

The quality of the education and training provided for Welsh young people in the youth justice system

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Estyn

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Background

1. 'Better Wales' sets out the Welsh Assembly's core values of social inclusion, equality of opportunity and the promotion of a tolerant society in which diversity is valued. The Welsh Assembly Government intends to make Wales truly inclusive and to make its economy and communities sustainable. If this is to be achieved, all young people, including those in the youth justice system, must be helped to achieve their potential in education and training.
2. The White paper "No More Excuses" 1997 and the Crime and Disorder Act 1998 set out a new approach to tackling youth crime. This approach has the prevention of offending as its principal aim. Local authorities are required to co-operate with partners in the community to make an appropriate range of youth justice services available in their area and to produce an annual youth justice plan for the Youth Justice Board (YJB). The co-ordination of this local provision and the accessing of mainstream services for young people is the responsibility of Youth Offending teams (YOTs). There are 17 YOTs in Wales. They are responsible to and monitored by the YJB. YOT intervention programmes aim to make young people face up to the consequences of their crimes and learn to change the habits and attitudes which lead them into offending and anti-social behaviour. These intervention programmes include:
 - parenting orders;
 - anti-social behaviour orders;
 - intensive surveillance and supervision;
 - reparation orders; and
 - detention and training orders in custody or in the community.
3. Young people supervised and supported by YOTs are often those who are least engaged in education and training. Whatever order is used, the YOT's aim is to get the young person involved in full time education, training or employment so that he or she can prepare for a more productive future. In order to do this work successfully, YOTs include a person nominated by the local authority's chief education officer.
4. 'Extending Entitlement' ¹and the 'Frameworks for Partnerships'² set out basic universal entitlements for all young people between the ages of 11 and 25. These entitlements include education, training and work experience that are tailored to their needs. These entitlements are particularly important for young people in the youth justice system who are supervised by YOTs. Education and training are probably the most important identifiable protective factors in reducing offending and re-

¹ Extending Entitlement: supporting young people in Wales, Welsh Assembly Government 2002

² The overarching children and young people's framework planning guidance, Welsh Assembly Government 2002

offending.³ Difficulties in education, training and employment for young people who offend are closely associated with the risk of future re-convictions.⁴

5. Difficulties such as persistent truancy and exclusion are strongly associated with offending. In 2002/3 only 63% of young people who offended or were at risk of offending, known to Welsh YOTs were in full time education⁵. Most young people under the supervision of YOTs in Wales and in England have difficulties with their education. Half the young people are underachieving at school, a third need help with reading and writing and half as many again have statements of special educational needs. Over half the young people entering custody, most of whom are over 15, have a reading age below the level of an average eleven year old. Many young people who offend or who are at risk of offending, are not getting the help that they need to enter and stay in full time education and training. Young people who are permanently excluded can wait up to a year for an alternative school placement. There is often a long waiting list for placements in pupil referral units⁶ and education other than at school.
6. The All Wales Youth Offending Strategy ⁷ sets out the National Assembly and the Youth Justice Board's strategy for preventing offending in Wales. The strategy recognises the importance of appropriate education and training in crime prevention and makes strong links with 'Extending Entitlement'. The provision of education and training arrangements which meet the needs of young people within the criminal justice system is one of the key actions set out in the strategy. The strategy requires that Welsh children and young people entering custodial facilities in England are afforded the same rights as their English counterparts and other children and young people in Wales.

Introduction

7. Estyn's remit from the Welsh Assembly Government for 2004-05 included a request for advice on the quality of educational and training provision for young people in the youth justice system. The Welsh Assembly Government asked for information about the education and training provided for young people under the supervision of YOTs, set against any legal requirements. The National Assembly has recently set up a young offenders' learning project. This project is designed to improve the

³ Education, training and employment, key elements of effective practice, Youth Justice Board 2003

⁴ Keeping young people engaged project. The executive summary of the interim evaluation of good practice in developing re-engagement capability for education, training and employment. Year 1 Youth Justice Board 2004

⁵ Cabinet written statement by Jane Davidson, Minister for Education and Lifelong learning.

