



An inspection of youth offending services in **Bristol**

HM Inspectorate of Probation

SEPTEMBER 2018

This inspection was led by HM Inspector Ian Menary, supported by a team of inspectors, as well as staff from our operations and research teams. The Head of Youth Offending Team Inspections, responsible for this inspection programme, is Alan MacDonald. We would like to thank all those who helped plan and took part in the inspection; without their help and cooperation, the inspection would not have been possible.

Please note that throughout the report the names in the practice examples have been changed to protect the individual's identity.

© Crown copyright 2018

You may re-use this information (excluding logos) free of charge in any format or medium, under the terms of the Open Government Licence. To view this licence, visit www.nationalarchives.gov.uk/doc/open-government-licence or email psi@nationalarchives.gsi.gov.uk.

Where we have identified any third-party copyright information, you will need to obtain permission from the copyright holders concerned.

This publication is available for download at:

www.justiceinspectorates.gov.uk/hmiprobation

Published by:

Her Majesty's Inspectorate of Probation
1st Floor Civil Justice Centre
1 Bridge Street West
Manchester
M3 3FX

Contents

Foreword.....	4
Overall findings.....	5
Summary of ratings	7
Recommendations	8
Introduction.....	9
Key facts	10
1. Organisational delivery	11
1.1. Governance and leadership	11
1.2. Staff	12
1.3. Partnerships and services	13
1.4. Information and facilities	14
2. Court disposals	17
2.1. Assessment.....	17
2.2. Planning.....	18
2.3. Implementation and delivery	19
2.4. Reviewing	20
3. Out-of-court disposals	23
3.1. Assessment.....	23
3.2. Planning.....	24
3.3. Implementation and delivery	24
3.4. Joint working.....	25
Annex 1 - Methodology.....	28
Annex 2 – Inspection results	29
Annex 3 – Glossary	34

Foreword

This inspection is part of our new programme of youth offending service inspections. As planned, we have inspected and rated Bristol Youth Offending Team (YOT) across three broad areas: the arrangements for organisational delivery first of all, and then the quality of court disposals work and out-of-court disposals work.

We have given Bristol YOT an overall rating of 'Requires improvement'.

Staff and managers in Bristol YOT tried hard to deliver a high-quality service to support the desistance of children and young people from offending, address their safety and wellbeing needs, and protect others. We found a committed and skilled workforce, but staff were severely hampered by high workloads. Given these pressures, they were inhibited from building the trusting and supportive relationships that are so critical to helping children and young people to move away from further offending and antisocial behaviour.

Our inspection also found too many children and young people known to Bristol YOT were not in suitable education. Again, there is strong evidence to show education plays a key role in desistance.

Bristol City Council now recognises these concerns, and is ambitious in its vision for children and young people. We urge the council and YOT Management Board to address these issues so work to prevent offending can be of a consistently higher standard. The board also needs to seek the views of children and young people to shape services.

Our inspection found Bristol YOT had some areas of strength that can form the basis of rapid progress. Their historical performance is better than in many other cities and there were some positive partnerships tackling issues such as child sexual exploitation, sexually harmful behaviour and gang concerns. Staff and managers had a good understanding of what constitutes effective practice. There was an innovative and more sophisticated approach to the use of information to target and improve services than we usually find.

The recommendations in this report have been designed to assist Bristol YOT to build on its strengths and focus on areas for improvement.



Dame Glenys Stacey
Chief Inspector of Probation


Overall findings

Overall Bristol YOT is rated as: **Requires improvement**. This rating has been determined by inspecting the youth offending services in three domains of work. The findings in those domains are described below.

	Organisational delivery
---	--------------------------------

Our key findings about organisation delivery were as follows:

- Bristol was ambitious for its children and young people. The Chair of the YOT Management Board shared that ambition, but the work of the board needed to be more effective.
- Staff in the YOT were knowledgeable, generally well-trained and motivated to do their best. There were, however, too few of them to deliver the range and quality of services that was expected.
- There was a creative range of positive partnerships. These had not, however, ensured that all children and young people working with the YOT, often with complex needs, received the education that was so important to them.
- The YOT and Bristol Early Help Services took an innovative and increasingly sophisticated approach to their use of information. There was, however, no systematic approach to using the voice of children and young people to improve services.

	Court disposals
---	------------------------

Our key findings about court disposals were as follows:

- Initial assessments were generally good. Case managers had a good understanding of the children and young people they worked with.
- Planning for work to protect others, and to support the safety and wellbeing of the child or young person, was often not done well. Some staff did not have a good understanding of how to use the AssetPlus integrated planning tool to support good risk management planning.
- The delivery of work to support desistance by the child or young person was good, including appropriate response to non-compliance.
- Insufficient attention was given to ensuring that planning, delivery and review in the YOT clearly integrated the work of other agencies involved with the child or young person, and to making sure that this was coordinated well.



Out-of-court disposals

Our key findings about out-of-court disposals were as follows:

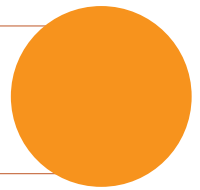
- Assessment required improvement. It did not give enough attention to the risk of harm to others and to safety and wellbeing.
- Planning for work to support the desistance of children and young people was done well. There was, however, insufficient planning to manage the risk of harm to others and support safety and wellbeing. Greater attention needed to be given to the promotion of safety and wellbeing.
- There was good work in most cases to encourage desistance from offending. The engagement skills of case managers ensured that children and young people generally complied with the work of the YOT.
- The YOT and police worked together well in making joint out-of-court disposal decisions. Communications needed to be more systematic. National guidance on the use of assessments was not followed fully.

Service: Bristol Youth Offending Team

Fieldwork started: July 2018

Overall rating

Requires improvement



1. Organisational delivery

1.1	Governance and leadership	Good	
1.2	Staff	Requires improvement	
1.3	Partnerships and services	Requires improvement	
1.4	Information and facilities	Good	

2. Court disposals

2.1	Assessment	Good	
2.2	Planning	Requires improvement ¹	
2.3	Implementation and delivery	Requires improvement	
2.4	Reviewing	Requires improvement	

3. Out-of-court disposals

3.1	Assessment	Requires improvement	
3.2	Planning	Requires improvement	
3.3	Implementation and delivery	Good ²	
3.4	Joint working	Good	

¹ Professional discretion was exercised for 2.2, as the lowest score within the three summary questions was 48% (and this fell within a 5% margin of error and the other summary question was requires improvement).

² Professional discretion was exercised for 3.3, as the lowest score within the three summary questions was 64% (and this fell within a 5% margin of error and the other summary questions were good).

