sporting, cultural and recreational activities and opportunities for volunteering. The key is that activities are structured, good quality, adult led and support development towards the ECM outcomes. Activities can take place in a wide variety of settings including youth clubs, sports clubs, outdoor recreation centres, museums and libraries. The 2006 Education and Inspections Act sets out a local authority's duties in respect of securing access to activities.

This is a new indicator and a programme of development is ongoing to finalise the method of calculation. This includes further consultation with colleagues across government and the youth sector.

The indicator will be calculated for all local authorities and at a national level. The indicator will be made available to all local authorities as part of the TellUs survey findings annual report.

These findings will be set within the context of a more specific question in the TellUs survey asking about participation in particular activities. Responses for individuals can be confirmed using this second question. The DCSF is also developing additional contextual measures, using CCIS and Taking Part survey data, to enable individual authorities to triangulate their indicator.

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**111 First-time entrants to the criminal justice system aged 10–17**

The number of first-time entrants to the Youth Justice System, where first-time entrants are defined as young people (aged 10–17) who receive their first substantive outcome (relating to a reprimand, a final warning with or without an intervention, or a court disposal for those who go directly to court without a reprimand or final warning).

Note: At present, at national level, this indicator is directional (no target attached), although the Children's Plan committed DCSF to defining a numerical target, to be published through the forthcoming Youth Crime Action Plan. Consideration is currently being given to how such a target should be expressed.

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**117 16–18 year olds who are not in education, employment or training (NEET)**

The percentage of 16–18 year olds who are not in education, employment or training (NEET). Data is collected monthly. However, this indicator and NEET targets use an annual result which is based on three one-month snapshots at the end of November, December and January each year. Data relates to young people who were aged 16–18 on the day of the count.

Young people aged 16 to 18 years are counted as either:

*Education, employment or training (EET) if they are in:*

- education (including gap year students who have an agreed deferred HE entry date)
- government-supported training
- employment.

*Not in education, employment or training (NEET) if they are not engaged in one of the EET activities above, including those:*

- undertaking a personal development opportunity, voluntary work or activity agreement
- seeking or waiting to start work or learning
- not yet ready for work or learning
- not available to the labour market (including those experiencing ill health, caring for a child, or out of the country).

*Neither EET or NEET if they are:*

- currently residing in a custodial institution
- a refugee or asylum seeker who has not yet been granted citizenship.

Young people neither EET nor NEET are excluded from the calculation.

*Current situation not known if:*

- their current situation is not known
- they cannot be contacted
- they refuse to disclose their current activity
- their records are no longer current.

An adjustment is made to the numbers EET and NEET to allow for young people whose records are no longer current. This is described in the calculation formula in the Handbook in more detail.

**Details of the CCIS data source used as the basis for performance against this indicator:**

More detailed definitions of the activities above can be found in the CCIS requirement and data catalogue <http://www.everychildmatters.gov.uk/search/IG00229/>.

# Appendix E Methodological considerations

## Sampling period

The decision to sample reports from Phases 3 and 4 was based on:

- the need to provide a sufficiently large sampling frame from which to select YOT inspection reports for analysis
- the fact that Phase 4 was a refinement of Phase 3 and therefore, there was sufficient consistency between the two phases. The inclusion of previous phases was not possible due to significant differences in approach and the fact the inspection programme was still bedding down.
- the fact that information provided is more recent and gives a better indication of the performance of YOTs.

## Ability to assess trends in performance of YOTs

- Currently it is not appropriate to perform trend analysis of YOT performance, as changes in how YOTs are inspected over the four phases means there is no continuous data series.
- Similarly, there are issues relating to the National Performance Indicator, many of which are underpinned by new data collection exercises and/or

lack an established data series to draw conclusions. In our report we comment on the availability of NPI data and provide trend analysis for those NPIs based on existing data collection exercises.

However, where we have been able to draw meaningful comparisons between Phases 3 and 4 we have done so in our analysis.

## Need to draw on multiple sources of evidence

Whilst the principal source of evidence for this report is 57 inspection reports and three re-inspection reports, to allow the research team to make more rounded conclusions we also draw on evidence from Ofsted's Annual Performance Assessments of Services for Children and Young People and, where available, published data on relevant National Performance Indicators.

