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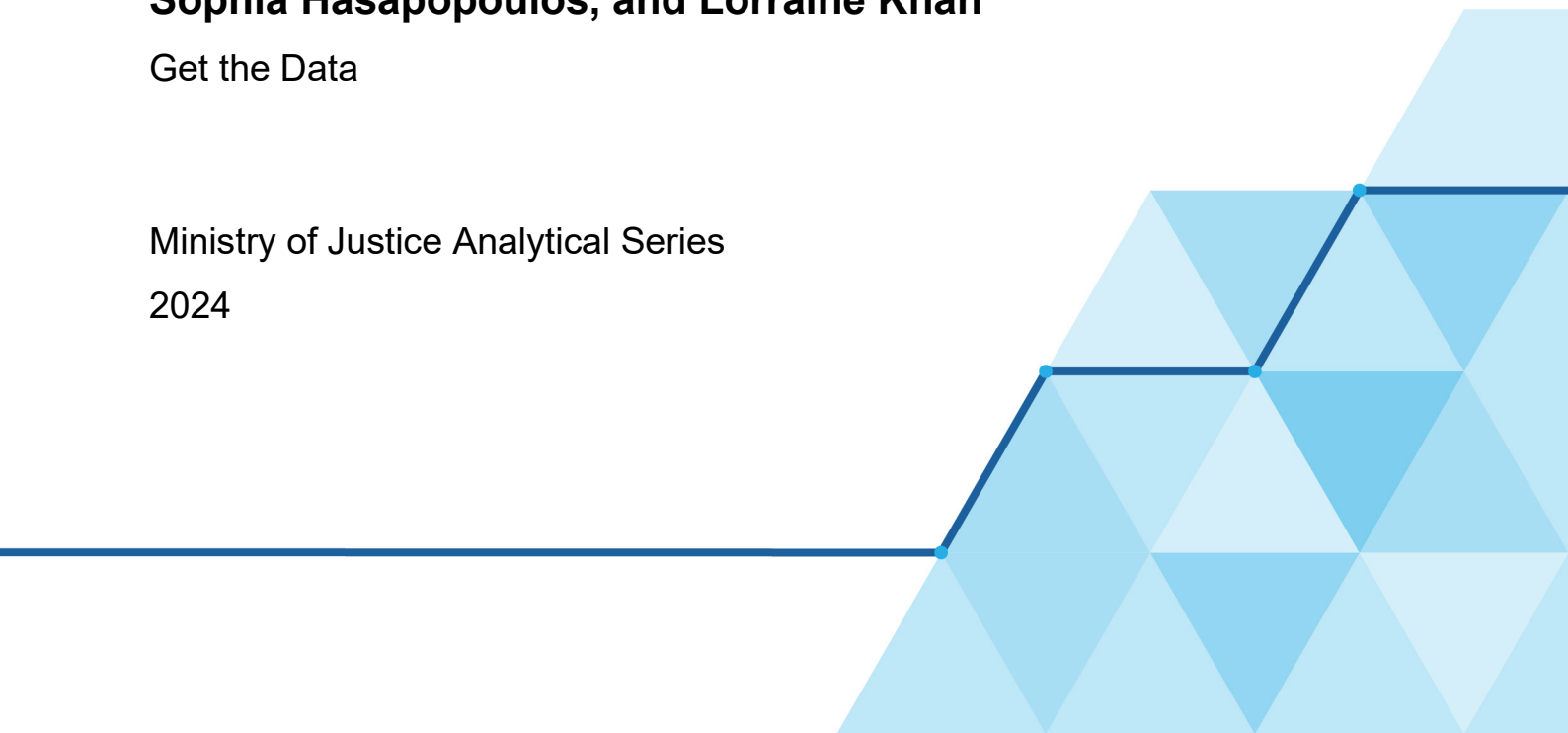
Evaluation of the Youth Justice Reform Programme Final Report

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Contents

List of tables

List of figures

1. Implications	1
1.1 Workforce development	1
1.2 Individualised approach	1
2. Executive summary	3
2.1 Background	3
2.2 Evaluation approach	3
2.3 Evaluation key findings	4
3. Background	7
3.1 The youth estate	7
3.2 Youth Justice Reform Programme	9
3.3 Context to this report	11
4. Evaluation approach	12
4.1 Scoping study	12
4.2 Process evaluation	13
4.3 Impact evaluation	14
4.4 Collaboration with children	15
4.5 Ethical considerations	16
4.6 Limitations	16
5. Findings	17
5.1 A professional, specialist workforce	17
5.2 An individualised approach	29
6. Conclusion	51
7. References	54
Appendix A:	55
Changes between phase 1 and phase 2 of the research	55
Appendix B:	57
Phase 1 and phase 2 interview samples	57

Appendix C:	58
Children's survey	58
Appendix D:	59
Children's survey method and sample	59
7.1 Description of children's survey	59
7.2 Sample	59
Appendix E:	61
Staff survey method and sample	61
7.3 Survey description	61
7.4 Sample weights	61
Appendix F:	63
Interrupted time series model definition and results	63
7.5 Model definition	63
7.6 Model results	64
Appendix G:	69
Work packages	69

List of tables

Table 1: Description of the sample according to grade for phase 1 and 2 interviews	57
Table 2: Number of CYP in phase 1 and 2 interviews	57
Table 3: Description of the sample across all five sites for the children's survey, weighted on ethnicity and length of time in custody	60
Table 4: Description of the staff survey deployment and responses across each phase	61
Table 5: True population, sample population, and weight of each staff band within each site	62
Table 6: Coefficients and p values of the interrupted time series model for full-time employment across the sites between January 2014 and February 2022	65
Table 7: Coefficients and p values of the interrupted time series model for full-time employment of those who have worked for at least 12 months across the sites between January 2014 and February 2022	65
Table 8: Coefficients and p values of the interrupted time series model for the assault rate per 100 children at Cookham Wood, Werrington, and Wetherby between April 2010 and December 2021	66
Table 9: Coefficients and p values of the interrupted time series model for the assault rate per 100 children at Cookham Wood, Werrington, and Wetherby between April 2010 and February 2020	67
Table 10: Coefficients and p values of the interrupted time series model for the assault rate per 100 children at Feltham A, Cookham Wood, Werrington, and Wetherby between April 2010 and March 2019	68
Table 11: Content of each work strand	69

List of figures

Figure 1: Resident population at each institution between April 2015 and February 2022	8
Figure 2: Full-time employment of bands 2–4 across the sites between January 2014 and February 2022 (circles indicate when the Workforce strand started at that site)	19
Figure 3: Proportion of staff who believe forming a good relationship with children is an important part of their job	26
Figure 4: Proportion of children who felt one or more staff are good at making them feel safe and treating them fairly	28
Figure 5: Proportion of children in custody with a violent offence between April 2015 and February 2022 and the average length of stay between April 2018 and February 2022	31
Figure 6: Assault rate per 100 children at Cookham Wood, Werrington, and Wetherby between April 2010 and December 2021 (circles indicate when the Behaviour Management strand started at each site)	32
Figure 7: Number of staff who made the children feel safe through regular contact with a case worker	34
Figure 8: Proportion of children who stated the number of staff who were good at speaking calmly instead of yelling or making them feel bad	35
Figure 9: Proportion of ethnic minority and white children who have regular contact with a case worker	42
Figure 10: Proportion of ethnic minority and white children who have regular contact with a CuSP or named worker	46
Figure 11: Proportion of children who had attended education classes in the previous month	47
Figure 12: Children’s response proportions to “The education I receive here matches my needs, interests, and goals”	48
Figure 13: Children’s response proportions to “In this secure unit, in the last month, I have had opportunities to build skills for jobs”	49

1. Implications

1.1 Workforce development

- Staff training, continuous professional development, Guided Reflective Practice, and other support should be prioritised to increase resilience, reduce turnover, and develop shared values. These attributes appeared to improve because of the reform programme, but workforce improvements are still required.
- There should also be a prioritisation of communication between all tiers of the workforce and a more rewarding culture for staff due to reports of communication problems and lack of motivation among some staff currently.
- To overcome issues with the current workforce deployment process, there is a need to understand disruptions to the delivery of custodial services and identify mechanisms to ensure greater consistency and agility in the deployment of staff.

1.2 Individualised approach

- Not all children said they are supported by either CuSP or a case worker, which should be addressed because both appear to promote feelings of safety and support. The evaluation also found potential imbalances in resource allocation across different ethnic groups with these interventions, which should be audited and addressed.
- Current educational and vocational pathways do not always align with children's preferences; therefore, reviewing these to match their preferences better will be beneficial.
- There is a need to address resistance to behavioural change by improving the uptake of interventions amongst groups of children or individuals who are resistant to changing their behaviour.

Ministry of Justice

Evaluation of the Youth Justice Reform Programme Final Report

- There should also be a prioritisation of the Framework for Integrated Care (SECURE STAIRS), conflict resolution, and other behavioural management interventions to focus on improved relationships between children.
- To address current gaps in provision, needs-led multidisciplinary formulation planning and wrap-around provision should be maintained throughout the child's journey between custody and resettlement.
- A priority should be improving communication with children and their involvement in constructing their plans, including details of proposed care and support and keeping them informed about any changes that impact upon them and reasons for these.
- More priority should be placed on improving the effective management of transitions (particularly transitions to adult settings) to ensure transitional planning is embedded into the children's overall support and journey.

2. Executive summary

This evaluation has found that the Youth Justice Reform Programme (YJRP) foundations have been laid, and better outcomes were reported, particularly for the workforce. The Youth Custody Service (YCS) can build on these to sustain and improve the changes so it can implement the individualised approach fully.

2.1 Background

Charlie Taylor's (2016) review of the youth justice system found several shortcomings in the youth custody system, including poor safety, missed education opportunities, insufficient staff skills, and disjointed resettlement pathways. The government's response was to launch a series of initiatives jointly known as the YJRP. The YJRP covered custody and community management of children who offend. This evaluation focused on custody changes.

The YJRP aimed to (i) deliver an individualised approach through an integrated framework of care (ii) create a larger, more resilient, and more stable workforce with specialist skills and (iii) provide strong leadership and governance to support a rehabilitation culture. This report responds to the first two aims. The programme was composed of four work strands: (i) Education and Sports (ii) Behaviour Management (iii) Workforce and (iv) Leadership and Culture. Under each of those four work strands, sets of work packages were implemented to achieve the programme's aims: education and sports provision in the secure estate; behaviour management packages to make child custody safer; workforce packages for improved recruitment and training; and leadership and culture packages to increase the capacity of the YCS.

2.2 Evaluation approach

The evaluation of the YJRP ran from spring 2020 to spring 2022. It aimed to i) provide evidence of the implementation and delivery of the YJRP and ii) assess the programme's impact on key outcomes of interest (such as assaults on the estate and increase in the workforce) robustly. The evaluation consisted of three strands: a scoping study, a process

evaluation, and an impact evaluation. The Young Offender Institutions (YOIs) within the evaluation's scope were Feltham A, Cookham Wood, Parc, Werrington, and Wetherby.¹ The secure schools remain part of the overall YJRP, though the first secure school (Oasis Restore) will be evaluated separately.

The scoping study identified the baseline position of each YOI, such as current population size, composition, staffing level, and when the YJRP work packages were or were to be implemented. The process evaluation implemented a theory of change² approach to understand how operational and contextual factors contributed to child and workforce outcomes. Data were collected from staff and children in the YOIs through semi-structured interviews and an online survey. The impact evaluation estimated the YJRP's impact on the number of staff and their time in post and the number of assaults in the YOIs using an interrupted time series analysis where longitudinal data from before the intervention was used to construct a counterfactual. Given the limited availability of a strong counterfactual, the conclusions are suggestive rather than definitive. A children's survey was designed to measure their attitudes to relevant elements of the YJRP.

2.3 Evaluation key findings

Building a professional, specialist workforce

The aim of the YJRP's Workforce work strand was to (i) create a bigger, more resilient, and more stable workforce (ii) employ more staff with specialist skills and (iii) create a culture change for staff who want to work with children with a focus on rehabilitation.

Creating a bigger, more resilient, and more stable workforce

Staffing levels increased at every YOI that participated in the study. Further, the proportion of staff who remained in their post for at least 12 months increased after implementing the reforms. However, changes are still required to recruitment strategies and the workforce and management culture to allow for a more resilient and more stable workforce.

¹ Secure training centres Oakhill and Rainsbrook were included in the first year of the evaluation but not in the second year.

² A theory of change is a comprehensive rationale detailing how and why a desired change to a problem is expected to occur in a particular context. It outlines what is involved in the delivery of an initiative and how its success can be measured in the short, medium, and longer terms.

Employing staff with specialist skills

More staff were trained and completed training on the delivery of CuSP³ and the Framework for Integrated Care (SECURE STAIRS)⁴ under the Unitas training and foundation degree. The findings also suggested a need for more specific training on the core elements of the YJRP and professional development, as well as time for staff, such as study days, to complete relevant training.

Culture change towards a rehabilitative environment

The YJRP was found to have changed the culture of YOIs and STCs to a more rehabilitative environment. Staff members reported taking a more rehabilitative approach to working with children, which contributed to a better relationship between staff and children. The shift to a rehabilitative approach was also reflected in the responses gathered from children, who reported feeling safe, being treated fairly by staff members, and having their needs better understood by staff.

Delivering an individualised approach

Central to the YJRP was an intention to offer support that is closely aligned with the needs of individual children.⁵ The individualised approach has education and wellbeing at its heart and is delivered principally through the Behaviour Management and the Education and Sports work strands.

Behaviour Management

Results were inconclusive about the impact of the YJRP on child-on-child and child-on-staff assault rates within the YOIs, due to COVID masking any impact of the programme. Progress to make sites safer, however, was attained through other means, such as staff support for children, making them feel safer and as though they were being treated fairly. This approach helped children learn from their mistakes and de-escalate challenging situations. Staff and children also reported that the development of consistent relationships

³ Custody support plan: an evidence-based care planning procedure for youth and children in custody, supporting their rehabilitation needs and resettlement plans.

⁴ SECURE STAIRS is a framework for integrated care which has been implemented in under-18 offender institutions and secure children's homes, to provide improved quality of care and outcomes for youth and children so all needs are identified.

⁵ The evaluation of the YJRP pre-dated the introduction of the Child First approach, which recognises that the youth justice system treat children as children, see the whole child (including any structural barriers they face), and focus on better outcomes for children.

facilitated good discipline. The Framework for Integrated Care (SECURE STAIRS) and CuSP generally supported positive outcomes for some children, such as improved and supportive relationships with staff, feelings of safety, and confidence when leaving the establishment. However, children's feedback in the survey suggested case workers and CuSP did not benefit all children, particularly those with ethnic minority backgrounds.

Education and Sports

The provision of education was hindered by the COVID pandemic, with a lack of face-to-face education. Nevertheless, most children regularly attended the face-to-face classes available and reported a good choice of courses. Many children also reported being involved in various sports and physical activities. Further improvements could be made in (i) skill-building for careers (ii) educational level of courses and (iii) staff training to deliver all courses sufficiently.

3. Background

This report presents the process and impact evaluation findings of the Youth Justice Reform Programme (YJRP) in custodial institutions. The evaluation aimed to i) provide evidence of the implementation and delivery of the YJRP and ii) assess the programme's impact on key outcomes of interest (such as assaults on the estate and increase in the workforce) robustly.⁶

3.1 The youth estate

The Youth Custody Service (YCS) provides secure accommodation for children remanded in or sentenced to custody. At the start of the evaluation, the YCS managed five Young Offender Institutions⁷ (YOIs), three Secure Training Centres⁸ (STCs) and eight Secure Children's Homes⁹ (SCHs). Seven YOIs and STCs fell within the evaluation's scope: four publicly run institutions (HMYOI Cookham Wood, HMYOI Feltham A, HMYOI Werrington, and HMYOI Wetherby) and three privately run institutions (HMYOI Parc, Oakhill STC, and Rainsbrook STC). These sites were chosen for the evaluation because the YCS focused its reform efforts at these locations.

As of February 2022, 406 children resided at the six institutions (Rainsbrook excluded¹⁰). Since April 2015, the total population has decreased, especially during 2019 and 2020 (Figure 1).

⁶ Taken from the invitation to tender for this.