Recommendations

As a result of our inspection findings we have made eight recommendations that we believe, if implemented, will have a positive impact on the quality of youth offending services in Bristol. They will improve the lives of the children in contact with these services, and better protect the public.

Bristol City Council and its partners should:

1. resource the YOT sufficiently for it to work effectively to prevent and reduce offending, protect others, and protect the safety and wellbeing of children and young people.

Bristol City Council should:

2. make sure that all children and young people working with the YOT receive their full entitlement to education, which is suitable for their specific needs.

The Chair of the YOT Management Board should:

3. make sure that the board is effective in providing oversight to the work of the YOT, and holding both the YOT and its partners to account for their performance.

The YOT Management Board should:

4. systematically seek the views of children and young people and use these to improve the services provided to them.

The YOT manager should make sure that:

5. assessment, planning and delivery of work in individual cases reflect and coordinate work delivered by the YOT, as well as that delivered by its partners
6. planning in individual cases for work to manage risk of harm to others, and to address safety and wellbeing factors, is of good-quality, clearly recorded and gives sufficient attention to contingency arrangements
7. sufficient attention is given to the protection of known victims and others from harm, and to the safety and wellbeing of children and young people in the delivery of work. These should be reviewed as needed
8. assessment in out-of-court disposal cases is undertaken whenever required by national guidance, is good-quality, and gives sufficient attention to keeping the child or young person, and other people, safe.

Introduction

Youth offending teams (YOTs) supervise 10-18-year olds who have been sentenced by a court, or who have come to the attention of the police because of their offending behaviour but have not been charged - instead, they were dealt with out of court. HMI Probation inspects both these aspects of youth offending services.

YOTs are statutory partnerships and they are multidisciplinary, to deal with the needs of the whole child. They are required to have staff from local authority social care and education, the police, the National Probation Service and local health services.³ Most YOTs are based within local authorities, although this can vary.

YOT work is governed and shaped by a range of legislation and guidance specific to the youth justice sector (such as the National Standards for Youth Justice) or else applicable across the criminal justice sector (for example, multi-agency public protection arrangements (MAPPA) guidance). The Youth Justice Board for England and Wales (YJB) provides some funding to YOTs. It also monitors their performance and issues guidance to them about how things are to be done.

Bristol YOT is a team located within the Early Help and Targeted Support section of Bristol Children and Families Services. It has been managed there since August 2017. Before this it was located with other community safety services. Staff work out of a dedicated, but discrete, YOT office close to Bristol city centre. It is managed by a specialist YOT manager. Staff are organised into locality teams to match the structure of Children and Families Services. They hold generic caseloads (i.e. out-of-court disposals, community and custodial cases).

The role of HM Inspectorate of Probation

Her Majesty's Inspectorate of Probation is the independent inspector of youth offending and probation services in England and Wales. We provide assurance on the effectiveness of work with adults and children and young people who have offended to implement orders of the court, reduce reoffending, protect the public and safeguard the vulnerable. We inspect these services and publish inspection reports. We highlight good and poor practice, and use our data and information to encourage good-quality services. We are independent of government, and speak independently.

HM Inspectorate of Probation standards

The standards against which we inspect are based on established models and frameworks, which are grounded in evidence, learning and experience. These standards are designed to drive improvements in the quality of work with people who have offended.⁴

³ The *Crime and Disorder Act 1998* sets out the arrangements for local YOTs and partnership working.

⁴ HM Inspectorate of Probation's standards are available here:
<https://www.justiceinspectorates.gov.uk/hmiprobation/about-our-work/our-standards-and-ratings/>

Key facts

**First-time entrant rate⁵
per 100,000**

436

Bristol YOT

301

Average for
England and Wales

Reoffending rates⁶

35.6%

Bristol YOT

41.9%

Average for
England and Wales

Population information



Total population Bristol⁷

459,252

Total youth population

36,019

(7.8%)

Total black and minority ethnic
youth population⁸

8,675

(24.8%)

⁵ First-time entrants, October 2016 to September 2017, Youth Justice Board (YJB).

⁶ Proven reoffending statistics, July 2015 to June 2016, Ministry of Justice, April 2018.


⁷ Population estimates for UK: Mid 2017, Office for National Statistics.

⁸ Ethnic Group by Sex by Age - expressed as a proportion youth population, Census (2011), Office for National Statistics.

1. Organisational delivery



Organisations that are well led and well managed are more likely to achieve their aims. We inspect against four standards.

1.1. Governance and leadership	Good
The governance and leadership of the YOT supports and promotes the delivery of a high-quality, personalised and responsive service for all children and young people.	

The Management Board had met regularly, with all statutory partners, other than education, attending consistently. A representative of the local youth court had recently joined the board. It did not, otherwise, have representatives from the wider partnership, such as the Office of the Police and Crime Commissioner (OPCC) or elected members. The board had suffered from substantial turnover of membership in the past 18 months, which had affected its ability to hold partners and the YOT to account. This was recognised by board members, who also acknowledged that they did not yet have a full understanding of the work of the YOT. Members had sufficient seniority within their agencies to represent the needs of the YOT effectively. However, the lack of consistent attendance from an education representative had been an important gap, particularly considering our findings elsewhere in this inspection. The new member now representing education was clear about her role.

The board Chair had a good understanding of the work of the YOT, was actively engaged with it, and was ambitious for the board and the YOT to deliver good-quality and effective work. He had a clear vision for how the board needed to develop, which was consistent with the aim of the Director of Children's Services for partnership boards to have a clear focus. Board development days had been arranged for autumn 2018.

There was a current YOT strategic plan in place. This was, however, operational rather than strategic. It reflected local priorities, identified some key risks and clearly laid out immediate improvement priorities. It did not, however, consider the strengths of the YOT and how these needed to be enhanced or protected. Development of the next strategic plan was in progress. The board Chair had recognised the shortcomings in the previous approach and was acting to address these before the new plan was finalised.

The work of the YOT and the priority to reduce offending by children and young people were clearly recognised in other relevant local strategic plans, including the Safer Bristol Partnership plan. Bristol City Council plans gave a sense of ambition to improving outcomes for children and young people, and recognised the importance of addressing education difficulties. The role of the YOT was understood well by lead elected members, who showed strong commitment to its future.

There was a broad range of local partnerships in which the YOT was involved and, except for education, these generally worked well. There were seconded staff within the YOT representing all the statutory partners. Of note was the twice-yearly health review that involved a health board member, seconded staff and YOT managers. It was positive that training in a trauma-informed approach to work had been delivered to staff beyond the YOT.

