



# Core Case Inspection of youth offending work in England and Wales

Report on youth offending work in:

# **Pembrokeshire**

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### **Foreword**

This Core Case Inspection of youth offending work in Pembrokeshire took place as part of the Inspection of Youth Offending programme. We have examined a representative sample of youth offending cases from the area, and have judged how often the Public Protection and the Safeguarding aspects of the work were done to a sufficiently high level of quality.

We judged that the Safeguarding aspects of the work were done well enough 91% of the time. With the Public Protection aspects, work to keep to a minimum each individual's *Risk of Harm to others* was done well enough 76% of the time, and the work to make each individual less likely to reoffend was done well enough 85% of the time. A more detailed analysis of our findings is provided in the main body of this report, and summarised in a table in Appendix 1. These figures can be viewed in the context of our findings from the regions of England inspected so far. To date, the average score for *Safeguarding* work has been 64%, with scores ranging from 38-82%, the average score for *Risk of Harm* work has been 60%, with scores ranging from 36-85%, and the average score for *Likelihood of Reoffending* work has been 66%, with scores ranging from 50-82%.

Pembrokeshire Youth Offending Team was first inspected in 2007 and found to be inadequate, failing to deliver minimum requirements in nearly all areas. Our reinspection in 2008 recognised that considerable progress had been made and recommended some further improvements in the work to manage the *Risk of Harm to others* and safeguard children. This has been achieved through the leadership of the YOT Manager, supported both by her management board and the Youth Justice Board. We found that practitioners had worked hard to raise standards and deliver good quality work, supported by partner agencies.

Overall, we consider this to be a very creditable set of findings.

Andrew Bridges HM Chief Inspector of Probation

October 2010

### **Acknowledgements**

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

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### **Contents**

		Page
	Acknowledgements	4
	Scoring – and Summary Table	6
	Recommendations	7
	Next steps	7
	Service users' perspective	8
	Sharing good practice	9
1.	ASSESSMENT AND SENTENCE PLANNING	10
	1.1 Risk of Harm to others (RoH)	10
	1.2 Likelihood of Reoffending (LoR)	11
	1.3 Safeguarding	12
2.	DELIVERY AND REVIEW OF INTERVENTIONS	14
	2.1 Protecting the public by minimising Risk of Harm to others	14
	2.2 Reducing the Likelihood of Reoffending	15
	2.3 Safeguarding the child or young person	16
3.	OUTCOMES	18
	3.1 Achievement of outcomes	18
	3.2 Sustaining outcomes	19
	Appendix 1: Summary	20
	Appendix 2: Contextual information	21
	Appendix 3a: Inspection data chart	22
	Appendix 3b: Inspection data	23
	Appendix 4: Role of HMI Probation and Code of Practice	23
	Appendix 5: Glossary	24

### Scoring - and Summary Table

This report provides percentage scores for each of the 'practice criteria' essentially indicating how often each aspect of work met the level of quality we were looking for. In these inspections we focus principally on the Public Protection and Safeguarding aspects of the work in each case sample.

Accordingly, we are able to provide a score that represents how often the *Public Protection* and *Safeguarding* aspects of the cases we assessed met the level of quality we were looking for, which we summarise here.

We also provide a headline 'Comment' by each score, to indicate whether we consider that this aspect of work now requires either **MINIMUM**, **MODERATE**, **SUBSTANTIAL** or **DRASTIC** improvement in the immediate future.

### **Safeguarding** score:

This score indicates the percentage of *Safeguarding* work that we judged to have met a sufficiently high level of quality. This score is significant in helping us to decide whether an early further inspection is needed.

Score:	Comment:
91%	MINIMUM improvement required

### **Public Protection – Risk of Harm score:**

This score indicates the percentage of *Risk of Harm* work that we judged to have met a sufficiently high level of quality. This score is significant in helping us to decide whether an early further inspection is needed.

Score:	Comment:
76%	MINIMUM improvement required

### **Public Protection - Likelihood of Reoffending score:**

This score indicates the percentage of *Likelihood of Reoffending* work that we judged to have met a sufficiently high level of quality.