## Use of inspection report data

Inspection reports provide the most consistent and rigorous data available to make an assessment of the effectiveness of YOTs. The data is based on the judgement of inspection teams using multiple sources of data. Whilst this should result in robust assessment by inspection teams, there will always be some variation in how they make their judgement of performance.

## Appendix F YOT Inspection Scores

The following tables show the frequency of YOT inspection scores for the sample of YOT inspection reports in Phase 3 and Phase 4.

**Table F.1 Frequency of YOT inspection scores from the sample of reports in Phase 3**

	Frequencies of YOT inspection report scores				Total
	Inadequate (1)	Adequate (2)	Good (3)	Excellent(4)	
Courts	2	6	20	3	31
Management	3	12	11	5	31
Custody	1	11	18	1	31
Community	4	15	12	0	31
Victims	7	13	10	1	31

**Table F.2 Frequency of YOT inspection scores from the sample of reports in Phase 4**

	Frequencies of YOT inspection report scores				Total
	Inadequate (1)	Adequate (2)	Good (3)	Excellent(4)	
Courts	1	16	9	0	26
Management	1	12	11	2	26
Custody	2	15	7	2	26
Community	1	16	9	0	26
Victims	7	10	9	0	26

## Appendix G Number of references to safeguarding, child protection and public protection in Ofsted reports

The number of references to 'safeguarding', 'child protection' and 'public protection' and whether they were highlighted as an area of strength or an area for development or improvement in the sample of Ofsted reports was recorded. The results from this exercise are shown in the tables below.

**Table G.1 Number of references to 'strengths' and 'areas for improvement' in YOT inspection reports, Phase 3**

Search term	1. Management		2. Courts		3. Community		4. Custody		5. Victims	
	S	Afl	S	Afl	S	Afl	S	Afl	S	Afl
Safeguarding	28	4	22	9	29	16	8	1	0	0
Child protection	6	6	3	1	14	4	2	1	0	0
Public protection	2	2	0	0	0	0	0	0	0	0

Notes: 'S' denotes 'Strengths of provision' and 'Afl' denotes 'Areas for Improvement'. The total number of reports examined in Phase 3 was 32.

**Table G.2 Number of references to 'strengths' and 'areas for development' in YOT inspection reports, Phase 4**

Search term	1. Management		2. Courts		3. Community		4. Custody		5. Victims	
	S	AfD	S	AfD	S	AfD	S	AfD	S	AfD
Safeguarding	30	17	11	1	70	75	42	30	3	2
Child protection	9	1	0	0	9	0	1	0	0	0
Public protection	8	0	0	0	0	0	1	0	1	0

Notes: 'S' denotes 'Strengths of provision' and 'AfD' denotes 'Areas for Development'. The total number of reports examined in Phase 4 was 25.

## Appendix H National Performance Indicators data relating to young people and crime

The following tables present NPI data relating to young people and crime.

**Table H.1 Rate of proven re-offending by young offenders: Actual one-year re-offending rates (NI 19)**

Year (Quarter)	Actual re-offending rate	Number of offenders
2000 (Q1)	40.2	41,176
2002 (Q1)	38.5	40,753
2003 (Q1)	39.0	40,297
2004 (Q1)	38.6	44,153
2005 (Q1)	38.4	45,337
2006 (Q1)	38.7	48,938
2007 (Q1)	37.5	52,544

*Data was not available for 2001 due to a problem with archived data on court orders*

Source: Reoffending of juveniles: results from the 2007 cohort, Appendix A: Statistical Tables (Published 21 May 2009) <http://www.justice.gov.uk/publications/reoffendingjuveniles.htm>

**Table H.2 Young people within the Youth Justice System receiving a conviction in court who are sentenced to custody, England (NI 43)**

Year (Quarter)	Young people within the Youth Justice System receiving a conviction in court who are sentenced to custody %
2005 (Q1)	6.1
2006 (Q1)	6.2
2007 (Q1)	5.5
2008 (Q1)	6.3
2009 (Q1)	5.8

Source: Young people within the Youth Justice System receiving a conviction in court who are sentenced to custody, Q1 2005 to Q1 2009 <http://www.fti.communities.gov.uk/fti/DataDownload.aspx>