There was an effective link between the YOT manager and the board. There were positive working relationships between the board Chair, YOT manager and the Head of Early Help, who line managed the YOT manager. There was not, however, an effective link between the work of the board and YOT staff or volunteers. Neither group reported a good understanding of the role or work of the board.

Staff and volunteers were overwhelmingly positive about YOT managers. They recognised a culture where challenge was encouraged, safe and responded to positively.

Staff workload was at a level, following continuing resource reductions, where the YOT had insufficient resilience. This was a substantial risk to its work, which had recently been recognised. As a result, an external review of the role and needs of the YOT had been commissioned to inform the next budget-setting round.

1.2. Staff	Requires improvement
Staff within the YOT are empowered to deliver a high-quality, personalised and responsive service for all children and young people.	

Case manager workloads were unsustainably high. There was a complex range of reasons for this. They included the impact of trying to deal with problems with education and liaison with other partners, which are described elsewhere in this report. This left the YOT highly vulnerable to the impact of any sudden multiple staff absences or departures. The high workloads had affected the ability of staff to deliver the relationship-based practice that follows the best evidence of what is effective when seeking to support desistance. They would, for example, sometimes choose a more efficient central location when deciding where to work with a young person, rather than the place that was most appropriate to their individual needs. It had also led to shortcuts in the quality of recording and undertaking of reviews.

The concerns had been recognised, although not soon enough. A workload guidance protocol had been developed that included escalation to the board if individual caseloads reached the limit at which a minimum service could be delivered – caseloads were very close to this. The YOT worked hard to manage individual caseloads as best it could, had an intelligent approach to the allocation of cases to staff, and had provided training and support to staff on managing work-related stress. Staff considered that their managers were supportive.

YOT staff were a stable group that were skilled, diverse, highly regarded and often impressive. They showed great commitment to the children and young people they worked with. They had continued to put in a high degree of effort throughout the workload difficulties. Staff were highly motivated and had good engagement skills. They also had a clear ethos of wanting to deliver a relationship-based approach to their work that reflected best current evidence of how to support desistance from offending. They were frustrated that workload difficulties affected their ability to do this.

Volunteers sitting on referral order panels clearly understood their roles.

The appraisal process was used well to improve services. It was supported by both staff and managers. For example, caseworkers had a specific performance objective

for the quality of pre-sentence reports and their contribution to reducing disproportionality in the use of custody.

Oversight by managers was mixed. Case managers found this to be supportive and described greater oversight than was often apparent from case records. We considered that there was insufficient evidence of this in too many cases. This was primarily because management oversight had not made enough difference to the quality of recorded intervention plans, particularly for the management of risk of harm to others or to the child or young person. On some occasions, insufficient assessments had been countersigned by a manager as acceptable. There were, however, also important and positive exceptions to this, with effective oversight and good attention given to escalation within partner agencies in some cases. A high-risk panel provided oversight in more serious cases, and evidence in its minutes indicated that this had been appropriate. This was not, however, always reflected in individual assessments and plans, or in a timely manner.

Staff were positive about the training and development opportunities available to them. They had good access to training provided by the Local Safeguarding Children Board (LSCB), Bristol City Council and others. There was a culture of learning and improvement in the YOT, actively supported by managers. Volunteers reported positively about the training and supervision they received. Staff and volunteers had received training in the trauma-recovery model approach to working with complex cases, and often applied this to their work.

1.3. Partnerships and services	Requires improvement
A comprehensive range of high-quality services is in place, enabling personalised and responsive provision for all children and young people.	

Too many children and young people known to the YOT were not in suitable education, often following expulsion or where complex needs had been identified. The YOT and its partners had not done enough to address this so that all young people receive the education that is critical to their desistance from offending and which, in some cases, was also a key factor in reducing their risk of harm to others.

Seconded staff in the YOT provided valuable and well-regarded services. These included basic skills work to help prepare children and young people for their next steps in education or training. A part-time speech and language therapist had made a positive difference, for example, by providing advice to staff and referral order panels, and helping make materials more suitable for children and young people.

There was evidence that the YOT was willing to challenge partners about concerns in individual cases, and that this had made a positive difference. This had not, however, achieved the quality of education provision that was needed in all cases. YOT staff and managers did not always make effective use of escalation to a more senior level in partner agencies where this was needed in individual cases.

Positive involvement of the YOT in partnership work included Operation Topaz (an Avon and Somerset Police-led child sexual exploitation (CSE) intelligence and oversight approach), and in a local gang strategy. The service that worked with those who had displayed sexually harmful behaviour was well-regarded, including

joint working with YOT case managers in some cases. There was appropriate engagement with MAPPA where this was required.


Restorative justice work with victims was done well. There was an appropriately persistent approach to making sure that victims could make an informed choice on whether to become involved. There was a positive relationship with Catch22, which delivered reparation work on behalf of the YOT. Placements were generally of good quality, although there needed to be greater provision of suitable placements for girls and for those for whom physical work may be less appropriate.

There was an impressive analysis of children and young people, and their desistance needs, to inform development of the YOT plan. It did not, however, give sufficient attention to age or gender when analysing desistance factors.

Relationships with sentencers were good. The YOT took part in regular liaison events. These had included a YOT presentation highlighting disproportionality in the youth justice system, derived from analysis of its caseload.

The out-of-court disposals process was generally positive. The arrangements did not, however, follow national guidance on the need for assessments to inform decision-making on all youth conditional caution (YCC) and some youth caution (YC) cases.

Information-sharing arrangements with the police had improved considerably through the placing of markers on the police information system. More work was needed to make consistent and efficient use of this. For example, police call-outs for domestic violence were only shared automatically with the YOT if the child or young person was present at the time, even if a YOT case was linked to the address.

1.4. Information and facilities	Good
Timely and relevant information is available and appropriate facilities are in place to support a high-quality, personalised and responsive approach for all children and young people.	

There was a wide range of appropriate policies and procedures that were understood by staff. Staff knew how to access services provided by partners.

The YOT office was a broadly suitable environment for work with children and young people. The building was a safe place for both staff and children and young people. Its facilities were, however, limited, and in some circumstances confidential activities with children and young people could be seen from the street, or heard by others in the waiting area. Workload pressures meant that staff were too reliant on using the YOT building rather than community or other local facilities for work with children and young people. All referral order panels were held at the YOT building; this did not follow national guidance about holding panels in the local community. The YOT had a policy covering staff working alone with children and young people away from the office. However, the mobile phones used by staff did not enable them to make emergency calls quickly and easily when needed.

