



Inspection of
Youth
Offending

Archwilio Rhaglen Troseddwyr Ifanc



Arolygiad ar y Cyd Cyfiawnder Troseddol

Core Case Inspection of youth offending work in England and Wales

Report on youth offending
work in:

Sunderland

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Foreword

This Core Case Inspection of youth offending work in Sunderland 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 68% 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 68% of the time, and the work to make each individual less likely to reoffend was done well enough 68% of the time. A more detailed analysis of our findings is provided in the main body of this report, and summarised in a table in Appendix 1.

These figures can be viewed in the context of our findings from the region inspected so far. To date, the average score for *Safeguarding* work has been 63%, with scores ranging from 38%-82%, the average score for *Risk of Harm* work has been 57%, with scores ranging from 36%-85%, and the average score for *Likelihood of Reoffending* work has been 65%, with scores ranging from 50%-82%.

Overall, we consider this an encouraging set of findings. We think that Sunderland YOS has good prospects for the future, on the basis that the staff team are committed and competent, and have the full support of enthusiastic and capable managers who are constantly striving to improve performance.

Andrew Bridges
HM Chief Inspector of Probation

January 2010

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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 <i>Safeguarding</i> 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: 68%	Comment: MODERATE improvement required

Public Protection – Risk of Harm score:	
This score indicates the percentage of <i>Risk of Harm</i> 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: 68%	Comment: MODERATE improvement required

Public Protection – Likelihood of Reoffending score:	
This score indicates the percentage of <i>Likelihood of Reoffending</i> work that we judged to have met a sufficiently high level of quality.	
Score: 68%	Comment: MODERATE 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, using Asset, is completed when the case starts (Chair of Management Board)
- (2) a good quality assessment of the individual's *Risk of Harm to others* is completed at the start, which includes an analysis of all harm-related behaviour rather than a description (YOS Manager)
- (3) risk management plans and vulnerability management plans are completed on time and are good quality. They clarify the roles and responsibilities of staff, and include planned responses to changes in the *Risk of Harm* or vulnerability of the child or young person (YOS Manager)
- (4) 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, and the interventions undertaken with each individual are sequenced appropriately to their needs (YOS Manager)
- (5) there is evidence in the file of regular quality assurance by management, as appropriate to the specific case, with discussions and actions agreed at the High Risk Strategy Meetings being recorded in the relevant child or young person's file (YOS Manager).

Next steps

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

Service users' perspective

Children and young people

Twenty four children and young people completed a questionnaire for the inspection.

- ◇ Children and young people said that staff explained what would happen when they came to the YOS.
- ◇ Most children and young people felt that the YOS staff had been interested in helping them, and staff had listened to what they had to say.
- ◇ All except one child or young person felt that the YOS took action to deal with things they needed help with.
- ◇ Less than half of the children and young people remembered being given a copy of their supervision or sentence plan.
- ◇ Almost all children and young people felt positive about the service given to them by the YOS.

Victims

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

- ◇ All except one of the victims felt that the YOS had explained the services it could offer.
- ◇ Every victim thought the YOS had taken their needs into account.
- ◇ All victims stated that they had the chance to talk about any worries they had about offence or about the child or young person who had committed the offence.
- ◇ Approximately half of the victims benefited from any work done by the child or young person who committed the offence.
- ◇ Although most victims felt that the YOS had paid attention to their safety, one did not feel that this was the case.
- ◇ Overall, ten of the 14 victims were 'completely satisfied' with the service given by the YOS.

Sharing good practice

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

Assessment and Sentence Planning

General Criterion: 1.2

The YOS used a questionnaire with children and young people to explore their attitudes towards others. Completed questionnaires provided useful information about their beliefs or prejudices which were then challenged by their case managers in individual sessions. Entitled 'Some young people think...' eight questions followed that had three response options – agree, disagree, don't know. The questions included: 'that it is ok to call or bully people because of their skin colour, race or religion'; 'that it is ok to choose to be in a relationship with someone of the same sex'; and 'that people from different areas should not mix'.

Delivery and Review of Interventions

General Criterion: 2.2

Sally had been sentenced to a custodial sentence for various offences, including shop thefts, for which she had been banned from the local shopping centre. Victim liaison staff engaged with security staff from the shopping centre and arrangements were made for a formal restorative justice conference to be held in custody. This took place and resulted in the banning order being lifted and a new contract being signed by Sally regarding how she would behave at the shopping centre in the future.

