



Core Case Inspection of youth offending work in England and Wales

Report on youth offending work in:

Liverpool

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Foreword

This Core Case Inspection of youth offending work in Liverpool 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. Our findings will also feed into the wider annual Comprehensive Area Assessment process.

We judged that the Safeguarding aspects of the work were done well enough 48% 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 49% of the time, and the work to make each individual less likely to reoffend was done well enough 56% 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.

Overall, we consider this a disappointing set of findings particularly in view of the recommendations around *Risk of Harm to others*, Safeguarding work and links with children's social care services made in the last inspection report published in January 2008. Work had been carried out by the YOT in response to that report and the recommendations in this report repeat the emphasis on those areas of practice.

Andrew Bridges HM Chief Inspector of Probation

September 2009

Acknowledgements

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Scoring – and Summary Table

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

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

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: 48% Comment:

SUBSTANTIAL 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: 49% Comment: SUBSTANTIAL 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:
56%	SUBSTANTIAL 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:

- (1) a good quality assessment and plan, using Asset, is completed when the case starts (YOT Manager)
- (2) specifically, a timely and good quality assessment of the individual's vulnerability and *Risk of Harm to others* is completed at the start, as appropriate to the specific case (YOT Manager)
- (3) children and young people and their parents/ carers are actively involved in the assessment and planning process, including the use of the questionnaire *What do YOU think* and home visits where appropriate (YOT Manager)
- (4) as a consequence of the assessment, the record of the intervention plan is specific about what will now be done in order to safeguard the child or young person's well-being, to make him/ her less likely to reoffend, and to minimise any identified *Risk of Harm to others* (YOT Manager)
- (5) the plan of work with the case is regularly reviewed and correctly recorded in Asset with a frequency consistent with national standards for youth offending services (YOT Manager)
- (6) there is evidence in the file of regular quality assurance by management, especially of screening decisions, as appropriate to the specific case (YOT Manager).

Furthermore:

(7) there is effective joint working with other agencies, in particular children's social care services, to safeguard and promote the well-being of children and young people (Chair of the Management Board).

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

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

- Four out of five felt that YOT staff were interested in helping them, listened to what they had to say and took action about their needs.
- The same number had completed the questionnaire What do YOU think? and felt that the YOT had helped them understand their offending.
- All felt that they were less likely to offend as a result of work with the YOT and three out of five were completely satisfied with the service they had received.

Victims

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

- Both respondents felt that their needs were taken into account and that they had the opportunity to talk about any worries.
- Neither had benefited from work carried out by the child or young person who had committed the offence.

Sharing good practice

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

Assessment and Sentence Planning General Criterion: 1.2, 1.3.	Aiden received an 18 month supervision order for offences of assault and indecent exposure. The case manager assessed that he had serious cognitive deficiencies. Although he had a statement of special educational needs there had not previously been an assessment relating to the possibility of autism. The case manager pursued this assessment which included a brain scan. It showed that Aiden had damage to his frontal lobes which affected his general thinking ability. The assessment also suggested some strategies for use in the work with Aiden. The case manager involved Aiden's parents in the process as appropriate and worked with a psychologist to decide how to inform them of the assessment results, what they meant and how they could adapt their engagement with their son to take account of his thinking needs.
Delivery and Review of Interventions General Criterion: 2.2, 2.3.	Matt, a 14 year old, with complex emotional and behavioural needs, received a 10 month DTO. There had been good joint working between the YOT and CAMHS to undertake assessments and to produce appropriate plans. As part of this work the case manager met with and consulted the consultant to agree which parts of the intervention plan could be delivered and the approach to take. This ensured that all staff involved in the case provided a consistent approach, in a sequenced manner that did not interfere or jeopardise work by other agencies. As a result, the young person received appropriately tailored offence focused work, within the context of a much wider multi- disciplinary approach.
Outcomes General Criterion: 3.2.	Daniel received a DTO. He completed both the custodial element and his supervision period successfully. On a previous order he had completed a Prince's Trust course to help build self esteem. Due to his positive attitude the case manager felt that it was appropriate to encourage him to undertake voluntary work in his community and Daniel became involved in a local music festival in his local park. Reports from the organisers were very positive about his efforts.

1.1 Risk of Harm to others:

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: 49%

Comment:

SUBSTANTIAL improvement required

Strengths:

- (1) A RoSH screening was completed in 80% of cases and of those, 69% were completed on time. Where a full RoSH analysis was indicated, it had been completed in 84% of cases and the risk classification was correctly assessed in three-quarters.
- (2) RMPs had been countersigned in 89% of cases.