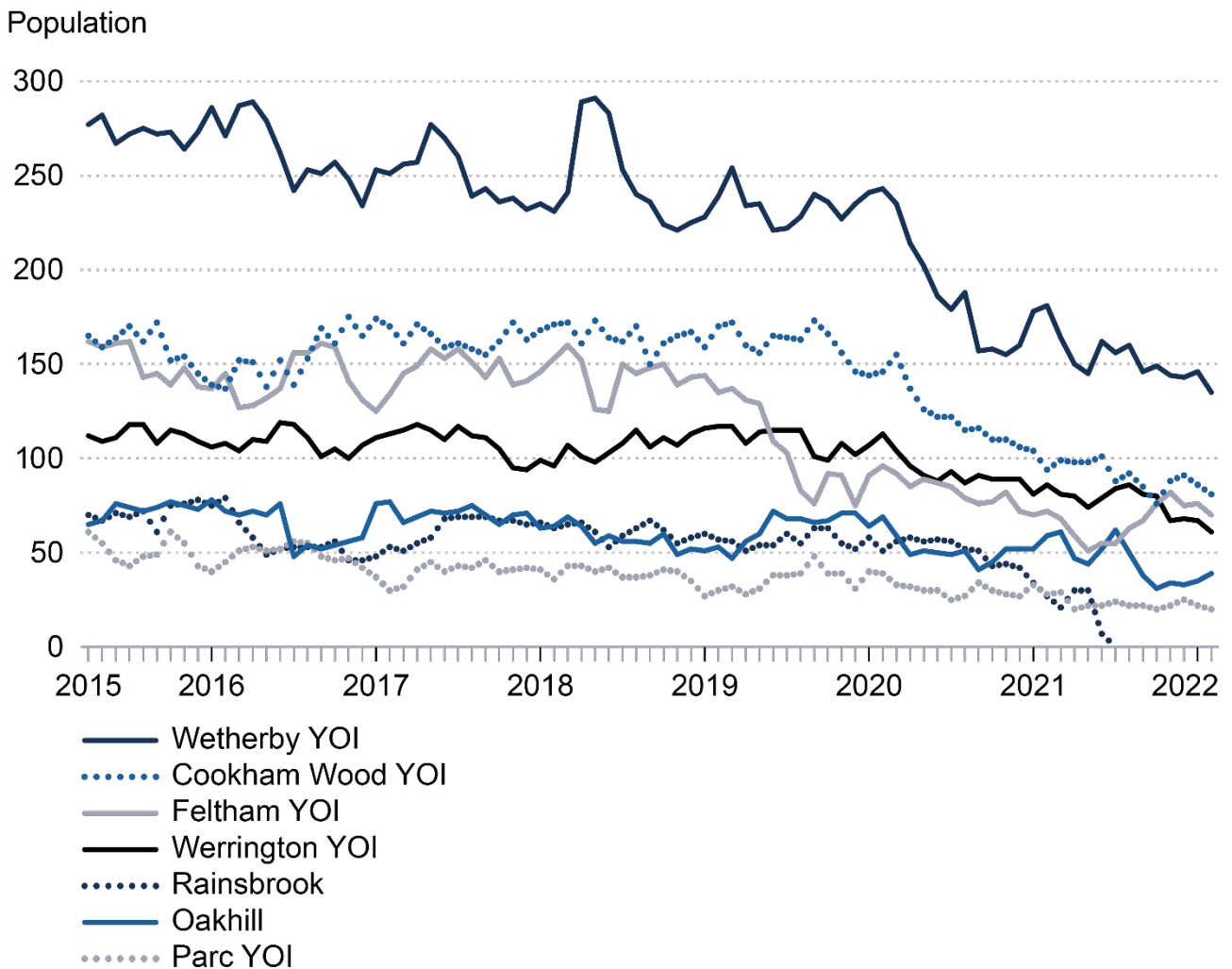
⁷ These institutions accommodate 15–21-year-olds and have a lower staff to offender ratio. They are generally larger than other parts of the youth justice system. Most children in custody are held here.

⁸ These institutions tend to be smaller than YOIs and have a higher staff to child ratio. They typically will accommodate children aged 12–17 who are too vulnerable for a YOI.

⁹ These institutions typically accommodate vulnerable children aged 10–14 in smaller establishments than YOIs and STCs and with a high staff to child ratio.

¹⁰ In June 2021 all children resident at Rainsbrook were moved elsewhere because of safety and performance concerns at the STC. Rainsbrook was therefore removed from the evaluation.

Figure 1: Resident population at each institution between April 2015 and February 2022



Source: YCS Statistics.

By February 2022, 17-year-olds were the largest age group in custody (54% of child residents). The next largest groups were 16-year-olds (25%) and 18-year-olds (16%). Only a few residents were 15 or under (6%), which was expected as SCHs typically accommodate those under 15. The largest ethnic groups within the institutions were white (48%) and black (31%). Residents from a mixed ethnic background formed 13% of the population, while a small number were Asian (5%). The majority offence group observed across all sites was violence against the person (66%), with the second largest offence being theft (18%). Children¹¹ on remand represented 38% of residents across the sites.

¹¹ We refer to children in this report, though this does contain a small number of YOI residents aged 18.

Children in custody have particularly complex needs and are often exposed to adverse childhood experiences (HMIP, 2022). For example, 25% of boys and girls surveyed in STCs, and 19% of boys surveyed in YOIs in 2017–18 considered themselves to have a disability (i.e., needing help with long-term physical, mental, or learning needs). Forty-four per cent of children in STCs and 39% in YOIs in 2017–18 had been Looked After Children at some point.

3.2 Youth Justice Reform Programme

In December 2016, the UK government published a review of the youth justice system known as the Taylor Review. The report identified an increase in the workforce, with services such as police forces and social services working together effectively to engage with and support children struggling in their communities. The report also recognised a key strength of the youth justice system to be moving away from larger custodial institutions to more community-based, multidisciplinary services, as well as a culture of change towards a more rehabilitative environment in institutions which addresses multiple facets of children’s needs such as homelessness and other welfare needs. However, the report also identified several failings within the youth custody system, such as poor safety, missed education opportunities, insufficient staff skills and disjointed resettlement pathways. In its commitment to addressing those concerns within custody, the government launched a series of initiatives collectively known as the Youth Justice Reform Programme (YJRP). The programme had three broad aims:

1. To deliver an **individualised approach**, whereby an ambitious integrated framework of care encompassing education, health, and behavioural support, would be introduced to youth custody.
2. To create a **professional, specialist workforce**, whereby a bigger, more resilient, and more stable custodial workforce with specialist skills would change its culture to focus on children and their rehabilitation.
3. To provide strong **leadership and governance**, by providing training and development, and creating products and programmes, advice, guidance, and support to embed a positive YCS culture that is child-centred and staff-focused.

The YJRP included a series of work packages designed to meet the YJRP's aims, contained within four work strands:

- **Education and Sports strand:** the packages aimed to increase education and sports provision in the secure estate. They included a sports review to identify how to improve involvement in sports; a new core day to allow sites flexibility in structuring and delivering education content; improvements to outreach support; and new measures of education progress.
- **Behaviour Management strand:** the packages were designed to make youth custody a safer place for children and staff, with less use of force, and to improve the life chances of children held in institutions. They included an accommodation review, the extension of the Framework for Integrated Care (SECURE STAIRS)¹² to embed trauma-informed multidisciplinary provision, and tailored support through a custody support plan (CuSP).¹³
- **Workforce strand:** the packages aimed to create a larger and more stable workforce with specialist skills and culture for a more rehabilitative environment. They included recruiting additional staff, creating a specific youth justice worker role, fast-track promotion to band 3¹⁴ for interested persons, and introducing Unitas training to equip staff with skills to improve interventions for children.¹⁵
- **Leadership and Culture strand:** the packages sought to increase the Youth Custody Service's (YCS) capacity. The packages included constructive resettlement, working with partners through integrated care, creating aspirational and rehabilitative environments, and modernising the estate and technology.

¹² The Framework for Integrated Care (SECURE STAIRS) is a framework for integrated care which has been implemented in under-18 offender institutions and secure children's homes, to provide improved quality of care and outcomes for youth and children so all needs are identified.

¹³ Custody support plan: an evidence-based care planning procedure for youth and children in custody, supporting their rehabilitation needs and resettlement plans.

¹⁴ Band 3 youth justice workers receive prison officer entry-level training, alongside additional role-specific child-focused training modules. This ensures each youth justice worker has been upskilled to work effectively with children in custody. Supplementary to this initial training, youth justice workers are expected to complete the first two modules of the youth justice foundation degree.

¹⁵ Programme by an education charity specialising in criminal justice, which aims to improve outcomes for children by equipping staff in criminal and youth justice systems with the necessary skills, knowledge, and behaviours to improve interventions and outcomes for children.

Appendix G contains a list of the work packages under each work strand.¹⁶

3.3 Context to this report

The YJRP was a complex programme because it incorporated existing initiatives, introduced new ones, and involved many stakeholders. Implementing it required working across several partner organisations, including NHS England, the Prison Officers Association, G4S and Novus, under the governance of the Ministry of Justice (MoJ), the Youth Custody Service (YCS), and Her Majesty's Prison and Probation Service (HMPPS) with ongoing scrutiny from Her Majesty's Inspectorate of Prisons (HMIP) and Ofsted. Within these structures is an ever-changing population of children with complex needs, subject to different types of sentences for varying periods, and from different starting points.

The COVID pandemic provided both an impediment to and an opportunity for introducing and embedding different reform components. Children had less time out of their rooms and were let out in small bubbles (usually 6–8). Access to the education department was limited, with more in-cell education provision. At the time of the fieldwork for this report (early 2022), sites were emerging from lockdown and social distancing. Accordingly, increases in group sizes were being carefully introduced or contemplated, which impacted on residential spaces, education, sports, and other group interventions.

Further, the revised CuSP structure (a shorter check on children and self-completed worksheets), devised for the pandemic (COVID Support Plan, CoSP), had been phased out, and Guided Reflective Practice (GRP) for staff was being reintroduced. In addition to these post-COVID transitions, the fieldwork revealed several significant developments since phase 1 of the evaluation, including a shift to viewing the YJRP's changes as business as usual. The key changes are listed in Appendix A. In some areas, less progress had been made since the interim report, such as the opening of the educational and vocational pathways, ongoing staff training, and wholesale implementation of CuSP.

¹⁶ Please note that the YJRP was designed and implemented before the promotion of the Child First approach.

4. Evaluation approach

The evaluation's objectives were to:

1. assess to what extent the programme was implemented as intended
2. assess the feasibility of providing a robust statistical assessment of the programme's impact on outcomes using an experimental methodology
3. collect evidence and conduct analysis to understand any change in children's and workforce outcomes and, if possible, to what extent they are attributable to work packages implemented in the reform programme.

The evaluation strategy comprised:

1. a scoping study to understand the starting point (baseline) of the YJRP
2. a process evaluation that included data collection with staff and children
3. a quasi-experimental impact evaluation and a survey of children in the secure estate
4. design collaboration with children.

It is important to note that the evaluation's data collection took place before the conclusion of the YJRP (end date 2023) and that while some elements had been rolled into business as usual, many of these components were still a work in progress, with inevitable review and reshaping planned.

4.1 Scoping study

The scoping study profiled each YOI and STC 'in scope' for the study (referred to as the 'sites'). The in-scope YOIs were Cookham Wood, Feltham A, Parc, Werrington, and Wetherby; the in-scope STCs were Oakhill and Rainsbrook. The study team collated documentation, including reviews, evaluation reports, HMIP reports, and data from each site that described the current population size and composition, staffing level, when the YJRP's work packages were or were to be implemented, and the results of any inspections. A profile for each site was then prepared that summarised the baseline position at the beginning of the evaluation. The scoping study also included telephone

interviews with representatives from MoJ, the YCS, and HMPPS. These interviews discussed the programme's priority outcomes and identified local issues and difficulties.

4.2 Process evaluation

The process evaluation adopted a theory of change¹⁷ approach to answering the research questions. Our data collection and analysis considered how operational factors such as staff communication and training, and contextual factors such as custodial culture and the cohort of children, contributed to outcomes (as well as what these outcomes were). The fieldwork took place over two phases: phase 1 (spring 2021) considered the quality of implementation, and phase 2 (winter/spring 2022) reviewed progress in responding to the interim report's findings.¹⁸ Each phase included the following data collection methods:

1. semi-structured interviews with staff of all levels at the site (frontline staff, middle managers, senior leadership, and education and health providers)
2. semi-structured interviews with children resident at the site
3. on-site observations of staff and children interactions (phase 1 only)
4. an online staff survey, which was repeated in phase 2

In total, the study team interviewed 86 staff and 46 children. Due to the COVID pandemic, the phase 1 and 2 interviews were conducted via video call (see Appendix B for sample details across the two phases). The interviews were transcribed and then stored and coded in NVivo for thematic analysis. The site visits comprised unstructured observations of education lessons and general staff and children interactions, which were informed by the emerging findings from the staff and children interviews.

The staff survey achieved a sample of 451 for phase 1 and 314 for phase 2 (out of 912), and 195 staff answered in both phases. The analysis presented in the report used the sample of 195 who answered both rounds (390 total responses, therefore), and it is

¹⁷ A theory of change is a comprehensive rationale detailing how and why a desired change to a problem is expected to occur in a particular context. It outlines what is involved in the delivery of an initiative and how its success can be measured in the short, medium, and longer terms.

¹⁸ STCs, however, were removed from the second phase of the process evaluation and the impact evaluation because of safety and performance concerns at Oakhill and Rainsbrook.

weighted to represent the staff grades at each site. Appendix E describes the survey method and sample in more depth.

4.3 Impact evaluation

Quasi-experiment

The study team conducted an impact evaluation feasibility study during phase 1 of the process evaluation to decide if a quasi-experiment was possible and what design should be used. This study identified the relevant outcomes and the data required to measure them and investigated potential quasi-experimental designs. The assessment framework reviewed the internal and external validity, and the statistical power of various design options, to propose the approach that maximised all three. The feasibility study concluded that the appropriate approach was an interrupted time series analysis that estimated the impact of the YJRP on the:

- number of band 2–4 staff (i.e. lower grade staff)
- number of band 2–4 staff in post for at least 12 months
- number of assaults (limited to three sites because of data limitations).¹⁹

Interrupted time series analysis estimates if changes over time can be attributed to an intervention. The method can estimate treatment effects (i.e. an immediate effect) and sustained effects (i.e. an effect every month). This approach also helped to mitigate the role of COVID because the impact before the pandemic started could be estimated, as well as the effect of COVID. A control group quasi-experiment was not possible due to how the YJRP had been implemented.

The analysis presented in this report used a panel regression with autoregressive Prais—Winsten correction and panel-corrected standard errors that allowed for the different start dates of the YJRP at each site. Appendix F describes the model definitions and outputs.

¹⁹ Parc and Feltham A were excluded from the main analysis because the available data included the assaults committed by the 18–25 cohort. An alternative analysis was performed using YCS data that ended in March 2019. Parc was also excluded from this analysis because the programme had not started at Parc by March 2019. Parc was not included as a control area in the analysis because the feasibility study concluded that the private sites were not appropriate controls for the public sites, for a variety of reasons.

Children's survey

In March 2022, the study team surveyed children who were resident at the sites for at least one month. A sample of 237 was achieved from a population of 305.²⁰ The survey was adapted from the Youth Perception of Relationship Quality (YPRQ) questionnaire developed at Cornell University to evaluate trauma-informed residential environments for children (Sellers et al., 2020). It was administered face-to-face and asked children to reflect on:

- what help they had in the last month, with the aim of understanding which elements of the YJRP they had experienced
- their assessment of the quality of that help
- their relationships with staff
- how safe they felt
- how staff reacted to their behaviour
- what they thought about moving on (to the community or the adult estate).

A copy of the questionnaire is provided in Appendix C, and a detailed description of the method and the achieved sample is described in Appendix D.

4.4 Collaboration with children

Before the commencement of fieldwork, the study's partner, Leaders Unlocked, consulted children resident at the two YOIs on what they thought the evaluation should investigate. A peer researcher facilitated an online focus group with six children attending at two sites. The feedback was incorporated into the semi-structured interview topic guides, the survey questionnaires used in the process evaluation, and the selection of outcomes for the impact evaluation. A Leaders Unlocked peer researcher will also present the findings in this report to children at two sites and report their recommendations for change to the Ministry of Justice.

²⁰ The population definition was children who had been residents for at least one month at the end of February 2022.

4.5 Ethical considerations

In the research conducted with children and staff at young offender institutions, prioritising ethical considerations was essential to ensure all participants' wellbeing and rights. Before initiating any fieldwork, an information sheet was shared at least one week before with all potential participants. Informed consent was obtained from all parties involved, and this emphasised the voluntary nature of their participation. A thorough safeguarding procedure was also carried out with children to maintain a safe and respectful environment. The children's consent was continually revisited throughout the research process to ensure their ongoing comfort and willingness to participate in the study. It was clear to all participants that their responses would be kept private, except in specific circumstances that might require disclosure to protect the welfare of the individuals involved.

4.6 Limitations

The evaluation's methodology presents a comprehensive approach incorporating both process and impact evaluations. However, there are limitations to highlight. First, due to the COVID pandemic, interviews for both phase 1 and 2 were conducted via video call, which may not capture the same depth of information or nuance as face-to-face interactions. The reduction in staff survey participation from phase 1 to phase 2 can introduce attrition bias, potentially skewing findings based on the views of persistent respondents. While the interrupted time series analysis mitigated the role of COVID, there are more rigorous methods, such as randomisation, that increase confidence to attribute outcomes to the intervention. Furthermore, the limited application of the assault outcome measure to only three sites (due to data constraints) may not be representative of the broader context. Lastly, the reliance on self-reporting from children in the survey, especially when discussing sensitive issues such as safety and staff relationships, can be influenced by recall bias or hesitation to share negative experiences.

