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Young People and the Secure Estate: Needs and Interventions

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Executive summary

Background

This report, by the Institute for Criminal Policy Research (ICPR), Birkbeck, University of London, and Ipsos MORI, was commissioned by the Youth Justice Board for England and Wales (YJB) in 2008. It provides an in-depth examination of the identified needs of children and young people¹ within the secure estate and the interventions they received, based on fieldwork conducted over the course of 2010 to early 2011.

The research encompassed the three types of establishment that make up the secure estate for children and young people: secure children's homes (SCHs), secure training centres (STCs) and young offender institutions (YOIs).² The key aims of the research were to:

- identify what types of interventions young people received within secure establishments
- describe the extent to which interventions were matched to identified needs
- elicit and describe young people's experiences within the secure estate
- outline the views of staff within the secure estate regarding interventions.

Methods

The following research methods were used:

- a survey of 1,245 young people approaching the end of a custodial sentence (827 in YOIs, 229 in STCs and 189 in SCHs)
- an analysis of the administrative records, where available, for the surveyed young people (713 in YOIs, 211 in STCs and 181 in SCHs: 1,105 in total)
- forty-two in-depth qualitative interviews with secure estate staff across five establishments (two YOIs, two STCs and one SCH).³

¹ The terms 'children' and 'young people' will be used interchangeably throughout the report to reflect the fact that young people who have offended can be classified as either children or young people.

² The YOIs that took part in this study were under-18 YOIs, with the exception of one YOI which also accommodates 18 to 21-year-olds. However, those in the older age bracket at this YOI were not included in this study.

³ Interviews were conducted with staff from five of 25 secure establishments included in the study. Findings from these interviews illustrate the views of a range of staff working within these establishments. They do not, however, represent the views of all staff working within the secure estate.

Young people who were serving a custodial sentence were included in the study if they had a release date within four months after completion of the survey at the end of 2010. Young people were surveyed in six phases over the course of 2010. They were initially selected for participation in the survey on a random basis. However, since the population of young people in custody was consistently falling, phases two to six of the survey took the form of a census of all young people exiting custody within the defined timeframe.

The analysis of administrative records involved an on-site case file review; and, to complement this, data were collected from the eAsset system⁴ at the YJB headquarters. However, both data collection methods found inconsistencies across the secure estate in the recording of details of interventions received by individual young people, such as the frequency and intensity of interventions, and levels of completion and achievement.

Ten YOIs (including one female YOI), four STCs and eight SCHs participated in the study. Establishments were chosen to ensure that the sampled population covered 94% of the secure estate yearly throughput in YOIs⁵ and SCHs, and 100% in STCs.

The following limitations need to be borne in mind when interpreting the findings:

- **survey of young people**

Young people on longer sentences such as detention for public protection (section 226/228), where the release date could not be provided, were not included in this study. As they comprise only 4% of the sentenced custodial population,⁶ it is likely that the exclusion of this particular group of offenders will have had only a minimal impact on the yearly throughput.

- **administrative data**

The completeness and quality of data varied both within and between establishment types. Unfortunately complete data were rarely available on each individual. Some form of administrative data were collected for 1,105 of the young people who participated in the survey. This sub-sample was broadly representative of the wider survey sample.

- **in-depth interviews with secure estate staff**

Interviews were conducted with 42 staff from five secure establishments. It should be noted that findings from these interviews may not represent the views of all staff working within the secure estate.

⁴ eAsset is an electronic sentence management database which holds information and documentation on young people throughout their custodial sentence. Documents completed by each young person's youth offending team and secure establishment can be uploaded to the system and viewed by both organisations as well as by the YJB.

⁵ A small proportion of young people who offend are female, however a female YOI was included to add range to the study.

⁶ Youth Justice Board and Ministry of Justice (2012) *Youth Justice Statistics 2010/11, England and Wales*. London: Ministry of Justice, Table 7.2.

Key findings

The research encompassed two main themes:

- young people's general experiences of the secure estate and their relationships with staff at the secure establishments
- the interventions or programmes the young people received in relation to education, training and employment; offending behaviour; substance misuse; and resettlement into the community.

Relationships, daily life and well-being

Research conducted by Ipsos MORI, *Behaviour Management across the Secure Estate for Children and Young People* (Ipsos MORI, 2011), found that positive relationships between young people and staff played a key role in the management of the young people's behaviour and the understanding of their needs. This present study found that most young people who had met their personal officer or key worker reported that contact with them had been helpful (64% of those in YOIs, 78% of those in STCs and 85% of those in SCHs). In STCs, the majority (86%) described the relationship between themselves and staff as good; in SCHs, the percentage was slightly lower (81%), while in YOIs, 62% of young people felt that their relationship with staff was good.

Building relationships based on trust was viewed by staff interviewees across the five establishments as one of the key drivers to improving young people's engagement with, and successful completion of, the range of interventions offered. However, staff interviewed at two YOIs tended to report that their relationships with young people were less about building trust and more about managing a young person's time. Young people held at YOIs were viewed as generally more independent, indicating that, for staff at these establishments, the frequency of contact tended to hinge on perceived vulnerability.⁷

Asset data⁸ indicated that two-fifths (40%) of children in SCHs were currently, or had previously been, looked after, compared to 36% in STCs and 26% in YOIs. Across the three different establishment types, youth offending team (YOT) workers recorded their concerns about a child's vulnerability if they should go into custody in 64% of SCH cases, 59% of STC cases and 39% of YOI cases. Fifteen per cent of young people in STCs and SCHs, and 12% of young people in YOIs reported being bullied by their peers. Smaller proportions felt bullied by staff (9% in YOIs, 7% in STCs and 8% in SCHs). An examination of the administrative files found that 17% of young people held at SCHs were known to have self-harmed while in custody; this figure dropped to 11% of young people at STCs and 8% at YOIs. However, these figures are likely to be underestimates, due to ambiguity in the administrative files for 15–20% of cases.

⁷ The term 'vulnerability' can cover a broad range of characteristics and behaviours. See section 2.3 for a definition of 'vulnerability' in the context of this report.

