

**YOUTH JUSTICE BOARD  
FOR ENGLAND AND WALES**

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**CORPORATE PLAN 2002-03 TO 2004-05  
AND BUSINESS PLAN 2002-03**

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## **FOREWORD**

The Youth Justice Board for England and Wales (YJB) was established by Parliament in 1998 to advise Ministers how to achieve the statutory aim of the youth justice system - which is to prevent offending by children and young people. The Board has powers to identify and promote effective practice, to make grants and to commission secure accommodation and research.

Over the last three years the YJB, working in partnership with others, has succeeded in halving the time from arrest to sentence for persistent young offenders. It has helped establish Yots and fund over 500 local programmes each of which is being evaluated. ASSET has been introduced to ensure that whenever a young person enters the youth justice system they are assessed, the factors in their lives associated with offending are identified and interventions put in place to promote protective factors and reduce the risk of further offending. The YJB has established good relations with managers of Yots and secure facilities for children and young people.

The challenge facing the YJB over the next three years is to identify and promote effective practice to the 10,000 staff in Yots and secure facilities dealing with young offenders as well as to those responsible for identifying young offenders and bringing them to justice. The YJB will establish quality assurance arrangements to help local managers establish how far effective practice is being used. In this way the YJB aims to achieve a virtuous circle: preventing more youth crime; dealing more effectively with young offenders in the community; and reducing the number who need to be bailed and sentenced to secure accommodation.

Once this virtuous circle is established the Board will be able to use the benefits to do more to help local areas prevent youth crime, youth disorder and fear of crime. A 5 per cent saving in spend on secure accommodation for children and young people would enable the YJB to double its spend on activity preventing offending by young people known to be at high risk of offending. Everyone at the YJB is committed to ensuring this can happen as soon as possible.

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## **2 PREVENTING OFFENDING**

2.1 Youth Crime is estimated to cost over £10 billion a year. The total cost of crime has been estimated by the Home Office at £60 billion a year and a quarter of known offenders are under 18.

### **Protecting high risk young people from offending by targeting services**

2.2 Newly published research commissioned by the Youth Justice Board, "Risk and Protective Factors associated with Youth Crime and Effective Interventions to prevent it", provides the opportunity for new thinking on youth crime prevention. The report concludes that a considerable body of research has been identified demonstrating clearly that a firm evidence-based approach to prevention of youth crime is a realistic proposition. Over the next two years the Youth Justice Board will develop a strategy and mechanisms based on this research to provide protection from offending to those children and young people identified as being at highest risk.

### **Police and schools**

2.3 The role of police officers in schools has largely been to provide general classroom input on subjects such as drugs, personal safety and citizenship. There has, however been growing levels of concern over the levels of crime, particularly serious assaults, bullying, drug use, theft and robbery, both within schools and on route to and from schools. Some police forces are basing police officers in schools to act as Community Beat officers, tackling offending behaviour and deliver relevant educational inputs. To determine whether this innovative approach is effective in reducing youth crime in and around schools the Youth Justice Board plans to establish and evaluate pilot schemes in secondary schools and their 'feeder' primary schools, in a number of police force areas.

2.4 Authorised school absence, as well as exclusion and truancy, is a highly significant

predictor of youth crime rates and areas of high non-attendance at school also have high youth crime. The YJB will seek opportunities to promote participation in education or training by all children and young people.

### **Young victims and witnesses**

2.5 The youth justice system needs the active participation of victims and witnesses to help identify and convict young offenders. Many of these are themselves young. So work will be undertaken over the next year to prepare guidance for youth offending teams and other agencies to promote appropriate support for children and young people who are victims and witnesses.

### **Youth Inclusion**

2.6 Many of the problems created by young people are caused by a relatively small number living in deprived, high crime neighbourhoods. They cause disproportionate problems for the communities they live in and for the police, school, social services and other public services. The Youth Inclusion Programme aims to provide a constructive way of seeking to involve the most difficult, hardest to reach young people and to reduce their offending, truancy and exclusion. The Board has established 70 YIPs in deprived neighbourhoods across England and Wales, targeting the 50 young people between the ages of 13 and 16 who are at greatest risk of social exclusion. Projects provide a structured and supervised range of preventive activities and assistance based on evidence of what works.

2.7 Independent evaluators report that the programme is having a positive impact on its objectives with, for example, a 30 per cent reduction in arrests after a young person's engagement in the project and falls in crime of between 14 and 32 per cent, with the largest decreases being for burglary, theft and handling offences. Projects have also been very positively received by the local police, communities and the young people themselves. The Board will build on these findings during 2002-03, seeking to ensure that performance against objectives is driven up and, in particular, that crime in the YIP areas is reduced by 30 per cent in at least two thirds of the projects by March 2003 when current funding ends.

## **Splash schemes**

2.8 During school vacations the Board has successfully run a number of 'Splash' schemes during school holidays in areas of deprivation that have provided at risk youngsters with constructive activity and been influential in reducing crime in comparison with the recent historical norms. The Board will continue to fund these programmes during 2002 and actively seek new sources of funds to maintain and broaden the approach in later years.

## **Positive Futures**

2.9 The Board will continue its active support of Positive Futures, a joint preventive initiative with Sport England, the Home Office Drugs Strategy Unit and the Football Foundation. The programme aims to use sport to reduce anti-social behaviour, crime and drug misuse among 10-16 year olds within deprived neighbourhoods. The initiative currently funds 57 schemes of which 26 are based within the Board's Youth Inclusion neighbourhoods. In addition the Football Foundation, in conjunction with NACRO, anticipate funding up to 16 Positive Futures projects per year where football will be the primary sport.

2.10 National evaluation of the Positive Futures programme is paramount for the purpose of both identifying and disseminating effective practice. A Sporting Impact Management Information System (SIMIS) is currently being trialed in 6 Positive Futures projects and will provide information about the extent to which national objectives are being met. It is anticipated that SIMIS will roll out to remaining projects from early January 2002 onwards.

