AID (Assess and Improve Document)

Reoffending Toolkit

V5.0

Contents

Introduction

The Reoffending Assess and Improve Document (AID) explains how the tools work and how they relate to the rest of the contents of the toolkit, setting the context. Whilst the AID offers lines of enquiry, these are by no means exhaustive. If, having used the toolkit, you identify other useful lines of enquiry, please submit these to your local YJB Business Area team/YJB Cymru in order that they may be considered for inclusion in later versions of the toolkit.

This toolkit has been created to help YOTs understand their reoffending profiles with the aim of further reducing reoffending.

Toolkit contents

The toolkit consists of the following tools and supporting documents:

- Tools

    - PNC National Data Tool

    - YJMIS Local Data Tool (pre-populated with data for 2011/12, minus further offending of those aged 17+)

    - Live tracking tool for use with current cohorts

    - Disproportionality tool

- Supporting documents

    o Assess and Improve document (AID, this document) with embedded annexes as follows:

        - Introductory slide pack on the Reoffending Toolkit

        - Interpreting the graphs slide pack on the Local Data Tool.

        - Template for reports to YOTs and YOT management boards

        - Checklist of issues to be covered in the analysis

Initial data analysis

Data on reoffending is collated from 2 sources: the Police National Computer (PNC) and the Youth Justice Management Information System (YJMIS) which draws data from local youth offending team (YOT) case management systems. The toolkit provides a way to maximise the use of both data sets and to minimise the discrepancies between them. It includes the following data tools:

- The PNC National Tool, based on PNC reoffending data which shows reoffending rates for all areas of England and Wales for 3 cohorts. This can be used for initial, high-level analysis and to compare reoffending

performance with that for other areas of your choice, or between cohorts or for particular parts of the cohort.

- A YJMIS Local Data Tool which is pre-populated with YOT data drawn direct from YJMIS. This generates a number of graphs which enable more detailed analysis of the demographics of the cohort / sample, the spread of reoffending amongst the cohort / sample, the points at which members of the cohort / sample reoffend for the first time (if at all) and the accuracy of initial assessments in identifying those most likely to reoffend. Please refer to the slide pack within this toolkit for help in interpreting the data in the graphs. Please see "Assessment and Improvement Areas" below for actions to take.

Matching the data in the two tools

YJMIS data does not match PNC data exactly, and therefore the results given by the YJMIS local tool are likely to be slightly different from those given in the PNC national tool for the same period. A key reason for this appears to be that the police have not always informed YOTs of all young people receiving pre-court disposals, such as Police Reprimands. Often, therefore, the PNC cohort for a particular YOT area has more members in it than the local YJMIS cohort does.

Another issue is that the YJMIS data on further offending of those aged 17+ within the cohort is not always sufficiently accurate for analysis to take place without further 17+ reoffending data being gathered from PNC by local police. This is because not all YOTs routinely track the reoffending of young people once they turn 18. Therefore the quality / completeness of the 17+ reoffending data in each local retrospective tool is RAG-rated, so that when YOTs download them they can see whether they can be used straight away or not. If the RAG-rating shown on the headline tab of the tool is red then before using the tool the YOT will need to seek additional 17+ reoffending data from the police and add this into the data sheet on the tool. This will have to be done by use of PNC numbers and asking the police to provide the additional information so that the local data matches the PNC data closely enough for analysis to take place.

Another area of difference between the 2 tools is in terms of ethnicity: the YJMIS local tool is based on what the case manager records having asked the young person concerned what their ethnicity is. This is counted in terms of 5 major ethnic categories (White, Mixed, Asian, Black, Chinese / Other. However, in the PNC national tool the ethnicity of the young person is determined by what the police officer records, and is not based on self identification. There are only 4 ethnic categories in the PNC tool: White, Black, Asian, Other.

These issues do not present a major problem, as the pointers coming out of the local tool are generally applicable even without an exact cohort membership match.

