



YJB Corporate and Business Plan 2011/12 – 2014/15

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Foreword

This document sets out our plans for 2011-15, including our strategic objectives and specific aims for 2011/12. The aim of the youth justice system is to prevent offending and reoffending by children and young people. This is at the heart of our plan, with the recognition that children who offend are often among the most vulnerable, with complex support needs. We support a coherent youth justice system that diverts young people from crime and provides the health, education, welfare and family support to rehabilitate that small proportion of young people who offend.

In February 2011, the Public Accounts Committee of the House of Commons published its report into the youth justice system in England and Wales. The committee commended all those involved in successfully reducing both the number of young people entering the Criminal Justice System and the volume of reoffending, and recognised that the YJB has played a central role in this. Nevertheless, the National Audit Office has estimated that the total cost to the UK economy of offending by young people could be up to £11 billion per year, and the proportion of young people who reoffend stands at around 37%. In developing our plan, we have taken full account of the Government's Green Paper *Breaking the Cycle*, and strongly support the Government's aims for a rehabilitation revolution.

All partners face a tough financial challenge over the 2011/15 Spending Review period and significant savings are expected of the youth justice system. Practitioners need the flexibility to innovate to make best use of their resources. In response, our oversight of the youth justice system will be lighter touch, with a greater focus on outcomes. We will encourage peer support and allow more room for professional judgement, and we will put in place new ways to research, identify and spread effective practice across the youth justice system. We will also take advantage of opportunities to engage more widely with the voluntary sector, encouraging innovative ways of providing local support for young people.

Use of custody for young people has fallen in recent years and, during 2011, we will consult on a new secure estate strategy. This will allow us to respond to the changing custodial population, while ensuring that time spent in custody is safe, secure and supports rehabilitation. We will also support the Government's aims to further reduce the unnecessary use of custody, implementing the new remand framework and working with local authorities to incentivise reduced demand for secure estate beds.

In the autumn of 2010, the Government recommended the abolition of the YJB, subject to parliamentary approval, with our main functions to be undertaken in future by the Ministry of Justice (MoJ). Ministers have confirmed that they will ensure a continuation of the distinct focus on young people and a coherent youth justice system under the proposed future arrangements. We are working closely with the MoJ to ensure that a smooth transition takes place in due course.



Frances Done
Chair



John Drew
Chief Executive

Who we are and what we do

The Youth Justice Board for England and Wales (YJB) is a non-departmental public body created by the Crime and Disorder Act 1998 to oversee the youth justice system for England and Wales. We are sponsored by the MoJ, and our Board members are appointed by the Secretary of State for Justice. We also receive funding from the Home Office and the Department for Education (DfE).

The youth justice system is made up of a network of organisations working together to administer justice and help children and young people live free from crime. In addition to the YJB, the network consists of:

- 158 youth offending teams (YOTs) – local partnerships made up of partners from the police, probation, local authority children’s services and health services
- the police and the Crown Prosecution Service
- the courts and the judiciary
- secure accommodation providers – young offender institutions (YOIs), secure training centres (STCs) and secure children’s homes.

Our vision

We want to see an effective youth justice system where:

- young people receive the support they need to lead crime-free lives
- more offenders are caught, held to account for their actions and stop offending
- victims are better supported
- the public is protected.

How we deliver our services

Our main functions include:

- overseeing youth justice services
- identifying and disseminating effective practice across youth justice services
- commissioning a distinct secure estate
- placing young people in custody.

Working with young people

In carrying out our work, we are committed to listening to the views of young people so that their needs are understood and we can shape effective services to protect and support them. By encouraging young people's understanding and participation in the youth justice system, we and practitioners are better placed to design effective interventions that will help to successfully address offending behaviour. This is reflected both in our work with YOTs and in the development and provision of services, including advocacy services, in the secure estate.

Working with the Ministry of Justice and other Government departments

We work closely with our sponsor unit in the MoJ, and with other Government departments, to ensure that national policies and legislation can be effectively implemented and support better outcomes for the youth justice system.

We work with the Home Office to address and prevent anti-social behaviour and youth crime. The DfE and Department of Health are key partners in ensuring that the frameworks are in place to provide children and families with the support needed to live crime-free lives. We work with partners in the health sector to co-commission high-quality health services (including mental health and substance misuse services) and with partners in education to co-commission services to meet the educational, training and job readiness needs of children and young people.

In Wales, we work closely with Welsh Government departmental leads so that devolved Government priorities are applied to youth justice.

Working with youth offending teams and the wider youth justice system

We support YOTs and local youth offending services to deliver against the three youth justice outcome indicators set by Government: reducing first-time entrants to the criminal justice system, reducing reoffending and reducing the use of custody.

The local delivery landscape is changing, with more local accountability and decision-making. We are developing ways to incentivise youth justice services to deliver against these outcomes and are developing a lighter touch, risk-led approach to monitoring. This includes collecting management information that is clear and outcome focused, so that YOTs can benchmark their performance. We will continue to intervene in the poorest performing YOTs, and help them to develop and deliver post-inspection and other improvement plans.

We apply our expertise and knowledge to help local managers and frontline professionals provide effective services for their area, working with practitioners to identify and disseminate best practice through a range of channels. We are also developing ways of enabling high-performing YOTs to pass on their skills and expertise to others who are struggling.

Working with secure accommodation providers

We work in partnership with secure accommodation providers to deliver regimes that both protect the public and keep young people safe, addressing the causes of their offending behaviour. This means working closely with the National Offender Management Service (NOMS), local authorities and private contractors to ensure continuous improvement, value for money, and to improve delivery of specialist services. We develop and disseminate best practice in areas such as safeguarding, restorative justice and reparation.

Our Placement Service is responsible for placing remanded and sentenced young people in secure establishments. We work with YOTs to ensure the most up-to-date information about young people is available to the secure estate. We ensure that specialist interventions are delivered to the right young people, and that transfers between establishments are appropriate.

Working with the voluntary and community sector

The task of diverting young people away from crime is not the responsibility of the statutory sector alone – the voluntary and community sector makes a critical contribution. There are already 7,000 volunteers working in the youth justice system and the YJB has formal relationships with several national and local charities working in the community including the Children's Society and Nacro.

