

Youth Justice Board for England and Wales Business Plan 2016/17

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Foreword

There can be no doubt about the continuing successes delivered by the youth justice sector and its partners in England and Wales in diverting children and young people from entering the justice system and reducing offending. In 2014/15, the number of children and young people convicted or cautioned was down nearly three quarters from the 2006/07 peak. In the first month of 2016/17, we saw the number of children and young people in custody fall below 900, well under a third of the total in 2002. These figures represent real lives turned around; children, young people and communities protected and supported; fewer people becoming victims of crime; and significant savings for our economy.

We recognise that there remains more to do to ensure that all children and young people in – or at risk of entering – the youth justice system can access effective, holistic services which address their needs and the causes of their offending behaviour. Whole-system reform is urgently needed. The problems in the youth secure estate, in young offender institutions and secure training centres in particular, are well-documented. Youth offending teams (YOTs) are under significant pressure to manage an increased concentration of high need and deliver critical prevention and diversion work with ever-shrinking budgets and resources. Systemic issues of over-representation of black, Asian and minority ethnic young people and looked-after children in the youth justice system persist and require a concerted, reinvigorated system-wide approach.

The opportunity created by Charlie Taylor's youth justice review, commissioned by the Justice Secretary, to develop and deliver radical reform must be seized. These reforms must address the many challenges the system faces without undermining the considerable successes it has achieved. We know that aspects of the current system and operating models work extremely well and these should not be forced to change, for change's sake. The reforms must learn from current and past practice, draw on the expertise of the sector, its partners and stakeholders, and listen to the views of children and young people. To these ends, we have been providing advice to the review team and will continue to do so.

Of course, the review also generates uncertainty for the system, including the YJB. During 2016/17, the YJB's focus will be on supporting youth justice services to protect the safety and wellbeing of children and young people through what will be a high-risk period as the review reports and the detail of reforms are developed and implemented.

Compounding these uncertainties, we have again seen cuts to the YJB's budget allocation for this year and consequently the funding available for YOTs and the youth secure estate. Due to year-on-year cuts, resulting in the YJB's budget reducing by over half since 2010, we have already made significant efficiencies, streamlined ways of working, restructured and reduced the organisation's size. Therefore, we face a considerable challenge in meeting the savings now required while seeking to sustain the breadth and quality of our work.

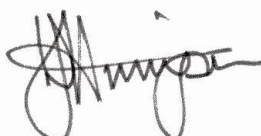
In recognition of the YJB's reduced allocation for 2016/17, the YJB's Board has had to make some difficult decisions in order to ensure that we are using the resources we have as effectively as possible to deliver against the YJB's vision, benefits and mission, as set out in this plan. The Board had to prioritise our spend and had to make a number of unpalatable choices between areas of business activity that were all highly important to the YJB.

This means we will be delivering some of our work very differently this year. We will have a reduced presence in routine, day-to-day monitoring of community youth justice services, whilst we focus on those in the most need. Regrettably, we will be reducing the YJB grant to resettlement consortia. The funding we do provide this year will help the consortia transition to a 'business as usual' model, with their functions absorbed by local authorities as far as possible. We will work with the consortia to support this transition.

In response to issues within the youth secure estate, we instigated a review of how the YJB monitors the youth secure estate and will continue to implement the changes arising from this review. We have already made immediate changes to our monitoring, including more focused scrutiny of staff conduct and interactions with young people in secure training centres. We raised the seniority of posts focused on challenging the providers, and increased the presence of YJB staff around the centres. This has resulted in an increased number of children feeling able to discuss any concerns with YJB monitors in centres and has enabled us to follow up their concerns robustly with providers. We will build on these changes in 2016/17.

We will also be strengthening the youth justice system's capacity for identifying and using effective practice by launching the Resource Hub, an online resource developed by the YJB to enable increased sharing and partnership working among practitioners. We will facilitate innovation, offering expertise and support to areas considering transformation of their services.