However, if you do want as close a match as possible it is important to ensure you include all young people in the relevant cohort, including all those receiving pre-court disposals who may never have been notified to the YOT or who never received an assessment or any intervention, and all those who have turned 18 or moved out of the YOT area. The YOT will need to have the PNC numbers for

those who have turned 18 in order to undertake the necessary tracking. As a rough guide the number of young people included on the YJMIS local data tool should match the number in the cohort according to the PNC national tool.

Live tracking tool

No amount of analysis will improve the performance of a completed cohort. Therefore a live tracking tool has been developed in order to help YOTs monitor current cohorts and to take remedial action as necessary. It is similar to the pre-populated tool but is blank, has some additional fields for management actions and shows in-year binary and frequency performance against projected national averages. It is recommended that YOTs input new entrants to the cohort each month and carry out monthly audits of the cohort, adding the further offending of cohort members as it occurs. It is for YOTs to decide whether to await formal conviction / caution before adding the further offending, or whether to act once a young person has been charged and the young person is admitting the further offence.

Where a young person's circumstances have changed, making it more likely that they will reoffend, or they have been cautioned / convicted (or possibly charged) with a further offence the tool invites the YOT to consider whether any further action is required, i.e. re-assessment, review, breach or no action. The tool also asks whether such action, if required, has been completed. A response of "action required / not completed" turns the cell red, a response of "pending" turns the cell amber and a response of "completed" turns the cell green. Thus managers can see quickly which cases require agreed actions to be completed. More detailed guidance on use of the live tracking tool is included on the "guidance" tab of the tool itself.

It is important that all cohort members are inputted into the tool, not just those currently on the YOT caseload. A high proportion of cohort members will not be in receipt of current YOT intervention, and often this group has a severe detrimental impact on overall YOT reoffending performance. Where it is known that a young person not yet or no longer on the YOT caseload is likely to reoffend the YOT may seek the input of the wider YOT partnership to help reduce that likelihood. The support of targeted youth support services, mentoring schemes and the voluntary sector may be crucial here.

Ethnic disproportionality tool

The local reoffending data tool shows reoffending broken down by ethnicity. This may show that particular ethnic groups have higher reoffending rates than others. In order to begin to look at this issue more closely a further simple data tool has been added to the toolki. The ethnic disproportionality tool draws data from the YOT Data Summary (YDS) and for each YOT area shows pie charts displaying the ethnic make up of the 10-17 population and for the offending population. This will quickly show which groups are over-represented in the local youth justice system. It should be borne in mind that the data on the offending population is drawn from the YDS, not from the reoffending data tool

itself, and therefore may show slightly different results from those in the tool itself.

Supporting materials

Further information on how to use the tools is provided in 2 slide packs:

- introductory slide pack on the Reoffending Toolkit
- interpreting the graphs in the YJMIS Reoffending Local Data Tool.

Top tips

- You may find that a small proportion of prolific offenders (who commit 5 or more further offences each) is responsible for a very high proportion of the reoffending. The crucial question is, were the initial assessments on these young people sufficiently accurate to identify them as potentially prolific and to steer them towards high intensity programmes of intervention which would reduce that likelihood? If not, what can be done to ensure that the potentially prolific young people in future cohorts are identified at the earliest opportunity and are placed on appropriate levels of intervention?

- You may find that the majority of those who became prolific had already begun to reoffend very early on, for example, within the first 2 months of the 12-month follow-up period. Therefore if the live tracker version of the local data tool is populated with details of members of current cohorts it can be used to identify the potentially prolific offenders early on, in real time, as the cohort goes through. The YOT can then review the cases of those who reoffend early to ascertain if the Asset score and intervention level remain appropriate, and to see if remedial action is required to reduce the likelihood of these young people becoming prolific re-offenders. The blank version of the tool has "alerts" which identify cases which the YOT needs to re-assess and review.

- Use the live tracker version of the local tool for monitoring the performance of current cohorts and for considering what remedial action may be required to improve performance, both at an individual level and at a service level.

- Not all YOTs will have the resources to carry out monthly audits of the entire cohort. Therefore it is recommended that YOTs first complete the retrospective analysis of a completed cohort. This will show the types of case which have been problematic for the YOT in the past (e.g. a particular demographic group, those who have been in the cohort for under 3 months, or those whose disposal does not involve YOT intervention. The YOT can then focus its live tracking on these types of case, using the filters on the data tab of the tool.

