

YJB Corporate Plan 2014–17 and Business Plan 2014/15

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Foreword

Our Corporate and Business Plan sets out our plans and priorities for the next three years, and specific areas of work for the coming year. Although we are conscious of the size of the task ahead of us in the coming year, we believe that this plan sets us in the right direction, with challenging but achievable objectives. It will help us to focus our energy and resources on delivering our priorities for the year.

The plan is driven by the youth justice system's performance, as shown in the *Youth Justice Statistics 2012/13*, and it is against this performance that we are ultimately measured. The statistics continue to show a positive picture in terms of the ongoing reduction in the number of young people entering the youth justice system, and in those receiving disposals in and out of court, including custodial sentences. The figures also show that the number of young people who reoffend has diminished.

However, the rate and the frequency of reoffending by those in the youth justice system remains relatively high and those in the smaller cohort have committed more previous offences and have more complex needs. It is for this reason that reducing reoffending is the focus of this year's Corporate and Business Plan. Responding to this challenge will require our continued support to youth offending teams (YOTs), secure estate providers and the many stakeholders who seek to engage and support young people who have offended. The YJB's reducing reoffending programme, now in its second year, will aim this year to support YOTs to improve their performance, on a risk-led basis, prioritising areas where we have concerns about high or increasing reoffending rates.

Also central to our plan is the Justice Secretary's aim of improving educational outcomes for young people in custody and we are working closely with the Ministry of Justice on the Transforming Youth Custody programme. We believe the secure college pathfinder to be built in spring 2017 represents a welcome investment in the secure estate and offers the opportunity to commission distinct and separate provision, designed specifically around the needs of children and young people. We will continue to advise on the needs of young people, while at the same time working to ensure the continual improvement of our current secure estate for children and young people, and, in particular, to improve resettlement support in the community for young people who are released from custody.

This programme has specific plans for Wales, where we will continue to work with the Welsh Government through our joint strategy to facilitate regional resettlement partnerships across Wales and support the secure estate in Wales to put education at the heart of their work.

In taking forward these priorities, we will continue to focus on our statutory function to oversee the youth justice system for England and Wales. We will also support the strategic aims of the UK Government, which include preventing offending, protecting the public and supporting victims, and promoting the safety and welfare of children and young people in the criminal justice system.

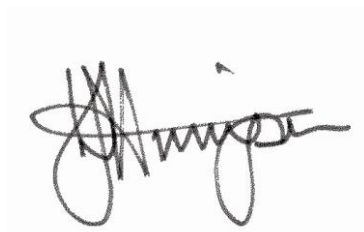
We will continue to provide support and challenge to local youth justice services to help them deliver in a changing health and education landscape in England, and through the move towards regional delivery in Wales. The YOT model has delivered considerable achievements for the youth justice system since it came into operation. However, it is important that we continue to review and test this model, to ensure that the multi-agency partnerships through which it operates are as effective as possible.

In developing this plan, we have taken into account the need to deliver within extremely challenging financial circumstances, coupled with the need, as always, to demonstrate value for money. We will work supportively and in partnership with local authorities to make the most of the limited resources available to the youth justice system. Perhaps more than ever, we need to build strong relationships with the wider group of service providers connected to reducing youth offending.

By the end of 2014/15, we will have delivered cumulative savings of £525m across the period of this spending review. In the main, we will have achieved this by investing in activities that reduce the need for custody and then maximising savings from having fewer young people in custody by decommissioning beds in the under-18 secure estate.

The strategy to achieve these savings has only been possible because of the continuing commitment of staff across the entire youth justice system. In particular, the work of YOTs, supported by the YJB, has been an essential element of the effectiveness of the youth justice system, and hence a critical enabler of the financial savings.

We believe that we have the team in place and the support of colleagues on the frontline to achieve further improvement in the youth justice system. This Corporate and Business Plan provides the priorities and deliverables which are the basis on which we will do this.



Lin Hinnigan

Chief Executive, Youth Justice Board



Lord McNally

Chair, Youth Justice Board

Who we are and what we do

Founding legislation and statutory functions

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 and to support the strategic aims of the government. The statutory functions of the YJB include the following:

- to monitor the operation of the youth justice system and the provision of youth justice services
- to advise the Secretary of State for Justice on:
 - the operation of the youth justice system and the provision of youth justice services
 - how the principal aims of the youth justice system might most effectively be pursued
 - the content of any national standards the Secretary of State may see fit to set with respect to the provision of youth justice services or the accommodation in which children and young people are kept in custody
 - the steps that might be taken to prevent offending by children and young people
- to identify, make known and promote good practice
- to make grants, with the approval of the Secretary of State, to local authorities or other bodies for them to develop good practice or to commission research in connection with such practice
- to commission research and publish information in connection with good practice
- to enter into agreements for the provision of secure accommodation for children and young people.

Our vision

The YJB believes in, and is committed to achieving, a youth justice system where:

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

What we have achieved

While there remains much to achieve, the youth justice system is working well. With YJB support and leadership, youth offending teams (YOTs) and local partners have successfully reduced the number of first-time entrants to the criminal justice system and reduced the number of young people in custody.

The YOT model, which the YJB champions and supports, has contributed to these successes by employing a multi-agency and targeted approach to working with young people in the criminal justice system.

YJB support to youth justice practitioners and managers has transformed how information is shared across the system, with further developments planned for 2014/15.

The work of the YJB and its partners has meant fewer lives are damaged by crime, with fewer young people involved in crime and fewer victims. This is demonstrated by the reduced number of young people in contact with the youth justice system and the reduced total number of offences committed by young people.

The National Audit Office estimated that in 2009 offending by all young people cost the economy £8.5–11bn.¹ Since 2009/10, the number of proven offences by young people – a figure used by the National Audit Office in their calculation – has halved.² This is likely to have resulted in substantial reductions in the cost to the economy of offending by young people.

Youth justice is one of the few areas of children and young people's policy that has not been devolved to the Welsh Government by Westminster. The YJB has built a strong and productive working relationship with the devolved government and stakeholders in Wales to ensure that the achievements of the youth justice system have been realised in a parallel and equivalent way in both England and Wales.

Key YJB achievements over the past 10 years are set out below.

Achievements in the community

The YJB has:

- worked with over 50 YOTs to improve their performance in respect of first-time entrants, numbers in custody and reoffending
- developed Asset, the first national assessment framework for the youth justice system to individually assess the factors involved in young people's risk of reoffending; we will soon be launching a revised version of this framework called AssetPlus
- invested in evidence-based interventions as robust alternatives to custody, including the Intensive Supervision and Surveillance Programme and Intensive Fostering

¹ Published in the National Audit Office report, *The Youth Justice System in England and Wales: Reducing Offending by Young People* (December 2010).

² Taken from *Youth Justice Statistics 2012/13*, available at:

www.gov.uk/government/uploads/system/uploads/attachment_data/file/278549/youth-justice-stats-2013.pdf

- promoted the use of restorative justice across the youth justice system, including Safer Schools partnerships in England
- established multi-agency resettlement support panels in Wales to strengthen and improve work to reintegrate young people following a period in custody
- initiated targeted and well-managed early intervention programmes (including Youth Inclusion Panels and Youth Inclusion and Support Panels) that are now mainstream practice as part of wider local authority early intervention approaches.

Achievements in custody

The YJB has:

- separated young people from adults in custody and provided age-appropriate provision
- completed safeguarding reviews of custody and implemented a programme of change backed by capital investment to improve facilities and enhance safety
- introduced social workers in custody and an advocacy service to support young people
- introduced a comprehensive workforce training programme
- introduced specialist units within the custodial estate, including a mother and baby unit at Rainsbrook Secure Training Centre, and units for young people with complex needs at Wetherby Young Offender Institution and Hindley Young Offender Institution
- transformed how information is shared across the system through the YJB's *Wiring Up Youth Justice* ICT programme
- decommissioned under-18 young offender institution (under-18 YOI) accommodation for young women, instead placing them in secure training centre (STC) or secure children's home (SCH) accommodation, which can better meet their needs
- introduced standards for the delivery of health services to young people in custody
- provided a bespoke placement protocol and service delivery model for Welsh young people placed in custody that takes account of their educational, cultural and language needs
- supported the design, development and ongoing roll-out of a new behaviour management and restraint system in under-18 YOIs and STCs.