5. Findings

The findings consider data collected from the scoping study, process evaluation, and impact evaluation collectively.

There is a large crossover between the YJRP's four work strands,²¹ and many of their components were contingent upon the success of others. Further, it was a considerable task to implement these new approaches within an existing system subject to external controls, including HMPPS and Ofsted rules. This report examines the extent to which the work strands have succeeded in delivering the following objectives:

- a professional, specialist workforce
- an individualised approach

It also examines how these changes have impacted on children and staff and identifies key successes and challenges within the programme.

5.1 A professional, specialist workforce

The aim of the YJRP's Workforce work strand was to (i) create a bigger, more resilient, and more stable workforce (ii) employ more staff with specialist skills and (iii) create a culture change for staff who want to work with children with a focus on rehabilitation.

Specific activities included recruiting additional frontline staff and creating a youth justice-specific role by providing Unitas training, foundation degrees, and other related training to deliver CuSP.

As the findings in the following subsections will show, the YJRP brought about a larger and more stable workforce, but a critical management culture limits the resilience of the workforce. Relevant training has also been provided to ensure more staff are equipped with the specialist skills to work with children. However, the data suggested that staff members felt further training and professional development opportunities are needed to

²¹ Described in the background section.

help them better understand the core elements of the YJRP. Despite these challenges, the YJRP has helped move the culture in the Children and Young People Secure Estate (CYPSE) towards a more rehabilitative environment.

Building a bigger, more resilient, and more stable workforce

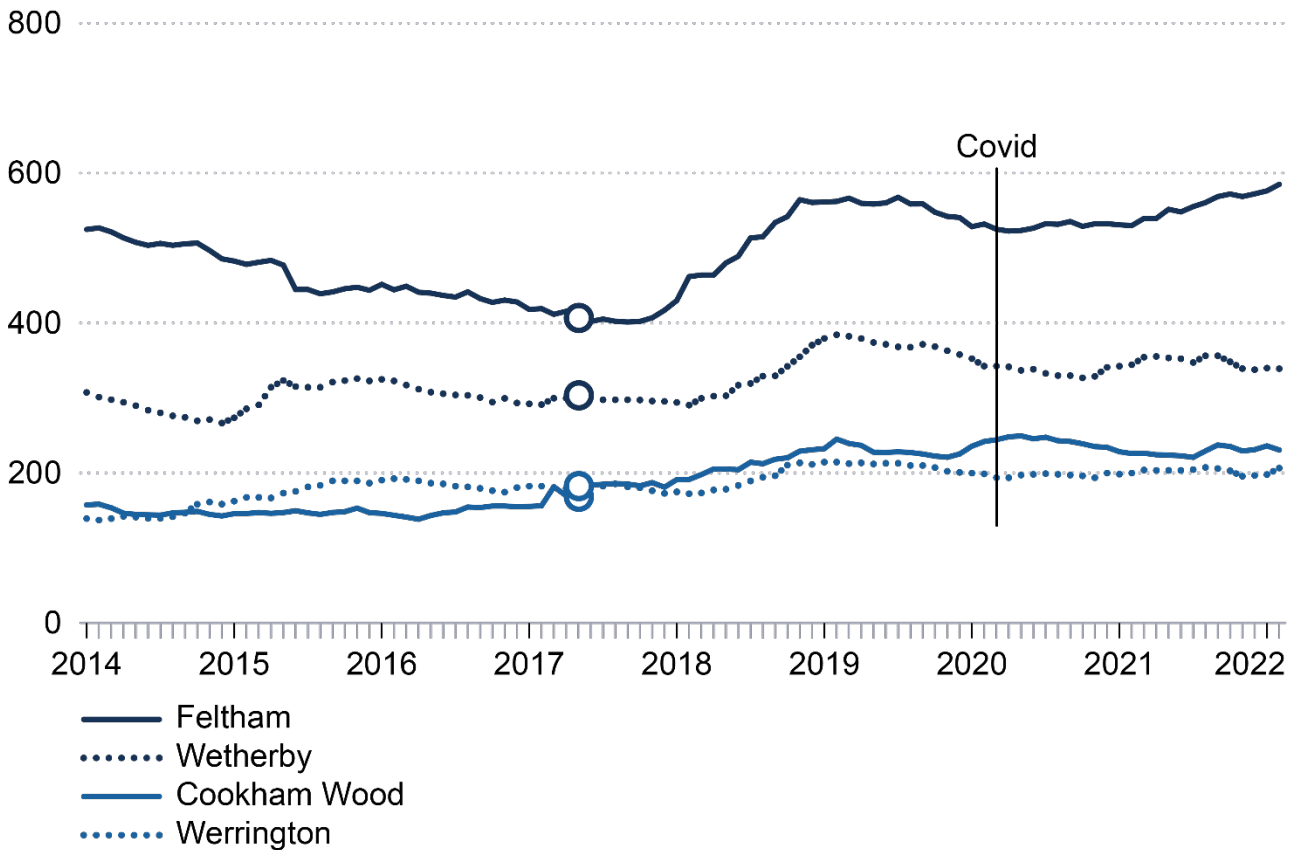
This element of the Workforce strand is primarily concerned with (i) the staffing levels and capacity within YOIs and (ii) culture change, support, and communication between staff and the middle or senior management teams. The evidence suggested that while there is a more stable workforce, its resilience is undermined by a lack of culture change within some staff.

Staffing levels

Figure 2 describes the number of full-time equivalent frontline staff (i.e. bands 2–4) employed at Cookham Wood, Feltham A, Werrington, and Wetherby between January 2014 and February 2022.

Figure 2: Full-time employment of bands 2–4 across the sites between January 2014 and February 2022 (circles indicate when the Workforce strand started at that site)

Full-time employment bands 2–4



The YJRP has had a positive impact on staffing levels across all YOIs.²² Since implementing the Workforce strand, there has been a significant, sustained increase in frontline Full Time Equivalents (FTEs). This increase is still evident, even after controlling for the potential impact of COVID in March 2020.

Further, the data indicated the proportion of frontline staff employed for at least 12 months has also significantly increased.²³ This result and the findings in Figure 2 suggested staffing levels have increased and staff have remained in post for longer (i.e. for at least 12 months). Despite these findings, the qualitative interviews suggested the need for improvements to the recruitment and retention efforts and how staff are asked to deliver some aspects of the YJRP, such as CuSP.

²² See Appendix F for the interrupted time series analysis results.

²³ *ibid*

Regarding recruitment and retention, a Senior Leadership Team (SLT) member explained that the “retention level isn’t great, and a lot of that boils down to the actual job description”. That sentiment was shared by a frontline staff member, who felt that the recruitment campaign was “very misleading”. The high attrition rates, therefore, were attributed to the disparity between the perceived and actual operational duties the new members of staff were expected to fulfil, as the account below demonstrates:

“Some of the adverts that go out, people think they’re going to be like youth workers. And then you start talking about use of force and opening doors and working with kids and dealing with discipline issues, and it’s like ‘well, this isn’t what I came to do, this isn’t what the advert said, this isn’t for me, I’m going’. I think sometimes we paint a different picture to what we’re actually doing.” (SLT)

Further, concerns were raised about the loss of experienced staff due to the mandatory nature of Unitas or the foundation degree. Here, the issue lies with the fact that those members of staff who either last attended formal education some time ago, or have never participated in higher education, found it challenging to engage in formal education/training. The evidence suggested that, as a result, some staff members found themselves “being transferred to the adult estates” (frontline staff member) or leaving the establishment entirely because they found it challenging to cope with the demands of the Unitas foundation degree.

For example, a frontline member of staff reported that “some of the staff that [the establishment] is losing are absolutely amazing [...] but are being lost for the sake of [the Unitas] degree”. Data also suggested some staff did not want to do the Unitas degree, found it too academically challenging, or were not provided enough time to engage with studying. This, in turn, led to the perception that the “newer staff” had minimal knowledge of the regime or the YJRP in part due to there being “not enough experience or people who have been [t]here a really long time to really show them” how things are done. This sentiment indicates a potential gulf between new and experienced staff that was disadvantageous to the culture and development of shared values.

In addition, increased and diversified operational duties contributed to the perception of instability in the workforce and operations. For example, it was noted at one establishment

that the “shortfall of band 4 youth justice workers” was a result of “[having] too many staff in positions of temporary promotion”. This instability was echoed by a member of the SLT in another establishment, who noted that the management structures “changed very regularly around certain functions”, which has implications for relationship building between staff and function leads. A similar concern was also expressed by a member of the SLT, who believed improvements could be made to the deployment of staff, as the quote below illustrates:

“There’s an extra increase in custodial managers. There’s going to be an extra increase in officers. Do you see that on the shop floor sometimes? Probably not – and I think any increase is always welcome as a service, but I think sometimes it could be better utilised or better implemented at the working level.” (SLT)

There was a sense also that taking care of the needs of staff and their training had taken lower priority. The staff survey responses (wave 1) indicated a minority – 26% – said meeting the emotional and physical needs of staff had improved in the past year. This compared to the 54% (n=216) who believed the same for children. Although the staff survey feedback showed 85% of respondents were interested in developing their skills and knowledge, only 41% agreed their managers had ensured suitable training was available and only 28% agreed management ensured opportunities to complete training/take study leave. A common theme in staff feedback was they were excited by the reform programme’s training agenda and felt empowered and valued by it, but that opportunities to put learning into practice were limited because of the constraints of local regimes:

“I’ve not been involved in reflective practice yet, no. Yeah, it’s been available, but every time that a reflective practice meeting is scheduled, I just tend to not be on shift ... I think due to staffing levels, it’s not always possible to get the staff off the detail to have the reflective practice.” (Band 3)

While the YJRP positively impacted on the workforce’s size (i.e., an increase in staffing levels, with staff remaining in post longer), there were still improvements to be made to the deployment of staff and to recruitment and retention efforts.

Culture change, support, and communication between staff

Data gathered from phase 2 of the evaluation revealed good progress concerning (i) providing staff support and (ii) ongoing dialogue between frontline staff and middle or senior management.

For example, the purpose of the Guided Reflective Practice (GRP)²⁴ sessions is partly to allow staff to process their roles and responsibilities within a challenging environment, and the interview data revealed staff (both frontline and middle management) found these sessions to be helpful. A member of the middle management team reported there was a “big drive” at their site for GRP among the custodial managers and that the psychology lead was “really good” at ensuring meaningful conversations took place in these sessions to help them process some of the challenges they may experience in their roles. Similarly, a frontline member of staff reported that GRP is held regularly, creating a space for discussion about:

“[...] what happened this week, what reflective [sic] we’ve had, any negatives, positives. Then, if we all share a negative experience, it can help how the other person deals with it, how they may have dealt with it in the past.” (FL staff)

There is also evidence, from one site, of efforts to establish an ongoing dialogue between frontline staff and senior management teams about the plans and goals the establishment aims to achieve through organic initiatives such as an ‘all grade away day’. Despite the excellent progress made in establishing ongoing dialogue, one area for improvement has been identified with the methods of communication. As a frontline member of staff articulated, there is an over-reliance on emails, which were used to disseminate minutes from “daily briefings” or “weekly bulletins”, where they would be informed they have “something to do for equality [or] something from every different area that supports the prison”. In short, the staff were potentially inundated with email communications about the developments of the establishment but unable to “absorb their emails”, leading them to miss important messages about the YJRP.

²⁴ GRP is supervision conducted by the psychology team. It was suspended during COVID and restarted.

The data also suggested the management culture across the establishment has not changed sufficiently to allow for a more resilient workforce. For example, the staff survey showed no significant change in the levels of confidence in managers among staff members across the two phases. Only 29% of staff 'agreed' or 'strongly agreed' that 'I have confidence in my managers' in phase 2, compared with 30% in phase 1. The qualitative data suggested this lack of confidence is symptomatic of a critical management culture within establishments. There is a perception that the management culture is "rubbish at praise and great at bollockings". For example, a frontline member of staff described a working environment that was, by default, overly critical:

"You're under the microscope of the boys. You're under the microscope of your superiors. You're under the microscope of the YCS. You're under your own microscope and you're self-assessing all the time as well [...], whether we want to address it or not." (Band 4)

Similarly, members among the SLT described "a tendency for people managing their staff to be quite punitive, and blame focused", and there is a need to "reduce the blame culture". Despite this, there were data to suggest the management culture is beginning to change at some sites. This change can be seen in providing support and good working relationships with line managers. For example, a band 5 staff member explained:

"I've got a really supportive line manager [...] For me to deliver what I need to deliver, it's important to liaise with them and other agencies, and they've been really supportive [...]." (Band 5)

Therefore, the evidence shows that while there are improvements concerning the provision of support for staff through GRP and ongoing dialogue between SLTs and frontline staff, changes are still required to the management culture to allow for a more resilient workforce.

More staff with specialist skills

This element of the Workforce work strand concerns the availability of training and professional development programmes to ensure staff are equipped with the necessary skills to work with children.

The staff survey asked respondents to state what training they had received. At the time of the phase 2 survey, 15% of respondents said they had completed the Unitas degree. The data indicated an increase in the proportion of staff who 'received training' in CuSP from 28% in phase 1 to 40% in phase 2 and an increase in the proportion of staff who were aware that CuSP was 'part of reform' from 48% in phase 1 to 57% in phase 2. Similarly, there was an increase in the proportion of staff who 'received training' on the Framework for Integrated Care (SECURE STAIRS) from 25% in phase 1 to 29% in phase 2 and an increase in the proportion of staff who were aware that it was 'part of reform'.

There appeared, however, to still be a perception among staff that there was a lack of upskilling through training or development opportunities. For example, although the data showed an increase in the proportion of staff who have received training on CuSP and the Framework for Integrated Care (SECURE STAIRS), the staff survey revealed no significant change was reported in providing suitable training for staff to develop skills and knowledge. Only 42% of staff 'agreed' or 'strongly agreed' that 'My manager ensures that training is available to develop skills and knowledge' in phase 2. This is similar to the proportion in phase 1 (43%).

The qualitative data provide some reasons for the disparity observed between the level of CuSP or the Framework for Integrated Care (SECURE STAIRS) training actually delivered to staff and the perceived levels of available training and development opportunities among staff. For example, a member of the SLT explained that:

“With CuSP and SECURE STAIRS [...] we all sort of know what it is, what the main goals are [...], but I don't think that's driven down from band 7 because I don't think they're trained enough to understand what the goals are.”

Here, the member of the SLT explained the need for a more nuanced training curriculum on CuSP or the Framework for Integrated Care (SECURE STAIRS), which is believed would be beneficial for frontline staff to better understand the aims of these reform elements in practice.

In addition, the qualitative data indicated a desire among staff members to have opportunities for upskilling through “on-the-job” training or professional development. For

example, a member of the SLT explained that while staff “do get training for things we need and essential things”, staff development would be significantly facilitated and improved if they were provided with the opportunity to “learn as you go and develop your skills”.

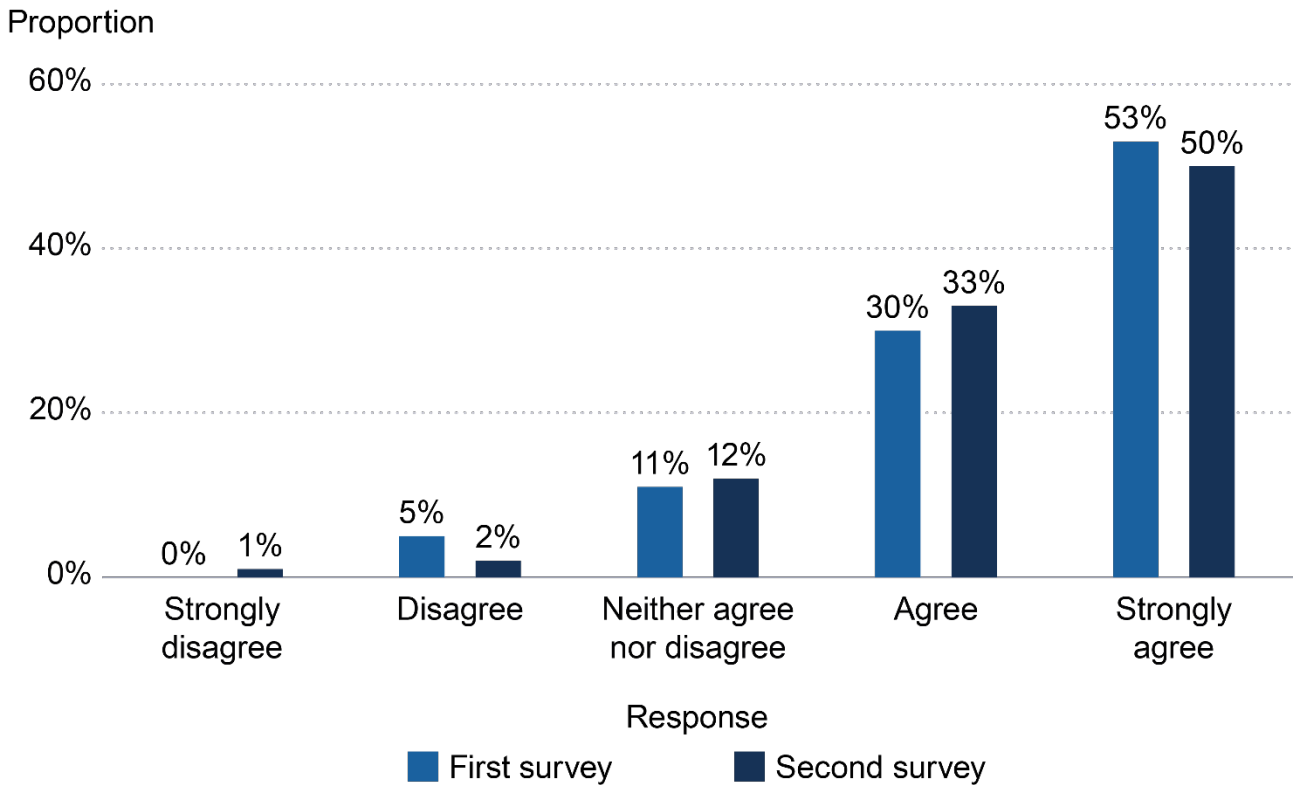
The survey data showed no significant changes across the two phases regarding the provision of time to complete training – 31% of staff ‘agreed’ or ‘strongly agreed’ that ‘My manager ensures that I have time to complete training’ in both phases 1 and 2. Therefore, the data suggested that while training through, for example, the Unitas degree has been provided across all establishments as part of the YJRP’s objective to create a specialised workforce, the staff perceived that more training opportunities for professional development and increased time to complete the training were required.