⁶ Youth justice 2004, a review of the reformed youth justice system. Audit Commission

⁷ All Wales Youth Offending Strategy 2004, Welsh Assembly Government

education and training provision which is available to all young people aged 11-25 in and from Wales who are known to YOTs or who are clients of the criminal justice system. The advice that Estyn provides through this report will support this work.

8. This report comments on young people's previous educational experience and where possible, the standards they achieve. It also comments on the quality of the teaching and support that young people receive so that they can:
 - access an appropriate curriculum and gain accreditation;
 - reintegrate successfully into education and training settings;
 - participate effectively in education and training;
 - take advantage of opportunities for employment; and
 - play a productive role in the life of their communities.
9. The report also comments on:
 - the role of the YOT education worker; and
 - the level of awareness within the YOTs of the role of the Young People's Partnerships, and the use that YOTs make of them.

The evidence base of the advice

10. Between April 2004 and February 2005, Estyn took part in five Welsh YOT inspections, the inspection of the Welsh local authority secure children's home (LASCH), a young offender's institution in Wales and two young offender's institutions (YOIs) in England which take large numbers of Welsh young men. This advice draws on the findings of these inspections. We have also used evidence from questionnaires and visits to three YOTs. During these visits we examined documents and held discussions with YOT staff and key partners and agencies.
11. We have examined the Youth Justice plans for Welsh YOTs and made use of responses from two Welsh YOTs to a Youth Justice Board questionnaire. The provision in the 2 English YOIs is for both English and Welsh young men. Both groups are educated together, therefore our comments apply to both groups. However, we do comment on issues that relate only to Welsh young men. For the purposes of this report, institutions where young people are in custody are described as the secure estate. Young people who receive detention and training orders (DTOs) serve the first part of their sentence in custody and then return to their communities, but remain under the supervision of the YOT until their sentence is completed.

Main findings

12. Many young people who offend have had a poor experience of school, do not behave well and have been permanently excluded. However, when they are in custody, most young people make good progress in education and training. This is not the case for those young people who remain in or return to the community under the supervision of the YOT. These young people have fewer opportunities to receive appropriate education and training than their peers in the secure estate. YOT education workers do not always have enough influence over schools and LEAs in order to secure full time educational placements for young people and there is not enough good information exchange between the secure estate, YOTs and educational settings. This poor liaison leads to lack of continuity and difficulties with planning effectively for young people.
13. When young people remain in or return to the community under the supervision of the YOT, their standards of achievement and their attainment in formal learning are not recorded or evaluated. This is because the Youth Justice Board's targets relate to the level of young people's participation in education and training rather than the standards that they achieve. There is currently no data collected by the YJB or the Welsh Assembly Government on the attainment or achievements of individuals or of the group of young people supervised by YOTs. This means that the Youth Justice Board and the Welsh Assembly Government are unable to demonstrate that this group has benefited educationally from the intervention of the YOT.
14. In addition, the standards for the inspections of youth offending teams, set up under the Crime and Disorder act 1998, do not include the quality of education provided, the standards achieved by young people or their outcomes.
15. There are significant barriers to Welsh young people in the secure estate receiving their full entitlement to appropriate education and training. These barriers can have a negative impact on their learning and make their re-integration into schools more difficult. The main findings of this advice are that:
 - Many young people in the youth justice system have had a poor experience at school, have a history of poor attendance or have been excluded from school. Most have behavioural, emotional and social difficulties, have poor basic skills and find it difficult to get on with other people.
 - Most young people in the secure estate do well in and regularly attend education and training. This gives them the continuity and confidence that they need to move onto further learning.
 - Where young people in the secure estate do not achieve, it is sometimes because the work set is not challenging enough. They have to repeat

work and do not benefit from specific individual targets for work and behaviour. In Ashfield YOI too many young people miss education classes.