Our strategic objectives 2014–17

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 an organisational objective for 2014–17 to continue to develop the YJB to deliver our mandate, working closely with the UK and Welsh Governments and other stakeholders to deliver a coherent, distinctive and effective youth justice system in a time of reduced resource.

This objective will be delivered through continuous improvement in the way we operate; further detail is provided in the key outcomes within the Business plan for 2014/15 section (see pages 26–31).

Our priorities for 2014/15

The Ministry of Justice's (MoJ's) business plan for 2013–2015 sets out the UK Government's agenda for justice. To support its policy objectives, support the youth justice sector most effectively and to reflect our financial and resource challenges, we have agreed with the Secretary of State the following priorities for 2014/15.

- **Reduce reoffending by young people**

This reflects our focus on preventing and reducing reoffending by those who have previously committed crimes.

- **Transforming Youth Custody programme**

This supports the UK Government's aim of placing education at the heart of detention, including the opening of a secure college pathfinder in spring 2017.

These priorities will be achieved through our delivery of the business plan outcomes detailed on pages 26–31 of this plan.

Our commitment to equality and diversity

We are committed to promoting equality, embracing diversity and working to ensure that the criminogenic risk factors of children and young people in the youth justice system are reduced. We believe that promoting equality, valuing diversity and delivering youth justice services in an anti-discriminatory way is fundamental to reducing offending and reoffending, making our communities safer and addressing disproportionality within the youth justice system.

We will strive to create an organisation that harnesses the different perspectives and skills of all our staff, that values their individual contribution, and provides a working environment that is free from discrimination, harassment and victimisation.

How we deliver our services

The United Nations Convention on the Rights of the Child (UNCRC) provides the overarching context for the YJB when undertaking its statutory functions. The guiding principle for safeguarding and promoting the welfare of children is described in Article 3(1) of the UNCRC, which states that:

In all actions concerning children, whether undertaken by public or private social welfare institutions, courts of law, administrative authorities or legislative bodies, the best interests of the child should be of primary consideration.

The UNCRC binds the UK in international law. The Rights of Children and Young Persons (Wales) Measure 2011 sets out the requirement for due regard to be given to the UNCRC. Our work in Wales is underpinned by the Welsh Government's *National Standards for Children and Young People's Participation*. These standards set out the guiding principles for organisations in Wales whose work has an impact on the lives of children.

Whether taking broad commissioning decisions or individual placement decisions, the YJB is committed to ensuring that the best interests of the child are always its primary consideration.

The members of our Board – of which there are currently 11 – are appointed by the Secretary of State for Justice. Lord Tom McNally took up his appointment as the Chair of the YJB in March 2014.

The Board is responsible for overseeing the youth justice system on behalf of the Secretary of State; providing advice on how the system could be improved; planning the future demand for secure accommodation and entering into agreements for its provision. The Board has corporate responsibility for ensuring that the YJB fulfils its strategic objectives, which are agreed with the Secretary of State for Justice, and for promoting the efficient and effective use of staff and other resources. The YJB executive and wider organisation which support the Board are made up of a dedicated group of staff with a range of expertise, drawn substantially from a youth justice practice background. This allows the YJB to translate the principles of reform into delivery for young people.

The youth justice system consists 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:

- youth offending teams (YOTs) – local partnerships made up of partners from the police, the Probation Service, local authority children's services and health services
- police and crime commissioners
- the police, the Crown Prosecution Service and victim services
- the courts and the judiciary

- secure accommodation providers – under-18 young offender institutions (YOIs), secure training centres (STCs) and secure children’s homes (SCHs).

In order to access the wider resources and know-how required to effectively deliver our programme of work, the YJB will work in close partnership with a wide range of stakeholders, as set out below.

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 so we can use their experiences and feedback to 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 interventions that will successfully address and prevent offending behaviour. This is reflected both in our work with YOTs and in the secure estate, where we specifically consult with young people when reviewing and developing services. Young people may also be able to take an active role in co-designing interventions or services with us and practitioners.

Working with the Ministry of Justice and other UK and Welsh Government departments

We work closely with our sponsor department, the Ministry of Justice (MoJ), ensuring that we can deliver our work within the policy and resourcing framework determined by the Secretary of State for Justice. We also advise other UK and Welsh Government departments on the operation of the youth justice system to ensure that national policies and legislation in England and Wales support better outcomes for the youth justice system and can be effectively implemented.

Alongside our close working with the MoJ, we also work with the Home Office to:

- prevent anti-social behaviour and youth crime, including youth violence
- support the delivery of the cross-departmental Ending Gang and Serious Youth Violence strategy and related work to prevent the sexual exploitation of girls.

We work with the Department of Health and local commissioning bodies so that high-quality health services are provided (including mental health and substance misuse services) to young people in the youth justice system. We will continue to build on the effective working relationship with NHS England, which is responsible for commissioning services for young people in the secure estate to ensure that young people have access to services that address their health needs.

We work with the Department for Education (DfE) to:

- help ensure education services meet the educational, training, and job readiness needs of children and young people, across custody and the community
- support children's services to deliver services that meet the welfare needs of children who come into the youth justice system; this includes work to improve the outcomes for looked-after children, who are over-represented in the youth justice system
- ensure there are sufficient SCH places to meet the needs of children who require this type of provision.

We also work with the Cabinet Office in its capacity as the lead government department on youth policy in England, to ensure that our work informs and complements the government's overall strategy for giving opportunities to young people from all backgrounds, including those in the youth justice system.

In Wales, we work closely with Welsh Government departmental leads so that devolved government policies are aligned with the implementation of youth justice policies.

Working with YOTs 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 the UK Government:

- reducing first-time entrants to the criminal justice system
- reducing reoffending
- reducing the use of custody.

We now have a comprehensive set of guidance, improvement support and an escalation process in place to help improve performance in YOTs. This includes:

- the setting of minimum standards through the Secretary of State's *Modern Youth Offending Partnerships* guidance for England and the *National Standards for Youth Justice Services*
- a sector-led programme of self-assessment and peer reviews
- an escalation process which provides improvement support from the YJB's in-house youth justice experts, as well as, ultimately, the potential intervention of the Minister.

We will continue to provide more transparent and easily accessible data to help local youth justice services benchmark their performance and direct their resources to deliver our strategic objectives.

We use a risk-led process (liaising with HM Inspectorate of Probation) to intervene in the poorest performing YOTs and help them to develop and deliver post-inspection and other improvement plans.

We also continue to work with practitioners to identify and share effective practice through a range of other approaches. Our quarterly prioritisation process helps allocate YJB resources where they are most needed. Our thematic and incentive-based work, such as reducing the use of remand, operates within this collaborative approach.

In Wales, we have tailored our approach to take account of Welsh ministers' responsibility for devolved services such as education, housing and health. The escalation process operated by YJB Cymru is executed in collaboration with the Welsh Government and can include the intervention of Welsh ministers where appropriate. Our liaison with HM Inspectorate of Probation includes regular contact with Estyn, the Care and Social Services Inspectorate for Wales and Health Inspectorate Wales. Furthermore, we have worked in partnership with the youth justice and academic sectors in Wales to pilot and deliver the use of an evidence-based collaborative review system undertaken by trained assessors. This enables our youth justice oversight and support staff to develop and assist in the delivery of targeted improvement activities to services that have requested assistance.

Working with secure accommodation providers

We work with secure accommodation providers to ensure the delivery of services 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 and value for money, and to improve delivery of specialist services. We develop and disseminate effective practice in areas such as safeguarding, behaviour management and restorative justice.

Our Placement Service is responsible for placing remanded and sentenced young people into secure establishments. We work with YOTs to ensure the most up-to-date information about young people is available to the Placement Service and the secure estate so that the most appropriate placement decision is made, and so the correct interventions are delivered to young people. Our service includes a process for reviewing placement decisions and ensures that transfers between establishments are managed in a timely and appropriate manner, following consultation with all those with interests in the young person's welfare.

Working with the voluntary and community sector

Voluntary and community sector organisations make a critical contribution to youth justice. The sector providers help to deliver services in community and custodial settings – for example, the provision of an advocacy and independent person's service, and support for better resettlement for young people leaving custody.

The voluntary and community sector is a key partner in our drive to identify and disseminate effective practice through its delivery of youth justice services and ability to innovate.