Ultimately our purpose is to support the system to deliver maximum positive outcomes for children and young people who rely on its care and services. The work of the services and professionals we support is vital in enabling these children to turn their lives around and to keep communities safe. We are grateful to them for their unrelenting diligence, innovation and persistence in getting the job done and helping every child and young person to live a safe and crime-free life, and make a positive contribution to our society.



Lin Hinnigan
Chief Executive, Youth Justice Board



Lord McNally
Chair, Youth Justice Board

Who we are and what we do

The Youth Justice Board for England and Wales (YJB) is the non-departmental public body¹ responsible for overseeing the youth justice system.

We support youth offending teams (YOTs) and community youth justice services and their partners, and the youth secure estate to prevent offending and reoffending by under 18s and to achieve wider positive outcomes for children, young people and communities.

The YJB's strategic direction is set by our Board, which is formed of experts in areas which are vital for effective youth justice: education, health, local authorities, policing, the magistracy and the voluntary and private sectors.

Summary of the YJB's statutory functions²

Lead the youth justice system	Monitor and oversee the youth justice system
<p>Advise the Secretary of State on the operation of the youth justice system, including setting National Standards.</p> <p>Provide places in the secure estate and commission secure escort services for young people.</p> <p>Identify, make known and promote good practice in:</p> <ul style="list-style-type: none">• the operation of the youth justice system and the provision of youth justice services• the prevention of offending by children and young people• working with children and young people who have offended or are at risk of offending. <p>Commission research and publish information on youth justice issues.</p>	<p>Monitor the operation of the youth justice system and the provision of youth justice services, both in the community and in secure establishments.</p> <p>Monitor the extent to which the aims of the youth justice system are being achieved, and compliance with National Standards.</p> <p>Make grants, with the approval of the Secretary of State, to local authorities and other persons for the purposes of the operation of the youth justice system and services.</p> <p>Determine in which secure accommodation a young person is to serve their period of detention (placement function).</p> <p>Provide information technology related assistance to local authorities and others for the operation of the youth justice system and services.</p>

¹ A non-departmental public body “has a role in the processes of national government, but is not a government department or part of one, and accordingly operates to a greater or lesser extent at arm’s length from ministers”. See <https://www.gov.uk/public-bodies-reform>.

² As set out in the [Crime and Disorder Act 1998](#), [The Youth Justice Board for England and Wales Order 2000](#), and [The Youth Justice Board for England and Wales \(Amendment of Functions\) Order 2014](#).

Context for our work in 2016/17

Reducing offending: successes and future challenges

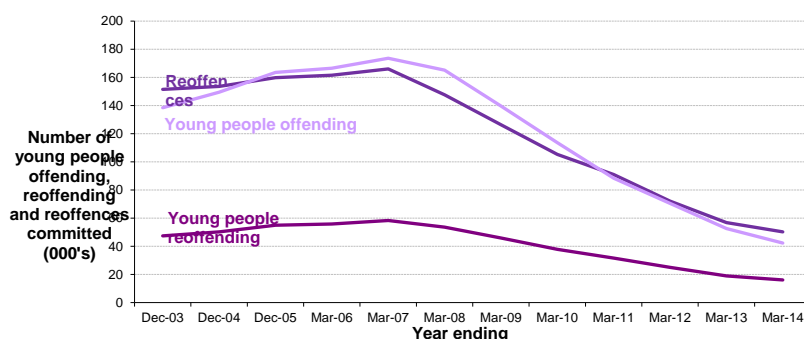
The statutory principal aim of the youth justice system is to prevent offending by children and young people. Over the past 10 years, multi-agency youth justice partners have delivered significant achievements to meet this aim, massively reducing the number of children and young people in the youth justice system. In 2014/15, 37,900 young people were convicted or cautioned, down by almost three-quarters since the record peak of 147,800 in 2006/07. This has significantly reduced the impact of young people's offending on society, their potential victims, and on the young people themselves. In turn, this has helped deliver significant savings to the economy.

The smaller number who do offend represent a much greater concentration of young people with complex needs and challenging, entrenched behaviours. Many of the children and young people in the youth justice system have experienced neglect, trauma or abuse in their own lives. They are more likely than their peers to have a mental health issue and/or to have been excluded from school, and there is a high prevalence of special educational and learning needs. Children who are, or have been, in care are more likely to find themselves drawn into the youth justice system.