## **Links with Arts**

2.11 The Youth Justice Board will develop a comparable partnership with the Arts Council to promote the use of arts to engage, inspire and train young people. A YJB/Arts Council conference to develop this work is arranged for March 2002.

## **Effective practice in preventing offending by children and young people**

2.12 Research evidence highlights the need for early and positive intervention in the lives of those children most at risk of offending and other anti-social behaviour. The Board will, in partnership with the Children and Young People's Unit, pilot pre-crime at risk panels to identify those young people and refer them to appropriate services. The pilot will be evaluated.

## **Voluntary organisations**

2.13 The Board recognises that the capacity and expert skills within the voluntary sector are an essential element of the youth justice system. It will encourage voluntary organisations to promote preventive work and will adhere to the Compacts with the voluntary sector.

## **Volunteers**

2.14 The Board will increase the number of community volunteers working in the youth justice system between 2001 and 2003 by funding the recruitment, training and management of at least 10,000 volunteers to help with youth offending panels, mentoring and appropriate adult services.

## **Business plan for preventing offending by children and young people**

**In 2002-03 the Board will:**

- **Monitor the percentage of young people who self report offending compared with the previous year;**
- **Develop effective practice guidelines on preventing youth crime for Yots and relevant agencies by March 2003;**
- **Identify and promote effective practice in identifying and dealing with young offenders;**
- **Identify mainstream social inclusion programmes and instigate work with them to include effective practice within their programmes;**
- **Support 70 Youth Inclusion schemes and produce an evaluation by March 2003;**
- **Support 24 Positive Futures schemes and producing evaluations by March 2003, supporting an additional 33 projects from January 2002;**
- **Support and evaluate 150 Splash schemes;**
- **Fund programmes to bring 10,000 volunteers into the youth justice system by March 2003 to help as youth offending panel members, appropriate adults, and as mentors to help young people with literacy and numeracy and to engage effectively with disaffected young people from ethnic minorities;**
- **Develop a *protection from offending* strategy and mechanisms to identify those children and young people at the highest risk of offending to enable constructive and supportive interventions to be introduced into their lives before they enter the criminal justice system;**
- **Establish pilot schemes to evaluate the provision of full time deployment of police officers within schools; and**
- **Organise, in partnership with the Children and Young People's Unit, pilot preventive panels in at least four areas by March 2003.**

### 3. MANAGING THE YOUTH JUSTICE SYSTEM

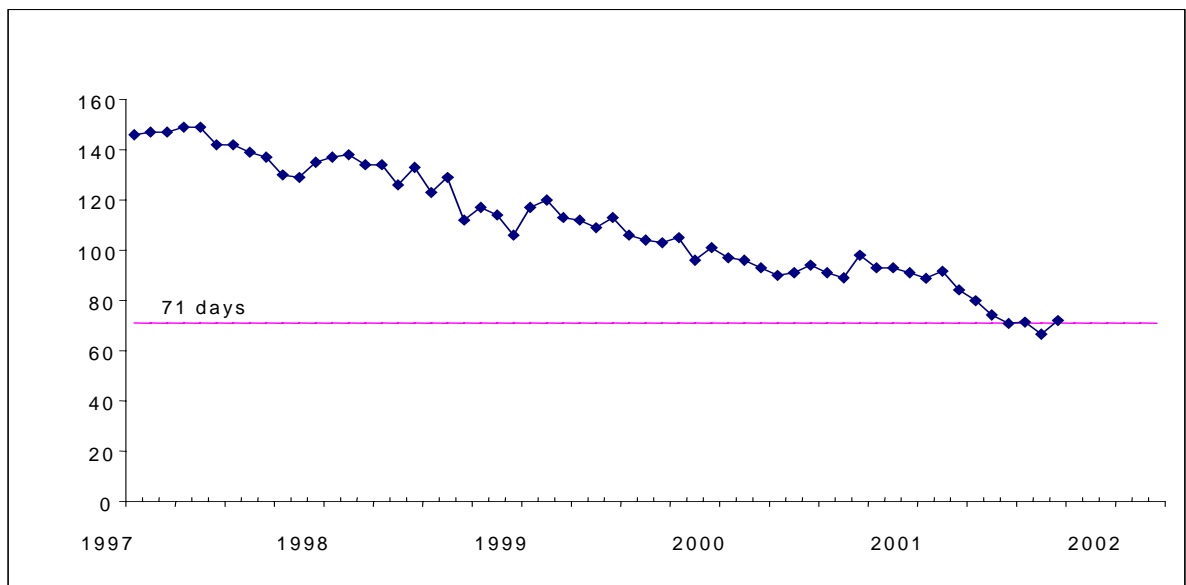
#### Persistency and attrition

3.1 Young people believe the most effective way of preventing offending is the fear of being caught. The Board aims to increase over the period of the plan the number of times that young offenders are brought to justice. The Board is working closely with the Home Office to develop consistent performance targets and measurement systems for the adult as well as the youth justice systems. The Board will work with the police, CPS, Yots and other agencies to identify and promote effective practice.

#### Tackling delays

3.2 The Board has succeeded in delivering the 1997 Government pledge to halve the time from arrest to sentence for persistent young offenders. The average time was 142 days in 1996 and had dropped to 70 days by the third quarter of 2001.

#### **Average time from arrest to sentence for persistent young offenders**





3.3 The YJB will build on this work in delivering the PYO pledge to ensure that delays are reduced for all young defendants appearing in the youth court to an average of 51 days with 80 per cent of initial guilty, not guilty and committal cases dealt with in specified times. Support will be provided to help local agencies to analyse performance, focus on unnecessary delay and promote joint working. A new tool for measuring delays will be delivered that combined the Times Interval Survey and case Tracker systems to provide a combined measurement and live case management system.