We also work with voluntary and community sector providers to help deliver services in custody. The YJB has contracts for the provision of an advocacy and independent person's service with Barnardo's and Voice, and with the Lucy Faithful Foundation to work with young people who have sexually abused. Individual secure establishments work with charities to deliver a range of rehabilitation services, from addressing young people's offending behaviour to helping them acquire basic life skills. The YJB has also begun work with voluntary agencies to provide better resettlement support to young people leaving custody.

The voluntary and community sector has an increasing role to play in delivering effective youth justice services. Commissioners of local services will have far more autonomy in future and less top-down direction from central Government. This will result in more diversity and greater opportunities to work with new voluntary and community sector providers to propose innovative solutions.

Working with other national and regional partners

We work with a wide range of other national and regional partners to influence and shape a coherent youth justice system. This includes:

- the judiciary – magistrates and youth court judges, to help support effective sentencing
- the police, working closely with the Association of Chief Police Officers (ACPO), to influence how the police engage with young people whether as victims or offenders and to prepare for the introduction of Police Crime Commissioners by May 2012
- Her Majesty's Inspectorates, in particular HMI Probation, HMI Prisons and Ofsted to ensure standards are met and to inform inspections.

We also work with national bodies representing local service providers in England and in Wales, representing local government, children's services, education services, YOT managers and secure accommodation providers.

Our strategy for 2011/15

Drivers for change

In 2010, the MoJ published a Green Paper, *Breaking the Cycle: Effective Punishment, Rehabilitation and Sentencing of Offenders*.¹ We worked closely with the MoJ to support development of the proposals set out in that paper, and our strategy for 2011/15 reflects the MoJ's aims. Consultation on the Green Paper closed on 4 March 2011 and we will refresh this plan in the light of the Government's response to consultation.

Our strategy also reflects the Government's wider agenda to increase local accountability and local decision-making. This affects many aspects of youth justice partnerships, with increased local accountability for reducing crime, and for delivering health and education outcomes. We will introduce lighter touch oversight by the YJB, supporting more professional discretion, while continuing to work with partners to ensure that the provision of youth justice services remains coherent. We also aim to increase the involvement of the voluntary and community sector, and the independent sector, in youth justice services.

We are committed to delivering significant savings over the 2011/15 Spending Review period, and our strategy recognises the need to support local delivery in an environment with fewer resources, demonstrating value for money.

Corporate strategic objectives 2011/15

We will work in partnership across the community and commission the secure estate to:

- prevent offending
- reduce reoffending
- protect the public and support victims
- promote the safety and welfare of children and young people in the Criminal Justice System.

The YJB also has the following organisational objective for 2011/12, to:

- deliver a streamlined and distinctive youth justice function, preparing for a transition into the MoJ, retaining the skills and expertise of the YJB.

This reflects the joint work between the MoJ and the YJB, following Government's decision to abolish the YJB and transfer its main functions to the MoJ.

Our priorities for 2011/12, set out on pages 10 to 17 take account of the need to directly deliver key areas of work in year. They also prepare for delivery of outcomes and savings across the 2011/15 Spending Review period.

¹ Ministry of Justice (2010) *Breaking the Cycle: Effective Punishment, Rehabilitation and Sentencing of Offenders*. London: The Stationery Office.

Delivering savings

We must deliver significant savings over the Spending Review period (around £120m by March 2015 from core MoJ spend on youth justice). These savings are achievable only through continued falls in demand for custody, resulting from fewer young people entering the youth justice system and reduced reoffending. Key activities to deliver these savings include:

- **reductions to YOT grants**
Central funding for YOT grants is provided by the MoJ and Home Office. For 2011/12, central funding for YOT grants fell by around 19.4%. The reduction to the MoJ element of YOT grants has been held at 11.7%. We will continue to make the case across Government for funding for prevention activities, and for services to help young people to lead crime-free lives.
- **decommissioning and further efficiencies from the secure estate**
We are revising our secure estate strategy, with the aim of reconfiguring to give more flexibility and value for money in a smaller estate, reflecting sustained falls in the numbers of young people in custody.
- **investment in reducing the demand for custody**
This includes spreading effective practice, piloting schemes to incentivise reduced use of custody and supporting the introduction of the new remand framework.
- **investment in effective practice**
This includes toolkits to support YOTs in demonstrating value for money and investment in an improved and more effective framework for assessing the needs of young people in the youth justice system.
- **delivering a 30% cut in YJB running costs by March 2015**
These savings will be carried forward as our functions transfer to the MoJ.

How we will measure delivery

We will measure the performance of the youth justice system against the following indicators:

1. **juvenile reoffending: percentage of juvenile offenders reoffending, and the frequency of reoffending per 100 offenders (MoJ will publish this quarterly, by local authority)**
Since 2000, the frequency rate of juvenile reoffending has fallen 27% from 151.4 offences per 100 offenders in 2000 to 110.5 in 2009.
2. **number of juvenile first-time entrants to the justice system: 10 to 17-year-olds receiving a Reprimand, Final Warning or conviction (MoJ will publish this quarterly, by local authority)**
The number of first-time entrants to the youth justice system in England and Wales fell by 23% from 79,851 in 2008/09 to 61,422 in 2009/10, and by 44% since 2006/07.

3. an indicator on the use of custody, the details of which will be decided during 2011/12

During 2009/10 there was an average of 2,418 young people in custody at any one time, a decrease of 463 from the 2008/09 average of 2,881 young people in custody. Recent trends indicate continued falls.

In Wales, performance will also continue to be measured against the Wales Youth Justice Indicator Set agreed by the Welsh Government. This includes the following indicators additional to those above:

- reduce the proportion of young people receiving a conviction in court who are sentenced to custody
- increase engagement in education, training and employment for young people in the youth justice system in Wales
- increase access to suitable accommodation for children and young people in the youth justice system in Wales
- ensure that children and young people in the youth justice system in Wales with identified substance misuse needs gain timely access to appropriate specialist assessment and treatment services.

Transparency

Other key data we will publish to allow the public to judge our performance will include details of:

- demographics of young people with proven offences
- details of proven offences which have resulted in a disposal²
- remand decisions for young people
- disposals given to young people
- young people in custody including behaviour management in the secure estate.

This information will be published annually as the youth justice statistics. For previous years' data, visit www.justice.gov.uk/publications/youth-justice-statistics.htm.