- Refer to the Ethnic disproportionality tool to get a clear view of any over-representation of particular groups within the local youth justice system.

- Both the YJMIS local data tool and the PNC national tool will produce a number of graphs displaying various aspects of the reoffending cohort or sample. However, it may not be clear whether the data shown is unusual or noteworthy. For example it may show a female binary reoffending rate of 33%, but is this comparatively high, low or average? You can find out by looking at the England & Wales average within the PNC national tool. (The female binary rate shown here in September 2013 is 25%).

Assessment and improvement areas:

1) Assessment and improvement area	Accuracy of assessments of likelihood of reoffending and appropriate levels of intervention
	The YOT may wish to review the initial assessments made and the levels and types of interventions provided to ascertain if these were appropriate for the young people concerned.

Options for further assessment

To undertake this review retrospectively with completed cohorts it is not necessary to review all cases in the cohort. The YJMIS local tool identifies a 'critical few' cases which it would be useful to audit in greater detail i.e.

- Young people who went on to become prolific offenders (committing 5 or more further offences) and had been placed on Standard or Enhanced intervention; and

- Those young people who did not reoffend at all but who had been placed on high intensity intervention.

However, when using the live tracker it is recommended to review all cases monthly to ensure the level of intervention is appropriate to the level of reoffending (if any) in each case.

Improvement suggestions

- Use a recognised Asset quality assurance tool to ascertain whether the initial assessments took into account all of the available information/evidence available at the time and whether this was subsequently used appropriately. Consider whether the intervention provided adequately reflected the assessments and whether the assessments were regularly reviewed.

In terms of those young people who did not go on to reoffend at all, you may wish to consider whether they were correctly assessed as likely to

reoffend, but the intervention was effective in preventing such further offending, or, whether they were never likely to reoffend and thus inappropriately placed on high intensity intervention, taking up a resource which could have been used for other young people more likely to reoffend. This is an important group to look at because, depending upon the findings of the case audit, very diverse conclusions may be drawn concerning YOT effectiveness: either the YOT is carrying out good quality, accurate assessments and providing good quality, effective interventions, or it is not carrying out good quality assessments and potentially using resources on the wrong young people.

Having completed the case review described above, the YOT can consider where they need to target improvement action. For example - Assessment skills of operational staff, QA processes amongst managers, or, perhaps both?

If the live tracking tool is being used then the YOT can determine what action, if any, is required as young people within the cohort begin to reoffend, e.g. re-assessment, review, breach or no action.

Supporting materials	Material location
APIS QA toolkit	Please access YJMIS
National Standards – section on assessments	http://www.justice.gov.uk/youth-justice/monitoring-performance/national-standards

2) Assessment and improvement area	Responding to higher reoffending rates amongst particular age, gender or ethnicity groups, or amongst looked after children
Options for further assessment	

- Use the YJMIS local tool and the ethnic disproportionality tool to review the number of young people and rates of reoffending for each group and identify whether any groups are over-represented within your cohort.

- Use the Ethnic disproportionality tool to compare the ethnic breakdown of the local 10-17 population with the local offending population (as recorded on the YOT data summary).to see whether and to what extent any groups are over represented locally.

- If it transpires that a higher proportion of further offences are committed by certain demographic groups locally than in other similar

areas, this might indicate that the YOT's interventions and programmes are not sufficiently meeting the diverse needs of this particular group.

- Undertake a QA exercise for the cases highlighted making reference to a whole case management approach, assessment through to intervention.

- Review service provision available within the YOT and how this compares with other YOTs.

- Review allocations procedures: is there reference to matching skills, experience and characteristics of young people and case managers?

Gain service-user feedback, refer to '*What do you think*' and/or undertake a further questionnaire/interview schedule with service users from within the sample.

Improvement suggestions

- Create a highlight report illustrating relevant trends to review with the management team.