Around 6,000 volunteers work with YOTs in a range of different roles, including restorative justice, as appropriate adults for young people in police custody, as mentors, in prevention or education schemes, and with families.

Working with other national and regional partners and stakeholders

We work with a wide range of other national and regional partners across England and Wales to influence and shape a coherent youth justice system. While all our staff play a role in working with our partners, our Board members and executive management group lead aspects of our stakeholder engagement personally. In particular, our Board members bring a diverse range of experience and knowledge in areas including local authority and voluntary sector youth services, policing, judiciary, education and health services. Our stakeholder strategy aims to make best use of this experience to deliver the YJB's strategic objectives and to support partners to develop new ways of working. This includes working with:

- local authority consortia to support them in developing new approaches for providing resettlement services for young people leaving custody
- NOMS, the Probation Service, and professional associations and groups such as the T2A Alliance, to improve young people's transitions between the youth and adult justice systems
- charities, faith groups, and groups working to promote and protect the rights of children and to share information on areas of mutual interest
- the judiciary, HM Courts and Tribunals Service, magistrates, youth court officials, and youth court judges, to help improve court practice, reduce unnecessary use of custody and improve confidence in community sentences
- the police, the college of policing, and police and crime commissioners to ensure policing takes account of the specific needs of children and young people
- the Early Intervention Foundation in order to support and maintain the focus on prevention and early intervention locally
- Her Majesty's inspectorates, in particular HM Inspectorate of Probation, HM Inspectorate of Prisons, Ofsted, Health Inspectorate Wales, the Care and Social Services Inspectorate Wales, and Estyn, to ensure standards are met and to inform inspections
- national bodies representing local service providers in England and in Wales, including those representing local government, children's services, education services, YOT managers and secure accommodation providers.

Working with the academic community and other research bodies

We will continue to strengthen our links with the academic sector to ensure that our advice and guidance is based upon the latest UK and international research.

To ensure that we remain informed about developments in relation to effective practice and deliver the most up-to-date and relevant information to the youth justice sector, we establish and maintain links and partnerships with those in the wider effective practice and research communities.

A key example of this is our practice classification panel. This panel is made up of leading academics in the criminological and youth justice fields. The panel advises us on whether examples of practice have met our standards of evidence and makes recommendations for the future development of our effective practice framework.

In Wales, the Practice Development Panel, overseen by the Head of YJB Cymru, provides us with advice, guidance and scrutiny to ensure that the operation of the effective practice cycle in Wales is itself effective. The panel is made up of representatives from the youth justice sector, the Welsh Government and our academic partner in Wales, the Welsh Centre for Crime and Social Justice. The Welsh Centre for Crime and Social Justice is a consortium of the criminology departments from the Welsh universities which assists us to identify and disseminate research and learning related to youth justice and its application to the devolved context.

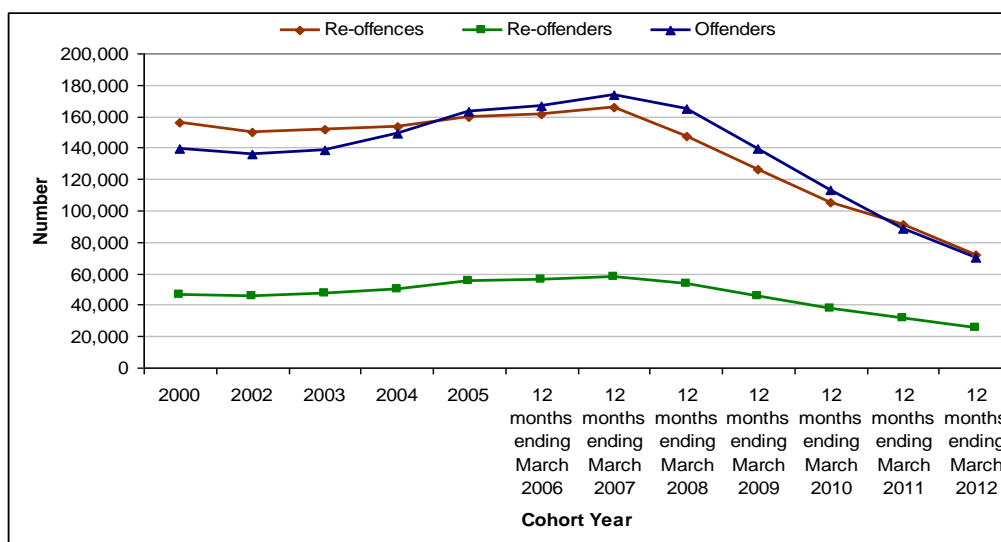
Our strategy for 2014–17

Context

The work of youth offending teams (YOTs) and their key strategic partners, including the police, has contributed to a reduction in the number of first-time entrants. Targeted work by the YJB and local partners to reduce the unnecessary use of custody has helped to reduce the number of young people in custody. Both the number of first-time entrants and the number of young people in custody have fallen significantly since the peak in 2006/07. During this period, the number of young people who offend and reoffend and the number of reoffences have also dropped. However, the rate and the frequency of reoffending by those in the youth justice system has been increasing since 2007/08. There is evidence to suggest that the smaller group left in the system have committed more previous offences and have more complex needs. Responding to these needs and risks presents a new challenge for youth offending teams (YOTs), secure estate providers and the many stakeholders who seek to engage and support them.

The numbers of offenders, reoffenders (within a year) and reoffences reached a peak in the 12 months ending March 2007, but have since reduced substantially (see Figure 1).

Figure 1: Number of offenders, reoffenders and reoffences, 2000 to year ending March 2012, England and Wales



Reducing reoffending has been highlighted as a priority by the YJB Board and the Secretary of State for Justice. We committed last year to undertake targeted work to reduce reoffending and improve outcomes in the youth justice system, and we have embarked upon a three-year reducing reoffending project.

We support the Justice Secretary's aim of improving educational outcomes for young people in custody. We are working with the Ministry of Justice (MoJ) on the Transforming Youth Custody programme, which aims to put education at the heart of detention. This will include specific plans for Wales.

We believe the secure college pathfinder to be built in Leicestershire in spring 2017 represents a welcome investment in the secure estate and offers the opportunity to commission distinct and separate provision, designed specifically around the needs of children and young people. Both the physical design of facilities and the services commissioned should facilitate a multi-agency approach to addressing young people's education, health and resettlement needs. We will work closely with the MoJ on the development of this programme.

In addition, we remain responsible for providing places for young people who are sentenced and remanded to custody.

In Wales, many of the matters that drive delivery of youth justice services are devolved to the Welsh Government. The Welsh Government consultation on proposals to improve services for young people at risk of entering, or already in, the youth justice system outlines many of these issues, and we are working closely with the Welsh Government to develop policy responses to the consultation that seek to support the prevention of offending in Wales. We will continue to work with the Welsh Government to deliver a joint resettlement programme to facilitate regional resettlement partnerships across Wales and support the secure estate in Wales to put education at the heart of their work.

Our strategies are also shaped by the local landscape. The local landscape has changed significantly over recent years and continues to change, with greater local accountability and responsibility, including the transfer of key funding from the UK Government to local authorities, and the opportunities created by local integrated offender management. We will work supportively and in partnership with local authorities to make the most of the limited resources available to the youth justice system itself. Perhaps more than ever, we need to build strong relationships with the wider group of service providers connected to reducing youth offending. We must also support local youth offending services to work effectively with key local decision-makers, such as police and crime commissioners and, in England, clinical commissioning groups.

Another driver that we have needed to take account of in developing this plan is the fiscal position and the need to deliver within extremely challenging financial circumstances. The need to demonstrate value for money is not new but is more acute as a result of our reducing budget and that of many partners. The pressure remains to continue to demonstrate financial savings at the same time as delivering challenging objectives.

Strategic objectives for 2014–17

In light of the drivers outlined above, our strategic objectives for 2014–17 are set out below. These are consistent with the MoJ Business Plan 2013–15 and the MoJ's vision of transforming justice.

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 youth justice system.

The large reduction in numbers of first-time entrants over recent years has shown that evidence-based early intervention and diversion, delivered through multi-agency partnerships, can be effective. In order to sustain this reduction, we will promote joined-up youth crime prevention and work with partners to monitor and support the implementation of the new out-of-court disposals³ framework among local areas.