Culture change towards a rehabilitative environment

This element of the Workforce strand is primarily concerned with creating a new culture within establishments that focuses on rehabilitation, guided by building good relationships with children and taking a more rehabilitative approach to behaviour management.

The data showed a significant change in the treatment of children towards a more rehabilitative approach. For example, in both phases of the staff survey, over 80% of respondents agreed forming good relationships with children was an essential part of their job (see Figure 3). In fact, there was a small but significant decrease in the proportion of staff who disagreed, from 5% in phase 1 to 2% in phase 2.

Figure 3: Proportion of staff who believe forming a good relationship with children is an important part of their job



Unweighted base: 195.

Source: YJRP Evaluation Staff Survey.

The qualitative evidence described a culture change within establishments concerning the treatment of children and the relationships between them and frontline staff. For example, a member of the SLT reported there “has been quite a shift” in terms of how “frontline staff see children”: not only are they better at “understanding their needs”, but staff are also treating the children with “more patience and kindness”. However, it did not appear to be just a transition towards a rewards-based culture that emerged (e.g., issuing of ‘green cards’ for good behaviour that children can then use to purchase things from the canteen). Staff felt there had been a notable transition away from explicitly punitive approaches (e.g., removing privileges like Xboxes or TVs) to working with children.

It was noted the approach to discipline had become more restorative and progressive. For example, a member of the SLT in one establishment observed that frontline staff had shifted away from the use of punishment to manage problematic behaviour among children and were instead “looking to constructively challenge the attitudes [of children]” by

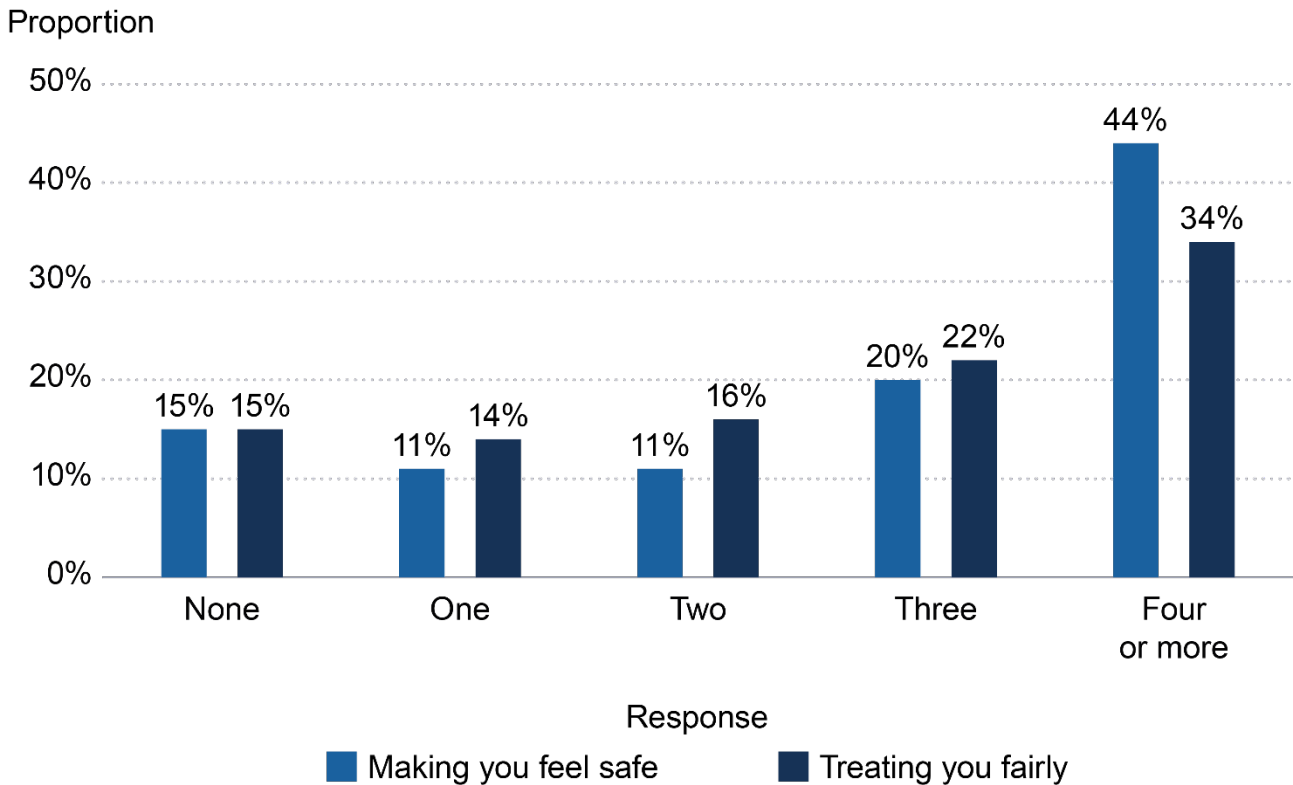
engaging with them through CuSP sessions and “helping them reflect”, as the following quote from a member of the middle management team illustrates:

“There’s a lot more emphasis on kind of trying to give the boys as many opportunities to change their lives, to rehabilitate, than there was probably two, three years ago when it was just a case of opening doors, shutting doors, sending them to education, bringing them back and that’s it. There’s a lot more chance, you know, with interventions and things like CuSP and helping them to reflect.”
(Band 5)

Evidence suggested this transition away from punitive approaches to working with children positively impacted on children’s feeling of safety across the establishments and their perceptions of being treated fairly by staff members.

Data collected from the children’s survey showed that higher proportions of children reported staff are good at “making them feel safe” and “treating them fairly”. As Figure 4 shows, 44% of children reported “four or more” staff members made them feel safe, and 34% of children reported “four or more” members of staff had “treated them fairly” over the past two weeks.

Figure 4: Proportion of children who felt one or more staff are good at making them feel safe and treating them fairly



Unweighted base: 237.

Source: YJRP Evaluation Children Survey.

The interview data with children also revealed some positive feedback regarding children’s relationships with staff members. Children commonly described relationships with staff to be “good” and that staff were “very helpful” in ensuring the needs of children were met and understood. Some children also reported staff members being available to “chat” or “talk about stuff” if they “needed anything”. For example, a young person described his relationship with the frontline staff as follows:

“[...] good, I haven’t got a problem [with them]. The staff understand our needs and that [from] spending time [with us] and chatting.”

Therefore, the data suggested the YJRP pushed the culture towards a rehabilitative environment across establishments. For the staff members, this is reflected in a positive change in their perceptions about forming good relationships with children and a shift in how problematic behaviours are dealt with towards a more restorative and progressive

approach. For children, the rehabilitative environment is reflected in their feelings of safety and being treated fairly, and staff have a better understanding of their needs through constructive conversations.

5.2 An individualised approach

Central to the YJRP was an intention to offer more tailored support closely aligned to the needs of individual children, with education and wellbeing at the heart. Children enter custody for varying lengths of time, depending on the offence committed. They come from culturally diverse backgrounds with variable educational experiences. Children may have multiple additional complex needs, such as emotional and mental health difficulties, learning disabilities, and developmental challenges. Also, there can be a history of familial and social conflict, some of which may be continued or replicated within the custody setting. The YJRP aimed to offer targeted and coordinated multidisciplinary support to these children to achieve the best outcomes, whether they were due to be released back into the community or move on to the adult estate.

An individualised approach is delivered through the Framework for Integrated Care (SECURE STAIRS), and the Behaviour Management and Education and Sports work strands. The phase 2 qualitative research showed a relatively high degree of consistency among sites in their progress towards achieving the individualised approach. Despite encouraging progress in many of these areas, interviewees also noted challenges impeding the effective delivery of individualised support.

This section explores the components of the individualised approach: i) the Behaviour Management strand, with specific descriptions of the roles of the Framework for Integrated Care (SECURE STAIRS) and CuSP, and ii) the Education and Sports strand.

Behaviour management

Improving behaviour management was a core requirement of the YJRP. Violent incidents reduce safety for staff and children and disrupt activities, and the resources required to manage 'keep apart'²⁵ is considerable. As one SLT interviewee said:

²⁵ 'Keep apart' are individuals or groups who, if allowed to mix, risk becoming violent.

“Behaviour management probably covers everything really – every interaction with a boy and everything we provide goes some way towards behaviour management.” (SLT)

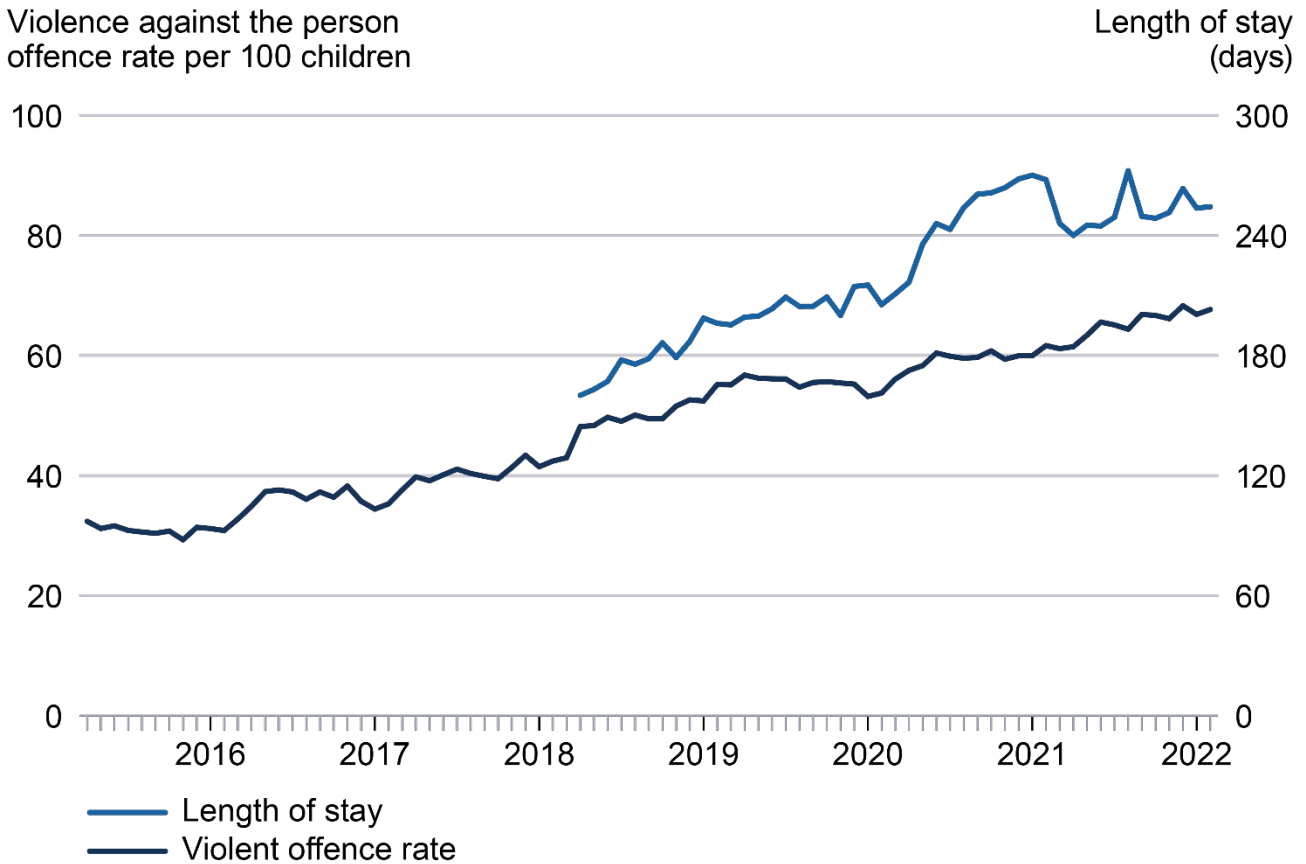
The Behaviour Management work strand included an accommodation review, enhanced support units, the development of a healthy environment, and the introduction of caseworkers (see Appendix G). SECURE STAIRS and CuSP were important work packages in the Behaviour Management strand and are addressed separately below.

The number of children in custody has reduced, and the remaining population is characterised by complexity and seriousness. While this presents challenges to the management of the regime, it is also associated with an increase in sentence length. In February 2022, 68% of children were in custody for violence against the person, compared to 32% of children in April 2015. Similarly, the average number of days spent in custody was 160 days in April 2018, compared to 224 days in February 2022 – a 40% increase.²⁶ Figure 5 describes the change in the average length of stay for children in custody and the proportion of children in custody who committed a violence against the person offence.²⁷

²⁶ Data presented is the mean length of stay of children resident on the first of the month.

²⁷ Violence against the person includes offences such as harassment, assault, bodily harm, and murder.

Figure 5: Proportion of children in custody with a violent offence between April 2015 and February 2022 and the average length of stay between April 2018 and February 2022



Source: YCS management data (length of stay available from March 2018).

During COVID, the Incentives and Earned Privileges system had been all but suspended, with privileges such as video games allocated to children in compensation for spending more time in their rooms. Following this period, newly introduced behaviour management systems focused on support rather than punishment, i.e. through support workers working with children to understand and help them with their behaviour rather than removing privileges from them. (These changes are explained in later sections of this report.)

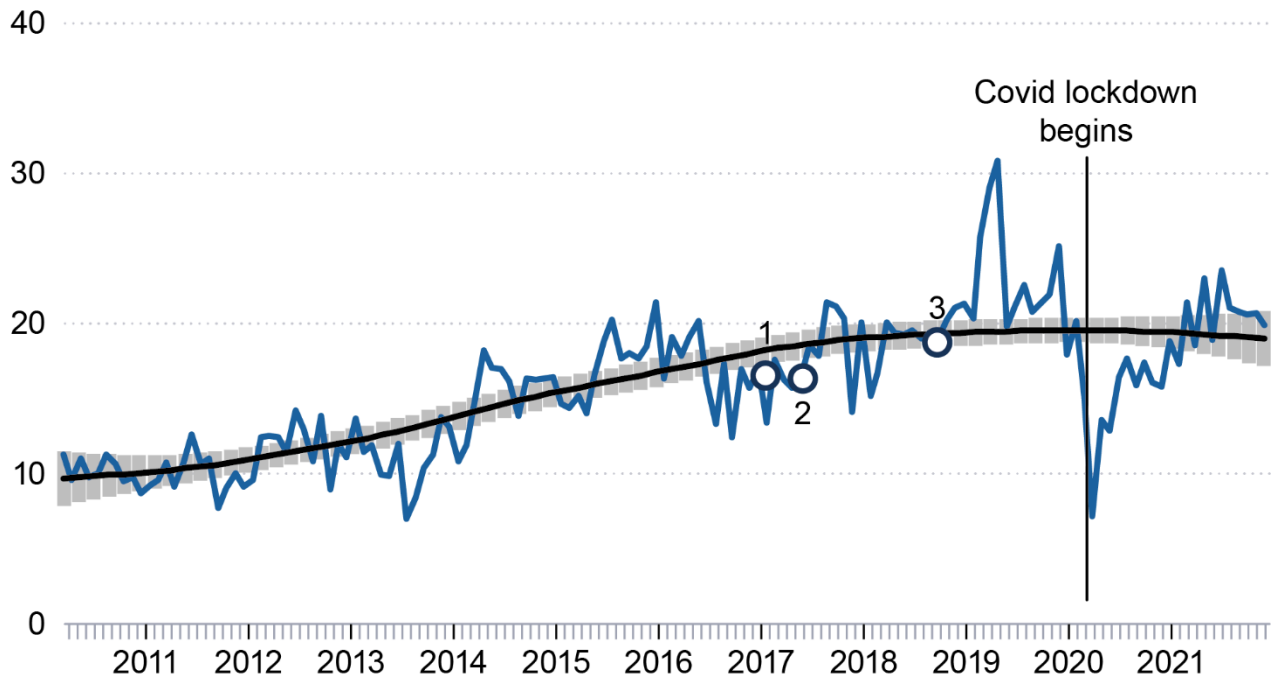
Changes in assaults and attitudes to safety and staff

Figure 6 describes the assault rate per 100 children at Cookham Wood, Werrington, and Wetherby combined.²⁸

²⁸ Data were unavailable for Parc and Feltham A because the published statistics include the young adult prisoners.