1. ASSESSMENT AND SENTENCE PLANNING

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:

72%

Comment:

MODERATE improvement required

Strengths:

- (1) A RoSH screening was undertaken in 97% of cases, and completed on time in 89% of cases. The screening was accurate in three-quarters of cases.
- (2) All except one relevant case had RoSH analyses completed. Most of the full analyses were completed on time.
- (3) The *RoH* classification recorded by the YOS was judged to have been correct in most cases.
- (4) In 73% of cases the RoSH assessments drew adequately on all appropriate information including MAPPAs, other agencies, previous assessments, and information from victims.
- (5) Almost all cases which required a RMP had one.

Areas for improvement:

- (1) Less than half of the full RoSH analyses were completed to a sufficient quality. Reasons for insufficiency included previous relevant behaviour not being considered, lack of attention to the risk to victims and an overall lack of analysis of the harm-related behaviour.
- (2) Just over half of the RMPs were completed on time. Less than half were of sufficient quality. Some plans had not specified the roles and responsibilities of staff. Others lacked clarification of the planned response to be taken if *RoH* increased or risk-related behaviours occurred.
- (3) There was a lack of evidence of appropriate communication of all details of the RoSH assessment and management to relevant staff and agencies. Whilst High Risk Strategy Meetings were held for all high and very high *RoH* cases, there was no recording of these meetings within the child or young person's

case record, and some case managers appeared unaware of the content of the meetings.

- (4) Effective management oversight of *RoH* assessments was evident in 44% of cases. In some cases this was due to a lack of recording within the case records by managers to indicate their oversight. In other cases *RoH* assessments had been signed off when we considered them to have been of insufficient quality.

1.2 Likelihood of Reoffending:	
<p>General Criterion:</p> <p><i>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.</i></p>	
<p>Score:</p> <p>69%</p>	<p>Comment:</p> <p>MODERATE improvement required</p>

Strengths:

- (1) All cases had an initial assessment of LoR, and it was completed on time in 89% of cases.
- (2) Case managers had often liaised with other relevant agencies to complete the initial assessment of LoR, although this wasn't always well evidenced in the case record.
- (3) Completion of the *What do YOU think?* form by children and young people contributed to the initial assessment of LoR in just over two-thirds of cases.
- (4) Intervention plans/referral order contracts existed for all those cases that required them. 89% of them were completed on time, and 79% sufficiently addressed factors linked to offending. 73% of plans included positive factors.
- (5) Children and young people were actively and meaningfully involved in the planning process in 77% of cases, and parents/carers were involved in two-thirds of cases. Relevant external agencies were actively and meaningfully involved in most cases.
- (6) Intervention plans gave clear shape to the order (77%); focused on achievable change (88%); reflected sentencing purposes (93%); set relevant goals (88%); set realistic timescales (75%); and met the requirements of the national standard in 88% of cases.
- (7) Initial assessments were reviewed appropriately in 82% of cases and intervention plans were reviewed appropriately in 68% of cases.

Areas for improvement:

- (1) There was evidence of active engagement to carry out the initial assessment of LoR with the child or young person in approximately two-thirds of cases, and active engagement with parents/carers in a little over half of relevant cases.
- (2) The initial assessment of LoR was completed to a sufficient standard in just over two-thirds of cases. A number of cases were considered insufficient because they had been completed late. In several cases the insufficiency was due to unclear or insufficient evidence being recorded, with some cases having offending-related factors that were scored too low on Asset compared with the evidence.
- (3) Case managers assessed the learning styles of children and young people in just one-quarter of cases.
- (4) Intervention plans integrated RMPs in only 39% of relevant cases; took into account Safeguarding needs in just 61%, and incorporated the child or young person's learning needs/style in 33% of cases.

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:

66%

Comment:

MODERATE improvement required

Strengths:

- (1) Asset vulnerability screenings were completed in all except two cases, and 89% of them were completed on time. 70% of vulnerability screenings were completed to a sufficient quality.
- (2) The Safeguarding needs of children and young people were reviewed as appropriate in 74% of cases.
- (3) VMPs were completed in 74% of the cases that required them.
- (4) A contribution had been made to safeguard children and young people, through the CAF and other assessments and plans, in 63% of relevant cases.