Score:	Comment:
85%	MINIMUM improvement required

We advise readers of reports not to attempt close comparisons of scores between individual areas. Such comparisons are not necessarily valid as the sizes of samples vary slightly, as does the profile of cases included in each area's sample. We believe the scoring is best seen as a headline summary of what we have found in an individual area, and providing a focus for future improvement work within that area.

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

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

- a timely and good quality assessment of the individual's Risk of Harm to others is completed at the start, as appropriate to the specific case (YOT Manager)
- (2) a timely risk management plan is produced addressing the *Risk of Harm to others* where necessary (YOT Manager)
- (3) an assessment of the child or young person's learning style is recorded and contributes to the most appropriate intervention, and how it might best be delivered (YOT Manager)
- (4) the safety of victims is fully assessed and remains a high priority throughout the work undertaken with children and young people (YOT Manager)

### **Next steps**

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

### Service users' perspective

### Children and young people

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

- All ten children and young people knew why they had to come to the YOT and were clear about what would happen to them during the course of their order.
- Four felt that YOT staff were really interested in helping them; five felt that they were interested in helping them most of the time and one not at all.
- Seven children and young people felt that YOT staff had listened to what they had to say all of the time; the remainder felt that they listened some of the time.
- ♦ Six children and young people recalled completing *What do YOU think?* or another form about themselves.
- All but one felt that the YOT had taken action to deal with the things with which they needed help.
- The most common areas where respondents had received help were education and training, lifestyle, and making better decisions. Half felt that their life had got better as a result of their work with the YOT.
- The majority were satisfied with their contact with the YOT and all but one felt that they were now less likely to offend.

### **Victims**

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

- ♦ Three of the respondents were either completely or mostly satisfied with the service given to them by the YOT.
- Three of the respondents felt that their needs were taken into account and that they had the opportunity to talk about their worries about the offence.
- Two had benefited from work undertaken by the child or young person.
- One respondent was dissatisfied with the service received. They felt that the YOT had not explained what could be offered or paid attention to their safety.

### **Sharing good practice**

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

Assessment and Sentence Planning

**General Criterion:** 1.3a

David was being supervised by the YOT, having caused a public order incident while in hospital through the effects of alcohol. He was 16 years old, with low educational attainment and problems with heavy drinking and cannabis use. His mother had mental health difficulties and things were unsettled at home. YOT staff worked closely with the local substance misuse service. Together they helped David to reduce his drug and alcohol use and stop offending. His YOT worker and careers officer then encouraged him to begin a basic skills college course. As his welfare needs became more pronounced, referrals were made to child care services to protect David and other children in the family. These referrals were followed up and as a Child in Need he continued to receive welfare support after the order had ended.

Delivery and Review of Interventions

General Criterion: 2.2a, 2.3e

Joe was subject to an action plan order for an offence of assault. The work delivered took into consideration his position as a young carer for his mother and sister, as well as his past experience of domestic abuse. His worker helped him to see things from the victim's perspective in an imaginative way, through role-play. He also successfully completed community reparation which helped build his self-esteem. Child care services provided support and a more suitable educational placement was found. His YOT worker accompanied him to his college interview and he was about to start a marine engineering course. The order was successfully completed with no further offending.

### **Outcomes**

General Criterion: 3.1

Bethan was a vulnerable young woman looked after by the local authority and on a referral order for an offence of assault. The case manager worked with Bethan and her mother to help manage her anger. Completed worksheets such as 'getting wound up – reading the signs' and 'my thinking report', showed how she had avoided conflict and accessed appropriate support. CAMHS and child care services provided therapeutic interventions and Bethan made cards for a local charity, as part of her reparation. Bethan's progress was praised by her mother and she returned to live at home. A certificate of achievement was presented at the final panel meeting when Bethan completed her order without further offending.