- If disproportionality is highlighted as an area of concern then it may be necessary to use the Disproportionality Toolkit to conduct a deeper analysis to understand how and why disproportionality is occurring in the YOT area. Disproportionality may be to do with factors external to the YOT delivery unit (such as attitudes amongst staff in partner agencies) or it may be to do with the YOT itself not having sufficient good quality programmes of intervention to engage effectively with particular groups. Take the findings from the disproportionality toolkit to the YOT management board, local Youth Court User Group / Youth Court Panel for discussion and joint action-planning.

- If there is a high reoffending rate amongst looked after children (LAC) then it may be necessary to conduct an audit of LAC offending locally in terms of type, setting and location. Are there cases of LAC being prosecuted where it would have been unlikely a non-LAC would have been prosecuted? Does the local authority (as "Corporate Parent") need to amend its procedures in terms of LAC to ensure they are not unduly criminalised? Take the information on over-representation of LAC to the head of children's social care and / or YOT management board with a view to working out how the YOT, children's social care and the wider local authority / partnership can ensure the effectiveness of the corporate parent in reducing LAC offending.

- If the reoffending rate of girls is particularly high then this may suggest that the YOT's programmes of intervention are not sufficiently tuned towards girls' needs, or that YOT staff are not engaging as effectively with girls as they need to.

Look at the YJB's library of Effective Practice to see if there are examples of effective work in other YOTs in relation to the area identified as a concern.

Supporting materials	Material location
Disproportionality toolkit	http://www.justice.gov.uk/youth-justice/toolkits#disprop
YJB's Effective Practice Library	http://www.justice.gov.uk/youth-justice/effective-practice-library

3) Assessment and improvement area	Changing characteristics of the cohort
Options for further assessment	

Due to varying factors (for example recent national reductions in first time entrants and custody rates) the reoffending cohort can change year on year and it is therefore important to understand and review these changes when looking to reduce reoffending.

In order to look at this issue the PNC national tool includes a "predicted" binary rate of reoffending, based on the demographics and previous offending of cohort members. This allows the YOT to gain an understanding of the scope for improvement, given the characteristics of the cohort. Reduced numbers of FTEs and reductions in overall caseloads in recent years means that YOTs are able to focus their resources on fewer young people. It is important that as the characteristics of the cohort change and its numbers reduce, the programmes and interventions the YOT provides also develop to reflect these changes.

- Use the PNC national tool to review the 2 previous cohorts (i.e. cohort size, tier interventions and any other characteristics) against the latest cohort.
- Use the PNC national tool to compare the YOT's "predicted" binary rate of reoffending against the YOT's actual rate
- Use the YJMIS local tool to review the seriousness and frequency of offences committed.
- Use the YJMIS tool to view the break-down of the local cohort by tier with that for the national cohort.

Improvement suggestions

- Where it is indicated that the YOT's reoffending rate could be better as described above the YOT should seek to understand what factors may contribute to this.
- Ensure the YOT is compliant with national standards and that assessments are accurate and reviewed regularly.
- Ensure that staff are sufficiently trained meet the specific needs of the young people.
- Check the intervention levels were appropriate (see assessment and improvement area 1).
- Use the YJB's Effective Practice library to seek out effective practice within other YOTs.

Supporting materials	Material location
Proven Reoffending Statistics: Definition and Measurement (from page 23 for predicted binary methodology)	https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/225091/proven-reoffending-definitions-measurement.pdf
YJB's Effective Practice library	http://www.justice.gov.uk/youth-justice/effective-practice-library
National Standards for Youth Justice	http://www.justice.gov.uk/youth-justice/monitoring-performance/national-standards

4) Assessment and improvement area	Identifying the potentially prolific reoffenders early on in order to adjust the level and type of intervention required (to reduce the number of further offences) will improve the frequency rate
	Ensuring effective engagement of young people as soon as they enter the cohort, and ensuring wider partnership support is available once the formal YOT intervention has ended, (to prevent them from reoffending at all) will improve the binary rate

Options for further assessment

- Use the live tracking tool to identify those who begin to reoffend early. Are they likely to continue to reoffend and to become prolific? Is re-assessment required? Does the level and type of intervention need to be reviewed?
- Use the YJMIS pre-populated local tool to identify how much of the total further offending was committed by those who first reoffend early on. This is because most of the further reoffending is likely to have been committed by those who first reoffended within 3 months. In terms of improving the binary rate, this underlines the importance of engaging young people quickly and effectively, as soon as they enter the cohort, in order to prevent any early reoffending. In terms of improving the frequency rate, it shows the importance of re-assessing and reviewing the cases of those who reoffend early, to ensure they are in receipt of interventions which can effectively reduce the likelihood of further offending. You can then use this information to identify the characteristics of the young people who are likely to become prolific, and use this in reviewing cases with the live tracking tool.