- (1) The quality of RoSH screenings was judged to be sufficient in 31% of cases. Similarly, 27% of RoSH analyses were considered of sufficient quality. RoH to victims had not been adequately addressed in a number of cases and 25% drew on all appropriate information from other agencies.
- (2) RMPs had not been completed in 62% of appropriate cases. Quality and timeliness of the plans were sufficient in 22% and 26% of cases respectively and victim issues were again lacking in a number of plans. RoSH issues had not been communicated to all relevant staff and agencies in 60% of cases.
- (3) Recognition of *RoH* issues was low at 23% and actions to deal with those issues lower at 18%.
- (4) The management oversight of *RoH* assessment was not judged to be effective in 76% of 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:
55%	SUBSTANTIAL improvement required

Strengths:

- (1) There was an initial assessment in 98% of cases.
- (2) The initial assessment was informed by contact with physical health services in 71% cases.
- (3) Intervention plans were in place in 94% of cases and addressed offending related factors in over two-thirds. Inclusion of ETE needs was particularly strong and included in the majority (83%).
- (4) Sentencing purposes were reflected in the majority of intervention plans (90%) and they were largely focused on achievable change (79%).

- (1) There was active engagement of children and young people and their parents/ carers to carry out the initial assessment in under half of the cases with the *What do YOU think?* form completed in under one-third.
- (2) The quality of the assessment was judged sufficient in 44% of cases with unclear and/ or insufficient evidence a significant factor in 30 out of 64 cases. Failure to identify vulnerability and diversity issues featured in 14 and 13 cases respectively and learning style had not been assessed in the majority (65%).
- (3) Contact with other agencies to inform the initial assessment had not been undertaken in 38% (children's social care services), 51% (ETE providers), 47% (emotional and mental health services), and 53% (substance misuse services).
- (4) There were a number of issues with intervention plans. They did not integrate RMPs in the majority of cases (81%), take into account Safeguarding issues (66%), incorporate learning styles (76%) or address victim's issues (56%). Positive factors were included in 53% of cases. Over half were not prioritised according to *RoH* or sequenced according to offending-related need and under two-thirds included appropriate Safeguarding work. Diversity issues were incorporated in half.
- (5) The engagement of children and young people and their parents/ carers in the planning process was sufficient in just 37% of cases. Relevant external

agencies were also insufficiently involved in the process – children's social care services 23%; ETE providers 51%; physical health services 47%; emotional and mental health services 35%; and substance misuse services 43%.

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:
52%	SUBSTANTIAL improvement required

Strength:

(1) Vulnerability screenings were carried out in 82% of cases with 75% completed on time.

- (1) Vulnerability screenings were judged to be of sufficient standard in 34% of cases and the assessment of Safeguarding needs was reviewed in half.
- (2) In just under half of the cases where a VMP was considered necessary it had not been completed; and of those that had been prepared, 31% were timely and 23% of sufficient standard. The plans did not inform interventions or contribute to other plans in 80% and 77% of cases respectively. In over half, there was no contribution made through the CAF or other plans to safeguard children and young people.
- (3) In seven cases (out of 18) the secure establishment had not been made aware of vulnerability concerns and there was no active liaison around Safeguarding issues.
- (4) Management oversight of the vulnerability assessment was not considered effective in 61% cases.

OVERALL SCORE for quality of Assessment and Sentence Planning work: 54%

COMMENTARY on Assessment and Sentence Planning as a whole:

Assessments and plans were in place and, in the main, were completed on time. The induction process for those on new orders was comprehensive and was designed to identify diversity needs. The process took time however, and therefore the initial assessments and the resulting plans did not always take into account the findings from induction, this was not carried out by the case manager. Children and young people and their parents/ carers were not actively engaged in either the assessment or planning. Wider awareness of vulnerability and factors relating to *RoH* issues was limited and resulted, in some cases, in these issues being omitted in plans. Some case managers were confused about their role in the planning for work with *RoH* issues. Categorisation of MAPPA was carried out by managers and, again, some case managers did not feel that it was part of their role.

2. DELIVERY AND REVIEW OF INTERVENTIONS

2.1 Protecting the pub	lic by minimising Risk of Harm to others:
General Criterion:	
	ns have been taken to protect the public by keeping to I or young person's RoH to others.
Score:	Comment:
50%	SUBSTANTIAL improvement required

Strengths:

- (1) Specific interventions to manage *RoH* in the community were identified in 80% of cases and delivered as planned in the majority (70%).
- (2) The contribution of the case manager to multi-agency meetings held in custody and in the community was considered effective in 78% and 68% of cases respectively.
- (3) Appropriate resources had been allocated according to the assessed *RoH* in 78% of cases.