- There are good examples of informal learning opportunities where young people are supervised by YOTs and remain in or return to the community.
- Most teachers across the secure estate provide positive education and training experiences for young people. Where teaching is good, teachers make good use of assessment to plan their lessons well and match work to abilities, needs and interests.
- YOIs in England and in Wales do not plan work to meet the requirements of the National Curriculum for Wales despite receiving Welsh young people of statutory school age. This makes re-integration into the young people's schools difficult when they return to their communities.
- Teaching staff across the secure estate, other than in Hillside LASCH, are unaware of and do not plan for Cwricwlwm Cymreig.
- Young people across the secure estate, in Wales and in England, do not have an opportunity to learn or speak Welsh other than in informal settings.
- There are not enough opportunities in the secure estate for young people to work on higher-level courses beyond foundation level or to be accredited for their work on life skills. Many young people are unable to finish their courses when they return to the community.
- Teachers in the secure estate do not receive good information, and in particular statements of special educational needs, from young people's previous education and training settings. This makes effective planning difficult and wastes valuable time as young people are often re-assessed due to the lack of information.
- Individual education plans used in the secure estate are not used enough of on the young people's return to the community.
- Education staff in the secure estate do not always meet together with YOT representatives to plan a young person's release into the community. This means that the young person cannot make an effective and immediate transition to another education and training placement. This is not in line with YJB requirements and makes it more that likely he or she will re-offend.
- Young people under the supervision of YOTs in the community and in Hillside LASCH generally receive regular and helpful guidance and support from careers advisers. However, young people in custody in England do not receive appropriate careers guidance and support.

- Too many education workers in YOTs do not have enough influence with LEAs and schools. Very few are qualified teachers. This means that they do not have a good enough understanding of the need for appropriate assessments of young people's needs in basic skills. Many of the education workers do not receive supervision from their LEA managers or specific training for their role.
- Most LEAs are not fulfilling their statutory duty to provide excluded young people with 25 hours of supervised education or activity a week.
- YOT youth justice plans for education and training are of variable quality. They lack specific detail and measurable targets and milestones towards the YJB target of 90% of young people to be engaged full time in education, training and employment.
- Although YOT staff show an awareness of YPPs and attend partnership meetings, as yet YPPs have made little contribution to the provision of 25 hours of appropriate education and training for young people.
- The annual plans that YOTs prepare for the Youth Justice Board are of variable quality. The majority do not have enough detail and specific, measurable targets to improve education and training for young people. Very few of these plans show how the YOT intends to address the difficulties around placing these young people in appropriate education and training.

The young people

16. Many of the young people in the youth justice system have had a poor experience at school. They generally have a history of poor attendance and many have been excluded from school. Most have behavioural, emotional and social difficulties and find it difficult to get on with other people. Most have poor basic skills, often due to their poor attendance at school. However, there are also a few young people who are high achievers in school.

Educational and training provision

How well do young people achieve?

17. Overall, young people in the secure estate achieve well. However, we do not know how well these young people do when they return to the community or remain in the community under the supervision of the YOT.
18. When learners enter the secure estate they often have acute learning, personal and social difficulties that have had a negative impact on their achievement and attainment. Their time in custody is often the first time

that they have ever regularly attended education and training. On the whole, they are keen to attend classes as this allows them to mix with other young people and so relieve the boredom of being in custody. This regular attendance gives them the continuity they need to learn successfully and tackle the gaps in their basic skills. This in turn gives them the confidence they need to move on to further learning. Most young people begin to develop the necessary skills they need to access education, training and employment. They take small but very significant steps in becoming re-engaged in learning. For many learners this is the first time they have achieved nationally recognised qualifications. Many achieve a range of nationally recognised awards such as the Oxford, Cambridge and Royal Society of Arts awards for literacy, numeracy and information technology and open college network awards in vocational preparation. Most young people take pride in their work and recognise their progress both in developing the ability to learn and work towards accreditation. They particularly enjoy the more practical lessons and many work well in small groups and in one-to-one situations. Young people generally behave well in lessons. They respond well to their teachers and apply themselves well to their learning.