⁸ Asset is a structured assessment tool used by YOTs with all young people (10 to 17-year-olds) who come into contact with the youth justice system. It seeks to identify factors contributing to offending behaviour. The YJB is taking steps to replace Asset with a new assessment and planning interventions framework, AssetPlus.

Although restraint is used to manage risk (and not control behaviour) in the secure estate across all establishment types, young people completing the survey were asked about the potential impact of restraint on their behaviour. Fifty-seven per cent of all young people (59% in YOIs, 56% in STCs and 50% in SCHs) disclosed that they did not change their behaviour in response to the possibility of being physically controlled or restrained. Just under two-fifths (39%) of young people serving their sentence at a YOI reported that they had been restrained, while in STCs and SCHs the proportions were 44% and 53% respectively.

Education, training and employment needs and interventions

Across the secure estate, 21% (n⁹=261)¹⁰ of young people from the survey sample reported that they had learning difficulties. Where *Asset* data were available, just under four-fifths (78%) of children in SCHs, 74% in STCs and 65% in YOIs were recorded as having had a period of non-attendance at school. Forty-five per cent of young people in SCHs, 41% in STCs and 36% in YOIs were reported to have a negative attitude towards education, training and employment.

Overall, 90% of young people reported that they were participating in education. In general, the majority were positive about the education they received in custody, with those who reported good relationships with staff more likely to have positive views on the education, training and employment interventions they received. Across all establishment types, 63% thought the teaching quality was good; specifically, the proportions reporting good quality teaching varied from 76% in SCHs, to 62% in STCs, and 59% in YOIs.

Although most young people were engaged with some type of education or training, just under half of the overall survey sample identified additional educational needs that were not being addressed. The most commonly reported need was greater access to the internet (19% in YOIs, 16% in STCs and 12% in SCHs); after this was the need for additional help with reading and writing (11% in YOIs and STCs, 13% in SCHs). Twenty-eight per cent (n=47) of young people in YOIs and 20% (n=9) in STCs who reported a learning difficulty wanted additional help with reading and writing.

Many young people were concerned about getting a job, especially those in YOIs, where the population is older. This was one of the factors identified by young people as relevant to future desistance from offending, yet 62% of those held in YOIs (who reported they needed it) stated that they had not received help with future employment plans for after their release (32% said that they had received help with this).

Offending behaviour and anger management

Pre-custodial documentation (e.g. *Asset*) tended to be the main information source used to allocate young people to offending behaviour programmes. According to *Asset*, 69% of young people across the secure estate were at high risk (scores of three and four) of reoffending on the basis of their 'thinking and

⁹ Throughout this report 'n' denotes the number of responses (i.e. where a percentage and 'n' are presented, 'n' reflects the number providing such a response) and 'N' denotes the overall sample/population size.

¹⁰ Just under twenty per cent of young people had a learning disability and just under two per cent had a learning and physical disability.

behaviour', followed by 67% for their 'lifestyle' and 51% for their 'attitudes to offending'. For those considered to be at high risk of reoffending due to their attitudes, just over two-fifths (42%) in SCHs and a quarter in YOIs received an offending behaviour programme, while at STCs the proportion was higher (67%). This indicates that many young people in need of offending behaviour interventions were not receiving them.

Substance misuse

Levels of substance misuse were broadly similar across the three establishment types. The most common recently used substances prior to custody (as recorded in *Asset*) were tobacco (72%), cannabis (60%) and alcohol (59%). Thirty-one per cent of young people were recorded as having a substance misuse problem which was considered to have a noticeably detrimental effect on their education, relationships and daily functioning. Across the three establishment types, 37% of young people were rated on *Asset* as having a high likelihood (scores of three and four) of reoffending due to substance misuse.

Two-thirds (67%) of young people who were rated as being particularly likely to reoffend due to their substance misuse received an intervention relevant to this (69% in YOIs, 72% in STCs and 52% in SCHs).

Resettlement

As part of the survey, young people were asked whether they needed resettlement/accommodation support. Similar proportions of young people in YOIs and SCHs reported that they did not need help (37% and 36% respectively); this figure was higher in STCs (46%). Excluding those young people who felt that they did not need help, 48% (n=357) said that they had received help, while 45% (n=334) had not.¹¹ This was broadly similar across all establishment types.

Staff interviewees raised a number of issues which they believed hindered successful resettlement. A particular concern was the lack of communication between professionals outside and within the secure estate, which resulted in fractured provision. Continuity of care was viewed as vital to delivering effective interventions both within the secure estate and back in the community; however, many of the interviewees stated that expectations that particular interventions would continue post-release were rare.

Short sentences

This present study identified some concerns among staff interviewees that short sentences often meant that there was insufficient time for staff to build strong relationships with young people or to provide appropriate and effective interventions which could be carried forward upon release. Staff interviewees said that, after all the assessments had been completed, they were frequently left with only four weeks to deliver an intervention. Restrictions on time not only affected a young person's progress through any interventions they participated in, but also their experience of custody. Some staff interviewees said that those on short sentences rarely had the time to earn any privileges. Several practitioners (one-third of the 42 staff interviewed) expressed the view that short

¹¹ Seven per cent did not know.

sentences have little or no impact on a young person, despite the fact that interviewees were not asked specifically about the value, effectiveness, efficacy or usefulness of short sentences. These views were echoed across all establishment types.

On the basis of an analysis of overall pre- and post-custody *Asset* risk factor scores,¹² no significant¹³ association could be detected between sentence length (six months or less compared to greater than six months) and levels of risk reduction. However, an examination of each of the 12 dynamic risk factors separately revealed significant associations for four factors. A higher proportion of young people serving longer sentences had a reduced *Asset* risk score in relation to family and personal relationships, education, training and employment, and neighbourhood than those serving a sentence of six months or less. Interestingly, a higher proportion of young people serving longer sentences had an increased *Asset* risk score in relation to emotional and mental health than those with shorter sentence lengths. This may reflect the additional time that YOT workers have to get to know each young person serving a longer sentence and to record relevant details, rather than actual changes in risk of reoffending.