Improvement suggestions

- Identify the period of 'time to first offence' as described above for those young people that go on to commit more further offences.
- If the YOT regularly reviews those who reoffend (using the live tracking tool) then the potentially prolific can be identified early on and the review can identify whether:
   - the assessments for those young people were accurate and thorough (see assessment and improvement area 1)

- the level of intervention needs to be increased, -the type of intervention is appropriate, -further assessment is required, or - breach action is required	
Supporting materials	**Material location**
APIS QA toolkit	Please access YJMIS

5) Assessment and improvement area	Identifying which disposals have the highest reoffending rate
Options for further assessment	

The YOT can use the 2 data tools (PNC and YJMIS) to see how the local reoffending rate for particular types of disposals compare with those for other areas (or the national / regional average). If, for example the re-offending rate for those coming out of custody locally is higher than the average then the YOT may wish to explore why this is.

- Use the YJMIS tool to review the YOT's rate and numbers at each tier and then use the PNC national tool to compare these to the national and regional average. This will give the YOT an idea how effective its disposals are compared with the national and regional average, as well as compare against the YOTs other disposal types.

Improvement suggestions
The questions to ask, the explanations provided and therefore the solutions required will vary depending on the type of intervention which is of concern. In terms of custody, for example, the YOT may wish to populate the resettlement data sheet to look at the sustainability of resettlement provision in terms of health, ETE and accommodation. In addition you may wish to examine: • the quality of planning during the custodial phase of the intervention, • the level of support provided immediately after the young person came out on licence (e.g. did the responsible YOT officer see the young person on the same day he / she left custody?) • the quality of the programmes of intervention both during the custody phase and upon release. Seek effective practice examples from other YOTs on certain disposals using the YJB's Effective Practice Library. For example, if the tools identify an issue with reoffending amongst young people on a referral order there may be another YOT that has submitted work that previously addressed this issue for them.

Supporting materials	Material location
YJB Case management guidance	http://www.justice.gov.uk/youth-justice/improving-practice/case-management-guidance
YJB Effective practice submissions	http://www.justice.gov.uk/youth-justice/effective-practice-library

6) Assessment and improvement area	Hotspots within the YOT

	area

Options for further assessment

Reoffending rates are likely to vary across the YOT area. If the YOT area covers a large county, then it is likely that there will be lower level districts within the county. Ascertaining the different rates across the area enables the YOT to go on to consider what may be the cause of the variation, and if there are particular areas that need more targeted resources.

- Populate the "District" column in the pre-populated and live tracking tools to ascertain previous and emerging 'hotspots' in the YOT area and undertake a 'mapping' exercise.
- By selecting "Lower level authority" on the drop-down menu for geographic area on the PNC national tool you can view the performance for each district within the county. Differences in performance may be due to variations in demographics, deprivation levels or policing across the districts within the YOT area. However, if different districts have similar demographics, deprivation and policing but still have different reoffending performance then other reasons may need to be considered. If the districts are managed by different sub-teams within the YOT then some of the explanation may be linked to different sub-team approaches to working with youth offenders.

For unitary authorities and smaller YOT areas there may not be any lower-tier performance to view on the PNC national tool. However, if in these areas the YOT is nevertheless concerned to understand if there are widely differing reoffending rates across the area then the "District" column should be populated in the local populated and live data tools. There are 5 districts in the drop-down menu, but all do not have to be used and more may be added. Once the column is populated a graph will show the different reoffending rates across the districts.

Improvement suggestions

- Create a highlight report illustrating relevant trends internally and with comparators to discuss with the YOT management team and consider creating an 'action' plan to refine the provision available within the 'hotspot' areas.