**Table H.3 Young offenders' engagement in suitable education, training and employment (NI 45)**

Year (Quarter)	Young offenders' engagement in suitable education, training and employment
%2006 (Q1)	67.8
2007 (Q1)	67.5
2008 (Q1)	71.2
2009 (Q1)	71.9

Source: Young offenders' engagement in suitable education, training and employment, Q1 2006 to Q1 2009 <http://www.fti.communities.gov.uk/fti/DataDownload.aspx>

**Table H.4 Young offenders' access to suitable accommodation (NI 46)**

Year (Quarter)	Young offenders' access to suitable accommodation %
2006 (Q1)	93.7
2007 (Q1)	95.1
2008 (Q1)	95.3
2009 (Q1)	96.4

Source: Young offenders, access to suitable accommodation, Q1 2006 to Q1 2009  
<http://www.fti.communities.gov.uk/fti/DataDownload.aspx>

**Table H.5 Number of first-time entrants, aged 10–17, to the criminal justice system in local authorities in England, 2000–01 to 2007–08 (NI 111)**

Financial year	Number of first-time entrants
2000–01	84,499
2001–02	83,422
2002–03	77,912
2003–04	82,782
2004–05	90,528
2005–06	101,507
2006–07	103,955
2007–08	93,601

Source: First-time Entrants Aged 10–17 to the Criminal Justice System in England, 2000–01 to 2007–08 (Published 10 November 2008) <http://www.dcsf.gov.uk/rsgateway/DB/STR/d000821/index.shtml>

**Table H.6 Young people's participation in positive activities (NI 110)**

England	Young people's participation in positive activities %
2008–09	69.5

Source: Young People's participation in positive activities, 2008–09  
<http://www.fti.communities.gov.uk/fti/DataDownload.aspx>

**Table H.7 Proportion of 16–18 year olds NEET: 2007 and 2008, England (NI 117)**

	Estimated number <sup>1</sup>	% of all 16–18 year olds known to Connexions <sup>2</sup>
2007	109,300	6.7
2008	110,890	6.7

1 – Figures aggregated from regional totals.

2 – Figures calculated on the basis of aggregated regional totals.

Source: NEET figures for local authority areas, Client Caseload Information System (CCIS) 2007 and 2008  
<http://www.dcsf.gov.uk/14-19/index.cfm?go=site.home&sid=42&pid=343&lid=337&ctype=Text&ptype=Single>

## Indicators relating to the incidence of crime

The following table presents the indicators relating to the incidence of crime in England.

**Table H.8 Indicators related to the incidence of crime in England, 2008/09**

National Indicator	No. of crimes per 1000 population, England, 2008/09
Number of serious violent knife crimes (NI 28)	0.7
Serious violent crime rate <sup>1</sup> (NI 15)	0.9
Assault with injury crime rate <sup>1</sup> (NI 20)	7.7
Serious acquisitive crime rate <sup>1</sup> (NI 16)	18.7

1 – Calculated as average of figures reported at CDRP/BCU level.

Source: Serious violent crime rate, 2008–09; Serious acquisitive crime rate, 2008–09; Assault with injury crime rate, 2008–09 and serious violent knife crime rate, 2008–09 <http://www.fti.communities.gov.uk/fti/DataDownload.aspx>

## Indicators relating to the wider incidence and perception of crime

The following table presents the indicators in relation to the wider incidence and perception of crime in England.

**Table H.9 Wider incidence and perception of crime in England, 2008**

National Indicator	Indicator Name	England %
NI 5	Proportion who are satisfied with their local area as a place to live	79.7
NI 17	Percentage who think that anti-social behaviour is a problem in their local area	20
NI 21	Percentage who agree that the police and other local public services are successfully dealing with anti-social behaviour and crime in their local area	26.3
NI 23	Percentage who think there is a problem with people not treating each other with respect and consideration in their local area	31.2
NI 27	Percentage who agree that the police and other local public services seek people's views about anti-social behaviour and crime in their local area	24.8

Source: Place Survey England, Headline Table Results 2008 (Revised)  
<http://www.communities.gov.uk/publications/corporate/statistics/placesurvey2008>

## 'Staying safe' scores from Annual Performance Assessments, Ofsted

The following tables present the 'staying safe' scores from Annual Performance Assessments for Phase 3 and Phase 4 YOTs.