There was a sophisticated and innovative approach to the use of information and analysis to improve services. This was supported by a skilled information officer, and senior management commitment to the development of powerful analytical and predictive tools. The developing Think Family database provided an increasingly comprehensive picture of key factors, both for individual children and young people and those linked to their addresses. The YOT was also developing tools to help case

managers monitor and review their own work, such as a monitoring system for referral orders that was at an advanced stage of development. Information management systems were reliable and worked well. Case managers also had direct read-only access to the children's services database.

Good practice example: powerful operational and predictive database

The Think Family database, developed with Bristol Early Help Services, brought together data from many different social issues-related sources. This was impressive and well beyond what we usually find. It was designed to be both operational and predictive in nature. For example, following analysis from the YOT reoffending database of those factors common to reoffenders, these characteristics could then be applied to other databases. This helped to identify children and young people who possessed similar traits, and who could benefit most from services to divert them away from potential offending behaviour.

The YOT responded positively to inspections and to things that went wrong. The business plan under preparation included consideration of HMI Probation thematic inspections and a recent Ofsted-led joint targeted area inspection (JTAI). Action had been taken to improve the YOT office in response to previous incidents.

Bristol YOT did not have systematic processes or approaches to seek the views of children and young people or parent/carers in order to inform wider service improvements. It did, however, routinely seek the views of sentencers on the quality of pre-sentence reports.

Summary

Strengths:

- There was an innovative and sophisticated approach to the use of information to target and improve services.
- The Chair of the YOT Management Board had a clear understanding of how it needed to improve its work.
- There were some positive and creative partnerships in place.
- Staff were generally of good-quality, motivated, stable and well trained.
- Managers were well regarded and supportive.

Areas for improvement:


- The partnership with education services did not make sure that all children and young people known to the YOT were in receipt of sufficient suitable education.
- The Management Board was not as effective as it needed to be in helping to ensure a comprehensive range of services was delivered to children and young people.

- Case manager workloads were too high, meaning that they struggled to deliver the quality of service that was required.
- Cuts to the level of resources provided within the YOT had meant that it was not robust enough to deliver its service.
- There was no systematic engagement with children and young people and parent/carers to inform development of YOT services.



2. Court disposals

Work with children and young people sentenced by the courts will be more effective if it is well targeted, planned and implemented. In our inspections we look at a sample of cases. In each of those cases we inspect against four standards.

2.1. Assessment	Good
Assessment is well-informed, analytical and personalised, actively involving the child or young person and their parents/carers.	

Initial assessments intended to understand how best to support the child or young person's desistance from offending, and to keep them safe, generally met the needs of the individual case. A few assessments did not clearly reflect the current offence. Assessments of how to keep others safe were strong. Assessments of desistance factors were completed quickly enough in most cases.

It was apparent from assessments that the approach of case managers was based on developing the strengths of the child or young person. They had a good understanding of approaches to desistance. These factors are critical to effective work with children and young people, and underpin the design of the AssetPlus assessment and planning methodology. There were, however, some cases where more attention was needed to analysis of structural barriers to desistance.

We considered restorative justice work in the YOT, when delivered, to be positive. However, little consideration of this was integrated into the assessments of the child or young person.

Children and young people were meaningfully involved in assessments, with their views taken into account. It was less apparent that parents/carers had been meaningfully involved.

Factors related to the safety and wellbeing of the child or young person were fully identified in just under two-thirds of cases. Sufficient use was often made of other assessments, or information held by other agencies, in undertaking the assessment. There was not always enough attention given to analysing what controls or interventions could best promote safety and wellbeing. Where we disagreed with the recorded safety and wellbeing classification, this was usually because a classification of low risk had been given, when the inspector assessed that it should have been medium risk or higher. In one example, a combination of suicidal thoughts, refusal to take important medication, a previous overdose incident, being out of education, and strong identity concerns had all been identified, but the risk to the individual's safety and wellbeing had been assessed as low, and without a thorough analysis of these factors. In another example, the young person was sofa-surfing, estranged from their mother, a frequent cannabis user and had substantial childhood trauma, yet the case was recorded as having no safety and wellbeing concerns.

Risk of harm to others was classified accurately in 83 per cent of cases. There had been sufficient attention to analysing appropriate controls and interventions to

manage or minimise risk of harm to others in all except one case. Effective use was often made of all the appropriate sources of information. Where the risk of harm had been assessed as low, a clear rationale for this was often recorded. There was good consideration of the potential impact of driving offences on others. However, there was not always enough attention to making sure that the assessment was clear to whoever may need to read it. Nor were other relevant incidents always considered, such as a further alleged offence that was still being progressed.

2.2. Planning	Requires improvement
Planning is well-informed, holistic and personalised, actively involving the child or young person and their parents/carers.	

Planning for work to support desistance by the child or young person was good enough in just over two-thirds of cases. There were a diverse range of reasons for this. The most common area for improvement was that planning did not give sufficient attention to the wishes and needs of victims. Consideration of restorative justice often took place independently of the formal plan, rather than as part of the objectives agreed with the child or young person.

Most planning took sufficient account of diversity and the wider familial and social context of the child or young person, their strengths and protective factors, and their maturity and motivation to change. This was consistent with the YOT's strengths-based approach to work with children and young people. The need for continued focus on diversity factors was, however, emphasised by one case where the young person had substantial physical and cognitive disabilities. Although these had been recognised, there had been little done to identify ways of working to make it more likely that they would understand the work and be able to respond positively to it.


Planning was proportionate to the circumstances in most cases. The primary areas where planning needed to give greater attention to needs previously identified in the assessment related to education, and to developing the resilience of the child or young person.

Planning to promote the safety and wellbeing of the child or young person, and to keep others safe, were both weak. Some case managers did not have a clear idea of how to use the AssetPlus integrated planning tool to record and integrate these plans, or understand where and how to reflect contingency planning.

The YOT had a high-risk planning forum that gave comprehensive consideration to individual cases. Outcomes from this were not, however, always reflected in the recorded plan either clearly or promptly, so that they were immediately on-hand to anyone who might need to respond to them if the case manager was unavailable.

Similarly, recorded plans often did not integrate and reflect important work undertaken by others, such as social workers, to improve the safety and wellbeing of the child or young person. While such information may be readily available and clear on children's services records, it is important that sufficient links are made to it in the plans recorded in the YOT. This will ensure that everyone working with the child or young person has a clear view of all the work undertaken and can take account of that in their planning and delivery.

Not enough consideration was given during planning to addressing specific concerns or risks related to victims. Sometimes there was also not enough recognition of the importance of engagement in education, particularly in some more difficult cases, in both supporting the safety and wellbeing of the child or young person, and reducing the risk of harm to others.

2.3. Implementation and delivery	Requires improvement
High-quality, well-focused, personalised and coordinated services are delivered, engaging and assisting the child or young person.	