Figure 6: Assault rate per 100 children at Cookham Wood, Werrington, and Wetherby between April 2010 and December 2021 (circles indicate when the Behaviour Management strand started at each site)

Assualt rate per 100 children



Site numbers: 1: Werrington 2: Wetherby 3: Cookham Wood.

Source: Ministry of Justice Safety in Custody statistics.

The assault rate increased before and during the introduction of the Behaviour Management work strand, between August 2012 and October 2018. However, introducing COVID arrangements in March 2020 caused a dramatic drop and a change in the trend. For example, between 2014 and 2019, the average monthly assault rate per 100 children rose from 22 to 31 before falling to 20 in 2020 and rising again to 26 in 2021. An attempt to estimate the impact of the YJRP using a statistical model did not find a significant effect on the number of assaults. The impact of COVID on the assault rate was highly significant, potentially masking any potential impact of the programme. These results were checked with other approaches to overcome potential limitations (excluding the COVID period and including more sites), but the findings were contradictory.²⁹

²⁹ The presented results were checked in two ways. First, the model was limited to dates before March 2020 (when COVID started), but this version also found no significant impact on the programme. The second used a different data source – YCS assault data that ended in March 2019 – that allowed the addition of

Despite the inconclusive results for assaults, other qualitative and survey evidence suggested progress was made to make the sites safer. The workforce section described how children said many staff made them feel safe and treated them fairly. The children's survey asked several further questions about relationships with staff, such as whether "they were listened to", "staff were fair when giving consequences", and "helped them learn from their mistakes". For all these propositions, most children said at least one staff member listened and was fair and helpful. However, the number of staff cited for these propositions was generally lower than for 'feeling safe' and 'being treated fairly'. For example, 30% of children said no one helped them learn from their mistakes, and 25% said no one listened to why they acted a certain way.³⁰

It was generally agreed among the staff and the children that better, consistent relationships were the ideal means of promoting good discipline.

"I'd say it all actually depends on the staff and the young person in question because sometimes you have new staff. And if I can just give you an example... If there's a situation that they need to de-escalate before it gets out of hand, and they might not have that relationship with the young person or the young people involved, they might not know how to approach it correctly." (CYP)

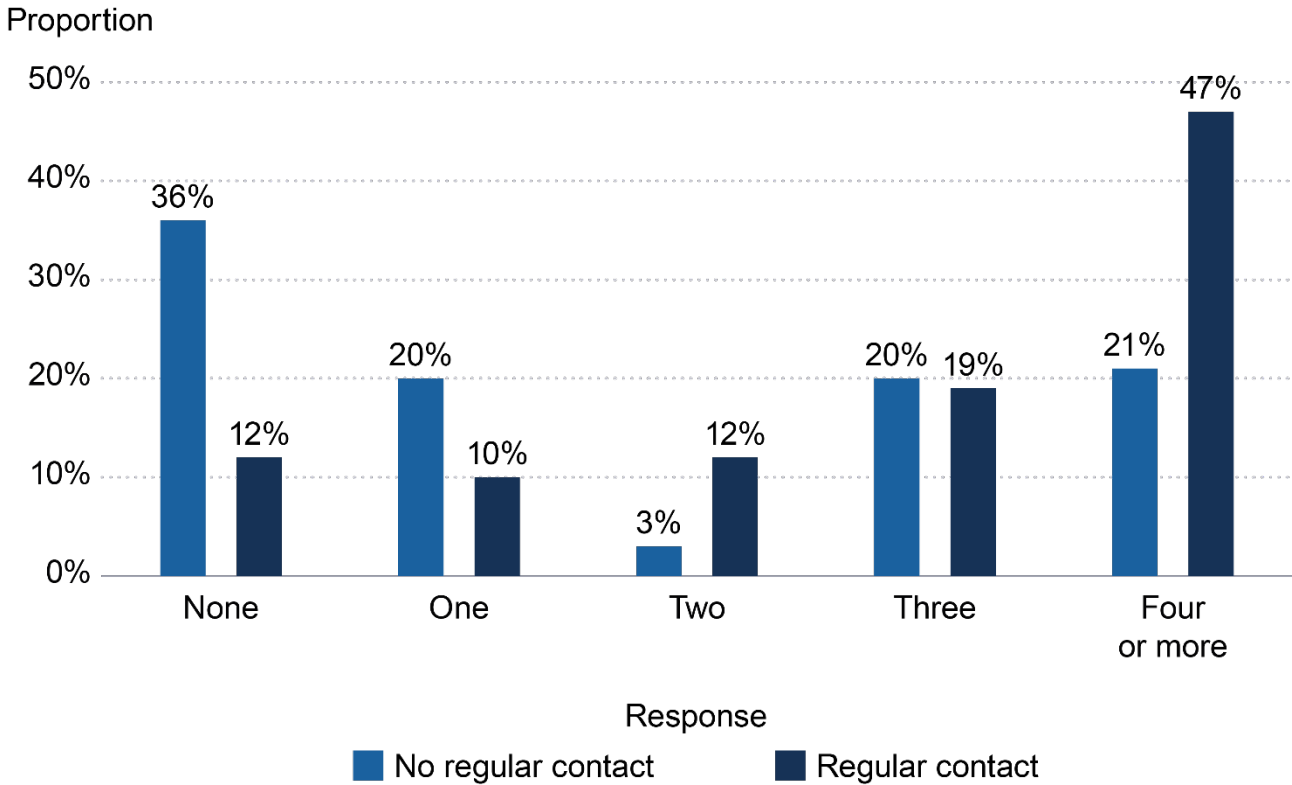
The evidence suggested caseworkers played a vital role in safeguarding children's feelings of wellbeing and safety (caseworkers help children serve their sentences). For example, when answering how many staff made them feel safe, 47% of children with regular contact with a caseworker said four or more staff, compared with 21% of children with no contact with a caseworker (see Figure 7). In fact, 36% of children with no contact with a caseworker said no one made them feel safe, compared with 12% of children with regular contact. Similarly, 38% of children who had regular contact with a caseworker said four or more staff treated them fairly, compared with just 8% of children who did not have a

Feltham A to the analysis. This model found weak evidence (at the 90% level) for an impact of the programme on the assault rate, though this reduced over time.

³⁰ Though given the option to say not applicable, children could have responded no one because that event had not occurred in the previous two weeks.

case worker. However, the benefit of having contact with a case worker were not experienced equally by children, which is explored later in this report.

Figure 7: Number of staff who made the children feel safe through regular contact with a case worker



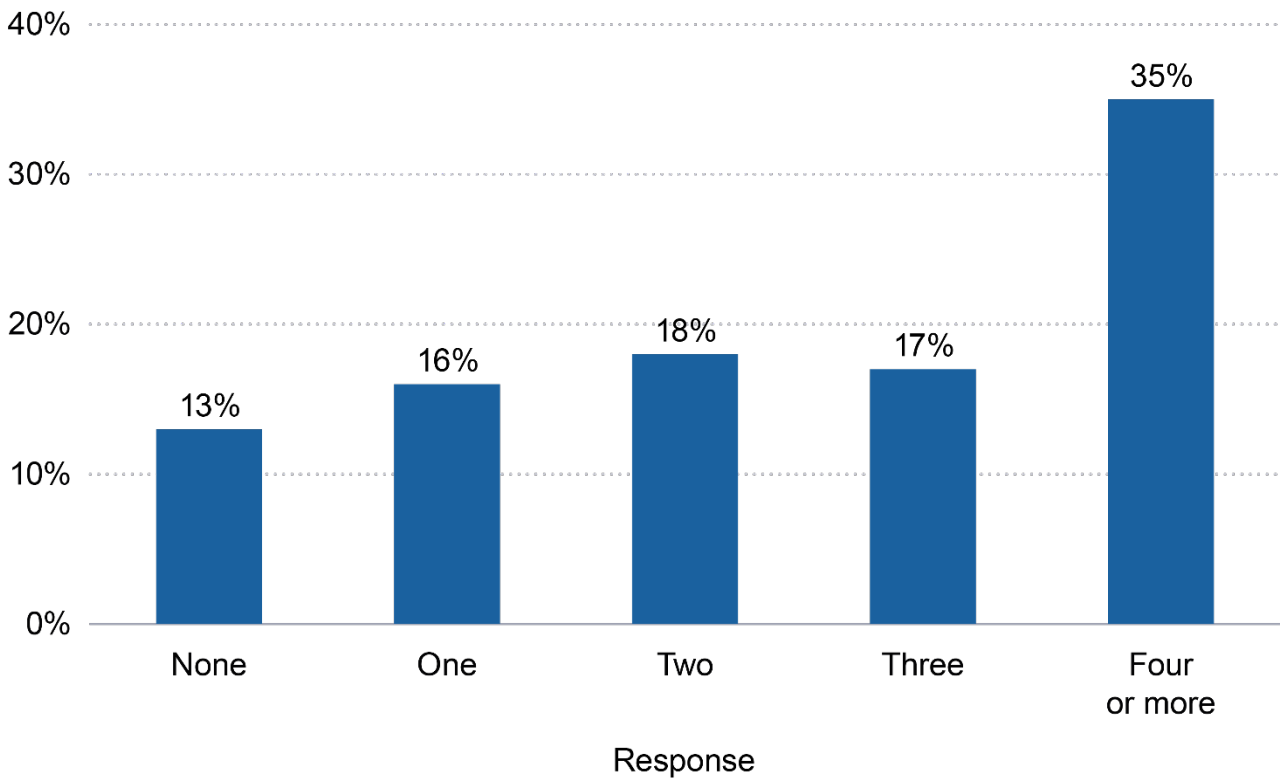
Unweighted base: Regular contact – 195, No regular contact – 32.

Source: YJRP Evaluation Children Survey.

As well as formal mechanisms for developing relationships such as CuSP, casework, and health and wellbeing practitioners, informal mutual experiences between staff and children (e.g., playing on the PlayStation) were noted by children as contributing to positive relationships. The evaluation’s children survey confirmed staff generally engaged with the children. Figure 8 describes the proportion of children who said several staff were good at speaking calmly (instead of yelling or making them feel bad). Eighty-seven per cent said at least one staff member did this, 35% said four or more staff did this, and only 13% said no staff spoke calmly.

Figure 8: Proportion of children who stated the number of staff who were good at speaking calmly instead of yelling or making them feel bad

Proportion



Unweighted base: 237.

Source: YJRP Evaluation Children Survey.

Conflict resolution teams were held in high regard by staff and children for making the sites a safer place. At one site, sport (taking place on neutral ground) was used to reduce tension between conflicting groups and individuals. A child from this site commented on the bonding properties of the sports sessions. A child from a different site felt conflict resolution was an intervention where good behaviour was acknowledged, unlike on their wing or landing.

“With conflict resolution, you clear out your problems and then you kind of get rewarded for that – the odd thank you for doing whatever. It just keeps you clear-minded and stuff. Conflict resolution is good.” CYP

Limits to changing the culture

The new behaviour management systems, however, experienced teething problems. Staff interviewees reported some elements lacked clarity, which prevented consistent application. Other interviewees, primarily children, felt that while the culture was too punitive, it was gradually transitioning.

“I’ve been in a scenario before where a friend’s got into an issue, and he (Custodial Manager) thought I was involved, and he were like, ‘You’ve had loads of fights this month.’ I’m like, ‘I’ve had none this month.’ He said, ‘I’m sure you’ve had three group assaults with so and so.’ I said, ‘Go and check my record.’ He came back and said sorry to me, and I was like, ‘So you don’t really see the positive work I really do.’ I just feel like a lot of staff need to have a progression plan with the YPs on the wing.” (CYP)

“It’s quite an old-fashioned prison culture. And it’s quite punitive in terms of the view of many of the staff, which is particularly odd because a huge number of our staff are brand new. So, it’s an ongoing battle to break and change that culture.” (SLT)

Issues around conflict are still a significant impediment to the smooth running of the regime. COVID bubbles made boys feel safe but created tension between groups in a facsimile of gang culture (a more intense problem within some YOIs). Getting larger groups of boys together is a challenge, particularly since many staff and boys have only known the establishment during COVID.

Effective conflict resolution was described as a complex, time-consuming task that leads to unrealistic expectations and limited resources.

“Sometimes I think people’s ideas can be quite unrealistic to the situation some of these young people are in and the ongoing effects of what’s going on in your community and stuff like that. Obviously, we are dealing with a lot of high-end conflicts. So yes, unrealistic expectations sometimes ... from senior management.” (Band 3)

Without effective conflict resolution, sites risked resorting to a default position of ‘keep apart’, which can obstruct the operation of an effective regime because it absorbs resources and restricts choices on accommodation, education, and other interventions. High staff vigilance made children feel safer but did not equip them to learn or use conflict management skills.

Framework for Integrated Care (SECURE STAIRS)

The Framework for Integrated Care (SECURE STAIRS) was central to integrated working and critical to the Behaviour Management strand. This trauma-informed approach delivers developmentally attuned, psychologically based care for children in custody. It is a whole-system approach incorporating well-trained and supported staff from different disciplines, such as YOI staff, psychology, and resettlement, which aims to change systems and core values³¹ The Framework for Integrated Care (SECURE STAIRS) has been separately evaluated, but this report looks at how it has fared in the context of the YJRP. This section also considers the case worker role, resettlement, enhanced support units and teams, and landing communities relevant to integrated care.³²

Integrated care required a new way of working and considerable change on behalf of the staff. Overall, the results indicated it had, to varying degrees, become embedded across sites, and was supported by better communication between disciplines (e.g. staff, psychology, and resettlement). The term ‘integrated care’ has become more formally established and is reflected in management and support team labelling. The interviews and staff survey revealed an awareness of the broad aims of the YJRP, including the importance of maintaining a consistent staff group to develop and improve relationships,

³¹ SECURE STAIRS aims to enhance the care and outcomes for children within the secure estate. The framework emphasises a culture shift towards consistent, trauma-informed, evidence-based care backed by a comprehensive system approach. This initiative is a collaborative effort between NHS England and NHS Improvement, the Department for Education, and the YCS. To fulfil this vision, staff undergo training to comprehend the histories and traumas of children, by enhancing daily interactions and fostering a child-centred care ethos. Multi-agency collaborations play a pivotal role in fostering this understanding. The SECURE elements focus on establishing day-to-day staff members at the centre of the intervention as the primary agents of change rather than specialist ‘in-reach’ services, to create a more therapeutic environment where children are more susceptible to change. The STAIRS elements outline the key elements of the pathway while in custody and the multi-agency, coordinated care to create change. The Framework for Integrated Care includes staff development and wellbeing (much of which has been addressed in the previous section).

³² Each is explained in the footnotes when referred to in the section.

understanding the children's backgrounds and triggers, the benefits of different disciplines working together, and one-to-one time with children, for example via CuSP. Many staff acknowledged a shift in approach because of these inputs, as explained by the following respondent:

"I was very much a sceptic going in because I was part of this culture pre-COVID, pre-reform, but we were employed as prison officers. When you were on basic, you had nothing. I've now seen that actually we have to give a little bit more and we have to give more. When I started I saw that you had nothing. So I was sceptical going in, but actually, having come through it now, yeah it's good. It's nice." (Band 5)

As a result of its implementation and the associated culture change of staff, the Framework for Integrated Care generated positive outcomes for children.

Positive outcomes

Children reported receiving support from disciplines including psychology, counselling, family therapy, health and wellbeing, CuSP, and education. Staff were aware of a trauma-informed approach, and children generally reported good relationships with a small selection of staff. The children's survey results showed 75% of children said one or more staff had been good at letting them know they really cared in the previous two weeks. A further 65% said one or more staff had been good at noticing they were upset or stressed, and 64% said one or more staff listened to find out why they were upset. When asked the best thing about the YOI, one child replied, "I couldn't say off my head. Probably the staff relationship, innit?" Some children were reluctant to engage, at least at first, preferring to "sort themselves out", but those who overcame this realised the benefits.