Recommendations

On the basis of the research findings, a series of recommendations have been developed for improving the assessment of young people's needs and the delivery of interventions across the secure estate.

Assessing and recording information

- The YJB should work with the secure estate to establish clear guidelines for data collection on interventions. This study found that information on the frequency of interventions, intensity, completion rates and qualifications achieved was not consistently collected for individual young people across the secure estate, nor is it currently required to be collected. Haphazard recording practices make it difficult for senior managers and practitioners within the secure estate, YOTs and the YJB to assess which interventions are appropriate for young people and what works.
- To ensure that the YJB has comprehensive data, YOT and secure estate staff must ensure that all information gathered is timely and accurate.
- An internal review process is recommended which involves quality assuring both the data arriving with a young person when they enter custody and the information available to professionals working with the young person after release. YOT managers may find it helpful to randomly audit the *Asset* forms (or *AssetPlus* data) that arrive at the secure estate at the start of young people's sentences.

¹² A pre-custody *Asset* assessment was taken to include any *Asset* assessment completed up to one month prior to a custodial placement. A post-custody *Asset* assessment was taken to include any completed within one month after release from custody.

¹³ Association is tested by use of a Chi-square test of independence. Where the sample is small and violates the assumptions of Chi-square, Fisher's exact test was used. In this report, a statistically significant association is noted where the probability of rejecting the null hypothesis of the study when it is true is less than 5% ($p < 0.05$).

Short-sentence interventions

- The study has highlighted some potential difficulties associated with short sentences. Work should be undertaken to identify and measure the achievements of young people while in custody, with a particular focus on the goals met by those on shorter sentences. The relationship between these intermediate outcomes and reoffending could then be investigated to better understand which programmes are effective.
- A third of staff interviewees across all establishment types expressed particularly strong views on the efficacy of placing young people in custody for short periods. It is interesting to note that these views were not dissimilar to those expressed by the authors of reports by The Centre for Social Justice (2012),¹⁴ The Police Foundation (2010)¹⁵ and Ipsos MORI (2012).¹⁶ Taken together, these reports, the findings from the staff interviews, and the lower reoffending rates for a matched cohort of young people aged 15 to 17 who were given an intensive community sentence compared to a custodial sentence of six months or less (Ministry of Justice, 2012), suggest that alternative options might need to be considered for custodial sentences of six months or less. Options could include increasing the minimum length of a Detention and Training Order to 12 months, alongside a higher custody threshold and replacing sentences of six months or less with community-based alternatives.
- While short custodial sentences remain, the YJB may want to consider the work currently being undertaken by the National Offender Management Service (NOMS), which is examining strategies for improving offender engagement with adults on probation. On conclusion of this work, the YJB may want to review the findings to assess whether they can be translated into the custodial setting to assist staff to engage with young people on short sentences in a more meaningful way.

Delivering appropriate education, training and employment interventions

- When assigning young people to interventions, secure estate staff should invite those struggling with reading and writing, and those with learning difficulties, to give their views on how they are coping with subjects. This will ensure that they feel included and have a sense of ownership over their education pathway.
- YOT workers should record on eAsset those interventions continued or built upon by young people post-release. This will provide the secure estate with indicators of the impact of subjects offered to young people in custody, and will also provide the YJB with a clearer picture of which educational and/or vocational interventions attract the greatest take-up and overall success.

¹⁴ Centre for Social Justice (2012) *Rules of Engagement: Changing the Heart of Youth Justice*. London: Centre for Social Justice.

¹⁵ The Independent Commission on Youth Crime and Antisocial Behaviour (2010) *Time for a Fresh Start: The Report of the Independent Commission on Youth Crime and Antisocial Behaviour*. London: The Police Foundation.

¹⁶ Ipsos MORI (2012) *Evaluation of the London Youth Reducing Re-offending Programme (Daedalus). Final Report*. London: The London Criminal Justice Partnership.

- The YJB should undertake an assessment of educational, training and employment needs within the secure estate, including the number of vocational interventions currently running. The assessment should explore the capacity of the secure estate to deliver a more comprehensive range of courses, and the likely financial commitment needed.

Targeting interventions to tackle young people's attitudes, thinking and behaviour

- YOT workers rated (on *Asset*) young people's thinking and behaviour, lifestyle choices and attitudes towards offending as the factors most likely to affect the risk of reoffending. Work needs to be undertaken to assess the level of unmet need of young people identified by *Asset* as being at high risk of reoffending due to these factors. Following this, regular monitoring should take place, at an individual level, of the intensity and attendance levels for such interventions, to be underpinned by routine reviews.
- Staff within the secure estate should be able to choose from a regularly updated menu of evidence-based interventions. To ensure that best practice is widely shared, staff should also be offered opportunities to receive training with colleagues from other establishments.

Continuity of care following release from custody

- Resettlement of young people into the community should be planned by secure estate staff, YOT workers, children's services and parents/guardians from the outset of custodial sentences. The multiple and complex needs with which many young people arrive at and leave the secure estate cannot be resolved by one agency alone. Collaboration is essential.
- The YJB has established several initiatives aimed at improving resettlement provision. For example, regional resettlement consortia have been piloted and evaluated. If the integrated resettlement work piloted through the consortia is rolled out across the secure estate, an audit of young people's views on the provision should be undertaken after the initial bedding-in period, and regular reviews with young people and their support workers should be carried out. This will establish whether the complex needs of these young people are being met.

1. Introduction

This report, by the Institute for Criminal Policy Research (ICPR), Birkbeck, University of London, and Ipsos MORI, was commissioned by the Youth Justice Board for England and Wales (YJB) in 2008 and fieldwork was completed in 2011. It provides an in-depth examination of the identified needs of children and young people¹⁷ within the secure estate and the interventions they received.