#### Referral orders

3.4 Referral Orders were piloted in seven areas of England and Wales from summer 2000 to the end of March 2001 and will be implemented nationally on 1<sup>st</sup> April 2002. As with the lessons learned from the pilots, the Board will continue to use quality assurance measurements to ensure that this innovative approach to dealing with youth offending is successful, both in terms of involving local communities and effective in reducing youth offending.

3.5 The Board will:

- offer training, support and guidance to Yot staff;
- offer appropriate support to Community Panel Members and develop an accreditation process that enables Panel members who want a qualification for their training to gain one;
- ensure that Yots develop a wide range of interventions that effectively addresses the offending needs of young people who comes before the Panels.

#### Intensive supervision and surveillance

3.6 The Board will fund 41 intensive supervision and surveillance programmes (ISSP) involving 84 Yots. ISSP has two key elements: effective surveillance by

electronic monitoring, the police or other agencies and intensive programmes to tackle the risk factors and promote preventive factors to reduce the prospect of further offending.

3.7 Once all the schemes are operating at full capacity in mid 2002-03 they will be supervising at least 2,500 young offenders each year. The Board will ensure that all schemes are running effective, authentic ISSP schemes to the levels of supervision and surveillance laid down by the Board. It will also monitor the referral rate onto each scheme and the total number of young being supervised by each scheme on a monthly basis through a monthly data collection system. National supporters will continue to be employed to provide guidance, advice and direction to local schemes. This will include undertaking work to ensure that the schemes are operating to full capacity. National evaluators will assess the success of the schemes, including their impact on reconviction rates, providing an interim evaluation by July 2003 and a final evaluation by July 2004.

#### Remand management

3.8 The Board wishes to see a greater use made of bail supervision and support, remand fostering and other community accommodation to reduce the unnecessary use made of custodial and secure remands. The measures the Board will undertake to achieve a reduction in the number of young offenders remanded to secure facilities include:

- ensuring more effective remand management by Yots, including the provision of robust bail supervision and support programmes to national standards and encouraging greater provision of remand fostering, hostel and other accommodation in the community;
- ensuring a robust system for monitoring those remanded in custody to assist with bail applications if appropriate on the next court appearance;
- setting targets for all Yots to reduce the use of custodial and secure remands, and monitoring performance against them;

- supporting Yot workers to conduct remand review in secure establishments; and
- providing half yearly trends on remand data to courts and Yots.

#### Managing demand for custody

3.9 The Board wishes to see a greater use made of the intensive community programmes that it has funded, and which it regards as more effective in tackling offending behaviour than short custodial sentences. This would lead to corresponding reduction in the use of custodial sentences that would in turn allow the secure estate to work in a more effective manner and allow funds to be invested in preventing offending by children and young people.

3.10 The Board will undertake a series of measures to make it possible to reduce the number of young offenders sentenced to secure facilities. These include:

- ensuring that interventions in support of final warnings are effective;
- rolling out referral orders nationally in April 2002;
- ensuring that community sentences are robust and provide effective penalties;
- providing better information for magistrates and judges;
- ensuring the effective roll out of Intensive Supervision and Surveillance programmes (ISSP) and providing the base for expansion;
- promoting effective communication between Yots and the magistracy and judiciary on the content of community sentences;
- publishing twice-yearly data on relative use of community and custodial sentences in different areas;
- setting targets for all Yots to reduce the use of custodial sentencing and monitoring performance against them;
- abating Yot grants for excessive use of custodial sentencing;
- evaluating the use of electronic monitoring and widening its use if the current pilots are effective; and

- visits by Board members and senior staff to areas with high rates of custody.

### Diversity

3.11 The Board will address discrimination within the youth justice system. It will consider the impact discriminatory factors may have in increasing the risk of young people becoming engaged in anti social and criminal activity and the consequences for youth justice. The Board aims to ensure that young people, their families, victims and the community receive services that are appropriate to their needs and which engender confidence in the youth justice system. To achieve this the Board will:

- provide and promote training in the use of the Board's Equality Guidance for managers and staff in Yots and the Secure Estate;
- monitor the ethnic backgrounds of Youth Offender Panel memberships compared to that of their local communities;
- develop effective practice guidance in working with young offenders from minority ethnic groups.

3.12 African-Caribbeans are over-represented throughout the system up to and including acquittal by the court. The Board will continue to monitor the progress of different ethnic groups through the youth justice system. It will conduct qualitative and quantitative research study of minority ethnic young people's experience of the youth justice system from arrest through to sentencing and service provisions. The Board has committed itself to the Commission for Racial Equality (CRE) Leadership Challenge and is working jointly with the CRE in evaluating its systems, processes and work. The Board will also produce youth justice staffing data for the Home Office Section 95 and Race Equality in Public Services Reports.

### Education

3.13 There is a high correlation between non-attendance at school or training and offending by young people and education is among the risk factors that is most often identified by youth offending teams for young people entering the youth justice system on the first few occasions. The Board will work with the Department for Education and Skills and the new Connexions service to ensure young offenders are in education during and at the end of sentence.

3.14 The literacy and numeracy levels of young people under 18 entering secure facilities is poor: half function at or below the numeracy level of the average seven year old; two thirds have a reading age that of an average 11 year old. The Board is developing materials to address these severe literacy and numeracy deficits. Over the Corporate Plan period it will seek to spread use of the materials throughout the secure estate and monitor their use. At least 15 hours a week education or training will be provided to young people in secure facilities during 2003-04.

### Health

3.15 90 per cent of young people in custody have a mental health or substance misuse problem. The Board will work with the Department of Health and Children and Young People's Unit to improve access to health care for young people in the youth justice system and, in particular, to child and adolescent mental health services. At present there are children in custody who would be sectioned to secure mental health beds if they were available.