"Definitely. If I knew somebody was going through something, I'd definitely recommend them to health and wellbeing ... not everybody feels comfortable to open up and bare their soul to somebody that they don't really know. But ... I've been here for the best part of a year now, so I've been seeing my person very frequently – so every week without fail ... throughout the trial and court and all these things as well. I've always had that support." (CYP)

Individualised care is central to effective resettlement, and the guidelines for casework³³ stipulate this should be planned from the outset, regardless of the child's destination. Both the qualitative and quantitative data showed children reported feeling hopeful for the future. In the survey, most children agreed they:

- felt confident and prepared for leaving (71%)
- felt confident they can avoid trouble when they leave (69%)
- felt they will be successful when they leave (75%)
- had enough support from workers to help them leave (54%).³⁴

As with relationships with staff, children with a case worker were more likely to agree they had enough support from workers to help them leave – 58% of children with regular contact with a caseworker agreed, compared with 29% of children with no regular contact.

In the qualitative interviews, children reported a more haphazard experience of resettlement, with some unclear about arrangements for upcoming release or transition. Regular contact with case (resettlement) workers varied considerably between children. At one establishment, abstraction to other duties hindered the effectiveness of resettlement workers. There was a concern that resettlement had not yet been sufficiently embedded into the children's overall support and journey and that more focus was needed on the transition to adult facilities. Resettlement workers from one site felt several staff did not understand what resettlement workers did.

Enhanced Support Teams (ESTs) and Enhanced Support Units (ESUs) involve a wide range of disciplines and provide a coherent mechanism for review of the child's needs. The YOJ staff believed the ESUs³⁵ were necessary for achieving integrated care. Most had made significant progress in establishing dedicated ESUs, with segregation units repurposed to provide greater care and support to children with more complex needs.

³³ A casework review defined these guidelines.

³⁴ Twenty-five per cent of children were neutral about this statement (neither agreed nor disagreed). The remaining 35% disagreed with the statement.

³⁵ Enhanced support units provide smaller specialist accommodation for those with remarkable complex needs, to allow for smaller and more intensive rehabilitation work in a therapeutic environment.

ESTs also provided additional oversight for vulnerable children in the wider establishment. In the view of one member of staff:

“It’s still very new but yeah, it’s holding all stakeholders accountable to be at that meeting to put the needs of the young person first ... an EST forces them all together to work together. They go away with actions for the young person, and the young person goes away with targets, but also an understanding of what’s going to be offered and delivered to him from the adults around him. So, is it 100%? No, it’s still new. Are we a lot further forward in supporting young people in these complex situations? Absolutely. I think we’re heading in the right direction.”
(Band 5)

Being reliant on enhanced support might mean not all children will experience the benefits of integrated care, which is explored next.

Difficulties to overcome

The evidence suggested there were still difficulties to overcome in implementing integrated care fully across the secure sites. The main issue was that not all children appeared to benefit from its positive outcomes. The evidence presented earlier suggested the caseworker plays an important role in the integrated care model, but only 52% of children stated they had regular contact with their caseworker (34% said they sometimes did, and 15% said they did not).

These different experiences might be due to how feasible YOIs found implementing integrated care. The staff interviewees stated it was a challenge to implement all the components of the Framework for Integrated Care and SECURE STAIRS across every unit, and rolling out training to all staff was a considerable undertaking that was still in progress at the time of the evaluation. The time it took to implement the approaches fully is illustrated by one member of the SLT, who was open about the amount of work involved:

“SECURE STAIRS has had its ups and downs. We’re still not at the end goal – we’re definitely not at being fully embedded and being fully functional. That’s because I think, if I’m honest, the amount of strands that are involved within the strategy of SECURE STAIRS, there’s a hell of a lot of work that has got to be

operationalised. So you look at it on paper and ‘that’s absolutely fine’, but how do we then get that to be operationally functioning within the establishment?” (Senior Leadership Team)

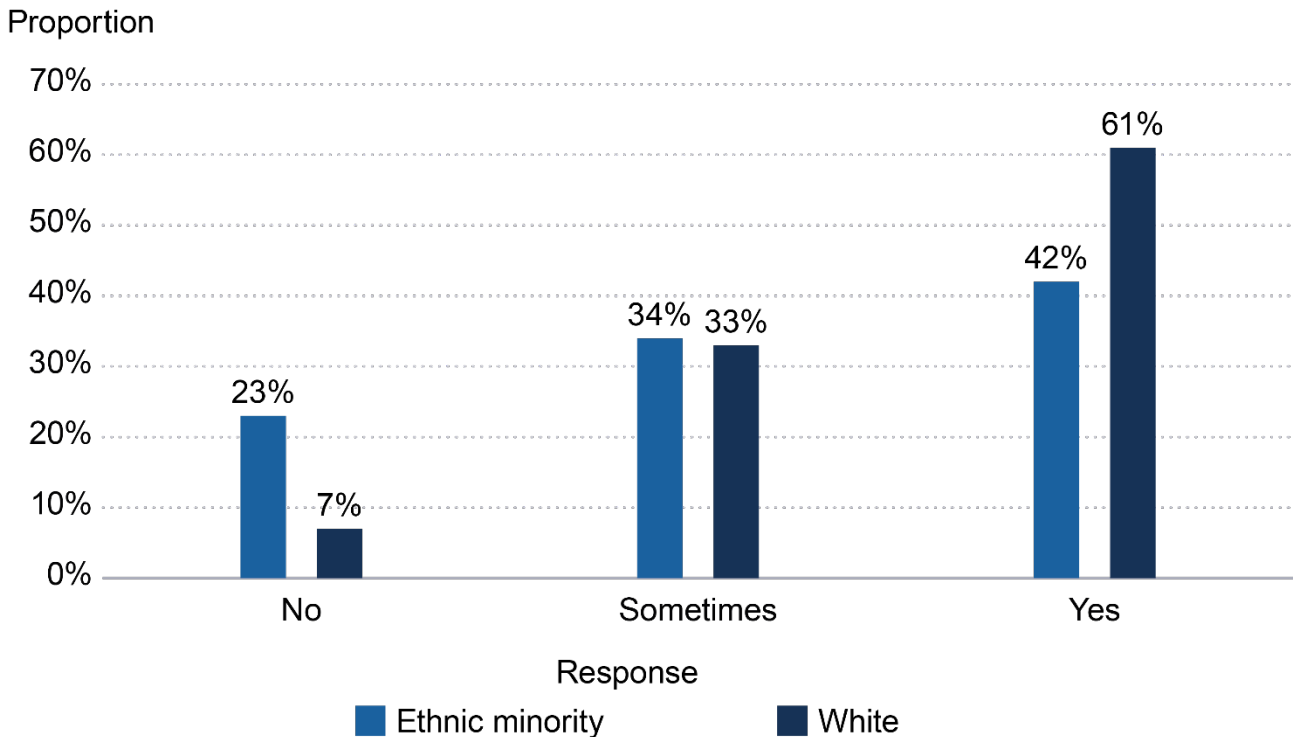
In general, SECURE STAIRS was more developed on specialist units such as ESUs, Resettlement Units³⁶ and Induction. These units were also less likely to resemble traditional prison accommodation. They were characterised, for example, by small bed units and a higher level of staffing that was SECURE STAIRS trained, for creating better relationships and a more personalised approach. As one interviewee commented, the traditional landing environment does not lend itself to this approach in the same way. For example, the independent evaluation of SECURE STAIRS (Anna Freud National Centre for Children and Families, 2022) noted that implementation had been more difficult within YOIs than STCs and SCHs due to these establishments’ greater scale and complexity:

“We’ve got one wing at the moment – one unit ... where the staff are all trained in SECURE STAIRS – small units and eight-bed units. Our main residential units are 52-bed units. So it’s a small unit, small amount of boys, small staff team that’s consistent and are all trained. Their relationships with the boys would be different to the relationships on the main units. So, does it work? Yes, as a model it works. Will it work on a 52-bed unit? Probably not.” (Band 5)

However, this form of implementation could have reduced access to support among ethnic minority children if they had lower representation on the units. For example, more ethnic minority children said they do not have regular contact with their caseworkers (23%), compared with white children (7%) (see Figure 9). Also, the literature notes that white workers perceive Black children to be less vulnerable than their white peers (David and Marsh, 2020).

³⁶ Resettlement Units and Induction are the areas the children reside in to receive specialist support for leaving and joining the institution.

Figure 9: Proportion of ethnic minority and white children who have regular contact with a case worker



Unweighted base: Ethnic minority – 116, White – 98.

Source: YJRP Evaluation Children Survey.

Furthermore, 36% of white children agreed staff help them develop goals, compared with 22% of ethnic minority children, and 41% of white children agreed staff work well together to keep their care plan up to date, compared with 32% of ethnic minority children.

The custodial manager model and landing communities³⁷ were being established during the fieldwork. These offer dedicated support from health and wellbeing teams and other disciplines, and greater landing staff consistency. The benefits of this model of working include mutual learning and development.

“...Most benefit is having a practitioner tied to the unit. At first we used to butt heads because he was so fluffy, in my opinion. But then the more we worked together, there was parts that I could see value in. He also started to understand

³⁷ The custodial manager model and landing communities is where a band 5 (middle manager) is placed in a residential area for a community approach to supporting children.

my opinions sometimes. So, we almost morphed into each other because we took value from both sides of things and actually learnt from each other..." (Band 5)

The custodial manager model has improved wrap-around care for children, but there were issues at some delivery points. For example, while there had been an increase in specialist staff dedicated to landings, residential staff were not always fully involved and unaware of, contributing to, or using formulation documents. Overall, children were less likely to report non-specialist landing staff as people who can support them and help them change and develop while in the custodial setting. This model was undermined for some individuals by moving children around. This movement meant children had to start a new set of relationships with staff or retain relationships with existing staff attached to alternative landings, making communication more difficult.

The slow implementation of case formulation meetings across sites contributed to the stalled implementation of integrated care. Space constraints in some establishments meant some dedicated staff could not be accommodated on the units they supported. Both were noted as works in progress by interviewees.

Custody Support Plan (CuSP)

A mainstay of the Behaviour Management strand – and indeed of the overall YJRP – was the rollout of CuSP. This is intended as a weekly session for all children with a dedicated and trained CuSP officer, using a structured approach based on motivational interviewing skills and Maslow's hierarchy of need. The CuSP officer reviews the child's progress with them each week and motivates them to set and achieve goals across all areas of need for the week ahead and beyond. The CuSP officer should also provide the residential input to the case formulation process. In phase 1 of the evaluation, most interviewees spoke positively about the benefits of CuSP but highlighted several issues with delivering sessions as intended, namely a regular and consistent delivery with clear outputs.

As with the role of the caseworker, the results from the children's survey found an association between regular contact with a CuSP worker and positive behaviour management attitudes.

- 73% of children with regular contact with a CuSP worker reported that at least one staff member had noticed when they were upset or stressed, compared with 52% of children without contact.
- 72% of children with regular contact reported that at least one staff member had listened to find out why they were upset, compared with 50% of children without contact.
- 79% of children with regular contact reported that at least one staff member had given them time, space, and ways to calm down, compared with 61% of children without contact.
- 93% of children with regular contact reported that at least one staff member had made them feel safe, compared with 72% of children without contact.

The qualitative interviews with children describe the value they placed on CuSP. The CuSP worker could be a trusted member of staff who could help them address problems at the secure site and allow the children to express how they felt. One child spoke of the regular support he received from his CuSP worker:

“I speak to him every day. He comes to make sure everything’s all right. He checks up on my court case to make sure I know everything. When he’s in work, he rings me or comes to my cell and makes sure, if I need anything, he’ll sort it out for me”. (CYP)

However, by phase 2 of the evaluation, there appeared to be a reduction in the use of CuSP. The children’s survey revealed a substantial minority did not have contact with a CuSP worker: 38% of children said they do not have regular contact with a CUSP worker, 34% of children stated they sometimes had regular contact, and only 28% had regular contact. Further, the difficulties highlighted in the interim evaluation report were still present, namely the inability to sequence meetings, the frequent change of CuSP worker, and the difficulty finding physical spaces to complete the sessions. The pandemic and the restricted regime further impacted these. A member of an SLT well described these difficulties:

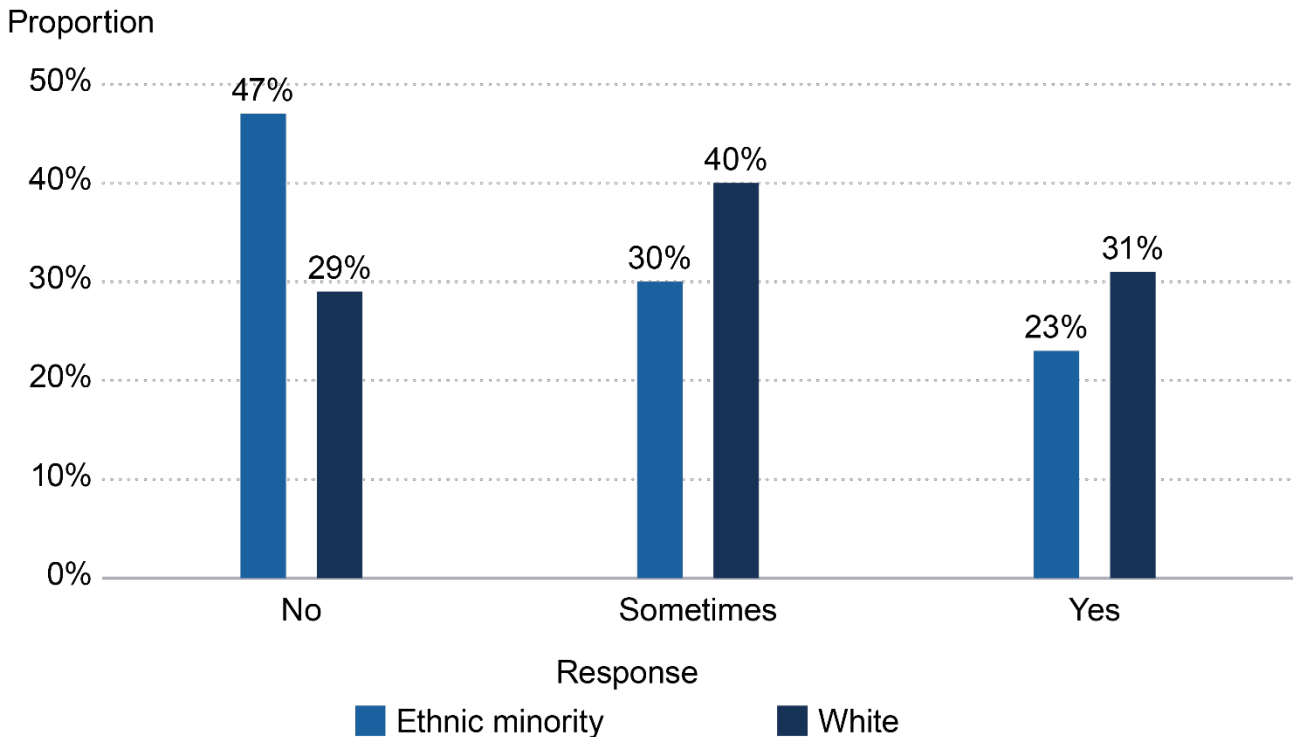
“So, CuSP has been difficult for us. We’ve had some struggles in fully implementing CuSP. We had some training restrictions initially. We’ve had sequencing, the timeframes, making sure the allocated officer was on duty at the right time. Then we had some detailing issues, making sure that the sessions were held, and we’ve had some issues kind of looking at the quality of the write-ups. But as of January this year, they’ve reamended the model because the difficulties we were having here were mirrored across the other YCS sites.” (SLT)

The feedback from children suggested CuSP was useful and positive, but the difficulties got in the way of achieving their goals. As one child with four changes of CuSP officer commented:

“So it’s a spiritual lift up because it’s like, ‘Oh you’re going to start a little journey’ – and then they just don’t come.” (CYP)

A particular concern was that children from ethnic minority backgrounds were disproportionately likely to state they did not have contact with a CuSP worker. Figure 10 describes the proportion of ethnic minority and white children who have regular contact with a CuSP worker.

Figure 10: Proportion of ethnic minority and white children who have regular contact with a CuSP or named worker



Unweighted base: Ethnic minority – 116, White – 98.

Source: YJRP Evaluation Children Survey.

Forty-seven per cent of ethnic minority children said they did not have contact with a CuSP worker within the last month, compared with 29% of white children. White children were more likely to say they either met regularly or sometimes.

Education and Sports

The Education and Sports work strand aimed to improve the education provision in the secure estate, meet the children’s needs, and prepare them for the future. Sites devised a range of educational pathways designed to accommodate educational needs and offer choices between formal qualifications and more practical vocational routes. The sites tried to introduce flexibility into education, and one site, for example, devised an education plan based on three categories of children with widely varying needs: i) a standard category with 27 hours per week in the education department ii) a complex category, encompassing other interventions and iii) a resettlement or transition category.