1.1 Background to the study

The principal aim of the youth justice system is the prevention of offending and reoffending by children and young people under the age of 18. The secure estate for children and young people (hereafter the secure estate) is a collective term for secure children's homes (SCHs), secure training centres (STCs) and young offender institutions (YOIs). These establishments accommodate 10 to 17-year-olds¹⁸ who have been sentenced or remanded to custody in England and Wales. The three types of establishment, although similar in that they detain young people who have been sentenced by either a youth court or an adult Crown Court, differ in a number of ways, as set out below:¹⁹

- **young offender institutions**

YOIs normally accommodate 15 to 17-year-old boys and 17-year-old girls.²⁰ Currently (2013) there are 11 YOIs; eight are for boys and three are for girls only. All but two are run by HM Prison Service; the remaining two are run by private organisations. YOIs tend to be larger than either STCs or SCHs²¹ and have a lower staff-to-offender ratio (three to six staff per 30 to 60 boys at male YOIs and four to six staff per 16 girls at female YOIs). At the time of fieldwork (2010), there were 16 YOIs across England and Wales, 10 of which took part in the research. YOI places cost on average around £60,000 per year.²²

¹⁷ The terms 'children' and 'young people' will be used interchangeably throughout the report to reflect the fact that young people who have offended can be classified as either children or young people.

¹⁸ Young people will usually be transferred to an adult facility upon turning 18. In certain circumstances, such as imminent release or because of specific needs, they may remain in the secure estate for children and young people beyond this age.

¹⁹ A table of key features of the secure estate can be found online at: www.justice.gov.uk/youth-justice/custody/placing-young-people-in-custody/types-of-custodial-establishment

²⁰ The YOIs that took part in this study were under-18 YOIs, with the exception of one YOI which also accommodates 18 to 21-year-olds. However, those in the older age bracket at this YOI were not included in this study.

²¹ YOI units accommodating young women can be smaller than STCs and some SCHs.

²² This cost is based upon the prices that the YJB pays for those services it commissions in young people's secure custodial facilities as at 1 April 2012. The cost differs from that included in *Transforming Youth Custody: Putting Education at the Heart of Detention* (Ministry of Justice, 2013), as this consultation paper includes additional educational costs which are carried by the Education Funding Agency.

- **secure training centres**

These establishments are privately run under contracts which set out detailed operational requirements. STCs accommodate vulnerable²³ young people aged 12 to 17 years. There are four STCs in existence, all of which took part in this research. They are better resourced than YOIs, with an annual cost per place of £178,000²⁴ and a higher staff-to-child ratio of 2:5, 2:6, 2:7 and 3:8 per unit.

- **secure children's homes**

SCHs provide accommodation for 10 to 17-year-olds. They are mainly used to accommodate young people aged 12 to 14 years, together with girls aged up to 16 years, and boys aged 15 to 16 years who are assessed as having needs that are best met by this environment. Of the 17 SCHs in England and Wales, the YJB commissions places in 10 SCHs, eight of which took part in this research. Local authorities run most SCHs, which are regulated by the Department for Education. They typically have a small numbers of beds, and the highest staff-to-child ratios: 6:8, 2:3 and 1:2. They are the most expensive of the three establishment types, costing an average of £212,000 per place per year.²⁵

Under the provisions of the Crime and Disorder Act (1998), the YJB's role in relation to the secure estate is to commission and purchase places for children and young people remanded or sentenced to custody. In doing this, the final placement decision of the YJB Placement Service is made by taking into account:

- the individual risks and circumstances of the young person, as assessed by the responsible youth offending team (YOT)
- any special needs a young person may have
- availability of places
- the court warrant
- discussions with staff at prospective secure estate establishments regarding the current mix of young people in their establishments.

YOIs form the bulk of the secure estate, and at the time of the study, held around 79%²⁶ of young people who had offended. STCs held 13% and SCHs 8%. Although YOIs accommodate young offenders and young adult offenders, this study was concerned with those that primarily accommodate young offenders, and the small number of individuals retained in these establishments after turning 18 years old.

In 2008, the number of young people held in the secure estate was around 3,000. Since then, there has been a steady decline in the number of young

²³ The term 'vulnerable' can cover a broad range of characteristics and behaviours. See section 2.3 for a definition of 'vulnerability' in the context of this report.

²⁴ This cost is based upon the prices that the YJB pays for those services it commissions in young people's secure custodial facilities as at 1 April 2012.

²⁵ As above.

²⁶ Youth Justice Board and Ministry of Justice (2012) *Youth Justice Statistics 2010/11, England and Wales*. London: Ministry of Justice. Available online at: www.justice.gov.uk/downloads/statistics/youth-justice/yjb-statistics-10-11.pdf

people detained. Many factors are likely to have contributed to this, and the specific causes are difficult to attribute. The decline has led to the decommissioning of a number of establishments. To date, eight establishments have ceased working with young people. On completion of the fieldwork in April 2011, the secure estate held 2,149 young people.²⁷ A review of the commissioning changes made within the secure estate is provided in Appendix A.

Custodial sentences and the need to evaluate their relative effectiveness

In 2004, the House of Commons Committee of Public Accounts published its report *Youth Offending: The Delivery of Community and Custodial Sentences*.²⁸ It noted that while the average annual cost of custodial places varied significantly across establishment types, no research had been undertaken on relative effectiveness. The report recommended that research be commissioned to assess cost-effectiveness by establishment type, by measuring reoffending rates and the extent to which the welfare needs of young people are met. It referred to a lack of reliable information held by the YJB on the correlation between cost and reconviction rates. In particular, it recommended that the YJB review the extent to which the secure estate tailored programmes to meet the needs of young people who had offended, including those on short-term sentences. The committee reported that there was variability in the range and content of programmes delivered across the secure estate. It recommended that the YJB aim to deliver core programmes across all establishments, with some addressing specialist needs.

Similarly, a report published by the National Audit Office (2004)²⁹ stated that little comparative research had focused on the impact of different approaches to custody and that information was lacking on how positive outcomes can be achieved, including reduced reoffending, the attainment of basic literacy and numeracy skills, reduced drug misuse, and successful resettlement of young people into full-time education and employment. The report argued that an evaluation of different approaches to delivering the elements of a custodial sentence could offer valuable lessons on what can be achieved through differing levels of investment. This could help to establish best practice and assist the YJB in developing the secure estate.