Local strategies to prevent first-time entrants should be in place in every area, in order to allow agencies and communities to resolve low-level offending in a way that repairs harm but seeks to avoid the unnecessary criminalisation of young people. Local children's services should address the needs of young people who are most at risk of offending and YOTs should be key partners in this work.

Specific resources for prevention are now more dispersed – among police and crime commissioners and, in England, the Troubled Families programme and the Early Intervention Grant. All have a role to play in youth crime prevention, and we will continue to promote the use of these cross-governmental funding streams to help deliver our strategic objective.

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

Reducing reoffending has multiple benefits, including fewer victims, a safer society for all, and savings to the public purse.

With fewer young people in the youth justice system, those who make up the cohort today are more challenging to work with, and while the actual number of reoffences committed has reduced significantly, the proportion of young people who reoffend remains stubbornly high. The cohort of young people now in the youth justice system has changed from previous cohorts and we have more to learn and more to achieve in reducing reoffending among this group.

Our strategy to reduce youth reoffending will focus on gaining the most detailed possible understanding of the characteristics of today's reoffending cohort in order to inform effective intervention. More specifically, the research and effective practice development that we, supported by the youth justice community, have been undertaking in recent years has broadened and deepened our understanding of the factors contributing to an increased likelihood of reoffending. This knowledge is being shared and built into AssetPlus, the new assessment, planning and interventions framework that we will be rolling out from 2014/15.

We will also continue to maintain a focus on reducing reoffending through monitoring progress and supporting YOTs to improve their performance, on a risk-led basis, prioritising areas where we have concerns about high or increasing reoffending rates.

In Wales, work to reduce reoffending will build upon detailed analysis of the needs of young people from Wales with prolific offending histories. This will include developing case management practice for these young people and continued delivery of the Wales resettlement programme.

³ Disposal is an umbrella term referring both to sentences given by the court and pre-court decisions made by the police.

We will work to better understand and address over-representation of groups such as Black and Minority Ethnic young people and looked-after children, and ensure that the system meets the specific needs of these groups.

We will take forward the UK Government's plan for secure colleges through the Transforming Youth Custody programme. While the MoJ remains responsible for the overall delivery of the programme, we will support it by:

- advising and guiding on the needs of young people, and how these needs might be best met
- leading on particular workstreams, including re-tendering secure training centres (STCs), under-18 young offender institution (under-18 YOI) reform, education provision and resettlement
- supporting the development of the secure college, including advising on the physical design of the college, developing the operational specification for the regime, and working with the MoJ on the legislation that will govern the college.

Taking learning from our resettlement consortia work in England and Wales, we will be working to improve young people's access to education, training and employment, healthcare provision and suitable accommodation following release from custody, to improve outcomes and reduce reoffending.

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

Public protection is at the heart of the role of those working in the youth justice system. As well as protecting the public through their work on reducing reoffending, youth justice practitioners intervene to identify and manage specific risks. As already mentioned under strategic objective 2, in 2014/15 we will launch a revised version of the assessment and planning interventions framework called AssetPlus, which will include enhancements to aid practitioners in this important task.

Where offenders pose a high risk to the public, youth offending services will 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 and we will work to improve victim and public confidence in community sentences.

Restorative justice not only plays an effective part in reducing reoffending by making a young person face up to the consequences of their actions, it also actively engages local people in youth justice. We will support the UK Government's approach to increasing the use of restorative justice across the youth justice system.

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

Addressing the welfare needs of children and young people who are at risk of offending is a key part of preventing offending and reducing the risk of reoffending.

In developing our commissioning plans for youth custody provision, we aim to ensure a secure, healthy, safe and supportive place for children and young people. 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.

In 2014/15, we will continue to ensure our work to place young people in custody is of the highest quality. We will invest in capital improvements to create safer environments, and work to continuously improve the safeguarding and welfare knowledge and skills of the workforce in the secure estate and among YOTs.

We maintain an overview of serious safeguarding and public protection incidents in the community and secure estate, and will continue to learn from and act on the recommendations from serious incidents and deaths in custody.

The year 2013/14 saw a continued focus on safeguarding and on taking action to respond to lessons from serious incidents. We published our review of action taken against recommendations made to us following deaths in custody between 2000 and 2012, and continued to work to improve the safety of young people in custody through a range of activities and initiatives. In 2014/15 and beyond, we will continue to act on this vital agenda.

In the coming year we will be seeking to improve and develop the social work provision in under-18 YOIs and to understand how to better support the needs of looked-after children. We will continue to push to improve information quality and sharing through a range of projects and programmes, and we will ensure that safeguarding is at the forefront of plans to transform youth custody.

Organisational objective: We will continue to develop the YJB to deliver our mandate, working closely with the UK and Welsh Governments and other stakeholders to deliver a coherent, distinctive and effective youth justice system in a time of reduced resource

The prevention of offending is the principle purpose of the youth justice system and we will develop and maintain strategies to ensure that our financial, staff and information resources are focused on achieving this.

We want to ensure that we maintain good corporate governance to enable stakeholders to have continued confidence in our stewardship of the resources available to us. These stakeholders include our sponsor department, the MoJ; Parliament; the National Audit Office; the Welsh Government – and, through them, the public, from whom ultimately our funding flows.

Shared services

We need to ensure that our support services meet the organisation's needs and provide value for money. One way of achieving this is sharing services with other organisations and we are committed to exploring the opportunities that are presented by this. In particular, we have committed to using the MoJ's shared service centre to provide finance and HR transactions.

Staff

Our vision is to develop an organisation in which staff will have all the necessary skills, knowledge, experience and passion to support the achievement of an effective youth justice system.

To achieve this, we will develop the organisation through:

- recruitment of staff with the right experience, skills and competence that we need to deliver our objectives
- effective performance management and development
- effective leadership and engagement of our staff.

We will also review the structure of the organisation so that this continues to be fit for purpose.

Information management

We have developed an Information Management Strategy that will enable us to:

- improve efficiency
- comply with legislation, regulations and standards, in particular the Data Protection Act 1998
- improve corporate ownership and responsibility.

We will develop and implement plans to ensure that this strategy is delivered.

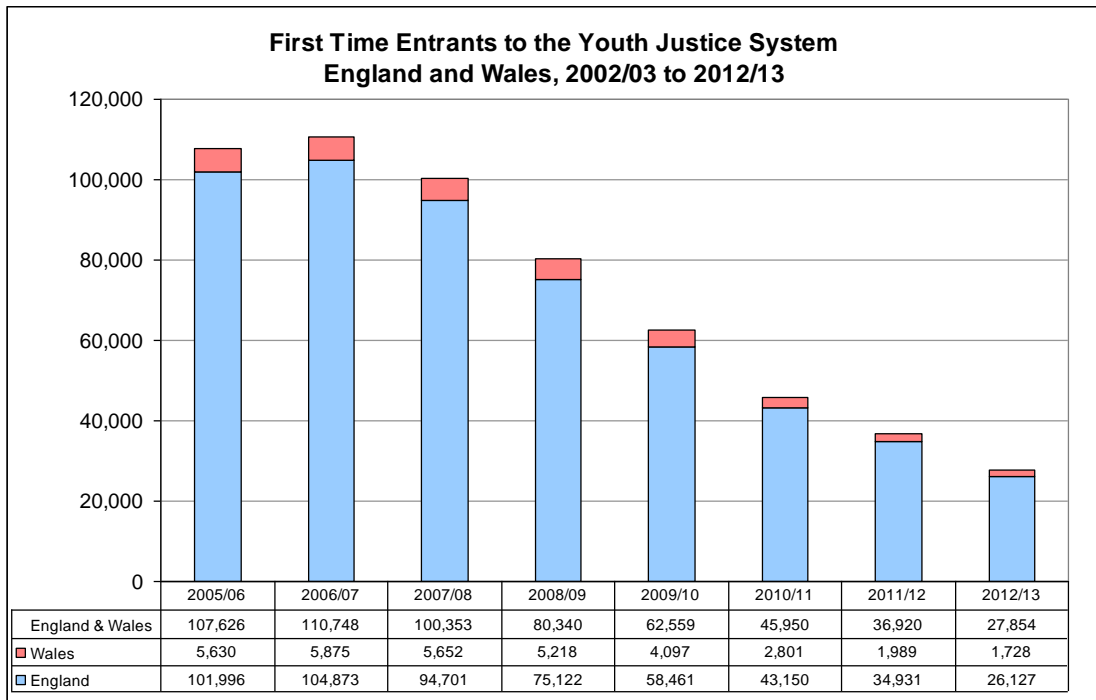
How we will measure delivery

We will measure delivery of our corporate plan by using a number of measures as outlined below.