Implementation and delivery of work to support the safety of other people required substantial improvement. The main concern was that there had not been sufficient attention to the protection of actual or potential victims in cases where it was required. This area of work also suffered from the lack of clarity in planning to address the risk of harm to others described in the previous section.

There was also not enough consideration of promoting the safety and wellbeing of the child or young person during delivery and implementation of work. There was not enough attention to ensuring that the interventions identified were delivered, including where they would be delivered by others, and to escalating this to a more senior level to make sure it happened. Reflecting the comments about planning, there was insufficient evidence in YOT records of coordination with others, such as children's services, who were also working to support the safety and wellbeing of the child or young person. In some cases, inspectors described a lack of curiosity about the work delivered by others.

The implementation and delivery of services to support desistance were, however, generally good and often thoughtful. One inspector commented that:

"... work was thoughtful and reflective. It fully addressed the risks presented in this case concerning the likelihood of offending."

Good attention was given to building on the child or young person's strengths and to enhance current protective factors. Consideration was also evident in developing and maintaining an effective working relationship with the child or young person and their parents/carers in almost all cases. This was very encouraging, given our comments elsewhere about staff workloads, and reflected well on the commitment of staff. However, and as in post-court work, more focus was needed on building the resilience of the child or young person.

There had been sufficient focus on enabling and encouraging compliance with the work of the YOT in almost all cases. Where enforcement action was required following non-compliance, case managers took the right actions in all cases. In one positive example where the young person required an interpreter, the case manager arranged for a reminder text message in his own language that could be sent to him.

Some cases needed more attention to promoting opportunities for community integration, including access to other services post supervision. If used well, such

opportunities can become important protective factors against children and young people offending in future.


Where provision of services such as sufficient education, development of an education, health and care plan (EHCP) or access to Child and Adolescent Mental Health Service (CAMHS) had not been addressed in a timely manner, case managers did not always escalate these to managers. This meant that managers did not then have the opportunity to resolve these with partners or escalate them further.

The positive impact of the training that staff had received in trauma-informed approaches to their work was apparent in many cases inspected. Caseworkers showed greater commitment to custodial cases, and a better understanding of their role in these cases, than we often find. In one case the inspector reported that:

“Tremendous effort was made by the case manager during the custodial phase to develop a relationship with R and his mother. This has paid dividends, since following release R has continued to engage positively – something that he had never managed before in the community.”

We found evidence of important progress towards desistance in some cases. There were also cases where the advocacy and support of the YOT education worker had facilitated satisfactory progress, including some reintegration into education.

Case managers understood the children and young people they worked with well. They had good relationship-building and engagement skills. They tried to strike an appropriate balance between providing unconditional support and holding children and young people to account for poor behaviour. There were examples where this had led to improved engagement by the child or young person. In some cases, the quality of working relationships was shown by the willingness of children and young people to make disclosures to their case manager.

2.4. Reviewing	Requires improvement
Reviewing of progress is well-informed, analytical and personalised, actively involving the child or young person and their parents/carers.	

It is important that case managers continually review the effectiveness of their work, check whether children and young people's circumstances have changed, and consider whether there need to be any changes to their plans. This should be an ongoing activity throughout their work, inform a formal response when changes to circumstances are significant, and also involve regular opportunities to reflect on and update the assessment and plan.

The reviewing of work to keep the child or young person, and other people, safe required improvement. Reviews had not always addressed the shortcomings in initial planning identified elsewhere in this report. It had led to changes to the planning in only about half the cases where this was needed, even though written reviews had been completed in about three-quarters of cases.

Children and young people and, where relevant, their parents/carers had been sufficiently involved in reviewing their risk of harm to others in less than half the cases where this was required. There was not always enough attention to ensuring that reviews were informed by input from other agencies - for example, by updating police intelligence. Similarly, reviews of safety and wellbeing did not sufficiently reflect input or intelligence from other partners involved. There was also not enough recognition of and response to ongoing changes in factors related to risk of harm, such as being charged with a further violent offence.

Reviewing of work to support desistance was better, but was sufficient in only two-thirds of cases. There were a broad range of distinct factors contributing to this in individual cases. The main area for improvement was that reviewing should take better account of the views of children and young people and involve them meaningfully. A written review of desistance factors had not been completed in all the cases where this was required. Where there had been clear changes in factors related to desistance, these had been identified and responded to in 80 per cent of cases. Sufficient focus was given, during reviewing, to building on the child or young person's strengths and enhancing protective factors, also in 80 per cent of cases.

One inspector found the following positive approach to reviewing:

"Each session was recorded using a standard set of headings covering its objectives, what happened, what was achieved (including how D responded), whether there were any concerns, and what if anything needed to be changed. This was discussed with D. This gave a live ongoing review of the circumstances, and opportunity for both the case manager and D to reflect and recognise progress. This helped keep D on track. He successfully completed an order for the first time."

These are questions that all case managers should consider after most contacts. If adopted by other case managers, this approach would have the potential to improve reviewing substantially, with minimal additional effort, as well as improving engagement with children and young people.

Summary

Strengths:

- Initial assessments were generally good.
- There was good attention to building positive working relationships with children and young people and their parent/carers.
- Case managers had a good understanding of the children and young people who they worked with.
- Good attention was given to building on the strengths of the child or young person, and enhancing positive factors in their life.
- The delivery of services by YOT staff to promote desistance was good, but with some opportunities for improvement.
- An appropriate response was taken to encouraging engagement by children and young people and responding to non-compliance.

Areas for improvement:

- Staff did not use AssetPlus effectively to support planning for work to manage risk of harm to others, and the safety and wellbeing of the child or young person.
- There was not enough attention to the risk of harm to actual or potential victims.
- Planning and reviewing did not sufficiently reflect the input of other agencies into the work. They also did not always reflect the oversight provided by the YOT risk management meeting.
- The quality of reviewing required improvement, particularly reviewing of risk of harm to others and risks to the child or young person.
- There was not enough recognition of the importance of education to the child or young person, not just in supporting desistance but also in protecting and supporting them and protection of others from harm. There was not enough focus to making sure appropriate education was delivered.



3. Out-of-court disposals

Work with children and young people receiving out-of-court disposals will be more effective if it is well-targeted, planned and implemented. In our inspections we look at a sample of cases. In each of those cases we inspect against four standards.


3.1. Assessment	Requires improvement
Assessment is well-informed, analytical and personalised, actively involving the child or young person and their parents/carers.	