We know that many young people who offend will be experiencing multiple of these or other issues. This means that, as a group, they are more challenging to work with and they may be more likely to reoffend. So while the number of young people offending, and the number of offences committed, has fallen starkly, the reoffending rate has not. Attention is often drawn to the reoffending rate of young people, but this must not detract from the achievements in reducing offending overall.

We recognise that this group of young people require a greater level of support and intervention to effectively address their needs and challenging behaviours, and help them turn their lives around. This will require more resource and investment by a range of services, including youth justice, health, education and children's services.

Number of young people offending, reoffending and reoffences, years ending December 2003 to March 2014



Youth justice review

In September 2015, the Justice Secretary of State called a youth justice review to examine the options for reform of the system, to report in July 2016. The YJB is working with Charlie Taylor and his team to inform the review. We recognise that the outcomes of the review may affect the delivery of our plan for 2016/17. We therefore intend to revisit our plans when the review has reported and the Secretary of State has responded. Throughout, we will continue to focus on supporting the system and its partners to deliver positive outcomes for children and young people.

Financial pressures

Since 2010, the YJB's budget has been reduced by more than half under UK government commitments to lower public spending. The government Spending Review 2015 required the Ministry of Justice to make further substantial savings by 2020. The YJB's resource allocation for 2010/11 was £469 million, compared with an anticipated resource allocation of £217.4 million for 2016/17.

The YJB has delivered cumulative savings of over three quarters of a billion pounds since 2010, through decommissioning places across the secure estate, improving efficiency and reducing the YJB's permanent staffing levels from 392 in 2010 to 209 now. Meanwhile, the YJB's functions and responsibilities have increased. Year-on-year reductions to the YJB budget have created pressure for YOTs (which on average receive around a third of their funding from the YJB) and the youth secure estate, as well as for the YJB in delivering its statutory functions and work to oversee and support the system. Given the YJB's already streamlined approach, delivering these savings will be very challenging for the YJB and the youth justice system.

The Welsh context

Many of the matters that drive the delivery of youth justice services in Wales are devolved to the Welsh Government, as reflected in the joint youth justice strategy, '[Children and Young People First](#)', published in July 2014. This joint strategy brings together the Welsh Government and the YJB's vision and commitment to improve services for children and young people from Wales who are in, or at risk of becoming involved in, the youth justice system. The joint delivery plan enables the Welsh Government and the YJB to monitor the implementation of the strategy, ensuring it remains relevant and responds to the changing needs of the youth justice system and how services are organised and delivered.

In Wales, YJB Cymru has additional scrutiny and oversight of YOT performance through the use of four specific performance indicators linked to the devolved areas of legislation. These are:

- engagement with education, training and employment
- access to satisfactory accommodation
- timely access to services for mental health issues
- timely access to services for substance misuse.

The Wales Youth Justice Advisory Panel is the highest level of governance for the YJB in Wales. It assists the Welsh Government and the YJB to implement policy that prevents offending by children and young people in Wales. The panel is jointly chaired by the YJB Board Member for Wales and the Welsh Government Director for Local Government and Public Service Department. It is a sub-committee of the Board of the YJB and acts as a stakeholder reference group for the Welsh Government and YJB Cymru.

Our vision, benefits and mission

Vision

Every child and young person lives a safe and crime-free life, and makes a positive contribution to society.

Strategic end benefits

- 1) To **reduce the number of children and young people entering** the youth justice system
- 2) To **reduce reoffending** by children and young people in the youth justice system
- 3) To **improve the safety and wellbeing** of children and young people in the youth justice system
- 4) To **improve the positive outcomes** of children and young people in the youth justice system

While working to achieve the strategic end benefits, we will also endeavour to improve the YJB's value for money in everything we do.