- 1. The number of first-time entrants to the justice system: young people aged 10 to 17 years receiving a pre-court disposal⁴ or conviction (the MoJ publishes this data quarterly, by local authority).**

There were 27,854 first-time entrants to the youth justice system in England and Wales in 2012/13, a fall of 25% since 2011/12. The number of first-time entrants has fallen by 75% compared to the peak of 110,748 in 2006/07.

⁴ Under the provisions of the Legal Aid, Sentencing and Punishment of Offenders (LASPO) Act 2012, Reprimands and Final Warnings have been repealed and replaced by a new out-of-court disposals framework, which offers Youth Cautions and Youth Conditional Cautions as formal disposals. This change took effect on 8 April 2013.

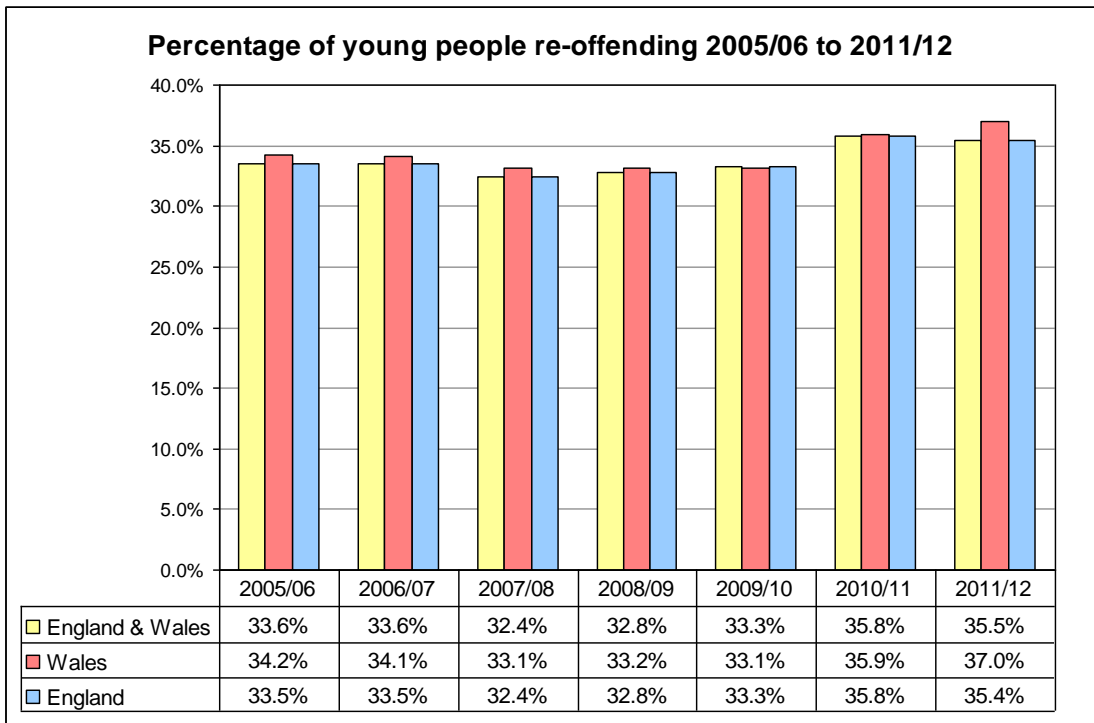


2. The percentage of young people reoffending (the MoJ publishes this data quarterly, by local authority).

The reoffending rate for young people in England and Wales was 35.5% in 2011/12. This represents a 0.3 percentage point decrease compared to 2010/11, and a 1.8 percentage point increase compared to 2000.⁵

The YJB is reviewing the measures associated with reoffending. The performance of the youth justice system is currently measured against the binary reoffending rate.

⁵ As the overall rate of reoffending has risen in the last few years, the number of young people in the reoffending cohort has gone down, with particular reductions among those with no previous offences and those receiving pre-court disposals. Because of this, those young people coming into the criminal justice system are, on balance, more challenging to work with (*Youth Justice Statistics 2012/13*).

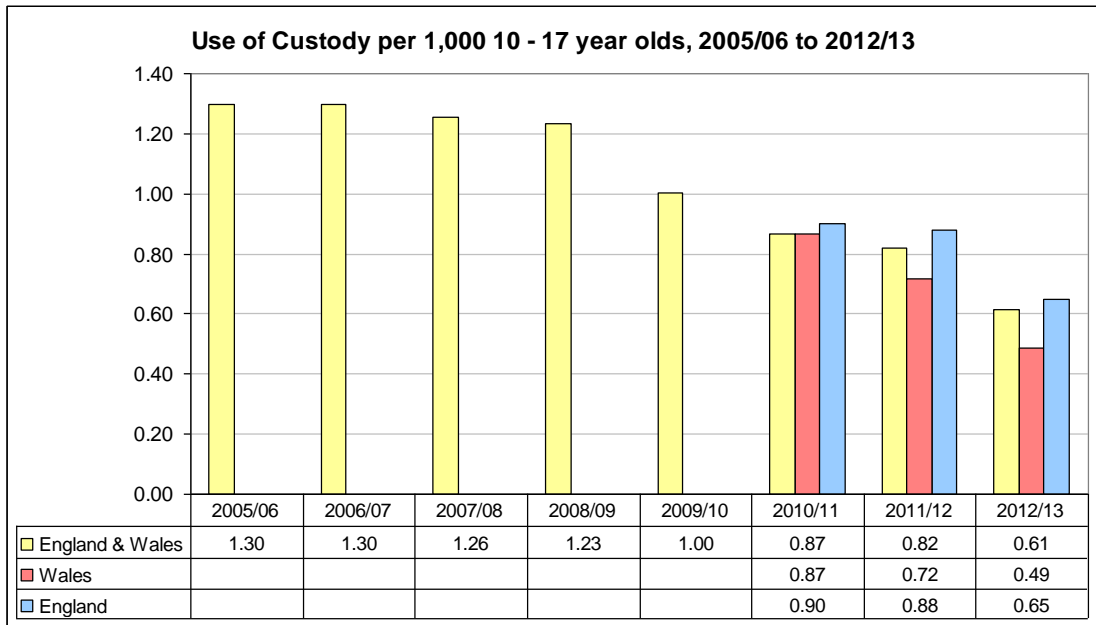


3. The number of custodial disposals per 1,000 of the 10 to 17-year-old population.⁶

The number of custodial disposals per 1,000 of the 10 to 17-year-old population in England and Wales was 0.61 in 2012/13. This represents a 25.1% decrease compared to 2011/12 and a 53% decrease compared to 2005/06.

In 2012/13, custodial disposals accounted for 6% of all disposals given at court, with the total number of custodial disposals falling by 31% between 2011/12 and 2012/13, and by 61% since 2002/03.

⁶ Please note, annual totals will be affected by the exclusion of figures for YOTs where the YJB does not hold a complete case-level data extract on the Youth Justice Management Information System (YJMIS).



Note: England and Wales split is not available prior to 2010/11.