Assessment in out-of-court disposal cases required improvement. Some assessments consisted of little more than interview notes or an aide memoire, rather than a considered assessment. Too many assessments did not give clear consideration to, or stated, the safety and wellbeing factors that applied in the case (including those that could have been identified from other agencies), and this was also not always reflected in the report to the panel. There were too many cases where risk of harm factors were present in the current or previous behaviour (for example, possession of a knife, previous violence, known problems with anger management), but which had not prompted a considered assessment of the risk of harm to others and whether specific actions were needed to address this. Risks to others, and to the child or young person, were, therefore, not always recognised as such in the assessment. In consequence, the level of risk could not always be accurately assessed.

There was not always enough consideration of structural barriers facing the child or young person, and their potential effects on their desistance. Assessments also did not always consider sufficiently the suitability of restorative justice or the needs of the victim, even where the victim had already been contacted.

In many cases, a local assessment tool was used for out-of-court disposal cases; this included the key headings from AssetPlus. If used properly, this would have been fit for purpose. However, despite the options in the tool to identify and consider any safety and wellbeing and risk of harm factors that applied in the case, these were not used well. Where the circumstances of the case indicated that use of AssetPlus would be more appropriate, this was completed.

There was good evidence that case managers had considered diversity and the wider familial context of the child or young person, along with understanding their maturity, ability and motivation to change. Children and young people, and their parents/carers, were meaningfully involved in the assessment process.

3.2. Planning	Requires improvement
Planning is well informed, holistic and personalised, actively involving the child or young person and their parents/carers.	


Planning for work to support the child or young person's desistance was generally sufficient. It was proportionate to the type of out-of-court disposal and capable of being completed within appropriate timescales. Planning considered the views of the child or young person, and took good account of diversity and related factors, maturity and motivation to change. A positive example of this was where a child or young person struggled in group settings and so it was decided to deliver what was normally a group intervention on a one-to-one basis.

There was enough consideration of the needs and wishes of victims in just over half the relevant cases, including some where the wishes of the victim were already known. Consideration of and planning for restorative justice took place independently of the formal assessment and planning, rather than be integrated with it.

Planning for work to keep the child or young person, or others, safe was weak. The opportunity for the YOT to undertake some of this work within an out-of-court disposal is often limited by their short-term and often voluntary nature. However, consideration should still be given to and recorded when referrals to other agencies are needed, how these will be progressed and the contingency plan if they are not successful. This applies particularly to cases where the safety and wellbeing or risk of serious harm to others would have been assessed as medium or higher. Examples of this included evidence of domestic violence towards the child or young person, or indicators that they may be at risk of criminal exploitation.

More attention to the risk to victims was sometimes also needed, in particular where frequent contact with them was likely.

There were, however, also positive examples of liaison with others, including social workers and education providers. In one case, a phased return to school was achieved despite the individual's substantial previous truanting.

3.3. Implementation and delivery	Good
High-quality, well-focused, personalised and coordinated services are delivered, engaging and assisting the child or young person.	

The work with children and young people to support their desistance was generally good. In most cases it took account of the diversity factors that applied to them, and their social and familial context. The interventions used with children and young people were usually appropriate and chosen well.

Case managers understood the children and young people they worked with. There was good engagement with and motivation of them. The skills of one worker were illustrated by an inspector who wrote:

"[she] was very analytical in [her] one-to-one work with J, modifying sessions immediately in response to new information that [she] gained. This enabled J to open up to [her] about difficult things in his life as he felt comfortable with her, and they had developed a positive relationship, knowing that she would also stop if J felt he needed to."

There was good attention to encouraging and enabling compliance by the child or young person with the work of the YOT in all except one case. Work undertaken was proportionate to the type of out-of-court disposal in all except two cases.

Opportunities for community integration, including access to mainstream services, were promoted in three-quarters of cases. This was particularly important due to the short-term and often diversionary nature of many out-of-court disposals. In a positive example, a family intervention worker participated at the end of the intervention to ensure that the child would continue to access support once it ended.

Promotion of the safety and wellbeing of the child or young person needed further attention. The involvement of other agencies should have been better used and coordinated in over a third of cases where this was needed, to ensure that these services were provided once the YOT was no longer involved. For example, in one case the young person was just provided with information, rather than given support to ensure that he attended a service that was needed to improve his wellbeing.

There was not always enough consideration to the specific work or actions needed to protect actual or potential victims. However, in one positive example there was good liaison with others, including a college, to help keep others safe.

3.4. Joint working	Good
Joint working with the police supports the delivery of high-quality, personalised and coordinated services.	

Where assessment was undertaken in advance of the out-of-court disposal, the YOT produced a report to the decision-making panel. The panel consisted of a YOT manager and a police representative. In other cases, the YOT would provide a screening document to the panel, drawn from the various systems to which it had access. This would be considered alongside intelligence and offence details brought by the police. The panel could then decide whether an immediate decision could be made on the outcome, or defer it for further assessment. We observed one panel, and it was clear that it had a good understanding of its role and took this seriously. We were encouraged by its willingness to refer cases to the YOT for assessment before making a decision. As discussed elsewhere in this report, Bristol had not always followed national guidance on the use of assessments where youth conditional cautions (YCCs) and second or subsequent youth cautions (YCs) were considered.

The quality of reports presented to the panel varied considerably, ranging from what one inspector called “superficial” to one that another inspector described as:

| *“fantastic ... very rich ... provided excellent insights into the young person”.*

Recommendations following assessment were appropriate and proportionate, and sufficient to support joint decision-making, in three-quarters of the cases we inspected. Most considered the degree of the child or young person’s understanding of the offence, and the extent to which they acknowledged responsibility. There was also evidence that sufficient consideration was given to how well the child or young person, and their parent/carer, understood the implications of receiving an out-of-court disposal.

The rationale for the decision made by the panel was clearly recorded and available to the case manager in over three-quarters of cases, although there were some where no evidence of the panel deliberations could be found. Inclusion in the case record of the rationale for the decision needed to be more systematic, as it can be important to the way that the case manager then works with the child or young person. It was sometimes unclear to the case manager whether, or when, a YCC had been delivered. Recording this information needs to be systematic, as well as ensuring the provision of a copy of the agreed YCC to the YOT, since these are also important to engagement with a child or young person.

There was sufficient attention to compliance and enforcement of the conditions of the out-of-court disposal in all except one case where this was required. YCC cases require the police to be informed of the outcomes from the intervention work promptly, since they then have a duty to consider further action if the child or young person has not made sufficient effort to meet the conditions. We could not find evidence in the case records that any feedback had been provided in just under half the YCC cases we inspected. We were, however, told that the seconded police officer would chase up any missing feedback routinely.