3.16 The Board will address delays and access to psychiatric reports to court. It will develop a mental health assessment tool and mental health awareness training for all Yot and secure staff. It will identify and promote effective practice in joint work between child and adolescent mental health services, Yots and secure facilities; seek improvements to health, including mental health, services within secure facilities; and promote appropriate use of the Mental Health Act to deal with young people with severe mental health problems.

### Substance abuse

3.17 Drug and alcohol misuse is widespread among young people: 15 per cent of 11-16 year olds at school have tried class B drugs (cannabis, amphetamine); 5 per cent have tried class A drugs. Among excluded pupils drug use is 4 times higher. A significant

minority of those who use substances can be drawn into crime as a result of their substance misuse, with substantial costs to victims. Offences may be committed under the influence of alcohol or drugs, or may be acquisitive in order to finance drug use. Young offenders are a vulnerable and high-risk group for substance misuse and dependence. The available research and evidence suggests that young substance misusers are more likely to be involved in offending than non-users; that young offenders have higher rates of substance misuse than those in the general community; and that common risk factors exist for both offending and substance misuse.

3.18 Contact with the youth justice system provides a vital opportunity for engagement with young offenders who use alcohol and drugs. The Board will continue to work to develop policies and programmes that aim to minimise the harms associated with substance misuse for young offenders, potential victims and the community. This will include joint work with other government agencies in tackling the problem; funding of youth offending teams to provide access to a named drugs worker and undertake assessments of young offenders; and a study of the substance misuse prevalence, needs and service provision for those young people in custody.

#### Accommodation

3.19 Young people who are homeless are more likely to be drawn into offending. For the small number of young people who have committed serious offences, ensuring they have stable accommodation will enable Yots and Yot partnerships to supervise and monitor them effectively, ensuring the maximum public protection. On some occasions young homeless people who could otherwise be dealt with on community penalties with a better chance of tackling recidivism are sentenced to secure facilities at great expense and with less effectiveness than if they were dealt with in the community. The Board will encourage Yots to ensure accommodation for young offenders is addressed in the Supporting People agenda and that 16-17 year olds at high risk of offending are treated as a priority group.

## **Business Plan for Managing Youth Justice**

**In 2002-03 the YJB will**

- **ensure the average time from arrest to sentence for all youth court cases is reduced to 51 days by March 2003 with 80 per cent of all cases completed within targets set by the Government;**
- **fund and support intensive supervision and surveillance programmes for 2,500 persistent young offenders;**

- **reduce the number of children and young people sentenced and remanded to secure facilities by 4 per cent between September 2001 and September 2002;**
- **ensure training for all youth court magistrates is developed and delivered during 2002-03 in conjunction with the Judicial Studies Board and the Magistrates Association;**
- **in partnership with the Law Society, develop training for defence lawyers;**
- **provide the courts with 6 monthly sentencing data; and**
- **develop and promote materials for teaching literacy and numeracy levels 1 and 2 to young people under 18 in the youth justice system.**



## **4 REDUCING RE-OFFENDING BY YOUNG OFFENDERS**

4.1 The Board is committed to reducing the frequency and seriousness of re-offending by young offenders by 5 per cent. By steering young people away from a criminal career the savings accumulate over years. And by making clear to other young people that offending will be challenged the benefits are multiplied through deterrence. This chapter sets out the Board's plans for delivering this target. The main performance measure identified is reducing reconvictions over one year by 5 per cent from 34.5 per cent in 1997 to 32.8 per cent by March 2004.

### **Yots**

4.2 Youth offending teams (Yots) have been operational across England and Wales since April 2000. They are charged with co-ordinating youth justice services across the geographical area in which they are based. They provide multi-agency services to those children and young people either at risk of offending or who are involved in offending behaviour. During the past two years the Board has focused considerable energy on assisting in the development and establishment of Yots. The Board will review and update the guidance to local services on overseeing the work of Yots to ensure it takes account of the new criminal justice areas, Connexions Partnerships, Local Strategic Partnerships and other new developments. Subject to secondary legislation, the Board will integrate junior attendance centres into mainstream youth justice services by having the local officers in charge report to a local Yot manager rather than direct to the YJB. The YJB will be focusing its efforts over the next three years on assisting Yots to effect a reduction in offending by children and young people.

#### Reducing reoffending

4.3 The YJB will reduce reoffending by assisting Yots and secure facilities to develop effective interventions following final warnings; referral orders; other community

sentences including action plan and supervision orders; Intensive Supervision and Surveillance Programmes and custodial sentences. The total number of disposals projected and the estimated reduction in reconvictions needed to deliver the target are in Table 1 below. To meet the 5 per cent target the Board will need to reduce the number who re-offend (as measured by reconviction) by at least 3,100.

**Table 1: reductions in reoffending by young offenders**

	2001-02	2002-03	2003-04	2004-05	2001-02	2002-03	2003-04	2004-05
<b>Disposal</b>	<b>total number of disposals</b>				<b>increase in offenders not reoffending/reconvicted</b>			
Reprimand/ Final warning	90,000	90,000	90,000	90,000	1,100	1,100	1,500	1,500
Referral orders	1,000	19,000	27,000	27,000	20	400	600	600
Discharges, action plan, supervision and other orders	84,500	65,500	58,500	56,500	400	800	800	800
Intensive supervision and surveillance	500	2,500	2,750	3,000	20	80	80	90
Detention and training orders	6,500	6,000	6,000	6,000	150	150	150	150
<b>Total</b>	<b>182,500</b>	<b>182,500</b>	<b>182,500</b>	<b>182,500</b>	<b>1,700</b>	<b>2,500</b>	<b>3,100</b>	<b>3,100</b>