Delivery of savings and the work set out in our plan below is monitored by our Board and by our sponsor unit in the MoJ. Key delivery dates for 2011/12 are set out in Appendix A, and we will publish our achievements in our annual report for 2011/12.

² A disposal is a formal sanction such as a Final Warning from the police, or a sentence at court.

Strategic objectives for 2011/15 and key deliverables for 2011/12

Strategic objective 1: We will work in partnership across the community and commission the secure estate to prevent offending

Intervening early to prevent children and young people from offending is more effective than dealing with the consequences of offending, when patterns of behaviour are well-established and costs to the Criminal Justice System are high. In promoting effective practice and overseeing youth offending services, we will continue to focus on reducing the number of first-time entrants to the Criminal Justice System.

At local level, partners need to ensure that mainstream children's services address the needs of those young people who are most at risk of offending and that support is available to their families. We will continue to work across Government and at national level to facilitate this. We will also support and continue to make the case for funding for targeted prevention programmes.

When a child or young person commits a minor offence that is not part of a wider pattern of offending, it can then be possible to address the consequences of this outside the Criminal Justice System, and divert that young person away from further crime and anti-social behaviour. We will work with the MoJ to implement proposals from the review of out-of-court disposals aimed at supporting a more direct and proportionate response to the effects of minor criminality, and we will continue to work with the Home Office to review and implement new approaches to dealing with anti-social behaviour.

Our key actions for 2011/12 are as follows.

- **Key action 1**

We will work with ACPO and the Metropolitan Police Service to support new multi-agency safeguarding hubs (MASH): partnerships which will deal with referrals to social care. Where a referral does not meet the threshold for statutory services, opportunities will be sought to provide appropriate early intervention and support, which could divert young people from crime.

- **Key action 2**

We will continue to support and promote targeted youth crime prevention, including working with the Big Lottery Fund and other partners to develop their portfolio of programmes aimed at reducing first-time offending. In addition, the YJB will continue to work with Government departments to shape and influence emerging prevention strategies and promote targeted youth crime prevention.

- **Key action 3**

We will support implementation of changes proposed by the MoJ and Home Office to out-of-court disposals and approaches to dealing with anti-social behaviour. This includes producing guidance for practitioners.

- **Key action 4**

We will develop a self-assessment framework and cost-effectiveness toolkits to support local youth justice services in demonstrating value for money of investment in youth justice services.

Strategic objective 2: We will work in partnership across the community and commission the secure estate to reduce reoffending

When a young person offends, agencies must work together to address the risks and needs that increase the likelihood of reoffending. We need to give practitioners the tools to more effectively assess a young person's education, health, communication and other needs, directing them towards services, programmes and interventions that are most likely to address their offending behaviour. The approach to assessing risks and needs of young people in the youth justice system is now over 10 years old – we will renew the assessment framework to bring this up to date with latest research, reduce duplication and place a much stronger focus on practitioner judgement. This will, for the first time, introduce an approach that works across the community and secure estate together for the duration of a young person's involvement in the youth justice system. It will also provide a more holistic, young person focused assessment.

We will maintain a focus on reducing reoffending through payment by results schemes for youth offending services and the secure estate, and as part of lighter touch performance monitoring. This will allow for increased professional discretion and encourage practitioners to share expertise with each other. We will also develop a new approach to identifying and disseminating effective practice across community, secure estate and other youth justice practitioners, encouraging a sector-led approach.

For some, custody is the most appropriate option. However, too many young people whose offences are not serious and whose behaviour does not pose a risk to the public are sent to custody, which can severely disrupt their education, chance of employment and family support. We will incentivise partners to reduce inappropriate demand for custody and spread effective practice.

Time spent in custody should be safe, secure and should support a young person's rehabilitation needs – this will be at the forefront of our secure estate strategy to be developed during 2011/12. The strategy will allow us to respond to the changing custodial population, build on emerging best practice and will assist in delivering Spending Review commitments.

We will also continue to support approaches that bring partners together to resettle young people into the community at the end of a period in custody.

Our key actions for 2011/12 are as follows.

- **Key action 5**

We will consult on and implement a new approach to youth offending services oversight. This includes delivery of a self-assessment framework for youth offending services, piloting of peer-support arrangements and design of the process to undertake lighter touch monitoring, providing intelligence to inform risk-led inspections.

- **Key action 6**
We will continue to deliver improvement support to the poorest performing YOTs.
- **Key action 7**
We will develop and implement a new formula for a single payment for youth offending services grants. We will also explore options for consulting on the development of a model for payment by results for youth offending services, linked to outcomes of fewer first-time entrants to the youth justice system, reduced reoffending and reduced numbers of young people in custody. In designing this, we will aim to reduce data burdens, while guarding against the risk of any perverse performance incentives.
- **Key action 8**
We will develop and implement a new model and processes to identify and disseminate effective practice across the youth justice system. This will be supported by an updated set of research projects, development of youth justice programmes and toolkits, a workforce development strategy building on use of the Youth Justice Interactive Learning Space (YJILS) and a review of national standards allowing for greater professional discretion.
- **Key action 9**
We will complete development of the revised framework for assessing risks and needs of young people and planning interventions in the youth justice system. Subject to decisions based on completion of the full business case for this work, we will deliver the business change, technical change and workforce development activities needed to implement the new framework in youth offending services and the secure estate.
- **Key action 10**
We will reduce the unnecessary demand for custody. With youth offending services, we will develop and disseminate toolkits for reducing the use of remand and for reducing levels of breaches of community sentences. This will include development of models for holding panels with young people and their families to support compliance with sentence conditions. We will also run pilot schemes in 2011 to test approaches to payment by results for reducing the use of custody, and prepare for a phased introduction (from April 2012) for charging local authorities for the full costs of court-ordered secure remands and for the introduction of the new remand framework.
- **Key action 11**
We will develop and deliver a parenting toolkit and other supporting materials to support practitioners to deliver effective parenting and family services, in line with MoJ priorities as set out in the *Breaking the Cycle* Green Paper.
- **Key action 12**
We will support implementation of effective practice in relation to youth violence and gangs, including expansion of the knife crime prevention programme in youth offending services and the secure estate, and introducing a framework for working with girls, especially those involved in youth violence.