- (1) Reviews of *RoH* were carried out thoroughly in under two-thirds of cases. At the initial review stage (no later than three months from the start of sentence) 59% were considered of sufficient quality; this rose to 61% at subsequent reviews (at least every three months thereafter), but was 34% when carried out following a significant change and 44% at appropriate stages in the custodial phase of sentences. Changes in *RoH* factors were not anticipated (69%); identified swiftly (55%); or acted on appropriately (55%).
- (2) Specific interventions to manage *RoH* did not incorporate those identified in the RMP in either the community (67%) or in custody (0%).
- (3) Purposeful home visits were not carried out in accordance with either the level of *RoH* posed (63%) or Safeguarding issues (73%).
- (4) There had been no assessment of victim safety in 61% of cases and it had not been afforded high priority (74%).

2.2 Reducing the Like	lihood of Reoffending:
General Criterion	:
<i>The case manager elements of the int</i>	coordinates and facilitates the structured delivery of all ervention plan.
Score:	Comment:
61%	MODERATE improvement required

Strengths:

- (1) Delivered interventions were judged to be designed to reduce the LoR in 84% of cases and to be of good quality in the majority (67%). They were largely implemented in line with the intervention plan (68%).
- (2) Appropriate resources were allocated in line with the LoR in 80% of cases.
- (3) In 71% of cases there had been active engagement of parents/ carers by the case manager whilst the child or young person had been in custody.

- (1) Delivered interventions were not appropriate to the learning style (61%); sequenced appropriately (56%); or reviewed appropriately (49%). In 45% of cases they did not incorporate diversity issues.
- (2) The case manager had actively motivated the child or young person whilst in the custodial phase of the sentence in 56% of cases; this rose to 65% in the community. There was a similar picture with the reinforcement of good behaviour by case managers.

2.3 Safeguarding the o	child or young person:
General Criterion:	,
	ns have been taken to safeguard and reduce the child or young person.
Score:	Comment:
51%	SUBSTANTIAL improvement required

Strengths:

- (1) All necessary immediate action to safeguard children and young people had been taken in the custodial establishment in 90% of cases.
- (2) In the community, working together with ETE providers to promote Safeguarding and well-being was judged to be sufficient in 70% of cases. It was a similar picture with physical health services (79%); and substance misuse services (66%). In custody, the case manager worked with staff in the custodial establishment in 79% of cases.
- (3) Staff promoted the well-being of children and young people in the community in 67% of cases.

Areas for improvement:

- (1) All necessary immediate action to safeguard the child or young person had not been taken in the community in 30% of cases. Action to safeguard any other affected child or young person had not been taken in 47% of cases.
- (2) Referrals to ensure Safeguarding had not been made in 25% of cases.
- (3) Working together with children's social care services in the community to promote Safeguarding and well-being was judged to be sufficient in fewer than half the cases inspected. In custody this dropped to 17%. It was a similar picture with emotional and mental health services - 40% in the community dropping to 0% in custody.
- (4) Work with other agencies to ensure continuity of provision in the transition from custody to community was poor – physical health services 0%; emotional/ mental health services 0%; substance misuse services 18%; accommodation services 20%; and children's social care services 14%. The situation was better with ETE providers (59%).
- (5) Specific interventions to promote Safeguarding in the community were identified in 45% of cases, delivered in 46% and reviewed in 35%. The situation in custody was similar.
- (6) Effective management oversight of Safeguarding was judged sufficient in 30% of cases. This dropped to 15% during the custodial phase.
- (7) Staff promoted the well-being of children and young people in custody in 56% of cases.

OVERALL SCORE for quality of Delivery and Review of Interventions work: 54%

COMMENTARY on Delivery and Review of Interventions as a whole:

There were a number of systems in place which impacted on the delivery of work to children and young people. There was a reliance on group work programmes and we saw evidence that one-to-one work had been postponed for months whilst the child or young person was waiting for a programme to start. Additionally, programmes which might be considered to perform the same purpose were sometimes delivered to children and young people with no evidence that there had been an assessment of the need for the work. The review process was designed to include children and young people; however, case managers were unclear about their role. The reasons for the lack of home visiting were not recorded.

3.1 Achievement of outcomes:

General Criterio	n:
Outcomes are ach	ieved in relation to RoH, LoR and Safeguarding.
Score:	Comment:
48%	SUBSTANTIAL improvement required

Strength:

There had been an improvement in offending-related factors in several areas

 ETE 72%; physical health 100%; thinking and behaviour 76%; and
 motivation to change 67%.