19. Young people in the secure estate do not achieve well where the work set is not challenging enough. On occasion, young people have to repeat work that they have already done or fill in lengthy worksheets that are not written in easily accessible language. In Ashfield YOI too many young people stay in their cells either by choice or because they are not escorted to the education block and do not attend education or training. This means that they miss the opportunity to learn to work with others and behave appropriately and gain new skills.
20. We have very little information about the standards of achievement where young people who offend have returned to their community from custody or remain in the community under the YOT's supervision. This is because young people, supervised by the YOT, remain the responsibility of the LEA, until they reach 16, the statutory school leaving age, or National-Council ELWa for their educational provision if they are over 16.⁸ The YOT has a responsibility to provide additional support for young people, in partnership with others, but the delivery of these young people's education remains the responsibility of mainstream services. This makes it difficult to collect data on this group of young people's standards of achievement as they attend a wide range of settings for their education and training. Currently, data about the attainments or achievements of young people who are supervised by the YOTs is not collected in England or in Wales. This means that their progress and the quality of education and training they receive cannot be evaluated. This is a matter of concern.
21. Despite the Youth Justice Board's emphasis and drive towards full time education and training for young people who offend, only two of the 13

⁸ Crime and Disorder Act 1998

performance indicators against which YOTs report to the Youth Justice Board refer in some way to education. These are:

- ensure that all (100%) of initial training plans for young people subject to Detention and Training Orders (DTOs) are drawn up within the time-scales prescribed by National Standards; and
- ensure that 90% of young offenders supervised by YOTs are in full time education, training or employment.

22. These targets are appropriate in that many of the young people who offend are not in full time education and training. However, these targets do not require YOTs to set high expectations for young people to achieve good results once they return to learning.
23. In addition, the YOT inspection framework does nothing to address this lack of information about standards of achievement in education and training. The inspection framework does include questions about the availability of education and training provision for young people supervised by the YOT, and the interface between the YOT and education providers and project workers. However, it does not include questions about the quality of the education provided, the standards achieved or the outcomes for young people. The inspection of YOTs explores the contribution of partners and their compliance with their statutory duty to contribute to the YOT partnership. There is no direct inspection of the partner organisations themselves. The reports do not make a judgement about the quality of a partner's service provision, but they do make comment on how well the service works in partnership with the YOT and how well they work with and support young people.
24. YOTs are able to evaluate outcomes in more informal learning such as the Duke of Edinburgh's Award Scheme. This is because YOTs organise these opportunities themselves with partners in the community such as the lifelong learning directorate and the local college. There are many examples of good outcomes for young people. For example, Conwy/Denbighshire YOT works in partnership with the Welsh College of Horticulture to provide a successful course in conservation at an RSPB bird sanctuary with good outcomes at entry level. Merthyr YOT works closely in partnership with the youth service. In Merthyr, YOT workers can access the Duke of Edinburgh's Awards Officer and any other expertise the 22 youth workers have. Last year three young people from the YOT were supported by the youth service to take part in a tall ships voyage. This resulted in very positive outcomes. The young people benefited and made considerable progress in successfully managing their behaviour. Wrexham YOT makes good use of a mentor who is an experienced kick boxer. He uses his sessions effectively with the young people to address issues such as anger management, personal hygiene, physical fitness and the ability to get along with and work with others. This programme contributes to an ASDAN qualification. Wrexham YOT also makes good use of the Princes Trust to deliver effective programmes for young people. These programmes often prove to be a positive turning point in young people's lives and successfully move them on to other training or employment.

How effective are teaching training and learning?