### 1. ASSESSMENT AND SENTENCE PLANNING

### 1.1 Risk of Harm to others (RoH):

### **General Criterion:**

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

Score:	Comment:
74%	MODERATE improvement required

### Strengths:

- (1) An Asset RoSH screening was completed in 97% of cases with all but two completed on time. We considered that 76% were accurate.
- (2) A full RoSH analysis was completed in 70% of applicable cases. The assessment drew adequately on all appropriate information in 79%.
- (3) We agreed with the classification of risk for 79% of children and young people.
- (4) We found that the RoSH analysis and its management were appropriately communicated to relevant staff and agencies in 72% of qualifying cases.
- (5) Management oversight of *RoH* assessments was deemed to be effective in 72% of cases.

### **Areas for improvement:**

- (1) In the seven files where the RoSH classification was inaccurate, it was always deemed to be too low.
- (2) The full RoSH analysis was of sufficient quality in 60% of cases. More attention needed to be paid to previous relevant behaviour and the risk to victims.
- (3) A RMP was completed in six cases, four fewer than we deemed necessary, given the presenting risks. Two were completed late and not all RMPs had adequate management oversight.
- (4) Where there had been no requirement for an RMP the need for planning for *RoH* issues had been acted upon in 9 of the 16 applicable cases.

### 1.2 Likelihood of Reoffending:

### General Criterion:

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

Score:	Comment:
<i>87</i> %	MINIMUM improvement required

### Strengths:

- (1) The initial assessment of LoR was completed on time and of sufficient quality in 92% of cases. The child or young person had been actively engaged with the initial assessment in almost all cases and parents/carers in 89%.
- (2) The children and young person's questionnaire, *What do YOU think*? had been used to inform the initial assessment in 82% of cases. The assessment was further informed by contact with child care services (97%) and ETE providers (89%). Where applicable, contact with substance misuse services (94%), emotional and mental health services (87%) and the police (88%) also contributed. These agencies were also actively involved with the planning process.
- (3) The assessment was reviewed at appropriate intervals in 84% of cases.
- (4) An intervention plan was in place in 92% of cases with 71% completed on time. The child or young person had been meaningfully involved in the planning process in all cases and parents/carers in a high percentage. The plan addressed factors linked to offending sufficiently well for 84% of children and young people. Positive factors were recognised for the vast majority and Safeguarding needs accounted for in 84% of cases.
- (5) All intervention plans reflected sentencing purposes and focussed on achievable change, with 97% providing a clear shape to the order. Objectives contained within the plan were inclusive of appropriate Safeguarding work in 84% of cases with 81% sensitive to diversity issues.

### Areas for improvement:

- (1) The case manager had formally assessed the child or young person's learning style, before determining the most appropriate intervention, or how it might best be delivered in 58% of cases.
- (2) The initial assessment was informed by previous contact with the ASB team in five of the relevant nine cases. We found evidence of their active and meaningful involvement in the planning process in only one of six applicable cases.
- (3) The intervention plan was sequenced according to offending related needs in 68% of cases and took account of relevant victim issues in 65%.

### 1.3 Safeguarding:

### General Criterion:

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

Score:	Comment:
90%	MINIMUM improvement required

### Strengths:

- (1) An Asset vulnerability screening was completed in 97% of the sample with all but two completed on time and to a sufficient quality.
- (2) A VMP was undertaken in 83% of applicable cases with three-quarters completed on time. Management oversight of the vulnerability assessment and plan was effective in 88% of cases.
- (3) The VMP contributed to and informed other applicable plans in 80% of cases.
- (4) Safeguarding needs were reviewed as appropriate for 87% of children and young people.

### Area for improvement:

(1) The quality of the VMP was sufficient in 67% of cases. The main area of concern was the absence of a planned response should the level of vulnerability change.

## **OVERALL SCORE** for quality of Assessment and Sentence Planning work: 85%

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

The YOT was located in the same centre as the local long-term child care team, quality assurance reviewing officers and housing service. The YOT Manager had worked hard to establish productive relationships with partner agencies, and this was reflected in the high quality of Safeguarding practice.

Pembrokeshire had a low rate of custodial sentencing for children and young people and there was only one such case in the sample. This scored well across the relevant criteria. We agreed that none of the cases inspected met the threshold for MAPPA.

Some assessments had been pulled through from previous orders and included a long chronology of events. An analysis of the historical information, coupled by the

latest entry would have been more helpful to the reader. We found two cases where assessments had been backdated, a practice not condoned by the YOT management.