Areas for improvement:

- (1) *RoH* was effectively managed in 48% of cases.
- (2) Enforcement action was taken sufficiently well in 16% of cases.
- (3) There had been no reduction in risk factors linked to Safeguarding in 76% of cases and action to keep the child or young person safe had been taken in 59%.

3.2 Sustaining outcomes:

General Criterion:

Outcomes are sustained in relation to RoH, LoR and Safeguarding.

Score:	Comment:
62%	MODERATE improvement required

Strength:

(1) Action had been taken, or plans were in place, to ensure that positive outcomes were sustainable in 68% of cases.

Areas for improvement:

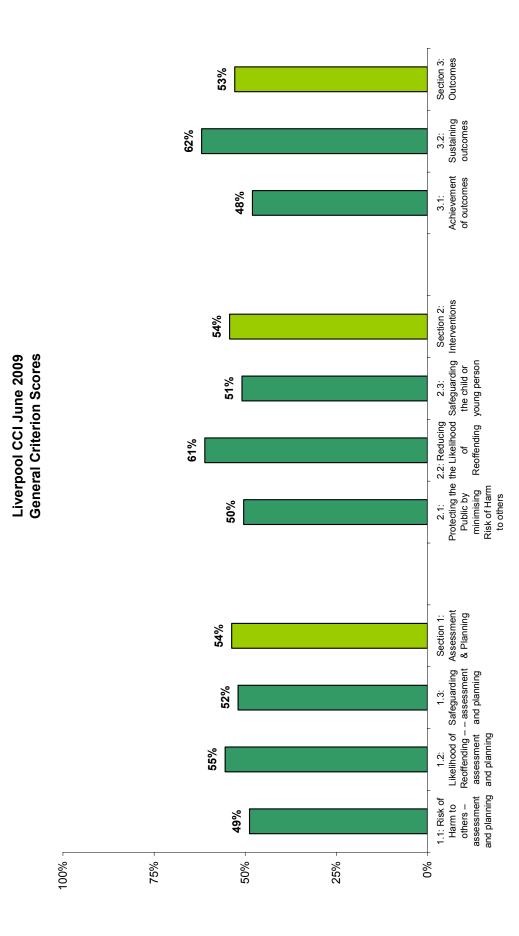
- (1) Full attention had been given to community integration issues during the custodial phase in 41% of cases, this rose to 65% in the community.
- (2) During the custodial phase, action had been taken to ensure that positive outcomes were sustainable in 56% of cases.

OVERALL SCORE for quality of Outcomes work: 53%

COMMENTARY on Outcomes as a whole:

The quality of work with children and young people to ensure that outcomes were achieved and sustained was generally less in the custodial phase than the subsequent work in the community.

Appendix 1: Summary



Appendix 2: Contextual information

Area

Liverpool YOT was located in the North-West region of England.

The area had a population of 439,473 as measured in the Census 2001, 11.2% of which were aged ten to 17 years old. This was slightly higher than the average for England/ Wales, which was 10.4%.

The population of Liverpool was predominantly white British (94.3%). The population with a black and minority ethnic heritage (5.7%) was below the average for England/ Wales of 8.7%.

Reported offences for which for children and young people aged ten to 17 years old received a pre-court disposal or a court disposal in 2008/ 2009, at 58 per 1,000, were above the average for England/ Wales of 46.

ΥΟΤ

The YOT boundaries were within those of the Merseyside police and probation areas. The Liverpool PCT covered the area.

The YOT was located within the Integrated Services for Children and Young People section of the Community Services Directorate. It was managed by the Head of Service.

The YOT Management Board was chaired by the Executive Director of Community Services.

The YOT Headquarters was in Liverpool. The operational work of the YOT was based in Edgehill. ISSP was provided by the YOT.