25. Most teachers across the secure estate provide positive experiences for young people. Where teaching is good or better, teachers establish very good relationships with young people and get to know them very well. They handle extremely difficult groups and individuals with skill, often making good use of humour. They use their subject knowledge to bring topics alive and to make them interesting for young people. Teachers make good use of initial assessment to plan their lessons to match work well to young people's abilities, needs and interests. They check individual learning plans regularly and review young people's targets at the end of each lesson. They give young people good feedback on their work and on their behaviour. Teachers place a strong emphasis on improving young people's basic, key and life skills. Learning support assistants make valuable contributions to lessons and are involved in their planning.
26. Where teaching is unsatisfactory, teachers do not set work that is challenging enough. They do not make enough use of initial assessment to inform their planning or set specific individual learning targets for work or behaviour. In a few instances, teachers do not mark work carefully enough to show young people what it is they have to do to get better results. In the less effective lessons, teachers do not make the outcomes of the lesson clear to young people and depend too heavily on handouts and worksheets. These handouts and worksheets are not always accessible to young people who do not read well. A few teachers do not time the lessons well and lose young people's attention towards the end of the lesson. Learning support assistants or residential care workers do not work closely enough with the teachers.

How well does the curriculum meet the needs and interests of young people?

27. Although there is no statutory obligation to provide the national curriculum in the secure estate, it is clearly beneficial for young people of statutory school age to maintain educational continuity wherever possible. To give them the maximum opportunity for a successful return to mainstream school, it is good practice to base educational programmes on the national curriculum programmes of study. However, this is not planned for by Parc young offender institution (YOI), and the two English YOIs, Ashfield and Stoke Heath, although they do educate significant numbers of Welsh young people of statutory school age. In addition, the requirements of study are different in Wales and in England and this is not planned for in the YOIs where there are significant numbers of Welsh young people.
28. In England and in Wales, teaching staff in the secure estate, other than in the Welsh LASCH, Hillside, are unaware of the benefits of Cwricwlwm Cymreig. This is the provision of opportunities in the curriculum for young people to develop an understanding of their Welsh identity and cultural issues. None of the secure settings, including Hillside, offer Welsh as a second language. Young people who do speak Welsh are unable to

access the language in lessons. On occasion, they can make use of the language informally with Welsh speaking staff. Managers and teachers are unfamiliar with Welsh curriculum documents and do not know where to go for suitable resources. This means that young people under 16 in the secure estate do not receive their entitlement to learn Welsh and Welsh young people do not receive their entitlement to learn about the distinctive and varied nature of the Welsh identity. This can further disadvantage them on their return to their community.

29. Many lower attaining young people in the secure estate benefit from accredited courses that include enough small steps of achievement to motivate them. However, teachers do not give young people enough opportunities to work for accreditation that is beyond foundation level or to be accredited for their work on life skills and in extra curricular activities. Where young people begin accredited courses in the secure estate, many do not have the opportunity to finish them when they are serving their detention and training order back in the community under the supervision of the YOT.
30. Teachers in the secure estate rarely receive good quality information about young people's previous achievements and assessments carried out in other institutions. They find it particularly difficult to obtain copies of young people's statements of special educational needs. This makes effective planning difficult and teachers have to spend valuable time assessing young people's basic skills before they can begin their programmes. Also, when information gained from diagnostic testing is not passed on, it can lead to the unnecessary duplication of tests or work being set for young people that is at the wrong level. Teachers in the secure estate have to assess young people again. This is not only unnecessary but it also puts undue pressure on the learner and valuable time is wasted.
31. Generally, teachers thoroughly assess young people's basic skills on entry to the secure estate. However, this useful information is not always used to inform teachers' planning to match work to young people's ability and needs. In Parc YOI, teachers are not aware of appropriate teaching strategies for developing young people's basic skills.

The quality of the support and guidance young people receive

32. Generally, YOT and secure estate staff establish very good relationships with young people. Young people are treated with respect and staff know them very well. Staff pay very good attention to young people's personal difficulties which impede their ability to take full advantage of education, employment and training. These include housing, health and benefits issues. The individual learning plans, used within the secure estate, are not used effectively to continue and to plan further education and training when young people are released to serve the remaining part of their detention and training order in the community.