The YOT had established fortnightly risk management meetings a short time before the inspection. This will enable them to build upon the positive progress made, so that the quality of *RoH* work meets that of Safeguarding.

### 2. DELIVERY AND REVIEW OF INTERVENTIONS

2.1 Protecting the public by minimising Risk of Harm to others (RoH):		
General Criterion:		
	All reasonable actions have been taken to protect the public by keeping to a minimum the child or young person's RoH.	
Score: Comment:		
83%	MINIMUM improvement required	

### Strengths:

- (1) We found that the child or young person's *RoH* was reviewed thoroughly, in line with the required timescales in 79% of the sample.
- (2) Changes in *RoH* were anticipated wherever feasible in 91% of relevant cases, identified swiftly in 85% and acted upon appropriately in 80%.
- (3) Where necessary, YOT staff contributed effectively to multi-agency meetings.
- (4) Purposeful home visits had been undertaken throughout the sentence, in line with the *RoH* posed in all applicable cases.
- (5) Appropriate resources were allocated according to the assessed level of *RoH* in 94% of the sample. Interventions to manage *RoH* in the community were delivered as planned in 84% of cases and always reviewed following a significant change.

### Area for improvement:

(1) A full assessment of the safety of victims had been undertaken in 45% of applicable cases with victim safety awarded a high priority in 57%.

# 2.2 Reducing the Likelihood of Reoffending: General Criterion: The case manager coordinates and facilitates the structured delivery of all elements of the intervention plan. Score: Comment: MINIMUM improvement required

### Strengths:

- (1) We found evidence on case files and during interview of good quality work (92%), designed to reduce reoffending (94%). Interventions were delivered in line with the intervention plan (86%) and reviewed appropriately (81%).
- (2) The child or young person's diverse needs had been incorporated in 83% of relevant cases. Home visits had helped to overcome the transport difficulties within this largely rural area. Also, Pembrokeshire had a significant gypsy/traveller community. Case managers had a good understanding of their specific needs and were knowledgeable about specialist services.
- (3) Interventions were delivered in line with PPO status in all but one relevant case. The YOT chaired fortnightly Deter Youth Offender meetings ensuring that services were delivered in a coordinated way.
- (4) Appropriate resources were allocated according to the assessed LoR in all but one case.
- (5) All YOT staff had actively motivated and supported the child or young person, reinforcing positive behaviour in all cases. Parents/carers were actively engaged in the vast majority of applicable cases.

### Area for improvement:

(1) Interventions delivered in the community were sequenced appropriately in 67% of cases.

# 2.3 Safeguarding the child or young person: General Criterion: All reasonable actions have been taken to safeguard and reduce the vulnerability of the child or young person. Score: Comment: 93% MINIMUM improvement required

### Strengths:

- (1) We assessed that all necessary immediate action had been taken to safeguard and protect the child or young person, where required. This was also the case for other affected children and young people, in all but one instance.
- (2) Further, we found that all necessary referrals to safeguard the child or young person were made to other relevant agencies.
- (3) There was evidence of effective working together with partner agencies to promote the child or young person's Safeguarding and well-being in the vast majority of cases.
- (4) Specific interventions to support Safeguarding in the community were identified in 96% of cases and delivered in 93%. Where actions were identified in the VMP, they were incorporated into the intervention plan in 88% of cases.
- (5) Purposeful home visits had been undertaken throughout the sentence, in accordance with Safeguarding issues in all applicable cases.
- (6) The management oversight of Safeguarding and vulnerability needs was considered to have been effective in 30 out of 32 applicable cases.

### Area for improvement:

(1) Specific interventions to promote Safeguarding in the community were reviewed every three months or following significant change in 15 out of 21 applicable cases.

## **OVERALL SCORE** for quality of Delivery and Review of Interventions work: 88%

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

The YOT did very well in relation to this section, despite the challenges of working across a large rural area.

The contribution made by partner agencies at the assessment stage provided a foundation for the effective joint delivery of a number of interventions. Management oversight was evident in the case record as was the input of specialist staff, providing a comprehensive picture of the work undertaken. Reparation projects were sufficiently challenging and where possible linked to the individual's interests.