4.4 The YJB has five main levers to assist Yots and secure facilities achieve the above reduction:

- YJB grant payments to Yots which are conditional on achievement of or progress towards 13 targets. Delivering interventions in support of at least 80 per cent of final warnings is one of the key targets the Board sets for Yots. Most young offenders are dealt with through reprimands and final warnings so getting effective interventions in at this stage is vital for reducing overall

recidivism. An evaluation of pilots of final warnings suggests a 6 per cent reduction in recidivism compared to cautions;

- rolling out referral orders nationally from April 2002. Referral orders will be available for young people appearing in court for the first time who plead guilty. The interventions will be overseen by a Yot member and members of the local community and the criminal record will be spent when the order is completed;
- the Board has a duty to identify and promote effective practice in preventing offending. It will use the emerging results of the evaluations of the programmes funded by the Board in 1999-2000 to 2001-02 to produce guidance on effective practice in reducing re-offending by young offenders;
- the Board will directly fund Intensive Supervision and Surveillance Programmes in over half of England and Wales. The Board believes these programmes will be more effective in the long term in reducing recidivism than custodial sentences; and
- the Board has invested in education and training programmes in secure facilities to ensure at least 15 hours education and training and 30 hours a week purposeful activity. Through-care by Yots is being developed so the work started in custody continues when the young person returns to the community. YJB staff make monthly visits to check contract compliance and check on progress with action plans improving weaknesses in service. Ultimately if an establishment cannot provide the service required the Board will withdraw from the contract.

4.5 The 5 per cent reduction target will be achieved through the Youth Justice Board working in partnership with the 154 established youth offending teams and 50 secure

facilities for children and young people. The Board will ensure the targets are met by putting into place the delivery framework outlined below.

#### National Standards

4.6 The National Standards for youth justice services, first published in April 2000, have been reviewed in the light of 18 months of practice experience and a revised version will be introduced during 2002-03. The YJB expects all Yots to have in place a strategy to fully meet national standards by April 2004 with incremental targets being achieved in the preceding years. The new performance framework sets Yots targets for the delivery of particular aspects of national standards. By December 2002 all Yots will have in place arrangements for monitoring performance against national standards and by December 2003 all Yots will be expected to be at least 80 per cent compliant with national standards.

#### Effective practice

4.7 The YJB will introduce Effective Practice Guidance notes throughout 2002 for Yots and secure facilities. Each note will cover what practitioners should do; what managers and steering groups should do; consultation with users and quality assurance standards. The notes will be based on empirical evidence of what is effective at reducing re-offending. Activity will be quality assured with youth justice managers certifying services are being delivered in accordance with quality standards. The YJB will ensure this process of certification is externally reviewed and audited as necessary. Effective guidance notes will be developed in the following areas:

- preventing offending;
- assessing, planning interventions and supervising young people;
- restorative justice;
- final warning interventions;
- offending behaviour programmes;
- education and training;
- remand management;

- mentoring;
- parenting;
- dangerous young offenders;
- young sex offenders;
- diversity
- health and drugs;
- use of leisure time;
- accommodation.

#### National implementors

4.8 The YJB will appoint three national implementors to help youth justice services deliver the key targets for preventing youth crime and pre-court interventions; community orders and remand management; and secure facilities and rehabilitation.

#### Regional monitors

4.9 The Board will employ youth justice monitors in all the government regions in England and in Wales. The Regional Monitors will focus on monitoring the performance of Yots and secure facilities and ensure they are performing against the key targets set by the Board. They will help co-ordinate youth justice services, promote best practice and ensure quality assurance is being fairly implemented by local services.

#### National performance targets

4.10 Each Yot partnership is expected to put in place strategies for achieving the following 13 performance targets over the next 3 years. Yot partnerships are being provided detailed counting rules outlining how performance against each target will be measured.

**Table 4.1 Key targets for Yots 2002-03**

<b>1. Prevention:</b>	Reduce the involvement of young people who are usually resident in the Yot area in vehicle crime by
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	20% in 2003 and 30% by 2004; in domestic burglary by 8% in 2003, 16% by 2004 and 25% by 2005; in robbery (in those Yot areas within the principal cities) by 5% in 2003, 10% in 2004 and 15% in 2005.
<b>2. Recidivism:</b>	Achieve a reduction in re-offending rates with respect to each of the following four populations: <ul style="list-style-type: none"> <li>▪ pre-court</li> <li>▪ first tier penalties</li> <li>▪ community penalties</li> <li>▪ custodial penalties</li> </ul> by 3 per cent in 2003 and 5 per cent in 2004.
<b>3. Final warnings:</b>	Ensure that by 2003 70 per cent and 2004 80 per cent of final warnings are supported by interventions.
<b>4. Use of secure facilities:</b>	Reduce the use of the secure estate for remands to 30% of the total number of remand episodes involving bail supervision, remand to local authority accommodation, court ordered secure remand and remand in custody by 2004.
<b>5. Use of restorative processes:</b>	Ensure that restorative processes are used in 60% of disposals by 2003, and 80% by 2004.
<b>6. Victim satisfaction:</b>	Ensure that 70% of victims by 2004, who have been consulted or who have participated in, restorative processes, are either satisfied or very satisfied with the outcome.
<b>7. Parental satisfaction</b>	Ensure with respect to parenting programmes (voluntary and statutory) at least 70% complete them and 70% of them are satisfied or very satisfied.
<b>8. Asset:</b>	Ensure Asset is completed for all young people subject to both: <ul style="list-style-type: none"> <li>▪ community disposals during the assessment, at the review stage and at the closure point</li> </ul> .