Summary

Strengths:

- The YOT made an appropriate contribution to joint decision-making.
- Planning was proportionate to the circumstances of an out-of-court disposal and appropriate to individual cases.
- There was good work to support desistance in most cases.
- Case managers understood the children and young people they worked with well.
- There was good attention to achieving positive engagement with children and young people, and to encouraging their compliance.
- There was a good response to diversity factors.

Areas for improvement:

- Assessments were not good enough in many cases.
- Partners did not adhere to national guidance on the need for assessment in youth conditional caution and some youth caution cases.
- Safety and wellbeing needed greater focus in all aspects of out-of-court disposal work.
- Case managers needed to give more attention to the wishes of, and protection, of victims.

Annex 1 - Methodology

The inspection methodology is summarised below, linked to the three domains within our standards framework. Our focus was on obtaining evidence against the standards, key questions and prompts within the framework.

Domain one: organisational delivery

The youth offending team submitted evidence in advance. The Chair of the YOT Management Board and the Director of Children and Family Services delivered a presentation covering the following areas:

- How do organisational delivery arrangements in this area make sure that the work of your YOT is as effective as it can be, and that the life chances of children and young people who have offended are improved?
- What are your priorities for further improving these arrangements?

During the main fieldwork phase, we surveyed individual case managers and volunteers, asking them about their experiences of training, development, management supervision and leadership. Various meetings and focus groups were then held, allowing us to triangulate evidence and information. In total, we held 13 meetings.

Domain two: court disposals

We completed case assessments over a one-week period, examining case files and interviewing case managers. Sixty per cent of the cases selected were those of children and young people who had received court disposals six to nine months earlier, enabling us to examine work in relation to assessing, planning, implementing and reviewing.

We examined 30 post-court cases. The sample size was set to achieve a confidence level of 80 per cent (with a margin of error of 5), and we ensured that the ratios for gender, sentence or disposal type, risk of serious harm, and risk to safety and wellbeing classifications matched those in the eligible population.

Domain three: out-of-court disposals

We completed case assessments over a one-week period, examining case files and interviewing case managers. Forty per cent of cases selected were those of children and young people who had received out-of-court disposals three to 11 months earlier. This enabled us to examine work in relation to assessing, planning, implementing and joint working.

We examined 19 out-of-court disposals. The sample size was set to achieve a confidence level of 80 per cent (with a margin of error of 5), and we ensured that the ratios for gender, sentence or disposal type, risk of serious harm, and risk to safety and wellbeing classifications matched those in the eligible population.

Ratings

Details of how our ratings system work can be found here:

<https://www.justiceinspectorates.gov.uk/hmiprobation/wp-content/uploads/sites/5/2018/05/Youth-guidance-manual-external.pdf>

Annex 2 – Inspection results

1. Organisational delivery

Standards and key questions	Rating
1.1. Governance and leadership The governance and leadership of the YOT supports and promotes the delivery of a high-quality, personalised and responsive service for all children and young people.	Good
1.1.1. Is there a clear local vision and strategy for the delivery of a high-quality, personalised and responsive service for all children and young people?	
1.1.2. Do the partnership arrangements actively support effective service delivery?	
1.1.3. Does the leadership of the YOT support effective service delivery?	
1.2. Staff Staff within the YOT are empowered to deliver a high-quality, personalised and responsive service for all children and young people.	Requires improvement
1.2.1. Do staffing and workload levels support the delivery of a high-quality, personalised and responsive service for all children and young people?	
1.2.2. Do the skills of YOT staff support the delivery of a high-quality, personalised and responsive service for all children and young people?	
1.2.3. Does the oversight of work support high-quality delivery and professional development?	
1.2.4. Are arrangements for learning and development comprehensive and responsive?	
1.3. Partnerships and services A comprehensive range of high-quality services is in place, enabling personalised and responsive provision for all children and young people.	Requires improvement
1.3.1. Is there a sufficiently comprehensive and up-to-date analysis of the profile of children and young people, to ensure that the YOT can deliver well-targeted services?	

- 1.3.2. Does the YOT partnership have access to the volume, range and quality of services and interventions to meet the needs of all children and young people?
- 1.3.3. Are arrangements with statutory partners, providers and other agencies established, maintained and used effectively to deliver high-quality services?

1.4. Information and facilities

Good

Timely and relevant information is available and appropriate facilities are in place to support a high-quality, personalised and responsive approach for all children and young people.

- 1.4.1. Are the necessary policies and guidance in place to enable staff to deliver a quality service, meeting the needs of all children and young people?
- 1.4.2. Does the YOT's delivery environment(s) meet the needs of all children and young people and enable staff to deliver a quality service?
- 1.4.3. Do the information and communication technology (ICT) systems enable staff to deliver a quality service, meeting the needs of all children and young people?
- 1.4.4. Is analysis, evidence and learning used effectively to drive improvement?

2. Court disposals

Standards and key questions

**Rating
and % yes**

2.1. Assessment

Good

Assessment is well-informed, analytical and personalised, actively involving the child or young person and their parents/carers.

- | | |
|--|-----|
| 2.1.1. Does assessment sufficiently analyse how to support the child or young person's desistance? | 77% |
| 2.1.2. Does assessment sufficiently analyse how to keep the child or young person safe? | 70% |
| 2.1.3. Does assessment sufficiently analyse how to keep other people safe? | 83% |

2.2. Planning Planning is well-informed, holistic and personalised, actively involving the child or young person and their parents/carers.	Requires improvement
2.2.1. Does planning focus sufficiently on supporting the child or young person's desistance?	69%
2.2.2. Does planning focus sufficiently on keeping the child or young person safe?	48%
2.2.3. Does planning focus sufficiently on keeping other people safe?	56%
2.3. Implementation and delivery High-quality, well-focused, personalised and coordinated services are delivered, engaging and assisting the child or young person.	Requires improvement
2.3.1. Does the implementation and delivery of services effectively support the child or young person's desistance?	76%
2.3.2. Does the implementation and delivery of services effectively support the safety of the child or young person?	68%
2.3.3. Does the implementation and delivery of services effectively support the safety of other people?	50%
2.4. Reviewing Reviewing of progress is well-informed, analytical and personalised, actively involving the child or young person and their parents/carers.	Requires improvement
2.4.1. Does reviewing focus sufficiently on supporting the child or young person's desistance?	67%
2.4.2. Does reviewing focus sufficiently on keeping the child or young person safe?	52%
2.4.3. Does reviewing focus sufficiently on keeping other people safe?	55%