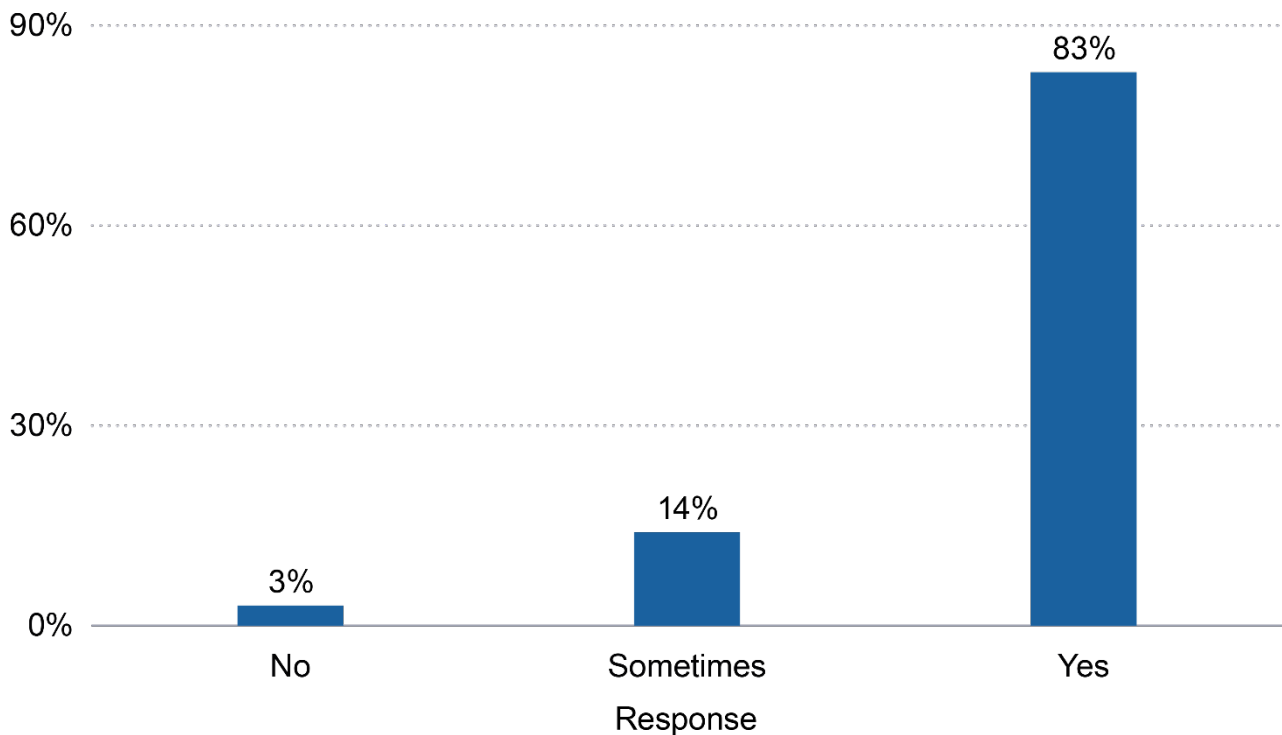
However, education was the area that struggled the most to recover from COVID and cement the objectives of the YJRP. COVID restrictions drastically reduced the face-to-face education available, and the requirement to stay within COVID ‘bubbles’ compromised educational choices. The following member of the SLT illustrated the challenges of emerging from the COVID regime:

“And the push for the next business year is a return to business as usual... So we’re looking to go back to the model that we had pre-COVID, where every boy that will be going to education goes at the same time, and they’ll go to different classes irrespective of where they live. We’ve got a lot of conflict management to do to be able to achieve that, but that’s the plan.” (SLT)

Figure 11, however, describes the proportion of children who attended education classes in the month before the child completed the in-person survey.

Figure 11: Proportion of children who had attended education classes in the previous month

Proportion



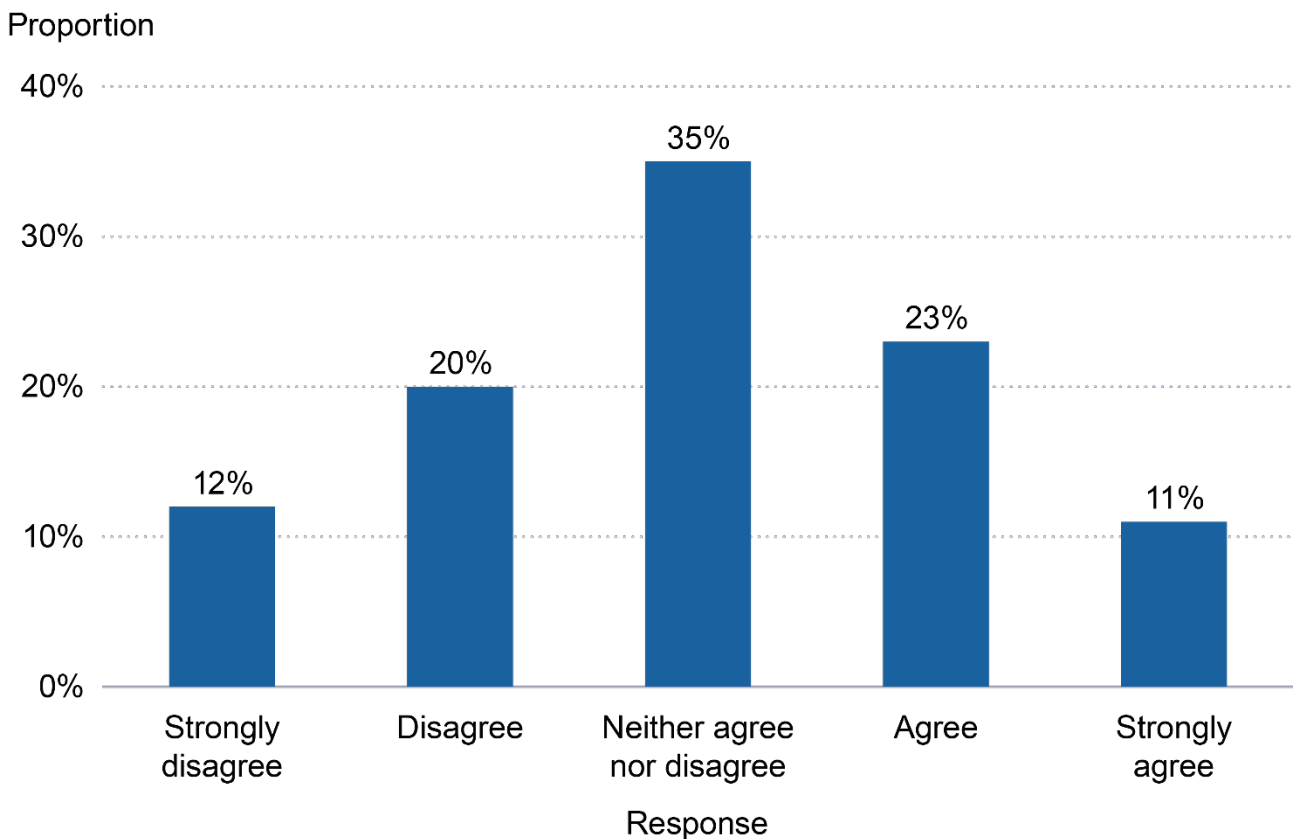
Unweighted base: 237.

Source: YJRP Evaluation Children Survey.

Eighty-three per cent said they had attended classes regularly in the previous month, and only 3% said they had not. Also, 68% said they had been involved in sports, gym, and physical exercise, and only 6% said they had not. The remaining 36% reported ‘sometimes’ being involved in sports, gym, and physical exercise.

Children, however, had mixed views on the education provided. Figure 12 illustrates that a minority (34%) agreed the education they received matched their needs, interests, and goals.

Figure 12: Children’s response proportions to “The education I receive here matches my needs, interests, and goals”



Unweighted base: 237.

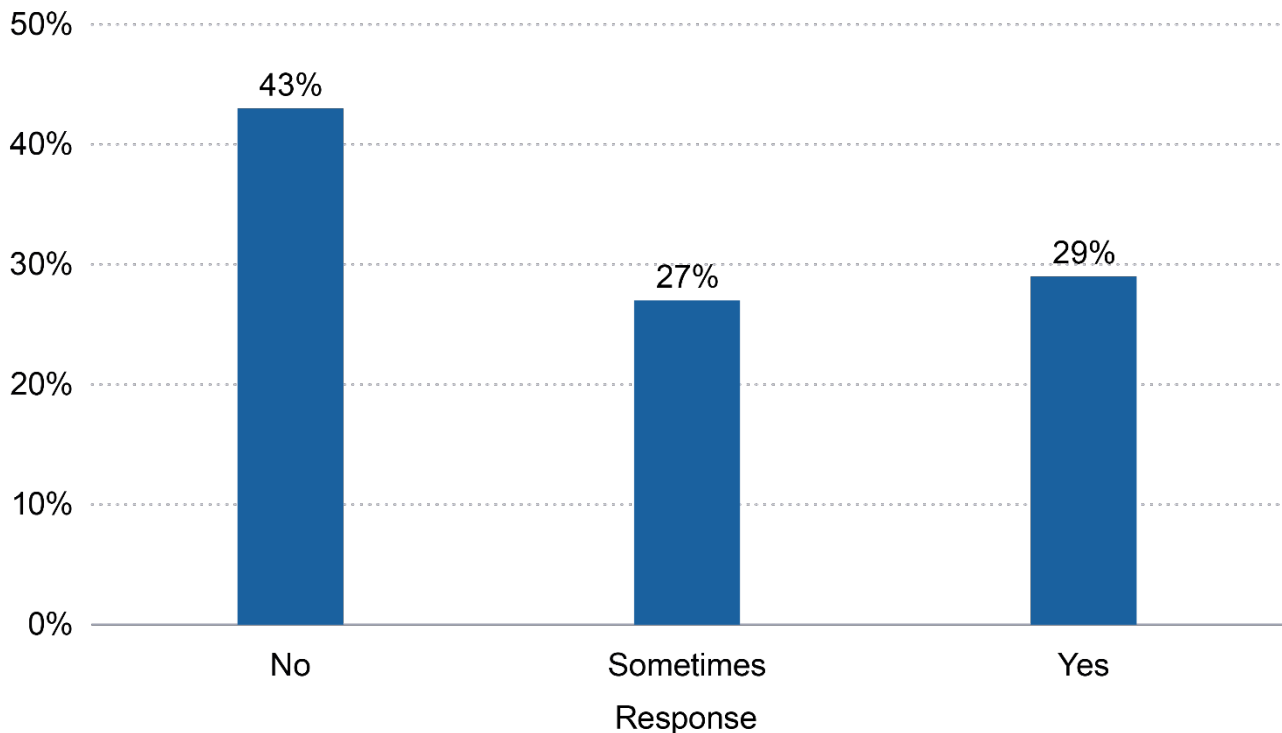
Source: YJRP Evaluation Children Survey.

The children interviewed felt the choice of courses was good, though problems with delivery meant it was rare for all opportunities to be available. Children expressed a range of requirements for education, with some wanting more vocational training to support future work prospects, and others more motivated to catch up with formal education.

Figure 13 shows the respondents to the survey thought opportunities to build skills for jobs were lacking: 43% said they did not have opportunities to build skills for jobs in the last month, 27% said they sometimes did, and 29% said they did. In some instances, the children had ambitions to pursue a university education. The extent to which these needs were met was again variable. Some staff felt children with little formal education should not be mandated to undertake academic study. Some children, however, thought the level was too low, partly because of the mixed educational backgrounds of the other children.

Figure 13: Children’s response proportions to “In this secure unit, in the last month, I have had opportunities to build skills for jobs”

Proportion



Unweighted base: 237.

Source: YJRP Evaluation Children Survey.

A positive aspect of education was that it was gradually becoming more integrated with care and support planning and taking a more informed and flexible approach to introduce children into the educational setting and, where necessary, prioritising other interventions. However, frontline staff reported being insufficiently aware of what happens in education.

“I’m not sure what goes on in the classrooms because we’re not involved... I feel like there’s a non-permeable wall between me and the education block and never am I involved in the decisions made in the classroom. And there’s no long reach between... I don’t think there’s any in-cell education at the moment and with the increasing in-cell technology, that feels like a wasted opportunity, or maybe it’s something that’s being developed.” (Band 3)

In addition, difficulties have arisen from competition for popular courses, unit regimes (in-house education in some specialist units), recruiting teaching staff for both educational and vocational instruction, and a shortage of education space. At one site, for example, only 12 out of 21 pathways were running at the time.

Accommodation

The reform programme included an accommodation review. Staff noted, especially in the first evaluation phase, limited meeting space for formulations, CuSP, and reflective practice, along with limited outdoor spaces and the general limitation to make physical changes to the buildings. Restrictions on space also raised problems in areas such as education, especially where extensive ‘keep apart’ lists impacted on groupings and movement around the sites. A lack of appropriate spaces was considered an impediment to fulfilling some of the reform changes.

Individualised approach summary

The YJRP progressed towards an individualised approach, but there were still barriers to its full implementation, and a fully tailored approach had not been achieved. The children’s feedback suggested they feel safer and have developed supportive relationships with some staff. SECURE STAIRS, casework, and the CuSP worker brought positive outcomes for children in custody, but not all children benefitted from this, particularly children from an ethnic minority background. The implementation of aspects of the Behaviour Management strand on specific units might explain the variable experience. The COVID pandemic delayed education provision, but most children reported regularly attending education classes. Children and staff were, however, doubtful of the relevance and quality of some of the education and training.

6. Conclusion

The YJRP was a broad and ambitious programme to make youth custody a place of safety, both for children and those working there, and to improve the life chances of children in custody through changes in trauma-informed integrated care, education and sports, workforce capacity, behaviour management, and leadership and culture. The evaluation found workforce improvements and culture change led to a more rehabilitative approach. Implementing the individualised approach had successes but proved difficult to achieve fully.

Changes to the workforce, such as the new youth justice worker role, were probably the most significant elements of the YJRP. There is now a newer, larger, and more stable workforce in place and a palpable shift in the approach to children in custody derived from a better understanding of children's backgrounds and closer collaboration across functions. Further, many children reported good relationships with staff. However, appointing new staff on a revised job specification, and retraining and redeploying existing staff, met with cultural conflict and resistance to change. The changes affected staff morale and confidence in managers, and a gulf between new and existing staff needs to be bridged. Recruitment, including specialist staff, continued to be problematic, with high attrition rates reported in the early stages of the YJRP. Access to further and ongoing training stalled during the pandemic, and support mechanisms such as Guided Reflective Practice were not consistently available.

Landing communities with greater consistency and dedicated multidisciplinary staff were partly established and positively impacted on the quality of relationships within them. The Framework for Integrated Care gave children access to interventions and better-coordinated care. CuSP had a positive impact when delivered effectively. Behaviour management was becoming less punitive, and, for the most part, children felt they were dealt with fairly. Enhanced support was more visible than segregation. Assaults at the sites increased before and during the introduction of the Behaviour Management strand. Due to

the pandemic and data limitations, however, it was not possible to estimate whether the reform programme positively decreased assaults from 2019 onwards.

A range of educational and vocational pathways and enhanced sports facilities were introduced, though COVID impeded these from operating to their full advantage. As a result, education had a mixed reception from children, with variability of access to – and quality of – preferred courses, other purposeful activities, and staff. The introduction of community learning increased the education hours on offer, but the ability to take advantage of new sports facilities has yet to be fully realised. Children were largely hopeful for the future and appreciative of the opportunities on offer when operational.

Prison shift patterns made the consistent deployment of staff on a day-to-day basis challenging, which was exacerbated by staff turnover and sickness rates. Putting together reform elements was more successful on smaller specialist units, and staff had less confidence in achieving this on larger general units. Formulation meetings and CuSP have become part of the language but are incomplete in delivery. Of concern are the survey data that suggest a disproportionate allocation of resources across ethnic groups.

The evidence collected suggested improvements in behaviour management conflict, with ‘keep apart’ still having a major impact on delivering the regime. This impact restricts some of the flexibility inherent in individualised care. Pressure on accommodation has impacted on the delivery of reform, from access to rooms for one-to-one interaction to office space for dedicated staff. Poor IT infrastructure has compounded this. Furthermore, despite significant capital investment in site development, some environments are insufficiently child friendly because they still resemble the adult estate. A reduction in the Operational Capacity (OpCap) has freed up space at some sites, but there are predictions that the youth estate population might rise (NAO, 2022).

In summary, progress so far has been delivered on objectives relating to relationships between staff and children and between different functions but has more to achieve with relationships between frontline staff, management, and children. Not all sites are experiencing the same issues at the same level, but there is a degree of consistency across sites. Senior leadership teams are aware of many, if not all, of these issues, and there is evidence that plans are being developed to fix problems that have been identified

Ministry of Justice

Evaluation of the Youth Justice Reform Programme Final Report

and to smooth the further transition to business as usual. The foundations of the reform programme have been laid, and better outcomes have been reported. The YCS can build on these to sustain and improve the changes happening.

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Appendix A:

Changes between phase 1 and phase 2 of the research

Move to Business as Usual

- The dissolution of local change boards and the removal of the Business Change Manager role (at all but one site).
- Management restructuring with elements of reform incorporated across different functions; some newly created such as integrated care.
- More elements of reform detailed on the regime.
- Replacement of CoSP with CuSP; targeted towards those with greatest need (at selected sites).
- Increase in education hours offered.

Changes to Residential Structures

- The development of landing-based communities led by custodial managers with dedicated staff offering integrated care.
- Further progress with the rebadging/launch of units offering specialist support to those with more complex needs, following the dissolution of segregation (at most sites).