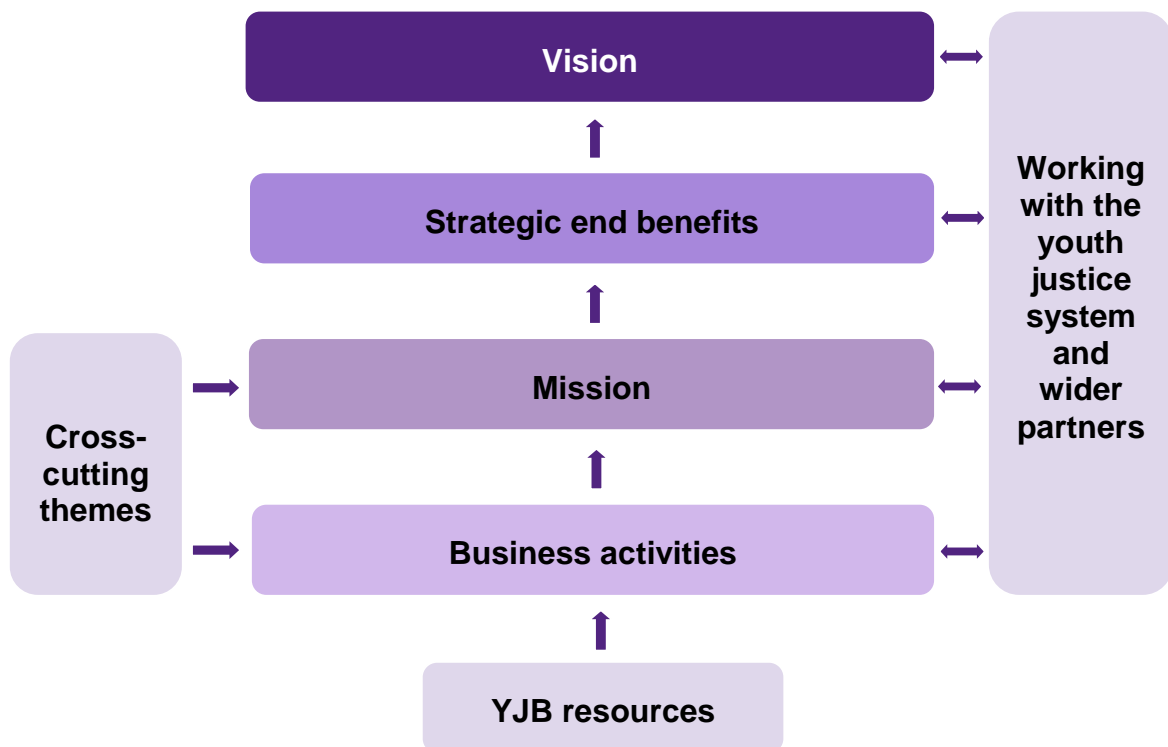
Mission

Developing and championing a child-centred and distinct youth justice system, in which a designated youth justice service keeps children and young people safe and addresses the age-specific needs of the child, to the benefit of the community.

Developing a 'centre of excellence approach' in youth justice which will support innovation by using and interpreting available evidence to support the delivery of youth justice services in custody and the community. Also more effectively drawing on the contribution of academic institutions and other relevant bodies.

Driving continuous performance improvement in youth justice services delivered in custody and the community through our robust monitoring system and by identifying and promoting best practice.

Overview of how we will deliver our vision, benefits and mission



- The YJB Strategic Plan 2015-18 set out our **vision and mission**. The mission describes the YJB's role in working towards our ambitious vision in partnership with community and custodial youth justice services, as well as children's services, health, education, the police, youth courts and other relevant services.
- In order to better understand, measure and share the impact of the full range of the YJB's work, we have established four **strategic end benefits**. These benefits are the positive outcomes the YJB is working to deliver and we believe they are integral to achieving our vision.
- Our Board has also identified three **cross-cutting themes**. The purpose of these is to enable the YJB to keep these issues at the forefront and to consider and take opportunities to act across all our work. The themes are:
 - 1) Engaging and hearing the voice of the young person
 - 2) Addressing the over-representation in the youth justice system of young people from Black, Asian and minority ethnic backgrounds and looked-after children
 - 3) Meeting the needs of victims.
- Our **business activities** – represented in this plan at a high level – are the work, projects and programmes the YJB intends to deliver in line with the mission to achieve our strategic end benefits and vision.