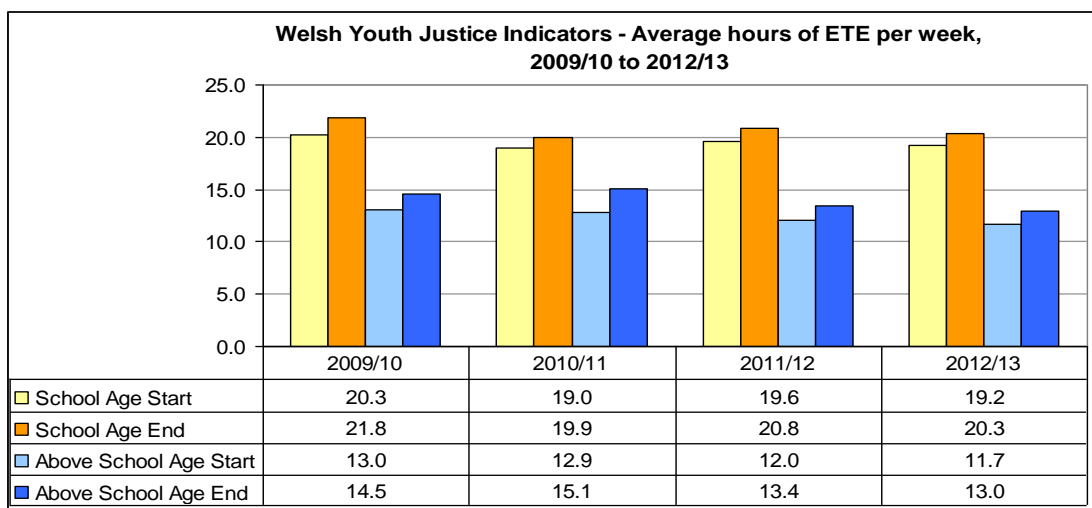
4. Welsh youth justice indicators

In Wales, performance will continue to be measured against the Wales youth justice indicators agreed with the Welsh Government, as well as the English/Welsh indicators above. The performance areas specific to Wales are set out below.

- **Increase engagement in education, training and employment (ETE) for children and young people in the youth justice system in Wales.**

In 2012/13, those of school age at the start of their order had an average of 19.2 hours of ETE per week, against 19.6 in 2011/12. This compares to an average of 20.3 hours of ETE for those of school age at the end of their order in 2012/13 and 20.8 in 2011/12.

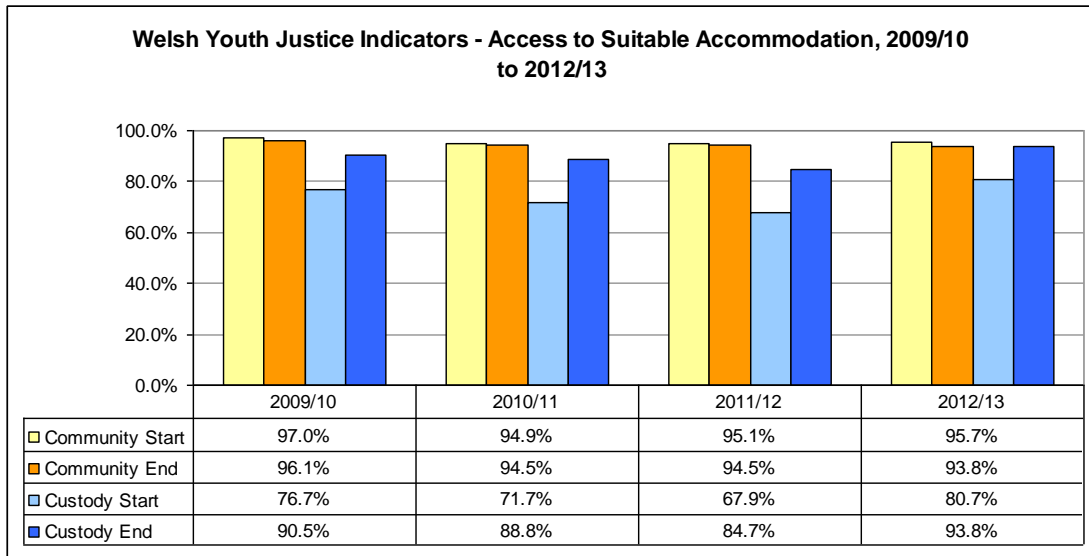
For those above school age, there was an average of 11.7 hours of ETE per week at the start of the order, against 12.0 hours of ETE per week in 2011/12. This compares to an average of 13.0 hours of ETE per week at the end of the order in 2012/13 and 13.4 hours in 2011/12.



- **Increase access to suitable accommodation for children and young people in the youth justice system in Wales.**

In 2012/13, 95.7% of young people starting a community order had access to suitable accommodation, compared to 95.1% in 2011/12. This compares to 93.8% of young people ending their community order having access to suitable accommodation in 2012/13, and 94.5% in 2011/12.

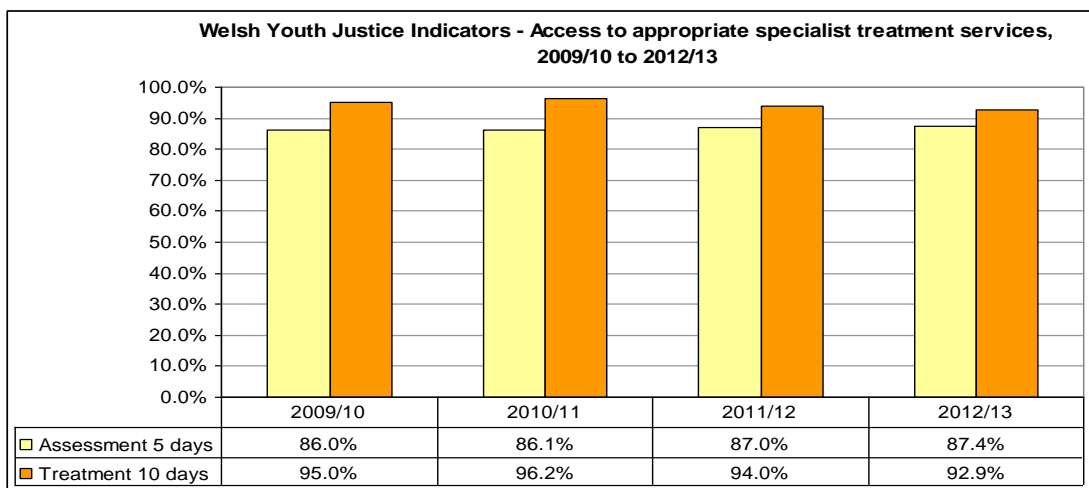
In 2012/13, 80.7% of young people starting a custodial sentence had access to suitable accommodation, compared to 67.9% in 2011/12. This compares to 93.8% of young people ending a custodial sentence having access to suitable accommodation in 2012/13, and 84.7% in 2011/12.



- **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.**

In 2012/13, 87.4% of children and young people in the youth justice system identified via screening as requiring a substance misuse assessment received the assessment within five working days of referral, against 87.0% in 2011/12.

In 2012/13, of those children and young people with an identified need for treatment or other intervention, 92.9% receive that within 10 working days of assessment, against 94.0% in 2011/12.



Transparency

We also publish other key data within the annual *Youth Justice Statistics*, to allow the public to judge performance. This includes information about:

- the demographics of young people with proven offences
- proven offences that have resulted in a disposal
- remand decisions for young people
- disposals given to young people
- young people in custody, including information about behaviour management in the secure estate.

The local-level 2011/12 figures were published on 31 January 2014. Our most up-to-date published data on youth justice can be found at:

www.gov.uk/government/publications/youth-justice-statistics

Business plan for 2014/15

This section outlines how we will progress the strategy outlined above in 2014/15. This will be achieved by a range of projects and business as usual work based around our strategic objectives and the two business plan priorities.

During the year, the YJB will focus its work towards the achievement of seven overall key outcomes, which are:

- improvement in the delivery of the youth justice system in the community
- an under-18 secure estate that better meets young people's needs
- structural and process improvements that support a better youth justice system
- young people are placed efficiently in the most appropriate establishment
- the safety and well-being of children and young people in the youth justice system is assured
- practitioners have access to the best advice and support, and use this in practice
- the YJB is seen as an effective and efficient public body.

Each outcome is underpinned by a number of business plan outputs that we will deliver during the year – these are listed below. Where dates are not identified, it should be assumed that the business plan output will be completed within the planning year.

Key outcome A: Improvement in the delivery of the youth justice system in the community

Outputs:

1. Research/analysis on reoffending completed using youth offending team (YOT) and secure establishment information, to enable resources to be focused effectively on reducing reoffending rates (to be completed by March 2016).
2. Pilot YOTs improve service delivery as a result of risk-led monitoring and support to address issues identified through the use of the reoffending toolkit in 2013/14.
3. A wider group of YOTs use the YOT reoffending toolkit to develop action plans to reduce reoffending (to be completed by March 2016).
4. YJB grant conditions that drive performance improvement in YOTs.
5. Local police and crime commissioners maintain youth justice as a priority through joint work with YOTs.