Besides cost-effectiveness, the National Audit Office also highlighted the need to evaluate the interventions young people were offered while detained within the secure estate, and to what extent such interventions met their needs. The paper concluded that the YJB had improved its methods for assessing offenders' needs at the start of a sentence. However, it also found that, despite some success in identifying the next steps, the subsequent actions were not always taken. This caused young people to experience somewhat fragmented support. It was recommended that the YJB work towards more consistent provision of programmes within custodial establishments, and work with other

²⁷ The population of the secure estate for children and young people in April 2011 was 2,149 – including a small portion of 18-year-olds. See: www.justice.gov.uk/downloads/statistics/youth-justice/custody-figures/youth-custody-report.xls

²⁸ House of Commons Committee of Public Accounts (2004) *Youth Offending: The Delivery of Community and Custodial Sentences*, Fortieth Report of Session 2003–04, HC 307. London: The Stationery Office.

²⁹ National Audit Office (2004) *Youth Offending: The Delivery of Community and Custodial Sentences: Report by the Comptroller and Auditor General*. London: The Stationery Office.

government departments to engage services such as mainstream education, health, housing and social services in addressing the needs of young people.

The National Audit Office also found that needs assessments and subsequent provision were a problem within both custodial and community sentences. It noted that YOTs were not making sufficient use of accumulated data on young people's needs to determine local priorities and allocate resources. The report argued that effective rehabilitation of young people into their community requires closer coordination between YOTs and the secure estate.

Against this backdrop, in Spring 2008, the YJB commissioned ICPR and Ipsos MORI to carry out this in-depth examination of the relative effectiveness of the different components of the secure estate, and the interventions delivered within the secure estate.

Young people in the secure estate

In a report for the Prison Reform Trust,³⁰ Jacobson and colleagues conducted in-depth analysis on 200 children and young people who were held in the secure estate, examining how and why they came to be in custody. The report found that most young people were repeat offenders, with three-fifths having experienced previous periods of custody, either under sentence or remand. Almost three-quarters could be described as persistent offenders. While levels of persistent offending were high, three-fifths were sentenced for an offence which would usually result in a non-custodial sentence (i.e. the offence would be graded as low on a scale of severity), and over one-third (35%) were sentenced for an offence which was *both* low in terms of seriousness *and* did not involve violence. Around a fifth were sentenced for breaching the conditions of a community sentence. A detailed analysis of the case files of 300³¹ young people revealed that they had experienced, and were continuing to experience, "multiple layers of different types of complex disadvantage". Jacobson and colleagues found evidence of disadvantage in terms of family and home life, as well as psycho-social and educational problems. Specific findings were that:

- three-quarters had an absent father and a third an absent mother
- half lived in a deprived household³² or unsuitable accommodation
- over half had a disrupted education, with about half being excluded from school
- half had run away from home or absconded from local authority care
- two-fifths had been on the child protection register or had experienced abuse
- more than a quarter had been in local authority care
- experience of bereavement, self-harm or attempted suicide was relatively common.

³⁰ Jacobson, J., Bhardwa, B., Gyateng, T., Hunter, G., and Hough, M. (2010) *Punishing Disadvantage: A Profile of Children in Custody*. London: Prison Reform Trust.

³¹ Of the 300 young people, 200 were serving a Detention and Training Order or other sentences. The remaining 100 were on remand.

³² 'Deprived household' is a term used in *Asset*.

Jacobson and colleagues pointed out that the prevention of offending, to some extent, depends on tackling these children's "deep-rooted and complex needs". They suggested placing children's welfare "at the heart of efforts to tackle offending", while making sure children understand and take responsibility for their wrongdoing. This approach recognises "how troublesome the behaviour of most children who are sentenced to custody [is], whilst also recognising that these children are themselves troubled".

Young people's experiences of custody and custodial interventions

Her Majesty's Inspectorate of Prisons (HMI Prisons), in collaboration with the YJB, produce annual reports on the experiences of young people aged 15 to 18 held in YOIs. Each report documents the views of over 1,000 young people, mainly young men. The reports cover a range of experiences, including arrival in custody, the conditions within establishments, feelings of safety, and the experiences of young people from Black and Minority Ethnic backgrounds.

In the HMI Prisons 2010/11 survey,³³ which best aligns with the timeframes for this study, just under three-quarters of young men and 97% (n³⁴=36) of young women reported that they had received some form of education while in custody. Around a fifth reported that they received vocational or skills training. Only 22% of young men, compared to 46% of young women, mentioned taking part in an offending behaviour programme.³⁵ Most young women (93%) and 70% of young men stated that they usually had association³⁶ every day. Forty per cent of young men and 88% of young women could exercise outside every day. Just under a half (47%) of young men and three-fifths (58%) of young women mentioned having a training plan;³⁷ of these, 68% of young men and 74% of young women reported that they understood their set targets. A large majority (over 90%) of young people who participated in the survey reported that they wanted to stop offending. However, only 47% of young men and 56% of young women (n=15) believed that they had achieved something while in custody that would help them to desist from offending. Young men most frequently cited having a job as a reason to stay out of trouble (44%), while young women most frequently cited having something to do (55%, n=19).

³³ Summerfield, A. (2011) *Children and Young People in Custody 2010-11: An Analysis of the Experiences of 15–18-Year-Olds in Prison*. London: Her Majesty's Inspectorate of Prisons.

³⁴ Throughout this report 'n' denotes the number of responses (i.e. where a percentage and 'n' are presented, 'n' reflects the number providing such a response) and 'N' denotes the overall sample/population size.

³⁵ Offending behaviour programmes attempt to address issues linked to reoffending. These include anger management, victim empathy and awareness, and cognitive thinking skills.

³⁶ Association is the period during a young person's weekly schedule in custody in which he or she can spend time socialising with other young people. It is considered a free period during which young people can choose to stay in their rooms, do homework, go into the common room or make telephone calls.