	<ul style="list-style-type: none"> <li>▪ custodial sentences, at the assessment, transfer to the community and the closure stages.</li> </ul>
<b>9. Pre-sentence reports</b>	Ensure 90 per cent of pre-sentence reports prepared for the courts are submitted within the timescales prescribed by national standards.
<b>10 Detention and Training Orders:</b>	Ensure that all initial training plans for young people subject to DTOs are drawn up within the timescales prescribed by national standards.
<b>11. Education, training and employment:</b>	Ensure 90% of young offenders supervised by Yots are in either suitable full-time education, training or employment by 2004 (80% by 2003).
<b>12. Accommodation:</b>	Ensure that all Yots have a named accommodation officer and all young people either subject to community intervention or on release from the secure estate have satisfactory accommodation to go to.
<b>13. Mental Health</b>	<p>All young people, by 2004, who are assessed by Asset (and once available using the mental health assessment tool) as manifesting:</p> <ul style="list-style-type: none"> <li>▪ acute mental health difficulties to be referred by the Yot to the Child and Adolescent Mental Health Service for a formal assessment commencing within 5 working days of the receipt of the referral with a view to their accessing a tier 3 service or other appropriate CAMHS tier service based on this assessment;</li> <li>▪ non-acute mental health concerns be referred by the Yot for an assessment and engagement by the appropriate CAMHS tier (1-3) commenced within 15 working days of the receipt of the referral.</li> </ul>

4.11 The above targets will be monitored through a combination of quarterly monitoring and visits by the YJB's regional monitors.

#### Performance management

4.12 The Board will use the performance data collected to produce regular quarterly reports on the activity within the youth justice system, showing performance against the targets outlined in this chapter. The annual performance of each Yot against these targets will be presented in the Annual Report. Bi-annual financial grants to the Yots will be conditional on the performance against these targets.

4.13 The Board will ensure that its monitoring is used to inform the external inspection of youth justice services over the Corporate Plan period. Inspectorates will be encouraged to jointly review the Secure Estate and Yots including their use of quality assurance. The aim will be both to tackle areas of concern and to highlight effective practice that others can learn from. The Board will review inspection arrangements in the youth justice system annually.

#### Human resources in youth justice

4.14 Central to the successful delivery of the Board's vision for promoting effective practice are the people who work in the youth justice system - both in the community and in secure facilities. A clearly defined human resources strategy is essential to ensure that the capability of people working in youth justice is developed and they are focussed on achieving the statutory aim of the youth justice system.

4.15 The Board's human resources and learning strategy will be developed during 2002-03 and will offer a vision of the people requirements of the youth justice system over the next 3-5 years. The vision will address the needs of both the youth justice system and of the staff working in it. Key aims will be to:



- create a highly trained, multi-skilled, diverse and motivated workforce with transferable skills across the youth justice system;
- encourage a learning environment by offering all employees equal opportunities for continuous professional development and reward in their roles.

4.16 This strategy will ensure that learning is transferred back to the workplace and that knowledge and information is available to the individual when they require it rather than when schedules permit. At an organisational levels systems need to be in place to ensure that best practice and knowledge are collected and accessible so that staff turnover does not lead to loss of knowledge. The development of an inclusive, coherent qualification framework supported by an effective delivery system for appropriate awards will be an essential part of this strategy.

4.17 New NVQ level 3 and 4 awards in youth justice will be launched by the end of September 2002, following extensive work to develop national occupational standards for youth justice. Both awards will require a taught programme and work-based NVQ assessed competency elements. They will represent the first of a series of qualifications that the Board will make available to all staff working within the youth justice system, which will allow for career progression against a nationally approved qualification framework. 200 assessors will commence training as candidates during 2002-03 and clear assessment arrangements identified in each government region of England and in Wales to operate the NVQ system effectively.

4.18 All training programmes sponsored by the YJB will link into the new qualifications. The introductory training for youth justice workers “Working Together” will be re-launched as a 3 day induction programme to be targeted at all new staff working in Yots and secure facilities for children and young people. Training the trainer events will be completed by end of April 2002 in each region of England and in Wales. There will be a Diploma level training course for Learning Support Assistants in the secure estate. This will be intended for new staff and will offer work-based and academic

training as an integrated scheme to allow for workers to be equipped with the skills and knowledge required to function effectively within secure establishments.

Services in secure facilities

4.19 From April 2000 the Board has been responsible for commissioning services for young people under 18 who are sentenced and remanded to secure facilities. The Board has established contracts and service level agreements with secure facilities providing those services. Over the plan period the Board will use these arrangements to promote the changes outlined above. The Board will promote competition through seeking greater diversity in the provider market.

4.20 The Board will develop custodial provision to establish secure colleges and schools where the emphasis is on education, training and development as the core business of custodial facilities. There will be greater emphasis in the contracts on the appropriate care of adolescents who have a propensity to mental health problems, self-harm, drug abuse, learning difficulties, emotional disturbance and suicide risk. Resettlement will be specified within contracts with providers to ensure work initiated in secure facilities is carried through to the community.

**Table 4.2 Key targets for secure facilities 2002-03**

<b>1. Information from Yots</b>	If young people arrive without an ASSET or pre sentence report, follow up action must be taken within 1 hour and the young person managed as vulnerable until the information is obtained from the Yot.
<b>2. Reporting information gaps</b>	Each secure facility to notify YJB by noon the day after reception if the ASSET/PCR for a young person is not received by then.
<b>3. Time out of room</b>	95 per cent of young people to spend less than 14 hours locked in their room by March 2003.
<b>4. Hours of</b>	95 per cent of young people to receive 15 hours a week

<b>education and training</b>	education, training or employment during 2002-03.
<b>5. Literacy and numeracy</b>	All young people entering secure facilities to be tested for literacy and numeracy with 80 per cent of young people on DTOs of six months or more improving by 1 skill level or more in literacy and/or numeracy by March 2004.
<b>6. Continuing education</b>	90 per cent of young people to be in fulltime education or training by the end of their custodial term by 2004.
<b>7. Reception</b>	All young people to be assessed by a clinician on reception including for drug and alcohol use and dependence in reception.
<b>8. Substance abuse</b>	All secure facilities to have written protocols dealing with substance withdrawal by young people in their care by end 2002.
<b>9. Training planning</b>	All training planning meetings to be carried out in line with national standards and to include establishment education staff by September by September 2002.
<b>10. National standards</b>	Secure facilities to meet national standards by September 2002.