The team were not supervising any Welsh speaking children and young people and appeared to be insufficiently prepared for this possibility in the future. Pembrokeshire had some established Welsh speaking communities and the YOT Manager recognised the need to make available more Welsh medium resources.

### 3. OUTCOMES

3.1 Achievement of outcomes:		
General Criterion:		
Outcomes are achieved in relation to RoH, LoR and Safeguarding.		
Score:	Comment:	
76%	MINIMUM improvement required	

### Strengths:

- (1) The child or young person's *RoH* had been effectively managed in 86% of cases.
- (2) The child or young person complied with the requirements of the sentence in 71% of cases and where required enforcement action was taken sufficiently well in all but one.
- (3) We found that all reasonable action had been taken to keep the child or young person safe in 95% of cases.

### Area for improvement:

(1) When reviewing Asset we found no improvement to the 'attitudes to offending' score in 66% of cases and 'perception of self and others' in 69%. These were the areas most regularly associated with the LoR in the sample. Further, emotional and mental health problems had not improved in 62% of applicable cases and factors relating to substance misuse persisted in 74%. This was disappointing considering the contribution made by the local substance misuse service and warrants further investigation.

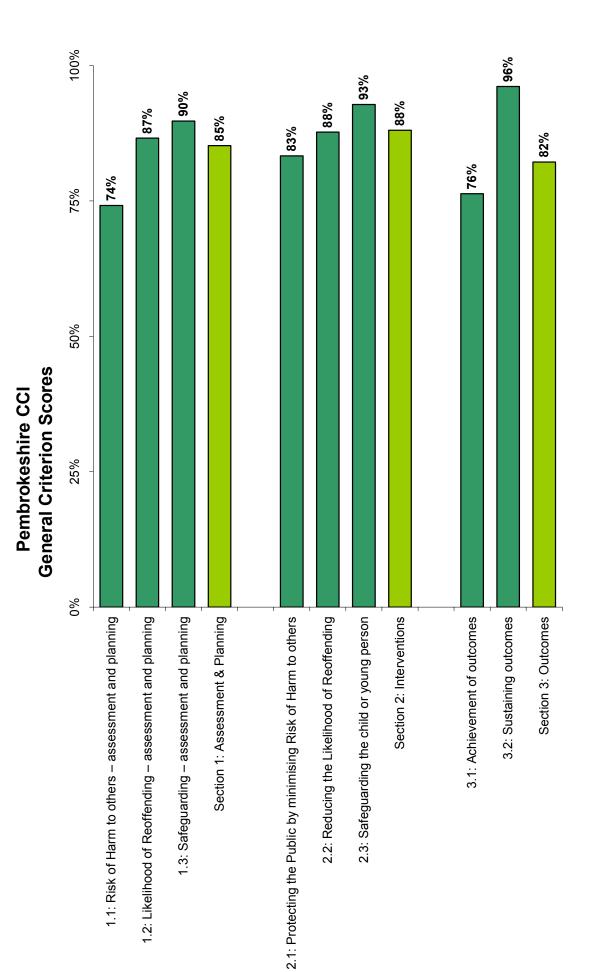
3.2 Sustaining outcomes:		
General Criterion:		
Outcomes are sustained in relation to RoH, LoR and Safeguarding.		
Score:	Comment:	
96%	MINIMUM improvement required	

### Strengths:

- (1) Full attention was given to community integration issues in all cases. This reflected the high level of engagement with parents/carers and the work undertaken with other agencies throughout the order.
- (2) Action had been taken or plans were in place to ensure that positive outcomes were sustainable in all but three cases.

**OVERALL SCORE for quality of Outcomes work: 82%** 

Appendix 1: Summary



### **Appendix 2: Contextual information**

### **Area**

Pembrokeshire YOT was located in South West Wales.

The area had a population of 114,131 as measured in the Census 2001, 10.6% of which were aged 10 to 17 years old. This was equal to the average for Wales of 10.6%. The comparable figure for England and Wales was 10.4%.