- Evaluate YOT resource allocation.

N.B If different teams within the YOT cover the different districts then variations in reoffending performance _may_ be linked to different approaches or variation in quality of work between the teams. However the effect of the other factors such as differing demographics,

deprivation levels and policing also need to be considered.

However, if it is considered that part of the explanation may be to do with differing YOT practice across the YOT area then the results of case file quality assurance audits broken down by district would shed some light on this. Issues to consider would be variations in access to resources, availability of programmes, experience and skill levels of operational staff in the different teams. There may also be particular innovative or emerging / effective practice in some districts which enables them to achieve better reoffending rates than others. If there appears to be a clear link between such good practice and reoffending performance then the YOT should discuss this with the YJB business area and consider whether it may be extended across the whole YOT area.

7) Assessment and improvement area	Resettlement
Options for further assessment	

- Use the YJMIS local tool to see if reoffending is high amongst your custody cohort, particularly when comparing to the national regional averages on the PNC national tool. If so, then the YOT should give particular attention to resettlement issues in order down reoffending.
- Complete the additional data entry sheet for those young people coming out of custody. This covers issues around the sustain arrangements for young people's accommodation, ETE and health on leaving custody.
- Review the 'time to first' offence for those released from custody to determine if reoffending is during community supervision or has ceased.
- If local data allows, the YOT could also review proxy data such as; post custody Education, Training and Employment (E accommodation figures.

Improvement suggestions

- Discuss sentence planning and resettlement with secure estate providers in your catchment areas.

- You may wish to review the case records for those young people that were in custody to review the level and type of contact tha occurred with the young people whilst they were in custody, and particularly leading up to release.

- If other YOTs nearby are experiencing similar issues you may wish to explore the option of a consortia.

Supporting materials	Material location
National standards for resettlement	http://www.justice.gov.uk/youth-justice/monitoring-performance/national-standards
Resettlement Consortia evaluation	http://www.justice.gov.uk/youth-justice/effective-practice-library/resettlement-conso evaluations

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8) Assessment and improvement area	**Young people in the cohort who are not yet or are no longer on the YOT caseload** YOTs need to be aware that their reoffending performance is measured in terms of reoffending by **all those in the cohort**, not just those **currently on the YOT caseload**. In many YOT areas there are high proportions of young people who enter the cohort on disposals not requiring YOT intervention (e.g. police cautions, conditional discharges, fines, etc) and others whose YOT intervention is short and finishes long before they have left the cohort. It will be important to ensure that where such young people are likely to reoffend, they are provided with appropriate support, possibly through the wider partnership or the voluntary sector.

Options for further assessment

YOTs should refer to the retrospective tool to see what proportion of young people in the cohort were not receiving YOT intervention, and how much of the total further offending was committed by this group. In many cases it will be a substantial proportion of the further offending and this will be having a severe detrimental effect on overall reoffending performance. (However, it should be borne in mind that some of those entering the cohort on disposals not requiring YOT intervention will have previously been subject to YOT intervention or will subsequently have been subject to YOT intervention by virtue of other disposals made.)

Improvement suggestions

Where young people are in the cohort, likely to reoffend, but not currently on the YOT caseload, the YOT should liaise with the wider partnership (particularly youth support services) to broker support to off-set that likelihood. The YOT should have a range of step-down support such as mentoring or voluntary sector support for those coming to the end of YOT intervention but remaining likely to reoffend. The live

tracking tool maybe used to monitor whether young people in the cohort but not subject to YOT intervention require this type of voluntary support	
Supporting materials	**Material location**
Live Tracker	Please access YJMIS

In order to address the issues identified above the YOT may wish to use the action plan template below:

Issue affecting YOT reoffending performance	Actions to be taken to address the issue	By who?	By when?

APPENDICES:

The following supporting documents will be useful to those using the toolkit.

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Introductory slide pack to using the reoffending toolkit

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Interpreting the graphs in the Local data tool

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Template for reporting analysis findings to YOT Management Teams / Boards

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Checklist of issues to be covered in the reoffending analysis