33. Education staff and YOT representatives do not always attend all DTO training planning or review meetings. This is particularly unhelpful when it is close to the date when young people will be released into the community. This means that young people are unable to make a planned and immediate transition into an education, training or employment placement and valuable information about the courses the young person has been following may not be passed on. This poor liaison between the secure estate and YOTs is not in line with YJB requirements. The lack of planning for transition means that young people are not purposefully occupied as soon as they return to the community. This makes it more likely that they will re-offend. In a few instances young people work at a higher level in the secure estate and then are placed on courses at a lower level when they return to the community.
34. For example, inspectors attended the final reviews of three Welsh young men, about to leave custody, without a clear plan for education, training or employment in place. They were asked to attend their YOT office during the week following their release so that plans could be made. YOTs often have very good working arrangements with Careers Wales companies. Young people under the supervision of the YOT in the community and in Hillside LASCH generally receive regular and helpful guidance from Careers Wales advisers. However, in the secure estate young people do not receive appropriate careers education and guidance. Careers Wales advisors do not visit them due to constraints on resources and time. There is no reciprocal arrangement with Connexions to make sure that all young people receive appropriate careers advice and guidance. This means that young people are unable to make informed choices and plans for future careers or options.

The role of the YOT education worker

35. YOTs aim to get the young people involved in full time education, training or employment so that they can prepare for a more productive future. To support this aim, local authority chief education officers nominate a full time education worker to work full time with the YOT. These workers are often education welfare officers or youth workers. These workers are often very skilled in supporting young people, know local schools and teachers well and have a good working knowledge of both formal and informal alternative curriculum opportunities in the area. However, they are rarely qualified teachers. This means that they do not always have a good understanding of the need for appropriate assessments of young people's needs in basic skills or where to acquire them. Too many of these workers do not have the seniority within the local education authority to give them the status they feel they need when dealing with headteachers in order to find these young people places in schools. This is particularly difficult when young people have been excluded. Many of them do not receive supervision from their local education authority managers and there is no specific training for these workers.

The role of the LEA

36. Section 19 of the Education Act 1996 states that:
'Each local education authority shall make arrangements for the provision of suitable education at school, or otherwise than at school, for those children of compulsory age who, by reason of illness, exclusion from school or otherwise, may not for any period receive suitable education unless such arrangements are made for them'.
37. In addition, LEAs must have regard to the guidance issued by the Secretary of State (NAW circular 3/99: Pupil Support and Social Inclusion).
38. This guidance has required LEAs, since September 2002, to ensure that all pupils excluded from school for more than 15 days receive full-time and appropriate education.
39. This provision for individual pupils may include a combination of:
- part-time attendance at a mainstream school;
 - tuition in a PRU or similar unit;
 - provision made by voluntary organisations;
 - placement in FE colleges;
 - work placements; and
 - home tuition.
40. Guidance from the Welsh Assembly Government⁹ states that:

'full time education means the amount of supervised education should mirror that provided by mainstream schools in the area. An average school week might amount to some 25 hours; so excluded pupils should receive around five hours of supervised education or other activity a day. A full timetable for an excluded pupil may, however, look significantly different from that provided in a mainstream school.

There is no single model of provision that will suit the needs of every pupil. LEAs are not obliged to provide the full National Curriculum to these pupils. LEAs must, however, make arrangements to provide a broad and balanced curriculum.'