The population of Pembrokeshire was predominantly white British (99.1%). The population with a black and minority ethnic heritage (0.9%) was below the average for Wales of 2.1%. The comparable figure for England and Wales was 8.7%.

Reported offences for which children and young people aged 10 to 17 years old received a pre-court disposal or a court disposal in 2008/2009, at 39 per 1,000, were below the average for England and Wales of 46 per 1,000.

### YOT

The YOT boundaries were within those of the Dyfed-Powys police area and Wales Probation Trust (with effect from April 2010).

The Hywel Dda Health Board covered the area.

The YOT was located within the County Council Social Care Directorate. It was managed by the Head of Child Care Commissioning.

The YOT Management Board was chaired by the Director of Social Care. Most statutory partners attended regularly.

The YOT headquarters and operational base was in the town of Pembroke Dock. ISSP was provided in-house.

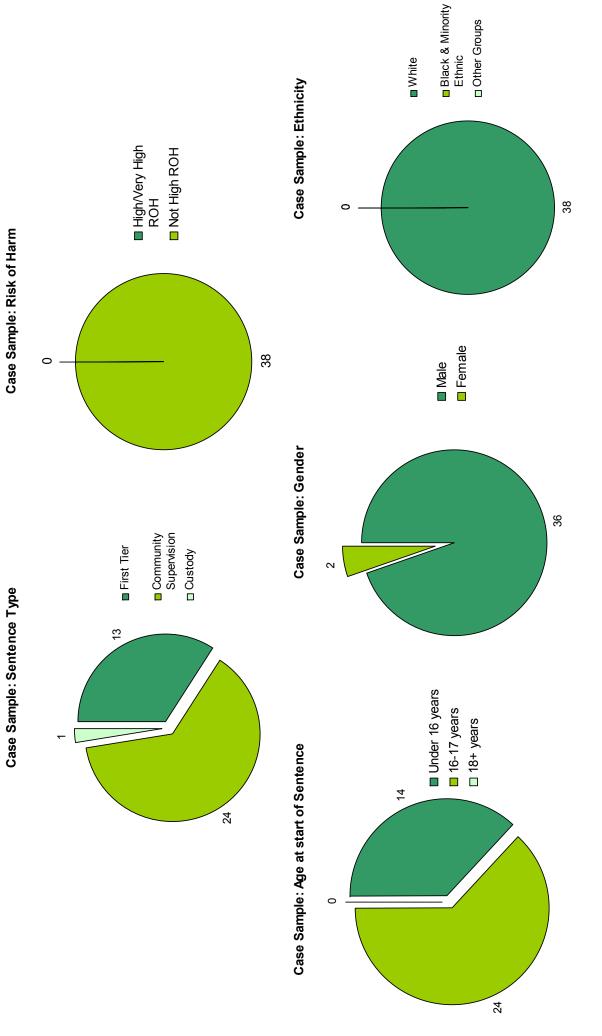
### **YJB Performance Data**

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

Pembrokeshire's performance on ensuring children and young people known to the YOT were in suitable education, training or employment was 85.3%. This was a rise on the previous year, and above the Wales average of 69.0%.

Performance on ensuring suitable accommodation by the end of the sentence was 93.7%. This was a rise on the previous year but below the Wales average of 96.1%.

The 'Reoffending rate after 9 months' was 43%, lower than the Wales average of 74% (See Glossary).



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

Fieldwork for this inspection was undertaken in June 2010

The inspection consisted of:

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

We have also seen YJB performance data and assessments relating to this YOT

### **Appendix 4: Role of HMI Probation and Code of Practice**

Information on the Role of HMI Probation and Code of Practice can be found on our website:

### http://www.justice.gov.uk/inspectorates/hmi-probation

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

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

### **Appendix 5: Glossary**

ASB/ASBO Antisocial behaviour/Antisocial Behaviour Order

Asset A structured assessment tool based on research and developed

by the Youth Justice Board looking at the young person's offence, personal circumstances, attitudes and beliefs which

have contributed to their offending behaviour

Common Assessment Framework: a standardised assessment of CAF

> a child or young person's needs and of how those needs can be met. It is undertaken by the lead professional in a case, with

contributions from all others involved with that individual

Child and Adolescent Mental Health Services: part of the National CAMHS

> Health Service, providing specialist mental health and behavioural services to children and young people up to at least