**Table H.10: Scores for 'Staying Safe', APAs (Phase 3 YOTs)**

<b>Score</b>	<b>Distribution of scores No. of local authorities</b>
1 (inadequate)	3
2 (adequate)	7
3 (good)	20
4 (outstanding/excellent)	2
Total	32

Source: Annual Performance Assessment, Ofsted

**Table H.11: Scores for 'Staying Safe', APAs (Phase 4 YOTs)**

<b>Score</b>	<b>Distribution of scores No. of local authorities</b>
1 (inadequate)	1
2 (adequate)	7
3 (good)	14
4 (outstanding/excellent)	3
Total	25

Source: Annual Performance Assessment, Ofsted

# Appendix I Evolution of YOT inspection process

The evolution of the inspection programme is briefly described below so that the reader is aware of significant changes to the Youth Offending Team Inspection Programme 2003–09. These changes affect the ability to draw conclusions about YOTs over the entire period and show why our analysis was limited to Phases 3 and 4 reports.

During Phase 1 of the inspection programme, YOTs were invited to volunteer to participate in the inspection process and the five areas for inspection were established along with the development of a five-point judgement scale. The focus was on establishing benchmarks and identification and promulgation of good practice. The scale comprised the following judgements: commendable; good; satisfactory with good basis for development; unsatisfactory requiring improvement and poor requiring significant improvement. The five areas of inspection were:

- management and partnership arrangements
- children and young people considered at risk of offending
- children and young people who offend
- parents/carers of children and young people at risk of offending or who offend; and
- victims.

In Phase 2, inspections differed from Phase 1 in that they were more tailored to individual YOTs and were 'based on an examination of the data available and the findings from other inspection programmes' (HMI Probation, 2010b).

The number of reporting areas was reduced to three, set out below, and the underpinning judgements for how YOTs were scored were made more rigorous. The three areas were:

- management and partnership arrangements

- work with children and young people and their parents/carers
- victims and restorative justice.

Phase 3, which began in July 2005, placed greater emphasis on 'achievement against targets met, particularly on increasing overall performance and ensuring consistency of practice' (HMI Probation, 2010b) and judgement criteria were modified 'to ensure compatibility with that of the Joint Area Review and Corporate Assessment in England' (Joint Inspection of Youth Offending Teams in England and Wales, Report on: Hartlepool Youth Offending Service, 2007, p. 45)

This phase put greater emphasis on reporting on 'Work with children and young people and their parents/carers' by requiring inspectors to make separate judgements on:

- work in the courts
- work with children and young people in the community
- work with children and young people subject to DTOs.

Significantly, during Phase 3, descriptors of judgements were revised to enable inspectors to ensure greater consistency. This development was a further version for undertaking analysis of reports from Phase 3 onwards. Other significant developments in Phase 3 were:

- removing overall judgement of performance so that individual YOTs would focus on specific areas in which development was required.
- drawing on evidence from the JAR and Corporate Assessment to make an assessment.

Phase 4 started in September 2007 and the inspectorates made further changes as they 'continued to fine-tune (their) methodology for Phase 4' (HMI Probation, 2010b) including refining the assessment

criteria used in inspections. The reporting area 'Work with children and young people in the community' was given more focus and subdivided into four, more detailed, sub-areas comprising:

- work with children and young people at risk of offending
- work with children and young people who have offended
- work with parents/carers
- outcomes of work with children and young people in the community.

There were further refinements to the reporting areas with 'management and partnership arrangements' becoming 'management and leadership', and 'work with children and young people subject to DTOs' becoming 'work with children and young people subject to custodial sentences'. Importantly for our analysis, there were no changes to the judgement

descriptors, which are applied to eight rather than five areas of reporting. There were, however, changes to the specification of the evidence used as the basis for the inspection's assessment. Examples of this included specification of numbers and type of case file types to be sampled for inspection: that is, prevention files, final warning files, first-tier penalties, community sentences and custodial cases.