Areas for improvement:

- (1) Where VMPs were completed, they were on time in only 37% of cases, and were of sufficient quality in 44% of cases. In some cases the quality was affected by a lack of clarification of the roles and responsibilities of staff. In several cases the planned response was inadequate.
- (2) VMPs contributed to and informed interventions in less than half of the cases.

OVERALL SCORE for quality of Assessment and Sentence Planning work: 69%

2. DELIVERY AND REVIEW OF INTERVENTIONS

2.1 Protecting the public by minimising Risk of Harm to others:

General Criterion:

All reasonable actions have been taken to protect the public by keeping to a minimum the child or young person's RoH to others.

Score:

68%

Comment:

MODERATE improvement required

Strengths:

- (1) *RoH to others* was reviewed within the required timescales in three-quarters of cases. Changes in *RoH*/acute factors were anticipated wherever feasible and identified swiftly in approximately two-thirds of cases.
- (2) Effective use was made of MAPPA in almost all appropriate cases.
- (3) Case managers and other relevant staff contributed effectively to MAPPA processes and other multi-agency meetings, both in custody and in the community, in most cases.
- (4) Purposeful home visits were carried out throughout the course of the sentence in accordance with the level of *RoH* posed in 74% of cases, and in accordance with Safeguarding issues in 69% of cases.
- (5) Specific interventions to manage *RoH to others* in custody were delivered in 73% of cases, and in the community 64%.
- (6) Appropriate resources had been allocated according to the *RoH* throughout the sentence in 95% of cases.

Areas for improvement:

- (1) *RoH to others* was reviewed following a significant change in only 37% of cases.
- (2) Changes in *RoH*/acute factors were acted on appropriately in only just over half of relevant cases.
- (3) High priority had been given to victim safety in only just over one-third of relevant cases. Full assessments of the safety of victims had not been carried out in half of the cases requiring them.

- (4) Specific interventions to manage *RoH to others* were reviewed following significant change in only 40% of custody and 45% of community cases.

2.2 Reducing the Likelihood of Reoffending:	
General Criterion: <i>The case manager coordinates and facilitates the structured delivery of all elements of the intervention plan.</i>	
Score: 72%	Comment: MODERATE improvement required

Strengths:

- (1) Delivered interventions in the community were implemented in line with the intervention plan (67%); appropriate to the learning style (70%); of good quality (66%); designed to reduce LoR (90%), and incorporated all diversity issues (67%).
- (2) The YOS was involved in the review of interventions in custody in 82% of cases.
- (3) Appropriate resources were allocated according to the assessed LoR throughout the sentence in 93% of cases.
- (4) The RAP had been extended to children and young people on community orders as well as those released from custody. The positive support provided by RAP workers and ISSP staff was evident in many of the cases we inspected.
- (5) Case managers actively motivated and supported children and young people through the sentence in 88% of cases during their time in custody, and in 74% of cases in the community. They reinforced positive behaviour in custody (71%) and in the community (75%).
- (6) There was evidence of active engagement with parents/carers in 88% of appropriate cases in custody, and in 75% of cases in the community.

Area for improvement:

- (1) Interventions delivered in the community were sequenced appropriately in under half of the cases, and reviewed appropriately in 57% of cases.

2.3 Safeguarding the child or young person:

General Criterion:

All reasonable actions have been taken to safeguard and reduce the vulnerability of the child or young person.

Score:

73%

Comment:

MODERATE improvement required

Strengths:

- (1) All necessary immediate action was taken to safeguard and protect the child or young person in 88% of relevant cases in custody, and in 69% of appropriate cases in the community.
- (2) In most cases, where necessary, Safeguarding referrals to other agencies had been made.
- (3) There was good evidence that the YOS workers and other relevant agencies (especially ETE/Connexions, substance misuse services, secure establishments, and accommodation services) worked together to promote the Safeguarding and well-being of children and young people.
- (4) The YOS accommodation officer worked together with case managers to ensure that children and young people had appropriate accommodation on release from custody.
- (5) Specific interventions were identified (90%) and delivered (68%) to promote Safeguarding in the community. Interventions incorporated factors identified in the VMP in 78% of cases in the community.
- (6) In custody, specific interventions to promote Safeguarding were identified, delivered and reviewed as required in 83% of relevant cases.
- (7) All staff supported and promoted the well-being of children and young people throughout the course of the sentence in most cases.