16 years of age

One of the two electronic case management systems for youth Careworks

offending work currently in use in England and Wales. See also

YOIS+

**CRB** Criminal Records Bureau

DTO Detention and Training Order: a custodial sentence for the young

HM Inspectorate for Education and Training in Wales Estyn

ETE Employment, training and education; work to improve an

individual's learning, and to increase their employment prospects

FTE Full-time equivalent

НМ Her Majesty's

**HMIC HM** Inspectorate of Constabulary

**HMI Prisons HM Inspectorate of Prisons HMI Probation HM** Inspectorate of Probation

Interventions; constructive and

Work with an individual that is designed to change their

restrictive interventions offending behaviour and/or to support public protection.

A constructive intervention is where the primary purpose is to reduce Likelihood of Reoffending.

A restrictive intervention is where the primary purpose is to keep to a minimum the individual's Risk of Harm to others. Example: with a sex offender, a constructive intervention might be to put them through an accredited sex offender programme; a restrictive intervention (to minimise their Risk of Harm) might be to monitor regularly and meticulously their accommodation, their employment and the places they frequent, imposing and enforcing clear restrictions as appropriate to each case.

NB. Both types of intervention are important

Supervision and Surveillance Programme: **ISSP** Intensive

intervention is attached to the start of some orders and licences and provides initially at least 25 hours programme contact including a substantial proportion of employment, training and

education

LoR Likelihood of Reoffending. See also *constructive* Interventions

LSC Learning and Skills Council

**LSCB** Local Safeguarding Children Board: set up in each local authority

(as a result of the Children Act 2004) to coordinate and ensure the effectiveness of the multi-agency work to safeguard and

promote the welfare of children in that locality.

MAPPA Multi-Agency Public Protection Arrangements: where probation,

police, prison and other agencies work together locally to

manage offenders who pose a higher Risk of Harm to others

Office for Standards in Education, Children's Services and Skills:

the Inspectorate for those services in England (not Wales, for

which see Estyn)

PCT Primary Care Trust

PPO Prolific and other Priority Offender: designated offenders, adult

or young, who receive extra attention from the Criminal Justice

System agencies

Pre-CAF This is a simple 'Request for Service' in those instances when a

Common Assessment Framework may not be required. It can be used for requesting one or two additional services, e.g. health,

social care or educational

PSR Pre-sentence report: for a court

RMP Risk management plan: a plan to minimise the individual's Risk

of Harm

RoH Risk of Harm to others. See also restrictive Interventions

'RoH work', or 'Risk of Harm work' This is the term generally used by HMI Probation to describe work to protect the public, primarily using *restrictive interventions,* to keep to a minimum the individual's opportunity

to behave in a way that is a Risk of Harm to others

RoSH Risk of Serious Harm: a term used in Asset. HMI Probation

prefers not to use this term as it does not help to clarify the distinction between the *probability* of an event occurring and the *impact/severity* of the event. The term *Risk of Serious Harm* only incorporates 'serious' impact, whereas using '*Risk of Harm'* enables the necessary attention to be given to those offenders for whom lower *impact/severity* harmful behaviour is *probable* 

Safeguarding The ability to demonstrate that all reasonable action has been

taken to keep to a minimum the risk of a child or young person

coming to harm.

SIFA Screening Interview for Adolescents: Youth Justice Board

approved mental health screening tool for specialist workers

SQIFA Screening Questionnaire Interview for Adolescents: Youth Justice

Board approved mental health screening tool for YOT workers

VMP Vulnerability management plan: a plan to safeguard the well-

being of the individual under supervision

YJB Youth Justice Board for England and Wales

YOI Young Offenders Institution: a Prison Service institution for

young people remanded in custody or sentenced to custody

YOIS+ Youth Offending Information System: one of the two electronic

case management systems for youth offending work currently in

use in England and Wales. See also Careworks

YOS/T Youth Offending Service/Team

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