3. Out-of-court disposals

Standards and key questions	Rating and % yes
3.1. Assessment Assessment is well-informed, analytical and personalised, actively involving the child or young person and their parents/carers.	Requires improvement
3.1.1. Does assessment sufficiently analyse how to support the child or young person's desistance?	63%
3.1.2. Does assessment sufficiently analyse how to keep the child or young person safe?	47%
3.1.3. Does assessment sufficiently analyse how to keep other people safe?	47%
3.2. Planning Planning is well-informed, holistic and personalised, actively involving the child or young person and their parents/carers.	Requires improvement
3.2.1. Does planning focus sufficiently on supporting the child or young person's desistance?	76%
3.2.2. Does planning focus sufficiently on keeping the child or young person safe?	57%
3.2.3. Does planning focus sufficiently on keeping other people safe?	64%
3.3. Implementation and delivery High-quality, well-focused, personalised and coordinated services are delivered, engaging and assisting the child or young person.	Good
3.3.1. Does the implementation and delivery of services effectively support the child or young person's desistance?	76%
3.3.2. Does the implementation and delivery of services effectively support the safety of the child or young person?	64%
3.3.3. Does the implementation and delivery of services effectively support the safety of other people?	64%

3.4. Joint working Joint working with the police supports the delivery of high-quality, personalised and coordinated services.	Good
3.4.1. Are the YOT's recommendations sufficiently well-informed, analytical and personalised to the child or young person, supporting joint decision-making?	78%
3.4.2. Does the YOT work effectively with the police in implementing the out-of-court disposal?	89%

Annex 3 – Glossary

AssetPlus Asset+	Assessment and planning framework tool developed by the Youth Justice Board for work with children and young people who have offended, or are at risk of offending, that reflects current research and understanding of what works with children.
CAMHS	Child and Adolescent Mental Health Service: services provided locally by the NHS for the assessment and treatment of children and young people who may have emotional, behavioural or mental health difficulties.
CSE and CE	Child sexual exploitation: a type of child abuse, occurring when a child or young person is encouraged, forced and manipulated to take part in sexual activity for something in return, for example, presents, drugs, alcohol or emotional attention. Criminal exploitation: occurs when children and young people are exploited, forced or coerced into committing crimes.
Court disposals	The sentence imposed by the court. Examples of youth court disposals are referral orders, youth rehabilitation orders and detention and training orders (explained below).
Desistance	The cessation of offending or other antisocial behaviour.
EHCP	Education, health and care plans: replaced special educational needs statements. EHCPs are based on detailed assessments and specify additional educational support needed by individual children and young people.
Enforcement	Action taken by a case manager in response to a child or young person's failure to comply with the actions specified as part of a community sentence or licence. Enforcement can be punitive or motivational.
HMIP	Her Majesty's Inspectorate of Probation.
Implementation and delivery	The way a plan of work with a child or young person is enacted.
Intervention	The work undertaken by the YOT or other agency directly with the child or young person to change their behaviour.
Joint working	Agencies and services working together towards an agreed shared goal.

LSCB	Local Safeguarding Children Board: a multi-agency body set up in every local authority to coordinate local work to safeguard children and young people. It should confirm the effectiveness of member organisations both individually and when working together. Each LSCB has an independent chair.
MAPPA	Multi-agency public protection arrangements: where probation, police, prison and other agencies work together locally to manage offenders who pose the highest risk of harm to others. Level 1 is single agency management where the risks posed by the offender can be managed by the agency responsible for the supervision or case management of the offender. Levels 2 and 3 require active multi-agency management.
National Standards for Youth Justice	Issued by the Youth Justice Board, they outline the minimum contact levels and timescales for key tasks in the YOT's delivery of court orders.
O OCD	Out-of-court disposal: the resolution of a normally low-level offence, where it is not in the public interest to prosecute, through a community resolution, youth caution or youth conditional caution
Personalised	A personalised approach is one in which services are tailored to meet the needs of individuals, giving people as much choice and control as possible over the support they receive. We use this term to include diversity factors.
Planning	A plan of interventions and other activities, normally informed by assessment and agreed with the child or young person, that is designed to reduce the likelihood of future offending and to protect the child or young person and others from harm.
PSR	A pre-sentence report is produced by the YOT to provide advice to the sentencing court, following YOT assessment of the child or young person.
Referral order	A sentence used with some children and young people who have pleaded guilty. Volunteers representing the community work with the child or young person to develop a plan of work to prevent offending and repair harm.
Reparation	Work by young people who have offended in repairing the harm they have caused to victims or the community. The type of reparation provided should be based on the victim's wishes, where possible.
Restorative justice	Work where the child or young person undertakes some work intended to repair the harm that has been caused.

	Where possible, this is in response to the wishes of the victim.
Risk of Serious Harm	Risk of Serious Harm (ROSH) is a term used in AssetPlus. All cases are classified as presenting either a low/medium/high/very high risk of serious harm to others. HMI Probation uses this term when referring to the classification system, but uses the broader term 'risk of harm' when referring to the analysis to determine the classification level. This helps to clarify the distinction between the probability of an event occurring and the impact/severity of the event. 'Risk of serious harm' only incorporates 'serious' impact, whereas using 'risk of harm' enables the necessary attention to be given to those young offenders for whom lower impact/severity harmful behaviour is probable.
Safeguarding	A wider term than child protection that involves promoting a child or young person's health and development, and ensuring that their overall welfare needs are met.
Safety and wellbeing	AssetPlus replaced the assessment of vulnerability with a holistic outlook of a child or young person's safety and wellbeing concerns. This assessment is defined as "those outcomes where the young person's safety and wellbeing may be compromised through their own behaviour, personal circumstances or because of the acts/omissions of others" (<i>AssetPlus Guidance</i> , 2016).
YC	Youth caution: a caution accepted by a child or young person following admission to an offence where it is not considered to be in the public interest to prosecute the offender.
YCC	Youth conditional caution: as for a youth caution, but with conditions attached that the child or young person is required to comply with for up to three months. Non-compliance may result in prosecution for the original offence.
YOT/YOS	Youth offending team is the term used in the Crime and Disorder Act 1998 to describe a multi-agency team that aims to reduce youth offending. YOTs are known locally by many titles, such as youth justice service (YJS), youth offending service (YOS) and other generic titles that may illustrate their wider role in the local area in delivering services for children and young people.
YOT management board	The YOT management board holds the YOT to account to ensure it achieves the primary aim of preventing offending by children and young people.

YRO	Youth rehabilitation order: the most frequently used community sentence for children and young people. Most YROs include a condition that the child or young person works with the YOT to address their offending behaviour.
YJB	Youth Justice Board: government body responsible for monitoring and advising ministers on the effectiveness of the youth justice system. Provider of grants and guidance to the youth offending teams.



HM Inspectorate of Probation
1 Bridge Street West
Civil Justice Centre
Manchester
M3 3FX

ISBN: 978-1-84099-825-2