³⁷ A training plan outlines the objectives a young person is required or expected to complete while in an establishment. It includes educational targets and notes the interventions to which the young person has been referred. The plan is drawn up by staff after assessing a young person's needs upon arrival at the establishment.

In March 2012, the Ministry of Justice and the YJB published responses to a consultation paper which outlined proposals aimed at developing the secure estate up to 2015.³⁸ The YJB also published an accompanying report on a consultation with 678³⁹ young people held in the secure estate.⁴⁰ The opinions of the young people consulted tended to reflect the results of the 2010/11 HMI Prisons survey and Jacobson et al's findings. Asked how they would reduce reoffending, young people believed that four factors had the potential to reduce the risk of offending; these were:

- having more money
- avoiding negative peer influences
- avoiding drugs and alcohol
- gaining employment.

However, less than a quarter (23%) of those who provided information felt that they were receiving enough help with these issues via the interventions offered in custody. The figure was lower for Black and Minority Ethnic young people and for young women (19% and 14% respectively). In terms of regime effectiveness, the majority (65%) of young people from SCHs felt that their current establishment was the best place for them at that time, given their circumstances. However, only one-third of those in STCs and under-18 YOIs agreed. Most young people believed that custody was not the right environment to adequately equip them for life in the community.

Respondents were asked to provide their views on the needs assessment process and the effectiveness of available interventions. While only a small proportion of young people remembered having an initial assessment, those that did generally believed that practitioners had taken the time to understand their needs. In line with the *National Standards for Youth Justice Services* (Youth Justice Board, 2010),⁴¹ the development of training plans for young people in custody is mandatory. However, during the consultation process, only 56% of young people from the secure estate recalled having a training plan developed for them at their first planning meeting. Of those who did remember, most (69%) said it was helpful to their immediate situation; slightly fewer (58%) thought it would be helpful in the future.

³⁸ Responses to the consultation and related documents are available online at:

consult.justice.gov.uk/digital-communications/secure_estate_youth

³⁹ Approximately 34% of the custodial population at the time of the consultation (July to September 2011).

⁴⁰ Youth Justice Board (2012) *Developing the Secure Estate for Children and Young People in England and Wales – Young People's Consultation Report*. London: Youth Justice Board.

⁴¹ National Standards outline the minimum standards for YOT managers and practitioners, and for other partners delivering youth justice services within the youth justice system. Standards focus mainly on youth justice services in the community and the interface between YOTs and the secure estate. Standards for the secure estate, as well as being specified by the YJB in agreements with providers, are included in primary and secondary legislation. National Standards are currently being revised.

The consultation also requested feedback on the interventions young people received. Respondents did not rate the educational provision particularly highly. Just under a quarter (24%) thought the choice of courses was poor. The young people tended to want more support in gaining life skills, a finding supported by the Howard League for Penal Reform's report, *Life Inside 2010*.⁴² *Life Inside 2010* described the findings from a series of workshops with 55 young males, many of whom were held in the secure estate or were in contact with a YOT. The report highlighted the limited range and number of vocational workshops available. Some young people reported being allocated to inappropriate education or training which did not suit their needs, but which they were expected to do because it was available.

The 55 young men who participated in the Howard League workshops also drew attention to the lack of consistency between different establishment types, both in terms of the range of opportunities provided and the quality of education and training received. Both the YJB's consultation and the Howard League's report found that, in general, young people wanted education provision to link more directly with the opportunities available to them on release. For example, young people wanted vocational courses leading to apprenticeships, internships and business skills courses.

1.2 Research methodology

The key aims of this research were to:

- identify what types of interventions young people received within secure establishments
- describe the extent to which interventions were matched to identified needs
- elicit and describe young people's experiences within the secure estate
- outline the views of staff within the secure estate regarding interventions.

The research comprised three core elements:

- a survey of 1,245 young people approaching the end of a custodial sentence (827 in YOIs, 229 in STCs and 189 in SCHs)^{43,44}
- an analysis of administrative records, where available, for the surveyed young people (713 in YOIs, 211 in STCs and 181 in SCHs: a total of 1,105)⁴⁵
- forty-two in-depth qualitative interviews with secure estate staff across five establishments (two YOIs, two STCs and one SCH).

⁴² The Howard League for Penal Reform (2010) *Life Inside 2010: A Unique Insight into the Day to Day Experiences of 15–17 Year Old Males in Prison*. London: The Howard League for Penal Reform.

⁴³ The results of this element of the study will be referred to as 'the survey data' throughout this report.

⁴⁴ Data presented within this report is based on raw data provided by Ipsos MORI, with analysis carried out by ICPR.

⁴⁵ This element of the study will be referred to as 'the administrative data' throughout this report.

Survey of young people within the secure estate

The survey aimed to obtain the views of a representative sample of young people across the secure estate. Views were gathered from young people who were towards the end of their sentences, in order to ensure that most were likely to have experienced one or more interventions. Thus, the sample comprised young people due to be released within four months of the fieldwork end date – identified each month over the course of 2010 using the YJB's Secure Accommodation Clearing House System (SACHS) database.⁴⁶ The survey covered 10 YOIs (including one female YOI), four STCs and eight SCHs.

Fieldwork took place in six phases during 2010. Initially the survey respondents were randomly selected from the full population of young people exiting custody within the defined timeframe. Since the population of young people in custody was consistently falling, phases two to six of the survey took the form of a census of all young people meeting the criteria for participation. After discussions with the YJB, the original target of 1,400 respondents was revised to 1,200. Overall, a sample of 1,245 was achieved: 827 young people at YOIs, 229 at STCs and 189 at SCHs.⁴⁷ This represented an overall response rate of 72% in SCHs, 56% in STCs and 52% in YOIs.⁴⁸ The profile of those who responded to the survey was similar to the profile of all those eligible for the survey on key variables.