Workforce Development

- Entering final stages of Unitas/foundation degree and the introduction of the apprenticeship scheme (not formally part of reform).

Improving Facilities

- (Progress towards) Improvements to the environment/facilities including new buildings and sports facilities.

Changes in Approach

- Introduction of community learning.
- Development of flexible learning.
- Progress with embedding of needs-led, trauma-informed approach supported by increased use of formulations etc.
- Increase in multidisciplinary working supported by better communication.
- (Re) Introduction of new behaviour management/IEP strategies/policies with a focus on support rather than punishment.

Appendix B: Phase 1 and phase 2 interview samples

Table 1: Description of the sample according to grade for phase 1 and 2 interviews

	Frontline Staff	Middle Management	SLT	Providers	Total
Phase 1	12	4	18	9	43
Phase 2	11	9	12	11	43
Total					86

Table 2: Number of CYP in phase 1 and 2 interviews

	Number of CYP
Phase 1	19
Phase 2	29
Total	46

Appendix C: Children's survey

The following questionnaire was adapted from the Youth Perception of Relationship Quality (YPRQ) questionnaire and was conducted to evaluate children's experiences in trauma-informed residential environments, focusing on the help they received, relationships with staff, safety, staff reactions, and thoughts on moving forward.

<https://www.gov.uk/government/publications/evaluation-of-the-youth-justice-reform-programme-final-report>

Appendix D: Children's survey method and sample

Description of children's survey

The sites provided a list of 305 children aged 16 years and over who had been at the estate for at least one month before the implementation of the survey. The survey was conducted face-to-face with each young person individually during their education period. This gave the children privacy to answer each question candidly and the opportunity to clarify any questions about the survey they might have with the fieldworker.

Survey questions were shaped by the initial consultation with children led by Leaders Unlocked. Questions were then sourced via academic searches, shaped, and drawn together to address key areas identified through this consultation. Survey questions drew on the work of Professor Charles Izzo and his team at Cornell University, who had developed a tool to assess the extent to which children received trauma-informed care in a residential care setting (i.e. the Youth Perception of Relationship Quality (Sellers et al., 2020)). Permission and support were given to adapt some of these questions in the YJRP survey evaluation. The survey questions asked about interventions received, relationships with staff, perceptions of the quality of services received, and perceptions of moving on to the community or the adult estate. The survey questionnaire's layout was professionally designed to appeal to persons aged 16 and 17 and to be consistent with the needs of neurodivergent children – taking into account that children with speech, language, and communication needs are overrepresented among this cohort (Cattell and Aghajani, 2022).

After completing the paper survey, the collected data were entered into a secure database, and the paper copy was shredded immediately.

Sample

There was a total sample of 237 children across all five sites. Children did not answer either because they were unavailable when the fieldworker visited (either at court,

Ministry of Justice

Evaluation of the Youth Justice Reform Programme Final Report

separated, or transitioned) or because they refused. The refusal rate was 9%. The sample data are weighted on ethnicity and length of time in custody and are presented in the table below. Seventeen respondents could not be matched to the YCS management data.

These were assigned a weight of 1.

Table 3: Description of the sample across all five sites for the children’s survey, weighted on ethnicity and length of time in custody

Ethnicity	Length of Time in Custody	True Population	True Proportion	Sample Population	Sample Proportion	Weight
Asian	1 to 5 months	9	3	5	2	1.40
Asian	6 to 15 months	6	2	4	2	1.17
Asian	More than 15 months	2	1	1	0	1.55
Black	1 to 5 months	40	13	23	10	1.35
Black	6 to 15 months	42	14	31	13	1.05
Black	More than 15 months	23	8	24 ³⁸	10	0.74
Mixed	1 to 5 months	17	6	9	4	1.47
Mixed	6 to 15 months	15	5	12	5	0.97
Mixed	More than 15 months	7	2	7	3	0.78
Not Known	1 to 5 months	2	1	1	0	1.55
Other	1 to 5 months	3	1	1	0	2.33
Other	More than 15 months	3	1	3	1	0.78
White	1 to 5 months	57	19	30	13	1.48
White	6 to 15 months	56	18	49	21	0.89
White	More than 15 months	23	8	19	8	0.94
Unknown	Unknown	NA	NA	17	NA	1

³⁸ Sample population greater than true population due to sample being taken in March 2022, while true data used last possible date of February 2022.

Appendix E: Staff survey method and sample

Survey description

The project implemented a longitudinal survey. The team collected two sets of observations from the same staff members at different times with the same questions. The survey was distributed online to 1,544 staff members at each phase of the survey. Parc and the public YOIs (Cookham Wood, Feltham A, Werrington, and Wetherby) were administered separately because two contact lists were provided. Overall, 451 staff answered the phase 1 survey, 314 answered the phase 2 survey, and 195 responded to both phases. Table 4 describes the number of surveys sent, the date of the survey invitations, the number of reminder emails sent, and the response numbers across each phase.

Table 4: Description of the staff survey deployment and responses across each phase

Phase	Site	Number of Contacts	Invite Message Date	Number of Reminders	Overall Response Numbers
Phase 1	Public Sites	1,462	2021-05-07	4	415
Phase 1	Parc	82	2021-08-20	6	36
Phase 2	Public Sites	1,462	2022-03-09	5	280
Phase 2	Parc	82	2022-03-09	5	34

Sample weights

The sample of 195 staff who responded to both survey phases was weighted by site and grade. Assigning a weight to each respondent adjusts their contribution to the survey's overall results based on the proportion of each staff grade at each site. This refinement, therefore, ensures the results represent the population being studied.

Ministry of Justice

Evaluation of the Youth Justice Reform Programme Final Report

Table 5 describes each staff band's true and sample population within each site and the given weight.

Table 5: True population, sample population, and weight of each staff band within each site

Site	Band	True Population	Sample Population	Weight
Cookham Wood	Band 2	30	4	0.839552
Cookham Wood	Band 3	115	13	0.990241
Cookham Wood	Band 4	69	6	1.287313
Cookham Wood	Band 5	32	6	0.597015
Cookham Wood	Band 7	8	1	0.895522
Feltham A	Band 2	87	6	1.440554
Feltham A	Band 3	300	18	1.655809
Feltham A	Band 4	141	21	0.667054
Feltham A	Band 5	52	9	0.574014
Feltham A	Band 6	7	3	0.231813
Feltham A	Band 7	5	2	0.248371
Feltham A	Band 8	15	2	0.745114
Parc	Data not available	84	23	1
Werrington	Band 2	30	2	1.890756
Werrington	Band 3	55	9	0.770308
Werrington	Band 4	110	9	1.540616
Werrington	Band 5	26	5	0.655462
Werrington	Band 7	5	1	0.630252
Werrington	Band 8	6	4	0.189076
Wetherby	Band 2	25	2	1.5625
Wetherby	Band 3	147	14	1.3125
Wetherby	Band 4	153	17	1.125
Wetherby	Band 5	57	12	0.59375
Wetherby	Band 6	5	2	0.3125
Wetherby	Band 7	6	1	0.75
Wetherby	Band 8	12	3	0.5

Appendix F: Interrupted time series model definition and results

Model definition

The fixed effects regression model for the interrupted time series with panel data is based on the following formula (Weinhold, 1999):

$$Y_{it} = X_{it}\beta_i + \epsilon_{it}$$

Where:

- Y_{it} represents the outcome that is measured for panel i at time point t .
- X_{it} is a row vector of size $[1 \times k]$ containing the values of all k regression variables for unit i at time t .
- B_i is a column vector of $[k \times 1]$ containing the true values of regression coefficients for the k regression variables.
- ϵ_{it} is a scalar containing the error term of regression for unit i at time t .

Expanding this for the interrupted time series, we get:

$$Y_{it} = \beta_0 + \beta_1 T_{it} + \beta_2 D_{it} + \beta_3 P_{it} + \epsilon_{it}$$

Where:

- β_0 represents the baseline intercept.
- β_1 represents the pre-interruption slope.
- β_2 represents the change in level at the interruption.
- β_3 represents the change in slope.
- T is a continuous variable which indicates time.
- D is a dummy variable which indicates if the observation was collected before or after the interruption.
- P is a continuous variable which indicates the time passed since the intervention occurred (before the intervention occurred, P is equal to 0).

The model can be extended to accommodate more than one interruption, with the inclusion of terms representing additional segments.

The fixed effects regression model assumes the residual errors are independent and uncorrelated. However, this assumption is invalid when working with time series data because the error terms are correlated (autocorrelation). First order autocorrelation, AR(1)-type, occurs when the error of one time period, ε_t , is a function of the error of the previous time period, ε_{t-1} .

In our model, the AR(1)-type autocorrelation was addressed via a two-step Prais—Winsten feasible generalised least squares (FGLS) procedure (Turner et al., 2021), where the autocorrelation coefficients may be panel specific.

Model results

Full-time employment of bands 2–4

The interrupted time series model was implemented to estimate if the Workforce strand had impacted on the number of full-time employed staff across the sites of Cookham Wood, Feltham A, Werrington, and Wetherby. The interruption of COVID was also controlled.

Model type: panel regression with AR(1) Prais—Winsten correction and panel-corrected standard errors.

Balanced panel design:

- Total observations: 392
- Number of panels: 4
- Number of times: 98

Table 6 describes the coefficients and p values of the model.

Table 6: Coefficients and p values of the interrupted time series model for full-time employment across the sites between January 2014 and February 2022

	Estimate	Standard Error	t value	Pr(> t)
Intercept	282.8450	24.7233	11.440	<0.0000***
Time	-0.3508	0.5146	-0.682	0.49577
Treatment	-4.0857	3.5288	-1.158	0.24766
P	2.2076	0.8070	2.736	0.00651**
Treatment COVID	-3.0113	3.5534	-0.847	0.39727
P COVID	-1.2667	0.9288	-1.364	0.17345

Full-time employment of bands 2–4 – employed at least 12 months

The interrupted time series model was implemented to estimate if the Workforce strand had impacted on the number of full-time staff employed for at least 12 months across Cookham Wood, Feltham A, Werrington, and Wetherby. The interruption of COVID was also controlled.

Model type: panel regression with AR(1) Prais—Winsten correction and panel-corrected standard errors.

Balanced panel design:

- Total observations: 392
- Number of panels: 4
- Number of times: 98

Table 7 describes the coefficients and p values of the model.

Table 7: Coefficients and p values of the interrupted time series model for full-time employment of those who have worked for at least 12 months across the sites between January 2014 and February 2022

	Estimate	Standard Error	t value	Pr(> t)
Intercept	261.4078	21.1866	12.338	< 0.0000***
Time	-0.9297	0.4436	-2.096	0.036755*
Treatment	-3.8460	3.0461	-1.263	0.207502
P	2.8969	0.6963	4.161	0.0000***
Treatment COVID	-3.1767	3.0673	-1.036	0.301007

	Estimate	Standard Error	t value	Pr(> t)
P COVID	-2.7997	0.8016	-3.493	0.000533***

Assault rate per 100 children

Model 1 – Cookham Wood, Werrington, and Wetherby between April 2010 and December 2021. Data source: Safety in Custody (published).

Model 1 estimated if the Behaviour Management strand influenced the assault rate per 100 children at Cookham Wood, Werrington, and Wetherby between April 2010 and December 2021. The interruption of COVID and the increasing violence against the person offence rate were controlled for.

Model type: panel regression with AR(1) Prais—Winsten correction and panel-corrected standard errors.

Balanced panel design:

- Total observations: 423
- Number of panels: 3
- Number of times: 141

Table 8 describes the coefficients and p values of the model.

Table 8: Coefficients and p values of the interrupted time series model for the assault rate per 100 children at Cookham Wood, Werrington, and Wetherby between April 2010 and December 2021

	Estimate	Standard Error	t value	Pr(> t)
Intercept	14.55949	1.65509	8.797	< 0.0000***
Time	0.17304	0.03195	5.417	< 0.0000***
Treatment	2.46292	2.13837	1.152	0.2501
P	-0.05034	0.08402	-0.599	0.5494
Treatment COVID	-13.41286	2.78758	-4.812	< 0.0000***
P COVID	0.53455	0.21416	2.496	0.0129 *
Violence Against the Person Offence Rate	-0.10198	0.07711	-1.323	0.1867

Model 2 – Cookham Wood, Werrington, and Wetherby between April 2010 and February 2020. Data source: Safety in Custody (published).

Model 2 estimated if the Behaviour Management strand influenced the assault rate per 100 children at Cookham Wood, Werrington, and Wetherby between April 2010 and December 2021. The increasing violence against the person offence rate was controlled.

Model type: Panel regression with AR(1) Prais—Winsten correction and panel-corrected standard errors.

Balanced panel design:

- Total observations: 357
- Number of panels: 3
- Number of times: 119

Table 9 describes the coefficients and p values of the model.

Table 9: Coefficients and p values of the interrupted time series model for the assault rate per 100 children at Cookham Wood, Werrington, and Wetherby between April 2010 and February 2020

	Estimate	Standard Error	t value	Pr(> t)
Intercept	14.43690	1.73367	8.327	< 0.0000***
Time	0.16961	0.03324	5.103	< 0.0000***
Treatment	2.06614	2.28561	0.904	0.367
P	-0.02071	0.10547	-0.196	0.844
Violence Against the Person Offence Rate	-0.09150	0.08091	-1.131	0.259

Model 3 – Cookham Wood, Feltham A, Werrington, and Wetherby between April 2010 and March 2019. Data source: Behaviour Management Toolkit (unpublished).

Model 3 estimated if the Behaviour Management strand influenced the assault rate per 100 children at Cookham Wood, Werrington, Wetherby, and Feltham A between April 2010 and March 2019. The increasing violence against the person offence rate was controlled.

Ministry of Justice

Evaluation of the Youth Justice Reform Programme Final Report

Model type: panel regression with AR(1) Prais—Winsten correction and panel-corrected standard errors.

Balanced panel design:

- Total observations: 432
- Number of panels: 4
- Number of times: 108

Table 10 describes the coefficients and p values of the model.

Table 10: Coefficients and p values of the interrupted time series model for the assault rate per 100 children at Feltham A, Cookham Wood, Werrington, and Wetherby between April 2010 and March 2019

	Estimate	Standard Error	t value	Pr(> t)
Intercept	9.84161	2.49323	3.947	< 0.0000***
Time	0.13210	0.04463	2.960	0.00325**
Treatment	-6.49585	3.63063	-1.789	0.07429
P	0.56581	0.29313	1.930	0.05424
Violence Against the Person Offence Rate	-0.04946	0.09750	-0.507	0.61217

Appendix G: Work packages

Table 11 describes the work packages in each work strand.

Table 11: Content of each work strand

Work Strand	Content
Education and Sports	<p>Sports Review: Offering tailored physical education to deliver the recommendations of ‘A Sporting Chance’.</p> <p>‘Core Day’: This enables sites to have flexibility when generating their own core timetable of hours of education as well as other purposeful activity to facilitate the resettlement and educational needs of children through offering transferable qualifications.</p> <p>Outreach Review: Providing improved learning provision for children receiving outreach education, to ensure their resettlement and educational needs are met.</p> <p>Educational Progress Measures: Previously, educational progress was not formally reported because of a lack of standardised measure. The new measure is intended to capture progress in academic and vocational learning, social and emotional, cognitive skills, and behavioural.</p>
Behaviour Management	<p>Accommodation Review: Sites contain appropriate space and facilities for delivery of provision.</p> <p>Enhanced Support Units (ESUs): Making accommodation available for children with exceptionally complex needs and providing coordination of the Enhanced Support Services.</p> <p>SECURE STAIRS: This is a framework for integrated care which has been implemented in under-18 offender institutions and secure children’s homes, to provide improved quality of care and outcomes for children so all needs are identified.³⁹</p> <p>Custody Support Plan (CuSP): Guaranteeing all children have a plan in place for support with their resettlement and rehabilitation needs.</p> <p>Enabling Environment (EE): Making sure staff and children are in a healthy environment.</p> <p>Casework Review: Embedded custody/community sentence management.</p>

Ministry of Justice

Evaluation of the Youth Justice Reform Programme Final Report

Work Strand	Content
Workforce	<p>Recruit Additional Frontline Staff: Increased staff recruitment – 66 entry-level prison officers, 33 custodial managers (CMs), 6 physical education instructors (PEIs), 8 entry-level psychologists, and 30 entry-level staff on study leave.</p> <p>Create a Youth Justice Specific Role: All frontline entry-level operational staff and supervisory officers must have completed training and progressed into their new roles by 2023.</p> <p>Band 3 Fast Track: New route into post for new applicants – 15 in each cohort to progress to band 4 Youth Justice Worker Specialist (YJWS) roles within 15 months (max 30/year).</p>
Leadership and Culture	<p>Design Authority: Initiating and supporting the development of an integrated approach to constructing and delivering an outstanding YCS.</p> <p>Leadership: Developing an overarching leadership strategy for the YCS change programme.</p> <p>Culture: Applying and embedding the YCS change programme using the cultural change framework.</p>