Our business activities in 2016/17

MISSION STRAND 1: Developing and championing a child-centred and distinct youth justice system

	Business activity	Strategic end benefit	Lead director
1.	Develop and enhance the secure estate 1.1 Deliver the behaviour management and restraint work programme and implement the Minimising and Managing Physical Restraint (MMPR) system 1.2 Deliver minor safeguarding capital improvement projects for the secure estate 1.3 Support, enable and advise on improved use of technology in the secure estate 1.4 Plan for the provision of secure accommodation 1.5 Effectively mobilise new secure training centre (STC) contracts and secure escort contracts	To reduce reoffending by children and young people in the youth justice system (YJS) To improve the positive outcomes of children and young people in the YJS To improve the safety and wellbeing of children and young people in the YJS	Director of Commissioning and Change
2.	Develop a new youth justice workforce 2.1 Further develop and implement the workforce strategy 2.2 Further develop the youth justice professional qualification	Contributes to all four strategic end benefits	Director of Partnerships and Performance/ Director of Commissioning and Change/ Director of YJB Cymru
3.	Deliver policy, strategy and communications functions 3.1 Advise the Secretary of State on youth justice, including setting national standards 3.2 Engage with wide-ranging stakeholders, including operational partners and government departments among others,	Contributes to all four strategic end benefits	Director of Partnerships and Performance/ Director of YJB Cymru/ Director of Operations

	<p>to influence policy and systems affecting children and young people</p> <p>3.3 Provide input and advice to the Ministry of Justice (MoJ) on how the youth justice system could be enhanced and reformed, and contribute to the youth justice review</p> <p>3.4 Work in partnership with the Welsh Government and officials to deliver the joint youth justice strategy, influence policy, and identify and negotiate funding streams on devolved matters</p> <p>3.5 Plan and deliver the stakeholder engagement strategy</p> <p>3.6 Plan and deliver proactive and reactive internal and external communications</p>		
4.	<p>Custody placement service and safeguarding and child protection</p> <p>4.1 Determine which secure establishment would most suit each child and young person's circumstances and needs, including:</p> <ul style="list-style-type: none"> • agreeing appropriate transfers from one secure establishment to another • providing documentation and sharing information with secure establishments • ensuring the escort service connects as needed with the placement service <p>4.2 Take action within the YJB's remit to make safeguarding and child protection improvements and provide advice and leadership</p> <p>4.3 Identify and promote learning from incidents to support systemic improvements in safeguarding and child protection</p>	<p>To improve the safety and wellbeing of children and young people in the YJS</p> <p>To improve the positive outcomes of children and young people in the YJS</p>	Director of Operations

MISSION STRAND 2: Developing a centre of excellence approach

	Business activity	Strategic end benefit	Lead director
1.	Leading on effective practice <ul style="list-style-type: none"> 1.1 Develop and deliver a revised model to promote and share effective practice and evidence 1.2 Deliver, maintain and promote the new Resource Hub 1.3 Identify, disseminate and promote what works to prevent reoffending among children and young people 1.4 Commission research and publish information 1.5 Maximise opportunities for sharing evidence to influence policy development and operational delivery 	Contributes to all four strategic end benefits	Director of Partnerships and Performance/ Director of YJB Cymru
2.	Effective information sharing and enhancing delivery capability <ul style="list-style-type: none"> 2.1 Gather, use and share reliable information and data from the youth justice system 2.2 Ensure effective implementation and use of AssetPlus, the new assessment and planning interventions framework (replacing the existing framework, Asset) 2.3 Deliver the IT Application Strategy, a critical enabler of the YJB's work and impact 	Contributes to all four strategic end benefits whilst also improving value for money	Director of Finance and Business Assurance/ Director of Operations/ Director of Partnerships and Performance/ Director of YJB Cymru

MISSION STRAND 3: Driving continuous performance improvement in youth justice services