6. Grants to YOTs increase the capacity to deliver wider use of restorative justice within the youth justice system.
7. A new hosting environment that enables the continued secure electronic transfer of information within the youth justice system.
8. Production of up-to-date consolidated requirements for improving YOT case management systems.
9. Improvement of the delivery of youth justice services and the safe placement of children in secure settings through work developed with clusters of YOTs who work to a single youth court.
10. Establishment of panel-based restorative alternatives to police charging in every police area in Wales.
11. A resettlement and reintegration programme in Wales that delivers:
 - o a co-ordinated approach to resettling Welsh young people leaving custody, established in North and South Wales
 - o the development of a national model for regional reintegration and resettlement partnerships with the Welsh Government (to be completed by December 2015).
12. Publication of a joint five-year YJB/Welsh Government youth justice strategy and the establishment of implementation and monitoring mechanisms for its key deliverables (to be completed by March 2019).
13. Improvement of resettlement of young people leaving custody as part of the Transforming Youth Custody programme.
14. Improvement of youth offending services and outcomes through:
 - o YOT oversight
 - o work with HMI Probation
 - o implementing the new escalation process (to be completed beyond March 2015).

Key outcome B: An under-18 secure estate that better meets young people's needs

Outputs:

15. A specification for the secure college pathfinder that is designed to meet the needs of young people (to be completed by March 2017).
16. A more accessible service for young people who sexually abuse, or display sexually harmful behaviour.
17. Transfer of responsibility for healthcare commissioning in secure training centres (STCs) to NHS England, including the associated provider and commissioner arrangements.
18. Roll-out of *Healthcare Standards for Children and Young People* across the secure estate.

19. A programme of capital developments to enhance safeguarding within the secure estate.
20. Robust contract management and monitoring procedures and practices that ensure services delivered are of a quality to meet young people's needs.
21. Commissioning of sufficient places in the relevant sectors of the secure estate to safely accommodate all children and young people who are sentenced or remanded to custody.
22. Improved safety by implementing the Minimising and Managing Physical Restraint (MMPR) system of behaviour management and restraint to a minimum of two under-18 young offender institutions (under-18 YOIs) and two STCs during 2014/15.
23. Production of an action plan for the secure estate in Wales for putting education at the heart of youth custody, in line with the UK Government's Transforming Youth Custody programme (to be completed by December 2015).
24. Delivery of new education contracts in under-18 YOIs, increasing the number of hours of education delivered and improving educational outcomes for young people.

Key outcome C: Structural and process improvements that support a better youth justice system

Outputs:

25. A new multi-disciplinary case management and resettlement planning model for the secure estate, with roll-out beginning in under-18 YOIs.
26. A virtual learning environment (a computer-based learning and resettlement tool with limited and secure web access) in place in under-18 YOIs, as well as ICT solutions that support the implementation of the Transforming Youth Custody programme.
27. Production of the commissioning plan for the secure estate for 2014/15.
28. Y2A Portal implemented to increase probation/YOT efficiency in terms of young people's transition from the youth to adult secure estate (to be completed by June 2015).
29. A new assessment and planning interventions framework (AssetPlus) rolled out to all YOTs and secure establishments in England and Wales (to be completed by April 2016).
30. An agreed plan, supported by relevant partner agencies, to address the over-representation of Black and Minority Ethnic young people in the criminal justice system.
31. The first phase of a three-year pilot in Wales that leads to an enhanced case management approach for children and young people with complex needs. The first year will:
 - o establish the model
 - o baseline current practice to inform evaluation

- begin delivery in a sample of YOTs in Wales (to be completed by June 2016).
32. A programme (linked to Transforming Rehabilitation) that delivers:
- the National Probation Service continued support for YOTs, including representation on YOT management boards, seconded staffing and financial contribution
 - the transfer of junior attendance centres from NOMS to YOTs, following a review of their effectiveness and efficiency
 - the transfer of the responsibility for delivery of community payback sentences for young people under the age of 18 from NOMS to YOTs (to be completed by March 2016).
33. British Transport Police's provision aligns with the new out-of-court disposals framework following YJB support for a pilot scheme.
34. Transferral of the devolution of remands budgets to a 'business as usual' function through finalising the debt recovery process, agreeing future budget arrangements with the Ministry of Justice (MoJ), and sharing best practice.

Key outcome D: Young people are placed efficiently in the most appropriate establishment

Outputs:

- 35. Development of a revised under-18 YOI operational specification and plan, including starting implementation against the plan.
- 36. A monitored secure estate that ensures the effective use of custody and maintains the safety and well-being of young people.
- 37. Remanded and sentenced young people placed appropriately in secure establishments.
- 38. Improved return rate and quality of documentation from YOTs for young people in custody.

Key outcome E: The safety and well-being of children and young people in the youth justice system is assured

Outputs:

- 39. A reviewed specification for social worker provision in custody that helps to reduce offending and reoffending by looked-after children.
- 40. Implementation of Department for Education statutory guidance on looked-after children in the youth justice system.
- 41. Two restraint-related research projects, with findings to be incorporated into practice, as appropriate.
- 42. Learning from deaths in custody shared across the whole youth justice system.

43. Appropriate levels of child and adolescent mental health services in Welsh YOTs and the Welsh secure estate established.
44. A reviewed Community Safeguarding and Public Protection Incident process to provide improved oversight and increase the ability to share lessons learnt from such incidents.
45. Development of data sets around violence in custody which support secure sites in our approach to reducing violence and conflict arising from gang affiliations.

Key outcome F: Practitioners have access to the best advice and support, and use this in practice

Outputs:

46. An effective practice framework that supports better practice in the youth justice workforce as well as identifies poor performance, to develop both local and national levels.
47. Assessment of the resources needed and, subject to resource available, formulation of an action plan to expand the Intensive Fostering programme beyond the current four pilot site areas.
48. Guidance for the sector on girls and child sexual exploitation that improves practice in YOTs and custody.
49. New joint YJB/Welsh Government outcome indicators for Wales.
50. Publication of management board guidance for YOTs in Wales.

Key outcome G: The YJB is seen as an effective and efficient public body

Outputs:

51. Expertise and informed advice provided to the Secretary of State for Justice to assist in his development of strategy for the youth justice system.
52. Improvement of the management and use of data, leading to greater knowledge that supports and informs decision-making.
53. Implementation of the plan to conduct HR and finance transactions through shared services.
54. Implementation of the agreed Triennial Review recommendations.
55. Appropriate compliance with public and parliamentary scrutiny requirements.
56. Appropriate compliance with corporate governance obligations, as set out in an agreed revised Framework Document.
57. Other UK Government Departments (OGDs) take account of key youth justice issues in their policy-making.

58. Joint oversight of the youth justice system in Wales with the Welsh Government and the MoJ to ensure that youth justice policies relevant to Wales are effectively delivered.

59. An organisation fit for delivering this plan.

How our strategy will enable the delivery of savings

We will deliver significant savings over the remainder of the Spending Review period. By the end of 2014/15, we will have delivered cumulative savings of £525m, with a budget now £210m (45%) less than the 2010/11 baseline. The reform of the secure estate through the Transforming Youth Custody programme is anticipated to deliver further savings in the longer term.