- **Key action 13**

We will consult on, finalise, and publish a revised secure estate strategy, reconfiguring to give more flexibility and value for money in a smaller secure estate while rehabilitating young offenders and reducing the risk of reoffending. Reconfiguration will include decommissioning of some YOI establishments. We will also prepare for the retendering of secure children's homes and STC contracts, retender secure children's home and STC escort provision and seek efficiencies from other secure estates contracts.

- **Key action 14**

We will review our approach to managing contracts with providers of secure estate accommodation and services, implementing a new performance framework for providers, developing service assurance models and developing an approach to payment by results with key providers.

- **Key action 15**

We will support four new resettlement consortia based around Wetherby, Werrington and Cookham Wood YOIs, and on the Devon and Cornwall peninsula. We will also continue to support the three established resettlement consortia (North West, South West and Hampshire).

- **Key action 16**

In partnership with the London Criminal Justice Board, the London Development Agency and the Greater London Authority, we will continue to support the pilot of the Heron Unit, an enhanced 30-bed resettlement unit within Feltham YOI. Subject to evaluation in 2012, encourage future funding and support for the unit.

- **Key action 17**

We will complete the pilot to share information between youth offending services and Probation Trusts, to support the transition of 17 to 18-year-old young offenders from the youth to adult Criminal Justice System. Depending on the results of the pilot, we will proceed to wider roll-out.

Strategic objective 3: We will work in partnership across the community and commission the secure estate to protect the public and support victims

For all youth justice workers, protecting the public remains a key part of their role, taken into account when assessing a young person's needs and risks to others, managing their sentence and identifying appropriate interventions. Where offenders pose a high risk to the public, youth offending services work with Multi-Agency Public Protection Arrangements (MAPPA) partners to manage these risks.

Victims of youth crime must feel they have been well served by the system, with their concerns listened to, their needs addressed and justice having been done.

We will continue to support the youth justice system with effective practice in these areas. We will seek ways of involving local people and the voluntary and community sector in delivering services, to benefit both young people and the communities they belong to. We will support local youth offending services to publish more data so communities can understand the effectiveness of services.

In particular we will support the Government's approach to increasing the use of restorative justice across the youth justice system, where the victim wishes to participate and where this will improve the prospects for delivering positive outcomes. As well as playing an effective part in reducing reoffending by making a young person face up to the consequences of their actions, this approach actively engages local people in youth justice.

Our key actions for 2011/12 are as follows.

- **Key action 18**

We will support the MoJ's plans for widening the use of restorative justice, in line with the response to consultation on the *Breaking the Cycle* Green Paper. This could include increasing access to restorative justice training for restorative justice panel members and youth offending services staff, encouraging the appropriate use of restorative justice as part of the Youth Rehabilitation Order and developing good practice in restorative justice for the secure estate.

- **Key action 19**

We will publish data to support youth offending services and youth justice system oversight and maintain and improve the youth justice management information system (MIS). This will allow for greater access, promote local accountability and reduce the data burden. We will also produce new data-recording guidance and information sharing protocols.

We will also review our approach to YJB oversight of safeguarding and public protection serious incidents (see key action 27 below).

Strategic objective 4: We will work in partnership across the community and commission the secure estate to promote the safety and welfare of children and young people in the Criminal Justice System

Children at risk of offending are a vulnerable group and addressing their welfare needs is a key part of preventing offending and reducing the risk of reoffending.

With regard to custody in particular, we aim to ensure a secure, healthy, safe and supportive place for children and young people. In developing our new commissioning strategy, we aim to minimise the likelihood of harm through rigorous safeguarding and ensure that children are placed in the establishment best able to meet their needs.

The YJB currently maintains an overview of serious safeguarding and public protection incidents in the community and secure estate. We will review our approach to this oversight to reduce duplication and support more local oversight and professional discretion.

We will continue to support practitioners in understanding and dealing with issues affecting particular groups of young people – for example, the over-representation of Black and Minority Ethnic young people in the youth justice system.

In carrying out our work, we will consult young people on how services should be delivered, and aim to increase their understanding and participation in the youth justice system.

Our key actions for 2011/12 are as follows.

- **Key action 20**

We will produce an overview of how youth justice partners input into strategic planning for health services, to inform future arrangements for ensuring that young offenders' needs are taken into account in Government's plans for the delivery of local health services. We will also work with the Department of Health Transition Action Group (Children and Young People) to implement new arrangements.

- **Key action 21**

We will support delivery of the Department of Health's young offender health strategy (Healthy Children, Safer Communities) and especially the roll-out of point-of-arrest diversion schemes. We will also work with the Department of Health and other stakeholders to ensure that substance and alcohol misuse support services continue to be provided appropriately under new arrangements for funding and local health services provision.

- **Key action 22**

We will maintain our statutory functions for placing young people in the secure estate, and complete our Placement Service change programme, including production of placement policy documents and ensuring youth offending services access to eAsset.

- **Key action 23**

We will continue to monitor and performance manage secure estate services, so that the standards required to ensure the safety and welfare of young people are met, providers continue to improve their services and good practice is identified and spread through the estate.

- **Key action 24**

We will develop a strategic approach to collaborative co-commissioning of education and health services in the secure estate, implementing this through our regular commissioning activity.

- **Key action 25**

We will develop business cases and a capital investment plan to secure funding for projects to improve safeguarding in YOIs, including funding for specialist units offering enhanced support to young people.

- **Key action 26**

We will continue implementation of YJB recommendations from the Government's *Independent Review of Restraint in Juvenile Secure Settings*,³ including roll-out of conflict resolution training to STCs.

³ Smallridge, P. and Williamson, A. (2008) *Independent Review of Restraint in Juvenile Secure Settings*. Available at www.justice.gov.uk/publications/docs/restraint_review.pdf.

- **Key action 27**

We will review our approaches to oversight of community and secure estate public protection and safeguarding serious incidents, publishing an annual report on community incidents and consulting with partners to support greater local oversight of incidents.

- **Key action 28**

Building on work carried out during 2010, we will continue to develop and disseminate toolkits to support local analysis and action to address issues relating to the disproportionate representation of Black and Minority Ethnic young people in the youth justice system.

- **Key action 29**

We will publish a participation practice development resource on YJLS to support practitioners in increasing young people's involvement in, and understanding of, the youth justice system.