Areas for improvement:

- (1) All necessary immediate action was taken to safeguard and protect other affected children or young people in less than half of the relevant cases in the community.
- (2) Interventions to promote Safeguarding in the community were reviewed as required in only approximately half of the relevant cases.
- (3) There was evidence of effective management oversight of Safeguarding and vulnerability needs in less than half of the cases. Whilst it was part of the risk management policy of the YOS for managers to oversee all cases assessed as

high or very high vulnerability within the High Risk Strategy Meetings, the evidence for this oversight was not clearly recorded within YOIS.

OVERALL SCORE for quality of Delivery and Review of Interventions work: 71%

3. OUTCOMES

3.1 Achievement of outcomes:

General Criterion:

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

Score:

54%

Comment:

SUBSTANTIAL improvement required

Strengths:

- (1) *RoH to others* was successfully managed in 70% of cases.
- (2) All reasonable action had been taken to keep children and young people safe in 82% of relevant cases.

Areas for improvement:

- (1) Children and young people complied with the requirements of the sentence in less than half of the cases.
- (2) In those cases where children and young people had not complied, enforcement action had been taken sufficiently well by the YOS in just under two-thirds of cases.
- (3) A reduction in factors linked to offending was evident in only 38% of cases. A reduction in risk factors linked to Safeguarding was seen in only 35% of relevant cases.
- (4) There did not appear to have been a reduction in the frequency or seriousness of offending in more than half of the cases.

3.2 Sustaining outcomes:

General Criterion:

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

Score:

72%

Comment:

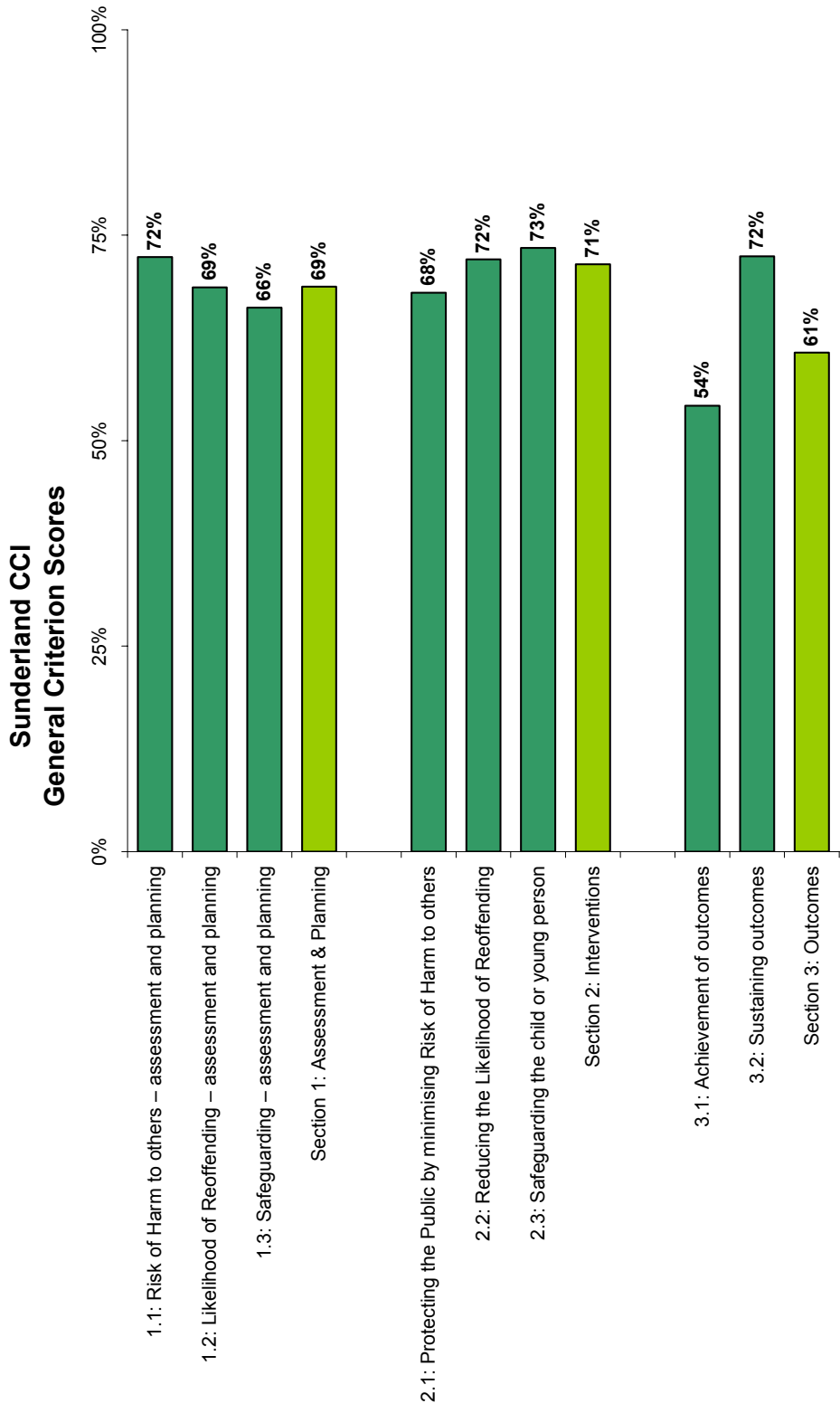
MODERATE improvement required

Strengths:

- (1) Full attention had been given to community integration issues in the majority of cases during the custodial phase and in the community.
- (2) Actions had been taken, or there were plans in place to ensure that positive outcomes were sustainable during the custodial phase of sentence in most cases, and in two-thirds of relevant cases in the community.

OVERALL SCORE for quality of Outcomes work: 61%

Appendix 1: Summary



Appendix 2: Contextual information

Area

Sunderland YOS was located in the North East region of England.

The area had a population of 280,807 as measured in the Census 2001, 10.9% 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 Sunderland was predominantly white British (98.1%). The population with a black and minority ethnic heritage (1.9%) was below the average for England/Wales of 8.7%.

Reported offences for which children and young people aged ten to 17 years old received a pre-court disposal or a court disposal in 2008/2009, at 77 per 1,000, were above the average for England/Wales of 46.

YOS

The YOS boundaries were within those of the Northumbria police and probation areas. The Sunderland Teaching PCT covered the area.

The YOS was located within the Positive Contribution and Economic Well-being section of the Sunderland City Council Directorate of Children's Services. It was managed by the Head of Positive Contribution and Economic Well-being.

The YOS Management Board was chaired by the Director of Children's Services. All statutory partners attended regularly.

The regional ISSP consortium was managed by Sunderland YOS.

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.