41. However, Estyn's recent survey of pupil referral units and similar provision¹⁰ found that at least two thirds of authorities in Wales are unable to account systematically for the provision they make for, and sometimes for the whereabouts of, most of their pupils that are not on school rolls. Pupils in key stage 4, and younger pupils in two-thirds of authorities, do not usually receive full-time education whilst unable to attend school. For some, a part-time unit placement is the only educational provision. For

⁹ National Assembly for Wales circular 3/99 Pupil Support and Inclusion September 1999

¹⁰ Thematic survey of pupil referral units and similar provision, Estyn 2004

others, particularly those in key stage 4, it is part of an alternative curriculum programme that may include leisure, college or work activities. However, very few authorities can demonstrate that they provide the full 25 hours entitlement for all excluded pupils. In some authorities, officers stated that they were unable to afford to make this provision. Officers have particular difficulty in tracking some of their most vulnerable pupils, including children and young people in transient families and those who live in refuges.

42. In addition, LEAs are unable to insist that schools reinstate pupils they have excluded. LEAs do attend appeal panel meetings on permanent exclusions in order to make sure there is a good balance of views and an increasing understanding of the need for social inclusion. However, they cannot make presentations and can only answer questions from the appeal panel. Whether or not the young person is permanently excluded is entirely dependent on the ethos and predisposition of the appeal panel which makes the final decision. Its decision is binding on the parent, young person, the governing body, the headteacher and the LEA.
43. This lack of 25 hour provision for young people who have been excluded from schools and the LEAs' inability to insist that a young person remains in his or her school, makes it very difficult for YOTs to meet the YJB's target for 90% of young people to be engaged in full time education. It also makes it more likely that young people will re-offend as they are not purposefully engaged during the day.

Use of YOT youth justice planning for education, training and employment issues

44. The youth justice plans that YOTs have produced for 2004/5 are of variable quality. Generally, they lack detail and specific measurable targets for the actions identified to address how they will meet the YJB's 90% target for young people to be engaged full time in education, training and employment. Very few of these plans link with other local authority strategic plans or show how the YOT intends to address the difficulties around placing these young people in appropriate education and training. Please see Appendix 1.

Use and awareness of Young People's Partnerships

45. YOTs show an awareness of the YPPs and their possible role in making sure that young people who offend receive appropriate education and training opportunities. However, as yet there is not enough effective joint working with YPPs. So far the YPPs have had made little contribution to the provision of 25 hours of appropriate education and training for young people who offend. Generally, YPPs have not yet made use of the partnerships to target this group of young people and to improve their access to mainstream services.

46. Sixteen out of 17 Welsh YOTs' youth justice plans refer to working with YPPs. These references mainly identify the group of which the YOT is a member of rather than the specific activities undertaken. The plans lack specific details as to how the YPP will help them to achieve their targets for education and training. Five YOTs refer to being represented on prevention sub groups of the YPPs, but do not give further details.
47. Pembrokeshire YOT youth justice plan refers to work that the YPP has undertaken to audit education and training provision across the authority in consultation with young people. This work has led to local initiatives to improve education provision. Consequently, Pembrokeshire is not one of the YOTs which lists the lack of 25 hour education provision as one of the constraints which affect its targets for education and training.
48. Only three YOTs, Merthyr, the Vale and RCT refer to the YPP plan and their involvement in the planning process.

Key Issues

49. In order that further progress is made at a national level, there is a need for the Welsh Assembly Government, and the Youth Justice Board where appropriate, to consider:
 - collecting discrete data on the achievement of the group of young people under the supervision of YOTs;
 - requiring YOTs to collect data on young people's standards of achievement in education and training;
 - reviewing the YOT standards to include questions on the quality of the education and the educational outcomes for young people, who remain in or return to the community under the supervision of the YOT;
 - providing training, information, support and an appropriate management structure for education workers so that they are more confident when dealing with LEA officers and schools;
 - ensuring that LEAs work in partnership with the Youth Justice Board and YOTs to provide all pupils under statutory school age with full-time education;
 - improving the quality of YOT youth justice plans for education and training;
 - ensuring that Individual education plans are used not only in the secure estate, but are also carried over into young people's education and training settings when they return to the community;