4.21 Resettlement is fundamentally important to the prevention of offending so work initiated in secure facilities is carried through to the community. This will be specified within contracts with providers. Close to home placement is of major importance in facilitating through-care and over the plan period the Board will improve this substantially by changing court committal directions, reconfiguration of the prison estate and the development of new facilities in areas where there is insufficient local provision. The Board will seek to agree juvenile estate specific KPIs by 2003-04 to reflect these priorities.

## Delivering safer custody

4.22 Providing safe custody for young people is dependent on thorough risk assessment and management. This can best be achieved by ensuring that custody providers are in receipt of all pertinent information as soon as the young person reaches the secure facility. From 2002 all providers will be required to contact the relevant Yot within one hour to request urgent transmission of ASSET and Post Court Report information where a child or young person arrives at a facility and this information is not provided and to manage the young person as vulnerable in the interim.

4.23 Time locked up is a time of particular vulnerability and all providers will be contractually obliged to ensure that by the end of 2002 all young people are not locked in their rooms for more than 10 hours a day.

4.24 As part of the safer custody/better care initiative from early in 2002 the Board will fund the provision of 30 additional “safe cells” in those areas of the Prison Service estate where available accommodation is less suitable for the management of those most at risk of self harm or suicide.

4.25 Investment in education and training within the Prison Secure estate will be double that of the previous year from April 2002 and an additional 300 specialist posts will be introduced. This investment of revenue and capital will underpin the transformation of the Juvenile Prison estate into a network of secure colleges.

4.26 New monitoring arrangements will be rolled out by June 2003 which match in-year spend by secure facilities to performance. This will enable benchmarking between facilities across the sector and help to identify where resources can be freed to fund the priorities identified. This will enable greater value for money to be achieved across the estate.

## Diversifying the providers of secure facilities

4.27 The Board will increase the number of secure training centre (STC) places it buys from the private sector by 400 places by 2005. 72 additional STC places will become operational in by October 2002. A contract for the delivery of a further 80 places to be operational by December 2003 will be signed following PFI competition in 2002-03.

**Table 4.3: STC Capital programme**

<b><u>Project</u></b>	<b><u>Beds</u></b>	<b><u>Date open</u></b>
Rainsbrook extension	36	June 2002
Medway extension	36	November 2002
Milton Keynes	80	December 2003
Brentwood	40	March 2004
North West	60-80	March 2005
Yorks/Notts	60-80	March 2005
Wales	40-100	Autumn 2005

## Placements

4.28 The catchment areas for secure facilities, and Prison Service and Escort contracts, will be changed to ensure 80 per cent of young people are placed within 50 miles of home from April 2002. Through the extension of provision through contracts with two existing STC providers at Medway and Rainsbrook this will rise to 85 per cent by the end of 2002. All 15 and 16 year old girls will be removed from prison service establishments by December 2002. Public/private sector partnerships contracts will be let to develop new facilities in areas of shortage and close to home placement will steadily rise to 90 per cent by 2004 as new facilities become operational in Milton Keynes, Yorks/Notts, the North West and Wales.

## **Business plan for reducing reoffending**

**In 2002-03 the YJB will:**

- **publish 10 effective practice guidance notes on reducing reoffending by children and young people including notes on interventions in support of final warnings; offending behaviour programmes; assessment and supervision; restorative justice and diversity;**
- **develop and begin to roll-out a learning and development strategy to create a trained, multi-skilled, diverse and motivated work force for the youth justice system;**
- **produce updated guidance for local services overseeing the work of the Yots to take account of criminal justice areas, Connexions, Local Strategic Partnerships and other new developments;**
- **ensure Yots develop strategies to deliver the 13 targets in table 4.1;**
- **ensure secure facilities for children and young people develop strategies to deliver the 10 targets in table 4.2;**
- **monitor the performance of Yots and secure facilities and publish a report;**
- **promote a common inspection framework for Yots and secure facilities for children; and**
- **keep the secure training centre capital programme on timetable including opening 72 new beds by December 2002.**

## 5 COMMUNICATIONS, RESEARCH AND CORPORATE MANAGEMENT

### Communications

5.1 Current levels of confidence in the youth justice system are low as measured by the British Crime Survey. The Board aims to increase the per cent of people expressing confidence in the way young offenders are dealt with. To increase confidence will require the Board to ensure that all the youth justice reforms are successfully implemented with robust programmes at community level. It will also require effective communication of what has been achieved both at local and national level.

5.2 To measure confidence in the system we will need to establish further and more accurate benchmarks for measuring confidence. The British Crime Survey records the views of victims aged over 16. We need to measure the views of people most closely associated with the system including:

- young people in the youth justice system;
- staff working with young people;
- parents;
- victims;
- sentencers;
- local opinion formers – councillors, MPs, local media; and
- general public.

5.3 The Board will:

- establish regular polling of the key groups outlined above by June 2002;
- determine through this information what measures are gaining the greatest confidence and why; and
- report annually on progress in confidence levels in the target groups.

5.4 This information will also guide the direction of communications policy in relation to

our key stakeholders. Yots are best placed to improve local confidence in their work. The Board's communications unit will increase the level of assistance given to Yots, by providing media training and centrally produced information for press and promotional purposes.

5.5 The Board is promoting changes affecting the way staff in a wide range of public services work. It will communicate its views to those staff and to the media to inform the public of the progress of reforms in an area of public interest. The means of communications will include a newsletter produced every two months and the YJB website. Specific efforts will be made to promote effective community interventions to magistrates.

5.6 In addition the Board will arrange conferences and seminars with stakeholders in the youth justice system. The aim is to listen to issues faced by local managers and to explain and discuss the YJB's views. A survey will be conducted to establish awareness of the Youth Justice Board and obtain feedback on its activities.