Organisational objective: Deliver a streamlined and distinctive youth justice function, preparing for a transition into the MoJ, retaining the skills and expertise of the YJB

In 2010, the Government made a commitment to review all public bodies as part of its wider work on public sector reform. As a result of this review, the MoJ concluded that the youth justice system no longer requires central oversight from a separate organisation and has recommended the abolition of the YJB, subject to approval by Parliament. The YJB's main functions will be undertaken in future by a unit within the Justice Policy Group of the MoJ.

The MoJ, YJB and Welsh Government are working closely to ensure a smooth transition to a new structure, ensuring that a distinct youth focus and, as far as possible, the knowledge, skills and expertise within the YJB are retained.

Our key actions for 2011/12 are as follows.

- **Key action 30**

With the MoJ, we will develop and implement a new operating model to replace the current YJB/MoJ Youth Justice Policy Unit arrangements to deliver youth justice functions after transition to the MoJ.

- **Key action 31**

We will ensure that our main YJB functions continue to be provided with communications, HR, finance, facilities management, ICT and governance support during the period of transition to the MoJ. We will also assess options for handing over support functions to the MoJ, in line with the MoJ's operating model.

- **Key action 32**

We will engage stakeholders and staff in the development and implementation of the transition to support a successful transfer of functions which will contribute to maintaining the performance of the youth justice system.

- **Key action 33**

We will plan for the formal closure of the YJB and handover of assets, including knowledge, to the MoJ.

- **Key action 34**

We will deliver savings of £1.3m to YJB running costs in 2011/12.

- **Key action 35**

We will develop a technology road map for youth justice system ICT applications and youth justice system information management and ensure that YJB and youth justice system ICT systems are suitably accredited for information assurance.

Youth justice in Wales

Our plans set out on pages 10 to 17 apply to England and Wales. However, the devolution of children's services, education and health policies means that a significant part of the delivery of local youth justice services is subject to Welsh Government oversight, and we have specific objectives for Wales to take account of this.

A number of key developments may influence the longer term strategy for youth justice in Wales, including the recent referendum that approved further law-making powers for the National Assembly for Wales. A longer term strategy will be developed later in 2011/12 and, in the meantime, the following interim priorities have been set. These reflect critical new areas and also a continuation of some areas of work already under way (developed as part of the *All Wales Youth Offending Strategy: Delivery Plan 2009 – 11*).⁴

Our key actions for Wales for 2011/12 are as follows.

- **Key action 1 for Wales**

We will work with the Welsh Government to strengthen support to vulnerable children and young people in the youth justice system.

- **Key action 2 for Wales**

We will develop an enhanced service specification for Welsh young people held in custody as a response to circumstances created by secure establishment decommissioning, following significantly decreased demand.

- **Key action 3 for Wales**

We will support a pilot, in Wales, of proposed implementation of section 34 of the Offender Management Act 2007, allowing placement of those held in youth custody in community settings.

- **Key action 4 for Wales**

We will oversee YJB contributions to the 2010 Culture and Communities Committee recommendations on youth justice.

- **Key action 5 for Wales**

We will adapt, for Wales, elements of the *Breaking the Cycle* Green Paper that relate to devolved services.

- **Key action 6 for Wales**

We will facilitate continued joint working with the Welsh Government during the transfer of YJB youth justice functions to the MoJ.

- **Key action 7 for Wales**

We will work with police services and youth justice services in Wales to support and widen the use of police-led restorative alternatives to charging.

⁴ Youth Justice Board (2009) *All Wales Youth Offending Strategy: Delivery Plan 2009 – 11*. London: Youth Justice Board.

- **Key action 8 for Wales**

We will work with the Children's Commissioner for Wales on consultation and participation.

- **Key action 9 for Wales**

We will encourage the expansion of post-sentence resettlement programmes to every youth offending service area in Wales.

- **Key action 10 for Wales**

We will define an expected package of support for children and young people after a period in custody in Wales and England.

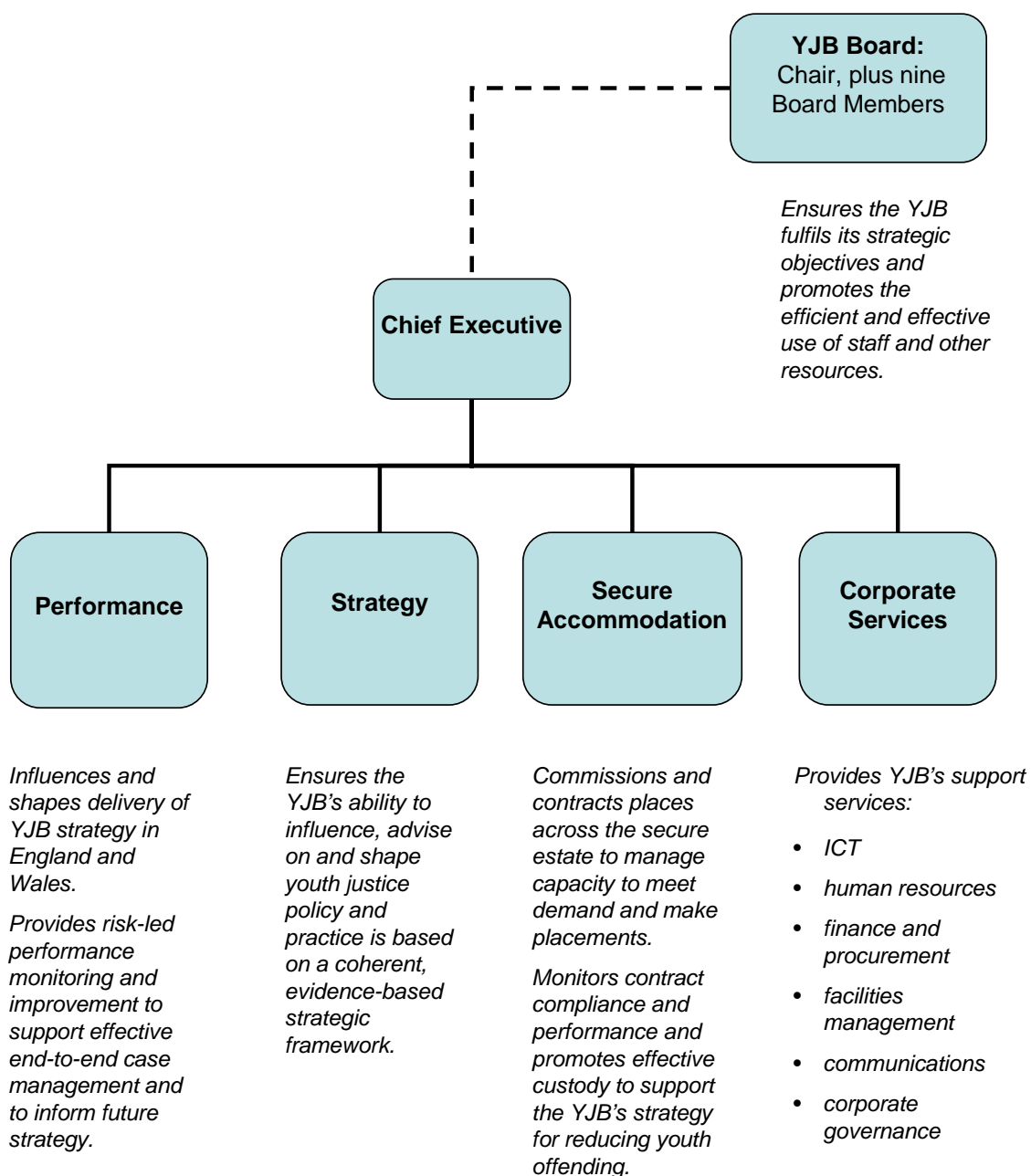
We will also continue joint oversight of the existing Wales youth justice performance indicator set agreed by the Welsh Government (page 9).