The survey sample was predominantly male (92%). Most described themselves as White (74%), with 12% and 13% respectively in YOIs and STCs describing themselves as Black, but only 3% in SCHs. In SCHs, 85% of the sample was aged 14 to 16 years, with the modal age being 15 (34%). In STCs, the age profile was slightly older, with 88% being 15 to 17 years old, and the modal age being 16 (41%). In YOIs, 88% were aged between 16 and 17, with 17-year-olds comprising over half the sample (57%).

The vast majority (94%) of young people were serving a Detention and Training Order sentence. Two-fifths (39%) of the sample served a sentence of six months or less. Around two-fifths had less than a month left to serve of their custodial term; a further quarter had less than two months. Fifty per cent of the sample reported that they had never been in custody before. Most young people (about three-quarters) had remained in the same institution while serving their custodial term.

The survey took the form of a paper-based self-completion questionnaire.⁴⁹ The questionnaire contained 70 questions designed to ascertain the views of young people about life at the establishment at which they had served their sentence. The questionnaire is provided in Appendix B of this report. Results of the survey are based on the total number of young people who answered each question.

⁴⁶ SACHS is a live database used by the YJB Placement Service to place young people in secure settings.

⁴⁷ All young people from the survey data, and therefore from the administrative data, were sentenced. Some will have been on remand before being sentenced. Young people who were remanded and not sentenced were not included in the study.

⁴⁸ Response rates show the proportion of completed questionnaires in the final selected sample for each establishment type.

⁴⁹ Interviewers assisted the self-completion of questionnaires by fully explaining the purpose of the research, gaining consent and ensuring that responses remained confidential at each establishment. Interviewers also assisted those young people who struggled with literacy issues. Signed consent was given by all 1,245 young people across establishments.

The percentages reported exclude missing data (i.e. instances where young people did not answer particular questions). In some cases, analysis is based only on respondents giving a particular answer to another question. There are also instances where the young person's response indicated that the question was not applicable to them, and their responses have been excluded from analysis. Within the report, results for these questions will therefore not have been based on all survey respondents. Instances where this has occurred have been highlighted within the text.

Survey limitations

A minor limitation to the survey was that young people on longer sentences, such as detention for public protection (section 226/228), where the release date could not be provided, were not included. As they comprise only 4% of the sentenced custodial population,⁵⁰ it is likely that the exclusion of this particular group of offenders will have only had a minimal impact on the yearly throughput.

Administrative data

For those young people who consented to review of their case files, administrative data were collected in relation to:

- offence and sentencing
- characteristics of the young person
- participation/behaviour in relation to the establishment's regime
- interventions received.

Data were collated from a wide range of documentation, including post-court reports; pre-sentence reports; sentencing details; core *Asset*⁵¹ forms (mainly completed within one month of sentencing); risk of serious harm (ROSH) forms; vulnerability management plans; T forms used to plan and review the time to be spent in custody (e.g. T1:VR assessment of vulnerability, T1:A training plans); and documents produced by the establishments themselves covering daily life, vulnerability, health, education, training and employment, and resettlement. Access to medical records was not obtained. A database comprising over 1,200 variables was designed to hold the data collated from the various documents.

The fieldwork team visited each participating establishment six times for the purpose of obtaining the available administrative data, with the final visit taking place in April 2011. Across the secure estate, administrative data were found in different locations and held in different formats. Case files included both hand-written and printed documents. Data were sometimes held on an establishment's electronic system; however, several SCHs used an internally

⁵⁰ Youth Justice Board and Ministry of Justice (2012) *Youth Justice Statistics 2010/11, England and Wales*. London: Ministry of Justice. Youth justice statistics supplementary tables: Chapter 7 – Young people in custody, Table 7.2.

⁵¹ *Asset* is a structured assessment tool used by YOTs with all young people (10 to 17-year-olds) who come into contact with the youth justice system. It seeks to identify factors contributing to offending behaviour. The YJB is taking steps to replace *Asset* with a new assessment and planning interventions framework, *AssetPlus*.

developed system in addition to the YJB's eAsset system.⁵² In YOIs, data were held on P-NOMIS⁵³ and eAsset, and in case files. In STCs, data were mainly held within case files or on eAsset. Data from eAsset was primarily collected at the YJB headquarters in London.

The completeness and quality of data varied both within and between establishment types. On the whole, STCs had the most complete data sets available, and YOIs the least complete. Some form of administrative information was collected on 1,105 of the young people who participated in the survey. This sub-sample was broadly representative of the wider survey sample.⁵⁴

It was difficult, however, to ascertain whether missing administrative data reflected missing documents or instances where the requested information was not applicable to the child. For the purpose of administrative data analysis, missing cases have therefore been included in the overall percentage calculations in this report, except where data have been collected from particular forms where missing data were clearly defined, e.g. *Asset*.

Administrative data limitations

This study aimed to collect all administrative data recorded and held on each young person while serving a custodial sentence. However, complete data were rarely available on each individual. Missing data occurred for several reasons: in some cases data were not collected by establishments at an individual level; some activities that young people had participated in were not recorded; the data field was sometimes not applicable to the young person or the data were missing; in YOIs, particularly, data were often stored in several locations across each site; finally, in some cases data were unable to be released.⁵⁵ The quality of the administrative data collected was reliant upon staff accurately completing documentation. Quality assurance checks were not within the scope of the study.

Qualitative interviews with secure estate staff

Another element of the study was a series of qualitative interviews with professionals working within the secure estate. Interviews lasted between 45 and 60 minutes. The overall aim was to gauge practitioners' views and experiences of working with young people in custody, particularly in relation to interventions that were offered and received. (The interview schedule is provided in Appendix C of this report.) Interviewees were asked about their views on general and specific interventions offered and delivered to young people; their perceptions of their relationships with young people; and the extent to which they felt adequately equipped to assess need, develop programmes of supervision and education, and support young people. In total, 42 interviews were conducted with staff in five establishments (two out of the total of four

⁵² eAsset is an electronic sentence management system which holds information on young people throughout the secure estate and can be viewed and updated by both secure estate staff and YOTs.

⁵³ P-NOMIS (Prison National Offender Management Information System) is the centralised electronic system used in YOIs and adult prisons.