YJB Performance Data

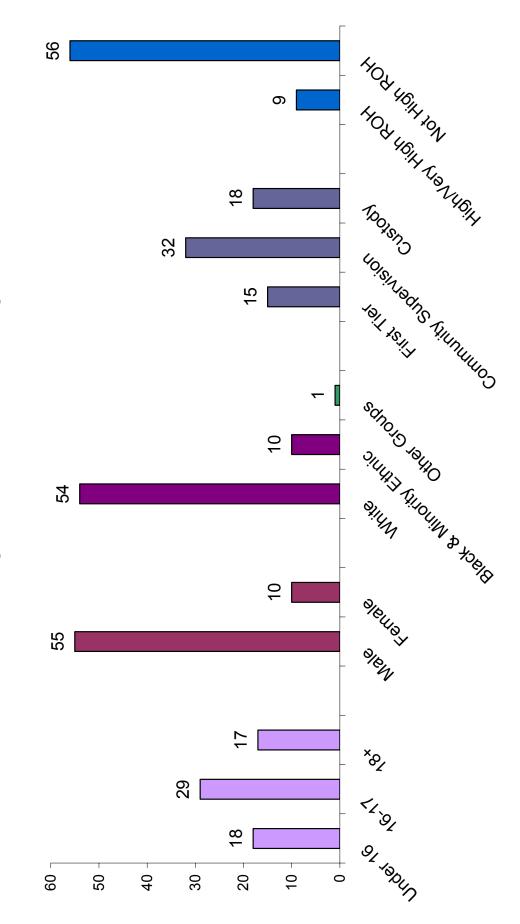
The YJB summary of national indicators available at the time of the inspection was for the period April 2008 to March 2009.

Liverpool's performance on ensuring children and young people known to the YOT were in suitable education, training or employment was 78.4%. This was an improvement on the previous year, and above the England average of 72.4%.

Performance on ensuring suitable accommodation by the end of the sentence was 96.7%. This was worse than the previous year but better than the England average of 95.3%.

The "Reoffending rate after nine months" was 81%, better than the England average of 85% (See Glossary).

Appendix 3a: Inspection data chart



Case sample information: Liverpool

Appendix 3b: Inspection data

Fieldwork for this inspection was undertaken in June/ July 2009.

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
CAF	Common Assessment Framework: A standardised assessment of a child or young person's needs, and of how those needs can be met. It is undertaken by the lead professional in a case, with contributions from all others involved with that individual
CAMHS	Child and Adolescent Mental Health Services: part of the National Health Service, providing specialist mental health and behavioural services to children and young people up to at least 16 years of age
Careworks	One of the two electronic case management systems for youth offending work currently in use in England and Wales. See also YOIS+
CRB	Criminal Records Bureau
DTO	Detention and Training Order, a custodial sentence for the young
Estyn	HM Inspectorate for Education and Training in Wales
ETE	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 restrictive	Work with an individual that is designed to change their offending behaviour and/ or to support public protection. A <i>constructive</i> intervention is where the primary purpose is to
interventions	reduce Likelihood of Reoffending.
	A <i>restrictive</i> intervention is where the primary purpose is to keep to a minimum the individual's <i>Risk of Harm to others</i> . Example: with a sex offender, a <i>constructive intervention</i> might
	be to put them through an accredited sex offender programme; a <i>restrictive intervention</i> (to minimise their <i>Risk of Harm</i>) might be to monitor regularly and meticulously their accommodation, their employment and the places they frequent, imposing and enforcing clear restrictions as appropriate to each case. NB. Both types of intervention are important
ISSP	Intensive Supervision and Surveillance Programme – this intervention is attached to the start of some orders and licences and provides initially at least 25 hours programme contact including a substantial proportion of employment, training and education
LoR	Likelihood of Reoffending. See also 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.

ΜΑΡΡΑ	Multi-Agency Public Protection Arrangements: where probation, police, prison and other agencies work together locally to manage offenders who pose a higher <i>Risk of Harm to others</i> .
Ofsted	Office for Standards in Education, Children's Services and Skills – the Inspectorate for those services in England (not Wales, for which see Estyn)
РСТ	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
"Reoffending rate after 9 months"	A measure used by the Youth Justice Board. It indicates how many further offences are recorded as having been committed in a 9-month period by individuals under current supervision of the relevant YOT, and it can be either more or less than 100%. "110%" would therefore mean that exactly 110 further offences
	have been counted as having been committed `per 100 individuals under supervision' in that period. The quoted national average rate for England in early 2009 was 85%
RMP	Risk management plan. A plan to minimise the individual's <i>Risk</i> 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 <i>restrictive</i> <i>interventions</i> , to keep to a minimum the individual's opportunity to behave in a way that is a <i>Risk of Harm to others</i>
RoSH	'Risk of Serious Harm', a term used in Asset. HMI Probation prefers not to use this term as it does not help to clarify the distinction between the <i>probability</i> of an event occurring and the <i>impact/ severity</i> of the event. The term <i>Risk of Serious Harm</i> only incorporates 'serious' impact, whereas using ' <i>Risk of Harm'</i> enables the necessary attention to be given to those offenders for whom lower <i>impact/ severity</i> harmful behaviour is <i>probable</i>
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.