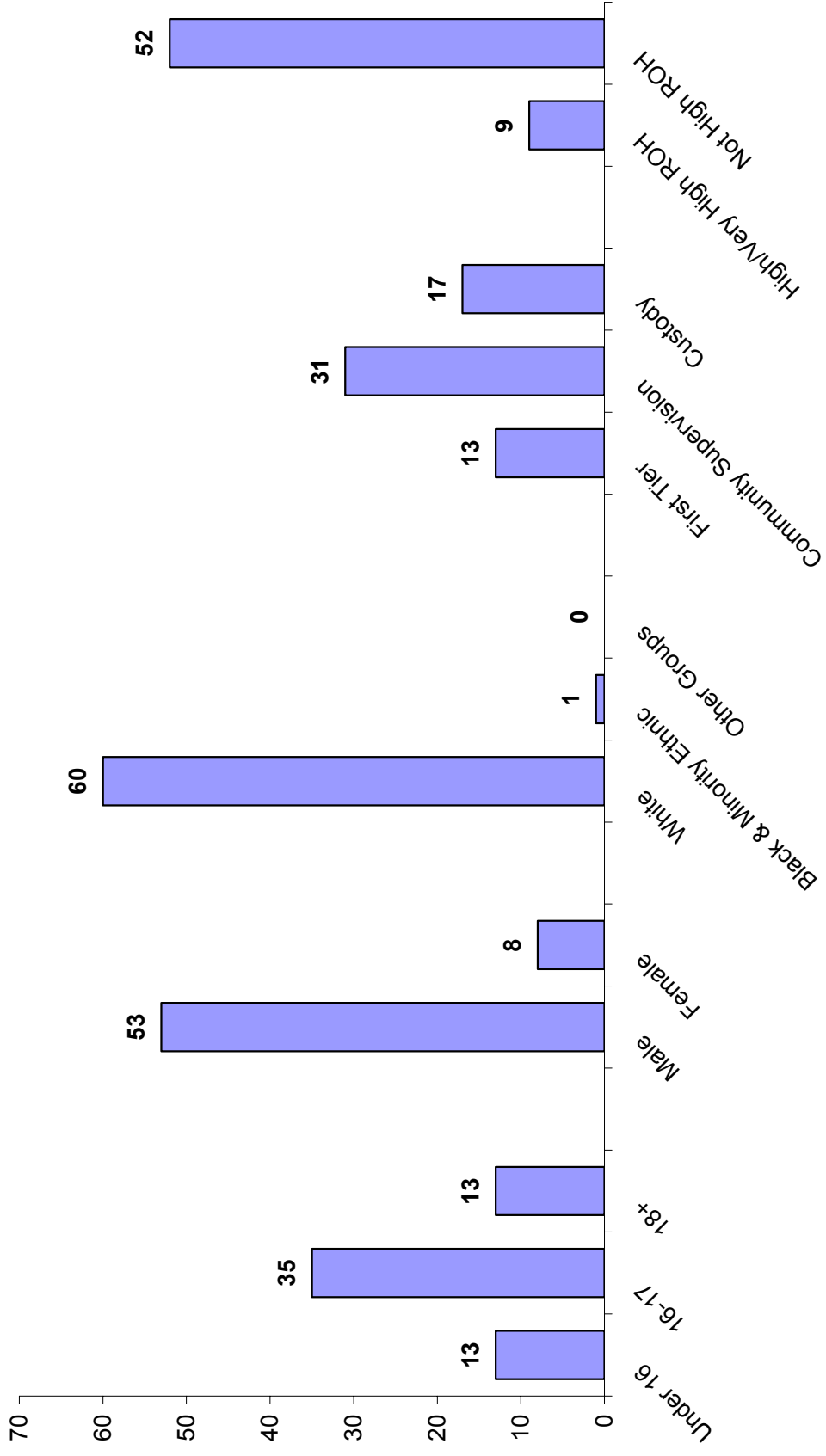
Sunderland's performance on ensuring children and young people known to the YOS were in suitable education, training or employment was 90.5%. This was an improvement on the previous year, and above the England average of 72%.

Performance on ensuring suitable accommodation by the end of the sentence was 99.4%. This was worse than the previous year, but better than the England average of 95%.

The "Reoffending rate after 9 months" was 76%, better than the England average of 85% (See Glossary).

Appendix 3a: Inspection data chart

Case sample information: Sunderland



Appendix 3b: Inspection data

Fieldwork for this inspection was undertaken in October 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 YOS.

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
HM	Her Majesty's
HMIC	HM Inspectorate of Constabulary
HMI Prisons	HM Inspectorate of Prisons
HMI Probation	HM Inspectorate of Probation
Interventions; <i>constructive</i> and <i>restrictive</i> interventions	<p>Work with an individual that is designed to change their offending behaviour and/or to support public protection.</p> <p>A <i>constructive</i> intervention is where the primary purpose is to reduce Likelihood of Reoffending.</p> <p>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.</p> <p>NB. Both types of intervention are important</p>
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 <i>constructive</i> Interventions
LSC	Learning and Skills Council
LSCB	Local Safeguarding Children Board – set up in each local authority (as a result of the Children Act 2004) to coordinate and ensure the effectiveness of the multi-agency work to safeguard and promote the welfare of children in that locality.

MAPPA	Multi-Agency Public Protection Arrangements: where probation, police, prison and other agencies work together locally to manage offenders who pose a higher <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)
PCT	Primary Care Trust
PPO	'Prolific and other Priority Offender' – designated offenders, adult or young, who receive extra attention from the Criminal Justice System agencies
Pre-CAF	This is a simple 'Request for Service' in those instances when a Common Assessment Framework may not be required. It can be used for requesting one or two additional services, e.g. health, social care or educational
PSR	Pre-sentence report – for a court
"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%
RAP	Resettlement and Aftercare Programme
RMP	Risk management plan. A plan to minimise the individual's <i>Risk of Harm</i>
RoH	<i>Risk of Harm to others</i> . See also <i>restrictive Interventions</i>
'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 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.
YOS/T	Youth Offending Service/Team