Resources and budget allocation 2011/12

Our organisation

On 1 April 2011, the YJB had 249 full-time equivalent staff in place.

Our current organisational structure is set out below. During the year this structure will change as we streamline our functions in preparation for transferring them to a distinct youth justice unit within the MoJ.



Budget allocation for 2011/12

Our budget and resources are used to maintain and improve youth justice services.

Table 1: Resource budget allocation for 2011/12

	£m	Funding source (£m)	What the budget buys and achieves
Community youth justice services			
Grants	118	Home Office £15 MoJ £103	Includes £116m effective practice grants to all YOTs to support delivery of the three youth crime and justice outcomes of reducing reoffending, reducing first-time offending and reducing use of custody and indicators 4 to 6 in the Wales Youth Justice Indicator Set, and to support delivery of the Home Office's drugs, alcohol and knife crime prevention priorities.
Workforce development and research	2	MoJ	Workforce development, research, identification and development of good practice.
Other community programme support	2	MoJ	Includes implementation and support for effective practice programmes, e.g. education, development of peer support approaches, support for resettlement consortia.
Total community	122		
Secure accommodation			
Prisons – Prison Service	98	MoJ	Secure accommodation in Prison Service YOIs.
Prisons – Private	36	MoJ	Secure accommodation in private YOIs.
Escort contracts	21	MoJ	Transport for young people to and within the secure estate, e.g. from court to custody.
Other contracts	6	MoJ	Contracts for services provided for young people, e.g. advocacy, social workers.
STCs	58	MoJ	Secure accommodation in STCs.
Secure children's homes	40	MoJ	Secure accommodation in secure children's homes.
Total secure accommodation	259		

	£m	Funding source (£m)	What the budget buys and achieves
Other			
Running costs	14	MoJ	Staff and administrative costs, including premises and our communications.
Invest to Save projects	5	MoJ	Projects to support delivery of MoJ Green Paper, <i>Breaking the Cycle</i> , aims, and to improve practice, including roll-out of new restorative justice model, pilots to test approaches to payment by results for reducing the use of custody, new assessment and intervention framework.
Youth justice system ICT support	3	MoJ	Support and maintenance of youth justice system ICT systems: Connectivity, eAsset, Youth Justice Management Information System.
YJB ICT support	2	MoJ	Day-to-day running of internal ICT systems, including support and maintenance, network links, small-scale development work.
Non-cash costs	4	MoJ	Depreciation.
Total other	28		
Total resource budget	409		

Planning assumptions and managing risks and opportunities

Planning assumptions

Our key planning assumptions are that:

- the custody population continues to decrease and that new Government policies and actions by the YJB will deliver further reductions in the demand for custody (see Appendix B)
- following the abolition of the YJB, the MoJ will continue to provide leadership, support and coherence for the youth justice system, acting across the community, the secure estate and other partners.

Managing risks and opportunities

We manage risks to delivery, in partnership with local youth offending services, secure estate providers and others. Key risks are set out below:

1. funding reductions lead to loss of services aimed at preventing offending and reducing reoffending

We are monitoring the impact of funding reductions on local youth justice services. The MoJ has sought to limit its own reductions to YOT grants and we continue to make the case to other partners to invest in prevention activities. We are identifying good practice in relation to shared statutory youth justice services and will support YOTs in developing information to make the case for youth justice funding locally. Our work programme is designed to take account of the need to deliver more, with fewer resources, and to encourage professional discretion and innovation. This includes developing payment by results schemes, identifying and disseminating effective practice, and developing approaches for peer support between practitioners.

2. demand for custody does not reduce, with the result that savings cannot be delivered

We closely monitor trends in demand in order to commission the secure estate. Appendix B sets out our current assumptions in relation to reducing demand. We will work closely with the MoJ to influence and shape policy development and its implementation to help ensure that it has the desired impact on reducing demand for custody.

3. safeguarding and risk of serious harm to young people who offend

Arrangements for managing risk of harm to children and young people who offend are set out in the national standards and practice guidance that local youth offending services are required to comply with. Our contract management and monitoring for the secure estate provides a means to assess whether providers have adequate risk management arrangements in place. Our serious incidents programme board oversees specific actions and trends arising from deaths in custody and reportable incidents. We are also

increasing the capability of our Placement Service and supporting implementation of a programme of work covering use of restraint in the secure estate and a new behaviour management system for use in YOIs and STCs.

- 4. loss of coherent delivery of youth justice at national and local level**
Increased local accountability for delivery presents opportunities for local innovation and reduced bureaucracy by allowing for more professional discretion. Our work programme supports this, including lighter touch, outcome-based oversight of youth justice services, with intervention in the poorest performing YOTs, and continued monitoring of delivery of secure estate contracts. In a changing local delivery environment, we will continue to work closely with national and local partners so that health, education and other support services are available to address young people's welfare needs and offending behaviour. We are also advising local partnerships on the main requirements on them in relation to YOTs and their management boards.