- making sure that young people from Wales in English YOIs receive appropriate support and guidance from careers advisers;
 - strengthening the role of YPPs in the provision of 25 hours of appropriate education and training for young people.
 - encouraging English YOIs, where there are significant numbers of Welsh young people, and YOIs in Wales to plan work according to the National Curriculum for Wales for Welsh young people under the statutory school leaving age; and
 - encouraging teaching staff, across the secure estate in Wales and where there are significant numbers of Welsh young people in the secure estate in England, to plan for Cwricwlwm Cymreig and the teaching of Welsh.
50. In providing education and training for young people, the secure estate should:
- make sure that all young people receive appropriate education and training;
 - set appropriate and measurable targets for work and behaviour;
 - widen young people's opportunities to take higher-level courses and be accredited for work on life skills;
 - strengthen the liaison between the secure estate and young people's previous education and training settings, so that the quality of information provided improves;
 - improve teaching to match work more carefully to young people's ability, needs and interests;
 - ensure that education staff and YOT representatives always meet together to carefully plan a young person's release into the community, make use of the individual learning plans and plan more carefully for educational continuity and progression;
 - make more use of the National Curriculum for Wales when planning work for young people of statutory school age;
 - pay attention to Cwricwlwm Cymreig and opportunities to use and learn Welsh; and
 - make sure that staff have appropriate training to in order to teach basic skills.

51. When working with young people in the community YOTs should:

- find ways of training education workers to assess the basic skills of young people;
- work more closely with the secure estate to provide a planned release for young people;
- use the individual learning plans from the secure estate to plan further education and training for young people on their release;
- improve the quality of YOT youth justice plans to include more specific detail and targets for raising the number of hours young people are engaged in full time education and training; and
- work more closely with YPPs.

Appendix 1

Youth Justice Board Annual Plans for Welsh YOTs 2004/5

Provision of the twenty five hours entitlement to full time and appropriate education

Nine out of 17 YOTs cite the lack of 25 hour provision as a constraint which hinders the YOT reaching its target for education. These are:

- Newport;
- Mid Wales;
- Swansea;
- Vale of Glamorgan;
- Flintshire;
- Conwy/Denbighshire;
- Blaenau Gwent/Caerphilly;
- Bridgend; and
- Cardiff

Carmarthenshire and Gwynedd are less specific. However, Carmarthenshire refers to difficulties and obstacles and Gwynedd refers to more work needing to be done.

Working with LEAs

6 YOTs are currently working on a range of protocols with their LEAs. These include:

- 25 hour education provision (Neath Port Talbot YOT);
- information sharing with schools (Pembrokeshire, Blaenau Gwent/Caerphilly YOTs);
- working with other agencies (Carmarthenshire YOT);
- working with the LEA (Monmouthshire/Torfaen YOT); and
- education programmes for young people on Intensive Supervision and Surveillance Programmes (ISSPs) (Vale YOT)

Only 4 YOTs make links with LEA plans such as the education strategic plan and the behaviour support plan.

Access to employment and training

Four YOTs identify difficulties in finding employment and training places for young people. These are:

- Neath Port Talbot;
- Vale of Glamorgan;
- Rhondda Cynon Taf; and
- Bridgend

However, there are no specific actions identified in the plans to improve provision.

Working with Careers Wales

Only five YOTs refer to working with Careers Wales to give regular guidance to young people. Three YOTs refer to the development of a service level agreement with Careers Wales. These are:

- Wrexham;
- Flintshire; and
- Blaenau Gwent/Caerphilly

Merthyr, Cardiff and Newport already work closely with Careers Wales.

CCETs and 14-19 Learning Networks

Only three YOTs refer to their work with CCETs and 14-19 Networks. These are:

- Monmouthshire/Torfaen,;
- Blaenau Gwent/Caerphilly ; and
- Bridgend,

The All Wales Youth Offending Strategy

Only two YOTs refer to The All Wales Youth Offending strategy and how it relates to their work. These are:

- Newport; and
- Neath Port Talbot.