### Research

5.7 The Board has a statutory duty to identify how to prevent offending by children and young people. To deliver this it has a research programme which it reviews annually. The results of the evaluation of the intervention projects funded by the development fund in 1999-2000 to 2001-02 will be published by June 2003.

5.8 The Board will maintain a bibliography of research evidence of what works to reduce offending by young people. The Board will publish, by September 2002, the results of research into:

- the reliability and validity of ASSET;
- police use of Final Warnings;



- the Detention and Training Order (with a further reconviction study to report in March 2004);
- the annual survey of young people's attitudes to offending and justice;
- the views of young offenders in the justice system;
- street robbery by young people; and
- evaluation of the restorative justice in schools initiative.

5.9 Other research over the period will cover:

- the effectiveness of mental health provision for young offenders, to report in March 2003;
- provision for sex offenders in custody and the community, to report in March 2003;
- evaluation of a risk assessment tool for sex offenders, to report in March 2003 with possible extension to December 2003;
- differential sentencing to custody in different areas, to report in July 2003;
- the experiences and needs of young offenders from minority ethnic groups – not yet commissioned;
- evaluation of the ISSP programmes, to report in March 2004;
- evaluation of the Youth Inclusion programmes, to report in March 2003;
- evaluation of demonstration projects in the secure estate, to report in March 2004;
- evaluation of a 'Section 53 enhanced unit', to report in September 2003; and
- evaluation of the literacy and numeracy programme.

5.10 The Board will continue to identify gaps in knowledge needed to achieve its objectives and targets and commission work to fill them.

YJB management

5.11 The Board will continue to use the European Foundation for Quality Management's (EFQM) excellence model to identify areas of improvement. To maintain

efficient contacts with stakeholders performance indicators are set for answering letters, emails and phones; handling of complaints, efficient procurement and payment of invoices. To improve the working environment of the YJB we will monitor the ethnic composition of the staff of the Board; measure staff satisfaction with the YJB as an employer; monitor sickness rates; ensure job descriptions, appraisals and personal development plans are completed; ensure staff take their annual leave and avoid long hours and aim to improve each year staff self assessment of mutual respect. The cascade of information up and down, lateral communications, people indicators, the communication of existing processes and internal information management will be given a high priority.

5.12 A Learning and Development Strategy will be implemented by June 2002 to ensure that the Board's employees acquire the range of specialist skills necessary to support its objectives effectively.

5.13 A risk management strategy and management reporting will continue to be developed contributing to improved organisational performance by focussing on progress towards targets and acting on impediments to achievement.

5.14 Financial and other systems will be developed in line with the Board's changing requirements enabling compliance with Statutory obligations and providing relevant management information.

#### Business plan for communications, research and management

In 2002-03 the Board will:

- organise conferences on London street crime and on the impact of reforms;
- publish reviews of the operation of the Youth Justice System and progress;

- continue to apply the European Foundation for Quality Management building on the improvements made in the first year;
- develop financial and other systems to comply with financial and regulatory requirements and meet the management information needs of the Board;
- use 16 administrative targets to improve and maintain efficient contacts with stakeholders and improve the working environment of the YJB;
- introduce a learning and development strategy for YJB staff.

Annex A

**YJB OBJECTIVES AND TARGETS FOR 2002-03 TO 2004-05**

	<b>2002/3 £m</b>	<b>2003/4 £m</b>	<b>2004/5 £m</b>
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**Objective 1: To prevent crime and the fear of crime by ensuring services are targeted at children and young people at high risk of offending and meet the needs of victims and communities.**

1. Reduce the percentage of young people who self report offending in the previous year.	3	3	3
2. Ensure children and young people most at risk of offending are targeted by mainstream services for children and young people by 2004.	1	1	1
3. Ensure two thirds of neighbourhoods with Youth Inclusion Projects have 30 per cent reduction in crime by March 2004.	8	5	5
4. Ensure restorative processes used in 100 per cent of referral orders and at least 75 per cent of other Yot interventions by March 2003.	12	10	10
5. Ensure reoffending after Final Warnings is at least 6 per cent lower than after cautions for comparable offenders by March 2004.	2	2	2

**Objective 2: To ensure that young people who do offend are identified and dealt with without delay with punishment proportionate to the seriousness and frequency of offending.**

6. Increase the percentage of people expressing confidence in the youth justice system.	6	6	6
7. Reduce average time from arrest to sentence for all offenders in the youth court to 51 days with 80 per cent of cases dealt with within targets set by Government.	5	5	5
8. Reduce number of under 18s remanded to secure facilities by 15 per cent from March 2001 level by March 2005.	8	8	8
9. Reduce number of under 18s sentenced to secure facilities by 10 per cent from March 2001 level by March 2005.	8	8	8

**Objective 3: To promote interventions with young offenders that reduce the risk factors associated with offending, increase the protective factors and reinforce the responsibilities of parents.**

10. Reduce re-offending by young offenders by 5 per cent by March 2004 compared to the predicted rate.	5	6	3
11. Ensure that at least 2500 young offenders are supervised intensively on an ISSP each year with a reduction of 5 per cent in offending compared to the predicted rate.	15	15	15
12. Ensure that all Yots and secure facilities have strategies for meeting national standards by April 2004.	12	12	13
13. Ensure that at least 90 per cent of young offenders are in suitable full time education, training and employment during, and at end of, sentence by March 2004.			
male offenders in secure facilities	175	185	185
male remands in secure facilities	40	40	40
female offenders secure facilities	23	40	40
female remands secure facilities	6	8	8
14. Ensure that Yots obtain assessment for offenders with mental health problems within 15 days and that young offenders admitted to secure facilities are assessed by a clinician for substance abuse on reception.	10	10	11
15. Running costs and inspection.	9	9	10

<u>Total</u>	<b>348</b>	<b>373</b>	<b>373</b>
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