Table 1: Budget allocation from the MoJ to the YJB

	Baseline £m	2011/12	2012/13	2013/14	2014/15
Secure accommodation	288	261	232	197	141
Grants to YOTs	112	101	101	92	92
Community programmes	10	10	8	7	8
Operating costs	24	18	17	14	14
Fiscal resource allocation	434	390	358	310	255
Saving		44	76	124	179

Table 2: Budget allocation from the Home Office to the YJB

	Baseline £m	2011/12	2012/13	2013/14	2014/15
Fiscal resource allocation	31	15	7	-	-
Saving		16	24	31	31

Our strategy for dealing with this financial challenge has been to:

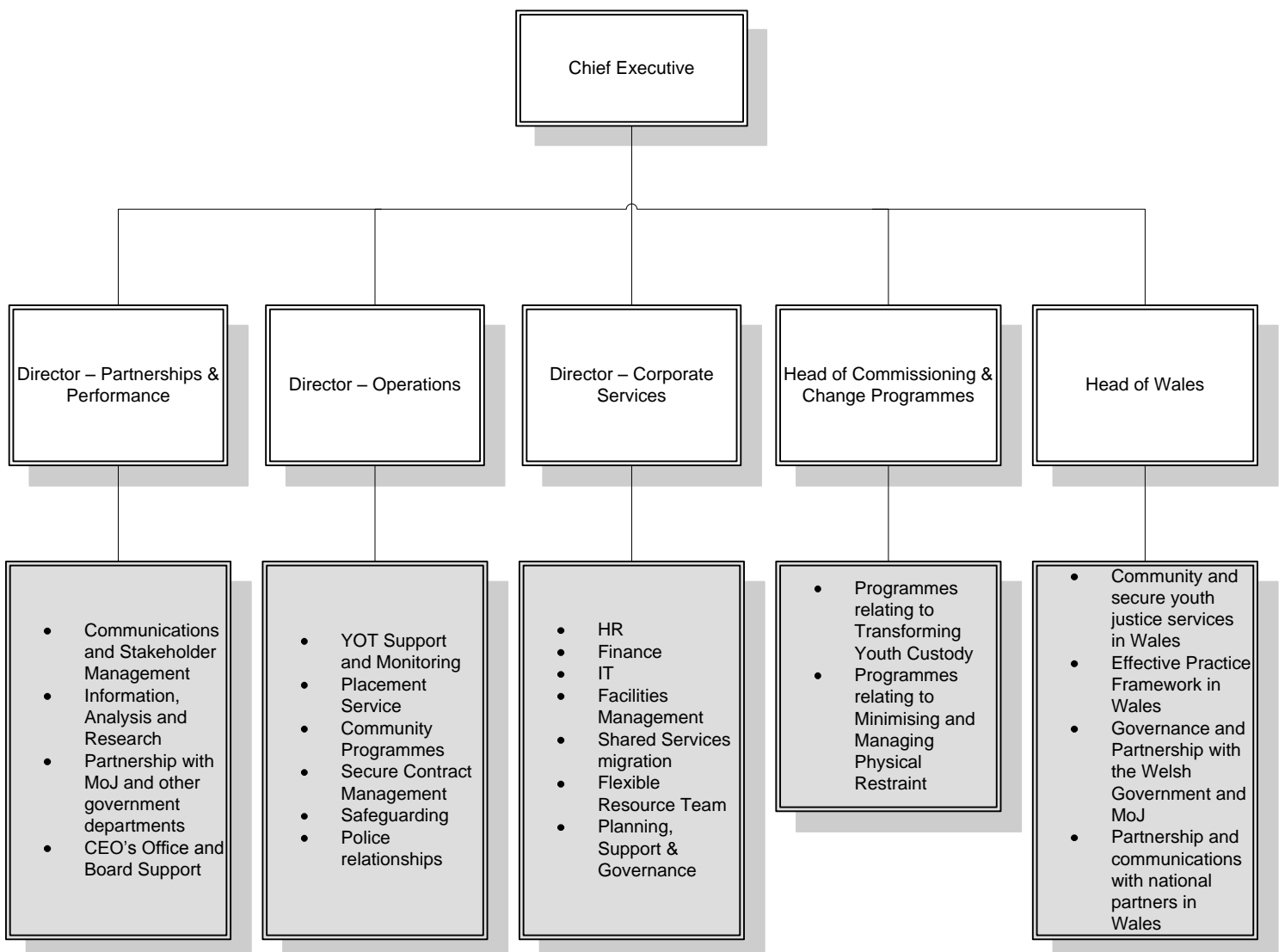
- maximise savings from having fewer young people in custody by decommissioning beds in the under-18 secure estate
- use our commissioning function to generate efficiencies across remaining secure estate contracts

- invest in activities that will avoid young people being placed in custody where that is not the most suitable place for them (contributing to our ability to decommission)
- drive down our operating costs, ensuring that these reduce by at least the same rate as reductions in the Youth Justice Good Practice Grant paid to YOTs
- reduce the Youth Justice Good Practice Grant by the minimum necessary to operate within the available budget.

This strategy has been adopted because YOTs' work, supported by us, has been an essential element of the effectiveness of the youth justice system, and, hence, a critical enabler of the financial savings being obtained across the system.

Organisational restructure

The structure shown below represents the proposed reorganisation of the YJB's executive management group and divisional responsibilities, which will come into effect in April 2014. An organisational review will be carried out later in 2014 to restructure teams and staff below executive management group level.



Budget allocation for 2014/15

Our budget and resources are used to maintain and improve youth justice services. The YJB is solely funded by the Ministry of Justice following the transfer of the Home Office prevention funding from the YJB to police and crime commissioners. The YJB also receives income from local authorities to meet the costs of the accommodation of remanded young people in custody.

Table 3: Budget allocation for 2014/15

Area of spend	2014–15 £m	Purpose of funding
Community youth justice services		
Grants	92	Youth Justice Good Practice grants to all YOTs to develop good practice and commission research to support delivery of: <ul style="list-style-type: none"> the three youth crime and justice outcomes (reducing first-time entrants, reducing reoffending, reducing use of custody) indicators 4–6 in the Wales Youth Justice Indicator Set
Intensive Fostering	1	Intensive Fostering grant
Total	93	
Custodial services		
Under-18 young offender institutions	66	Secure accommodation in under-18 young offender institutions
Secure training centres	50	Secure accommodation in secure training centres
Secure children's homes	29	Secure accommodation in secure children's homes
Secure escort contracts	7	Transport for young people to and within the secure estate, e.g. from court to custody

Area of spend	2014–15 £m	Purpose of funding
Other custodial initiatives	4	Advocacy, secure workforce development, assisted visits, inspection programmes, restraint review, custody pathfinder
Less recovery of remand costs from local authorities	(15)	Implementation of Legal Aid, Sentencing and Punishment of Offenders (LASPO) Act
Total custodial services	141	
Other areas of expenditure		
Operating costs	14	Staff and administrative costs
Youth justice system ICT support	4	Support and maintenance of youth justice ICT systems: Connectivity, eAsset, and Youth Justice Management Information System (YJMIS)
Programme support	3	Includes implementation and support for effective practice programmes, AssetPlus, and Y2A (youth to adult change programmes)
Total fiscal resource (cash) budget	255	

Note: In addition to the above, the Welsh Government provides £0.3m towards resettlement and case management programmes.

Planning assumptions and managing risks

Planning assumptions

During 2012/13, there was an average of 1,544 young people under the age of 18 in custody at any one time, a decrease of 419 young people from the 2011/12 average of 1,963. There have been further decreases during 2013/14.

Decommissioning unused capacity in the secure estate contributes to the delivery of Spending Review savings. To maintain the savings, the significant falls in the demand for custody achieved over recent years must be maintained, both as a result of improvement in youth justice outcomes and through policies aimed at reducing the use of custody, including improved approaches to the use of remand. Our key planning assumptions are that:

- the custodial population does not significantly increase
- new UK and Welsh Government policies and our actions will further reduce the use of custody where this is possible.

We review our commissioning decisions regularly and base our decisions on a range of existing management information to ensure supply meets demand. It is important to obtain a significant degree of assurance that any planned reductions in commissioned beds are sustainable over the medium to long term.

Managing risks

We face both challenges and opportunities in preventing offending and reoffending by children and young people, and in providing secure accommodation. Meeting these challenges requires innovative thinking and new approaches, while continuing to meet rigorous standards of accountability and governance. Managing uncertainty – risk – in an informed and intelligent way is critical if we are to achieve our planned outcomes, constrain threats to acceptable levels and take informed decisions to exploit opportunities.

Using the experience we have gained since we were established, we have built risk management into the way we operate – in our approach to contract and monitoring arrangements for the secure estate and in the support we provide to youth offending teams (YOTs).

Our planning process has been informed by our assessment of risks to the delivery of our corporate objectives and projects, as well as the changing landscape within which youth justice operates. These risks will be monitored through our risk management approach, and appropriate mitigating measures will be developed.

The principal strategic risk we have identified is the changing nature of the cohort of young people in the youth justice system – as the cohort has become smaller, the needs and behaviour of those within it have become more challenging. This means that we must support YOTs and secure accommodation providers to identify and implement new approaches to case management and addressing offending, and to meet safeguarding needs. Failure to do this could result in offending not being addressed and undermine the progress made to date. Furthermore, a failure to respond adequately to the new cohort could mean the opportunity presented by fewer young people in the youth justice system not being exploited.

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