Appendix A: Key delivery dates for 2011/12

Table 2: Delivery dates during 2011/12

Key action	Date
Prevent offending	
1 Work with ACPO and the Metropolitan Police Service to support new multi-agency safeguarding hubs (MASH): <ul style="list-style-type: none"> • assist YOTs, and provide YOT data, to support their involvement in 14 MASH partnerships in London. 	March 2012
2 Support and promote targeted youth crime prevention: <ul style="list-style-type: none"> • work with the Big Lottery Fund and other partners to develop their portfolio of programmes aimed at reducing first time offending • work with Government departments including the Home Office and DfE to shape and influence emerging prevention strategies and promote targeted youth crime prevention • map existing prevention services to identify threats and opportunities and inform ongoing activities in support of the effective delivery of targeted youth crime prevention. 	Sept 2011 April 2012 June 2011
3 Support implementation of MoJ, Home Office changes to out-of-court disposals and approaches to dealing with anti-social behaviour.	March 2012 (subject to legislation)
4 Develop a self-assessment framework and cost effectiveness toolkits to support local youth justice services demonstrate value for money: <ul style="list-style-type: none"> • toolkits available for dissemination to practitioners. 	Jan 2012
Reduce reoffending	
5 Consult on and implement a new approach to youth offending services oversight and performance improvement: <ul style="list-style-type: none"> • develop and pilot a youth justice peer review scheme • commence implementation of new approach to oversight and performance improvement. 	Nov 2011 April 2012
6 Continue to deliver improvement support to the poorest performing YOTs.	Ongoing

Key action		Date
7	Consult on options for a new grant formula during 2011, with introduction of the formula from April 2012.	April 2012
8	Develop and implement a new model and processes to identify and disseminate effective practice.	March 2012
9	<p>Complete development of the revised framework for assessing risks and needs of young people and planning interventions:</p> <ul style="list-style-type: none"> • full business case completed <p>Implementation timescales will depend on business case and preferred options (anticipated development and implementation period 2011/13).</p>	June 2011
10	<p>Reduce the unnecessary demand for custody, including:</p> <ul style="list-style-type: none"> • breach and remand toolkits framework disseminated to practitioners • compliance framework disseminated to practitioners • payment by results custody pathfinder pilots commenced • prepare for introduction of charging for court-ordered secure remands and for introduction of the new remand framework (anticipated commencement from early 2013). 	<p>May 2011</p> <p>June 2011</p> <p>Oct 2011</p> <p>April 2012 onwards</p>
11	<p>Develop and deliver a parenting toolkit and other supporting materials for practitioners:</p> <ul style="list-style-type: none"> • publish a parenting toolkit to support practitioners to deliver effective parenting and family services, in line with MoJ priorities as set out in the <i>Breaking the Cycle</i> Green Paper • increase the support available to parenting practitioners through YJB's Directory of Emerging Practice, establishment of a practitioner e-forum, and regional parenting seminars. 	<p>May 2011</p> <p>Sept 2011</p>
12	Support implementation of effective practice in relation to youth violence and gangs and knife crime prevention.	March 2012
13	<p>Publish a revised secure estate strategy, decommission beds in accordance with annual commissioning plan and retender escort provision for STCs and secure children's homes:</p> <ul style="list-style-type: none"> • publish revised secure estates strategy. 	<p>March 2012</p> <p>Nov 2011</p>

Key action		Date
14	<p>Review our approach to managing contracts with secure accommodation providers, including:</p> <ul style="list-style-type: none"> • implement a new performance framework • develop an approach to payment by results with key providers. 	<p>Dec 2011</p> <p>March 2012</p>
15	<p>Support four new resettlement consortia and continue to support the three established resettlement consortia:</p> <ul style="list-style-type: none"> • new consortia established. 	<p>March 2012</p> <p>Sept 2011</p>
16	<p>Support the pilot of the Heron Unit, an enhanced 30-bed resettlement unit at Feltham YOI.</p>	<p>Ongoing during 2011/12</p>
17	<p>Pilot sharing of information between youth offending services and Probation Trusts, to support the transition of 17 to 18-year-olds from the youth to adult Criminal Justice System:</p> <ul style="list-style-type: none"> • complete and evaluate a pilot project with 10 London YOTs and corresponding Probation Delivery Units. <p>Roll-out plans will depend on the outcome of the pilot.</p>	<p>July 2011</p>
Protect the public and support victims		
18	<p>Support the MoJ's plans for widening the use of restorative justice within pre-court disposals and community and custodial sentences. The programme of work is likely to include:</p> <ul style="list-style-type: none"> • development of a practitioner network and delivery framework to promote good practice and to improve training resources for practitioners and volunteers • establishing improved inter-agency relationships to enable increased victim engagement in the youth justice system and access to wider victim support services. 	<p>March 2012</p> <p>March 2012</p>
19	<p>Publish data to support youth justice system oversight and maintain and improve the Youth Justice Management Information System.</p>	<p>Ongoing during 2011/12</p>

Key action		Date
Promote the safety and welfare of children and young people in the youth justice system		
20	Produce an overview of how youth justice partners input into strategic planning for health services and work with the Department of Health Transition Action Group (Children and Young People) to implement new arrangements: <ul style="list-style-type: none"> • overview produced. 	Ongoing July 2011
21	Work with the Department of Health to support delivery of the Department of Health young offender health strategy (<i>Healthy Children, Safer Communities</i>) and especially the point-of-arrest diversion schemes: 31 schemes funded from April 2011: <ul style="list-style-type: none"> • support implementation and prepare for the next phase of roll-out from April 2012. 	Ongoing March 2012
22	Maintain statutory functions for placing young people in the secure estate, including: <ul style="list-style-type: none"> • complete the Placements Change Programme • begin a pilot for YOT access to the eAsset system. Further roll-out depends on the outcome of the pilot.	Ongoing March 2012 May 2011
23	Develop and implement a strategic approach to collaborative co-commissioning of education and health services in the secure estate.	March 2012
24	Monitor and performance manage secure estate services.	Ongoing
25	Develop business cases and a capital investment plan to secure funding for projects to improve safeguarding in YOIs and deliver improvements.	March 2012
26	Continue implementation of YJB recommendations from the Government's <i>Independent Review of Restraint</i> , ⁵ including: <ul style="list-style-type: none"> • roll-out of conflict-resolution training to STCs (timescales will depend on timing of independent accreditation of the training). 	March 2012

⁵ Smallridge, P. and Williamson, A. (2008) *Independent Review of Restraint in Juvenile Secure Settings*. Available at www.justice.gov.uk/publications/docs/restraint_review.pdf.