	Business activity	Strategic end benefit	Lead director
1.	<p>Manage and improve performance</p> <p>1.1 Review the YJB's approach to monitoring in the secure estate and implement changes</p> <p>1.2 Monitor delivery across the following services:</p> <ul style="list-style-type: none"> • secure training centres (STCs) • public-sector young offender institutions (YOIs) • Parc YOI • secure children's homes (SCHs) • secondary services such as secure escorts, Prisoner Escort Contract Services, education and advocacy <p>1.3 Fund social workers and inspections</p> <p>1.4 Monitor the implementation of MMPR in the secure estate</p> <p>1.5 Advise and support the National Offender Management Service (NOMS) in their delivery of YOI recovery work to improve safety and outcomes in public-sector YOIs</p> <p>1.6 Work in partnership with other organisations to ensure appropriate commissioning and co-commissioning arrangements are in place</p> <p>1.7 Manage processes to ensure grants are provided to youth offending teams (YOTs) and spent appropriately by them</p> <p>1.8 Monitor YOT performance and compliance with national standards</p> <p>1.9 Act on gathered intelligence to intervene to improve performance where services are failing</p> <p>1.10 Provide strategic support to ensure the maintenance of effective, local, multi-agency community youth justice services</p>	Contributes to all four strategic end benefits	Director of Operations/ Director of YJB Cymru

<p>1.11 Facilitate sector-led improvement</p> <p>1.12 Oversee Junior Attendance Centres (JACs) and the Unpaid Work programme</p> <p>1.13 Monitor and address issues relating to remand budgets</p> <p>1.14 Carry out counter-terrorism and radicalisation planning</p> <p>1.15 Deliver the reducing reoffending project including:</p> <ul style="list-style-type: none"> • embedding action plans • promoting the reducing reoffending toolkit <p>1.16 Manage the resettlement programme and move to business as usual, including:</p> <ul style="list-style-type: none"> • resettlement consortia • Turnaround to Work • temporary release <p>1.17 Deliver the enhanced case management approach in Wales</p>		
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Our resources

How we use our resources

The business activities outlined in this plan need to be delivered within our available financial and staffing resources. We receive the majority of our funding from the Ministry of Justice (MoJ), which is responsible for setting our budget and formulating the overall youth justice policy framework within which we operate.

Since 2010, the YJB's budget has been reduced by more than half. The YJB's anticipated resource allocation from the MoJ for 2016/17 is £210.9m, plus an anticipated £6.4m, which we are advised will be ring-fenced for public sector young offender institutions (YOIs). In addition to this funding from the UK Government, the Welsh Government has committed to provide £0.1m for activities in Wales. The YJB expects to receive a remand income of £21.0m in respect to young people remanded to secure accommodation.

The two main areas of our spend are youth secure accommodation, and the Youth Justice Grant to YOTs. The remainder of our funding is used to deliver functions and work to support the system to meet its aims.

YJB anticipated expenditure for 2016/17

Anticipated expenditure	£ (millions)
Youth secure accommodation	147.8
Remand income	(21.0)
Youth Justice Grant to YOTs	67.4
Activities in Wales funded by the Welsh Government	0.1
Other programme expenditure	16.5
YJB administration	6.6
Total	217.4

What makes us an effective organisation

In order to continue to oversee and support the youth justice system effectively despite shrinking resources, it is important to ensure that our governance structure, risk management approach, and business and ICT infrastructure are as efficient and effective as possible.

This includes ensuring that we continue to comply with existing public and parliamentary scrutiny requirements. We will ensure we have appropriate arrangements in place to comply with corporate governance obligations, as set out in the Framework Agreement between the YJB and our sponsor department. In addition, we want to make the most efficient use of shared services and to manage our information appropriately. This extends to our work to ensure the youth justice system collects, uses and shares information appropriately and in a way which enables the best possible outcomes for children and young people.

Above all, we recognise the importance of supporting and developing our staff. The YJB is fortunate to have a body of motivated and engaged staff with considerable experience and expertise, and we will support them to develop and maintain the skillset to deliver our mission, benefits and vision. The YJB is an inclusive employer and has a separate diversity strategy and action plan to enable us to continuously improve how we increase and celebrate equality and diversity in the YJB.