## Appendix J References

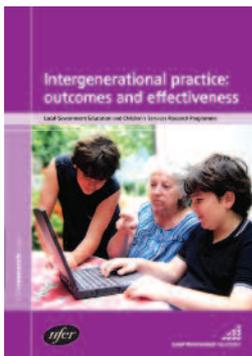
Youth Offending Team Inspection (2009). *Joint Inspection of Youth Offending Teams: End of Programme Report 2003–2008*. HMI Probation [online]. Available: [www.justice.gov.uk/.../hmi-probation/.../hmip-iyot-ar03-08-final-web-rps.pdf](http://www.justice.gov.uk/.../hmi-probation/.../hmip-iyot-ar03-08-final-web-rps.pdf) [4 February, 2010]

HM Inspectorate of Probation (2010b). *Youth Offending Team Inspection (YOTI) Programme* [online]. Available: <http://www.justice.gov.uk/inspectorates/hmi-probation/youth-offending-team-inspect-prog.htm> [21 June, 2010].

HM Inspectorate of Probation (2010a). *Inspection of Youth Offending – Thematics* [online]. Available: <http://www.justice.gov.uk/inspectorates/hmi-probation/youth-offending-thematics.htm> [21 June, 2010].

## Recently published reports

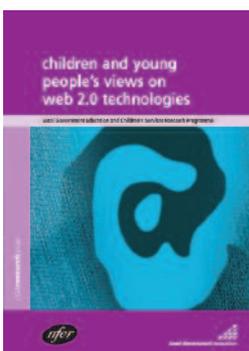
The Local Government Education and Children's Services Research Programme is carried out by the NFER. The research projects cover topics and perspectives that are of special interest to local authorities. All the reports are published and disseminated by the NFER, with separate executive summaries. The summaries, and more information about this series, are available free of charge at [www.nfer.ac.uk/research/local-government-association/](http://www.nfer.ac.uk/research/local-government-association/)



### **Intergenerational practice: outcomes and effectiveness**

For this research, five projects were run in schools, a health centre, a youth drop-in centre and a football club. These projects aimed to challenge stereotypes of both young and old. This report is important reading for all those involved in planning and running projects to bring together people of all ages

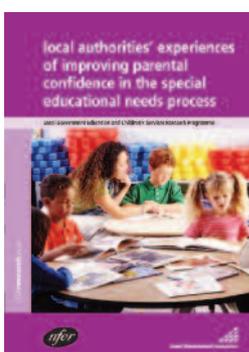
[www.nfer.ac.uk/publications/IPI01/](http://www.nfer.ac.uk/publications/IPI01/)



### **Children and young people's views on web 2.0 technologies**

This project focused on young people's personal use of social media, and on the potential to use these tools to collect the views of young people and involve them in democracy in communities and local authorities. This report is important reading for LAs, children's services practitioners and all those working with young people.

[www.nfer.ac.uk/publications/LWT01/](http://www.nfer.ac.uk/publications/LWT01/)



### **Local authorities' experiences of improving parental confidence in the special educational needs process**

This research focused on LAs with evidence of good practice in supporting children with SEN. Partnership working is enhanced where SEN teams have a positive ethos and approach towards parents. LAs need to ensure that parents have good quality, face-to-face contact with SEN professionals at the earliest possible stage in the process.

[www.nfer.ac.uk/publications/LAM01/](http://www.nfer.ac.uk/publications/LAM01/)

For more information, or to buy any of these publications, please contact: The Publications Unit, National Foundation for Educational Research, The Mere, Upton Park, Slough, Berkshire SL1 2DQ, tel: +44 (0)1753 637002, fax: +44 (0)1753 637280, email: [book.sales@nfer.ac.uk](mailto:book.sales@nfer.ac.uk), web: [www.nfer.ac.uk/publications](http://www.nfer.ac.uk/publications).

How well do youth offending teams (YOT) work?

In which areas of their work is their performance excellent and where is improvement needed?

This research examined annual performance assessments of services for children and young people undertaken by Ofsted in 57 local authorities from January 2006 to April 2009, together with relevant data relating to the national performance indicators on youth offending issues. The findings cover YOTs' performance with regard to:

- management and leadership
- work in courts
- work with children and young people in the community
- work with children and young people with custodial sentences
- victims and restorative justice.

The research found that there has been an improvement in the quality of management and leadership of YOTs and while some areas of work are very good, others show room for improvement. This report is important reading for all those working in YOTs and for policy makers seeking to understand the performance of YOTs over time.