Key action		Date
27	<p>Review our approaches to oversight of community and secure estate public protection and safeguarding serious incidents:</p> <ul style="list-style-type: none"> • begin consultation to inform new approach • implement new approach. 	<p>May 2011</p> <p>April 2012</p>
28	<p>Develop and disseminate toolkits to support local analysis and action to address issues relating to the disproportionate representation of black and minority ethnic young people in the youth justice system.</p>	Sept 2011
29	<p>Publish a participation practice development resource to increase young peoples' involvement in, and understanding of, the youth justice system.</p>	Jan 2012
Deliver a streamlined and distinctive youth justice function, preparing for a transition into the MoJ, retaining the skills and expertise of the YJB		
30	<p>Develop and implement a new operating model to replace the current Youth Justice Board/MoJ Youth Justice Policy Unit:</p> <ul style="list-style-type: none"> • staff and union consultation on new operating model to take place. <p>Implementation will follow final ratification of the new organisational design after consultation.</p>	<p>July to Sept 2011</p>
31	<p>Ensure main YJB functions continue to be provided with communications, HR, finance, facilities management, ICT and governance support during the period of transition to the MoJ.</p>	Ongoing during 2011/12
32	<p>Engage stakeholders and staff in the development and implementation of the Transition Programme, in line with the Transition Programme Communications Strategy.</p>	Ongoing during 2011/12
33	<p>Plan for the formal closure of the YJB and handover of assets, including knowledge, to the MoJ:</p> <ul style="list-style-type: none"> • timescales depend on the passage of the Public Bodies Bill through Parliament. We anticipate closure of the YJB will take place during 2012. 	Ongoing during 2011/12
34	<p>Deliver savings of £1.3m to YJB running costs in 2011/12</p>	March 2012
35	<p>Develop a technology road map for youth justice system ICT applications and accredit ICT systems:</p> <ul style="list-style-type: none"> • draft technology road map produced • plans for accreditation of five ICT systems agreed between MoJ and YJB. 	<p>July 2011</p> <p>June 2011</p>

Key action	Date	
Youth justice in Wales		
W.1	Work with the Welsh Government to strengthen support to vulnerable children and young people in the youth justice system.	Ongoing during 2011/12
W.2	Develop an enhanced service specification for Welsh young people held in custody as a response to circumstances created by secure establishment decommissioning.	September 2011
W.3	Support a pilot, in Wales, of proposed implementation of section 34 of the Offender Management Act 2007.	March 2012
W.4	Oversee YJB contributions to the 2010 Culture and Communities Committee recommendations on youth justice.	Ongoing during 2011/12
W.5	Adapt, for Wales, elements of the <i>Breaking the Cycle</i> Green Paper that relate to devolved services.	Ongoing during 2011/12
W.6	Facilitate continued joint working with the Welsh Government during the transfer of YJB youth justice functions into the MoJ.	Ongoing during 2011/12
W.7	Work with police and youth justice services in Wales to support and widen the use of police-led restorative alternatives to charging.	Ongoing during 2011/12
W.8	Work with the Children's Commissioner for Wales on consultation and participation.	Ongoing during 2011/12
W.9	Encourage the expansion of post-sentence resettlement programmes to every youth offending service area in Wales.	Ongoing during 2011/12
W.10	Define an expected package of support for children and young people after a period in custody in Wales and England.	Ongoing during 2011/12

Appendix B: Reducing demand for custody – assumptions

Delivery of Spending Review savings depends on decommissioning spare capacity in the secure estate. Achieving this requires continued significant falls in demand for custody.

There have been encouraging signs of progress across the youth justice system in recent years. In 2009/10, an average of 2,418 young people were in custody at any one time, a decrease of 463 from the 2008/09 average of 2,881 young people. Recent trends indicate continued falls.

The YJB forecasts demand for custody as part of our plan for commissioning secure estate accommodation. Forecasting is uncertain, however – the young people’s secure estate population is small, complex and made up of those with differing needs, which are met by different types of establishment and service. There is also a risk that unforeseen factors will affect demand: projections are reviewed regularly and, in addition to attempts to predict long-term trends via modelling, we also rely on actual custody figures as a sensible check on any commissioning decisions.

For the period 2011/15, predictions based on existing trends (without taking account of the impact of new policy initiatives) indicate that the reduction in demand for custody seen over the past two years could be expected to continue over the period of the Spending Review but at a slower rate, with the population averaging 2,107 by 2014/15. After allowing for the necessary flexibility in the estate to be able to manage variations in the secure estate population, we expect that 2,266 commissioned beds would be required by the end of the 2011/15 Spending Review period.

Year	Anticipated number of beds required
2011/12	2,366
2012/13	2,319
2013/14	2,298
2014/15	2,266

We are also exploring the possible impact of wider reforms across the youth justice system in future years, which could have a significant impact on demand for custody accommodation. These include:

- introduction of a single remand order and transfer of financial responsibility to local authorities for, initially, court-ordered secure remands and, latterly, all remands

- the Youth Justice Reinvestment Pathfinder schemes, which will operate in a small number of pilot areas and will set consortia of local authorities targets for reducing their use of custody in return for upfront investment
- moving an increased certain proportion of 18-year-olds out of the secure estate for children and young people
- establishing panels to review decisions in relation to breach of community sentences before any decision is made to pursue the matter in court.
- using the power contained in section 107 of the Powers of Criminal Courts (Sentencing) Act 2000 to make an order to specify alternative forms of youth detention accommodation.
- the YJB's programme of work aimed at reducing the number of remands to custody.

We can expect these policies to have a further impact on demand, depending on how these are implemented in practice, and we will continue to review our models for predicting future demand for secure accommodation.

Stock code: D133