⁵⁴ For the key demographic and sentence characteristics tested, the administrative sample detected no statistically significant differences ($p < .05$) from the survey sample.

⁵⁵ Education data collected by the Education Funding Agency was not released due to the absence of a data-sharing agreement between the YJB and the agency (at the time of the study).

STCs, one of the ten SCHs, and two of the eleven YOIs). Those interviewed were professionals who worked across these establishments and held a number of different positions, including: anti-bullying co-ordinators, education/intervention providers, healthcare professionals, managerial and supervisory staff, psychologists, resettlement staff, residential care/security staff, and substance misuse workers.

Interview limitations

Interviews were conducted with staff from a fifth of secure establishments. It should be noted, however, that findings from these interviews illustrate the views of these staff and do not necessarily represent the views of all staff working within the secure estate.

1.3 Structure of the report

Chapter 2 of this report presents data on the relationship between young people and members of staff within the secure estate, and examines the importance of these relationships for a young person's time in custody. It also covers other issues relating to the general well-being of young people in custody, including their daily activities; rewards and sanctions; the use of control and restraint; vulnerability; and health needs. Chapter 3 examines the needs of young people as identified by professionals working within the youth justice system, and the interventions, support and assistance they receive. The chapter focuses in particular on educational provision, offending behaviour programmes, substance misuse programmes, resettlement services and the issue of short sentences impacting upon effective delivery of interventions. Chapter 4 highlights the key findings of the study and considers their implications for policy and practice.

2. Relationships, daily life and well-being

*Relations between staff and prisoners are at the heart of the whole prison system and...control and security flow from getting that relationship right. Prisons cannot be run by coercion: they depend on staff having a firm, confident and humane approach that enables them to maintain close contact with prisoners without abrasive confrontation.*⁵⁶

This chapter examines the views and experiences of young people and staff within the secure estate, drawing on the findings of the survey of young people, interviews with staff, and available administrative data. The aim here is to explore the dynamics of the relationships between staff and young people, and to assess whether the health and general welfare needs of young people within the secure estate were being met.

2.1 The relationship between young people and staff

HMI Prisons, an independent body tasked with reporting on the conditions and treatment of people held within prisons, YOIs and immigration detention facilities, expects that:

Children and young people are treated with care and fairness by all staff, and are expected, encouraged and enabled to take responsibility for their own actions and decisions. Staff have high expectations of all children and young people and have a role in setting appropriate boundaries. They listen, give time and are genuine in their approach.

(HMI Prisons, 2009: 31)⁵⁷

The importance of establishing positive relationships between the young people in secure establishments and the staff working with them cannot be overestimated. Recent work by Ipsos Mori (2011) identified that positive relationships played a “significant role in ensuring the behaviour of young people was managed effectively” and helped staff “to understand the needs of young people” (Ipsos MORI, 2011: 17).⁵⁸

⁵⁶ Liebling, A. (2011) ‘Distinctions and Distinctiveness in the Work of Prison Officers: Legitimacy and Authority Revisited’, *European Journal of Criminology*, November 2011.

⁵⁷ Her Majesty’s Inspectorate of Prisons (2009) *Expectations: Criteria for Assessing the Treatment and Conditions for Children and Young People Held in Prison Custody*. London: Her Majesty’s Inspectorate of Prisons. Available online at: www.justice.gov.uk/downloads/about/hmipris/children_and_young_people_e1.pdf

⁵⁸ Ipsos MORI (2011) *Behaviour Management across the Secure Estate for Children and Young People*. London: Youth Justice Board. Available online at: www.yjb.gov.uk/publications/Resources/Downloads/Behaviour%20management%20across%20the%20secure%20estate%20for%20children%20and%20young%20people.pdf

Contact with staff and building relationships

In STCs and SCHs, about three-quarters of young people surveyed for this study had met their personal officer or key worker in the first week. For young people at YOIs, this reduced to 45%. Within YOIs, there was considerable variation between establishments (from 39% in one YOI to 69% in another). For all establishment types, there was a statistically significant association⁵⁹ between the individual establishment a young person served their sentence at, and when they met their personal officer. Most young people who had met their personal officer or key worker reported that contact with them had been helpful (64% of those in YOIs, 78% of those in STCs and 85% of those in SCHs).

Of all those surveyed, 89% of young people in YOIs, 83% of those in STCs, and 93% of those in SCHs reported that their YOT worker had made contact with them since they had started their sentence. A small proportion of young people reported that they did not have a YOT worker (1% in SCHs and YOIs, 3% in STCs). As Table 2.1 shows, only a minority of young people at STCs or SCHs stated that they did *not* have a social worker (39% and 34% respectively), while this was true of 54% of those in YOIs. Seventy-three per cent of young people in SCHs who reported having a social worker stated that they had seen their social worker since they had arrived. Fewer young people saw their social worker in STCs (59%) and YOIs (51%).

Table 2.1: Percentage of young people in touch with their social worker by establishment type

Establishment type	If you have a social worker, has he or she been in touch with you since you arrived here?				Total (%)	N
	No social worker (%)	Yes (%)	No (%)	Don't remember (%)		
SCH	34	48	16	2	100	184
STC	39	36	18	7	100	212
YOI	54	23	18	5	100	805
Total	48	29	18	5	100	1201

Source: Survey data.

Most young people (70%) described the relationship they had with secure estate staff as positive. Young people's perceptions of their relationships were closely linked to their overall experience of being in custody. Those reporting good relationships with staff tended to report better overall experiences.

⁵⁹Throughout the report, unless otherwise stated, differences within establishment types have been tested by use of a Chi-square test of independence. Where the sample is small and violates assumptions of Chi-square, Fisher's exact test was used. In this report, a statistically significant association is noted where the probability of rejecting the null hypothesis when it is true is less than 5% (p<0.5).

Nearly two-thirds (62%) of young people at YOIs described their relationship with staff as good; however, there was a statistically significant association between the relationship young people had with staff and the YOI at which they were placed. The proportion of young people reporting 'good' relationships with staff varied by YOI from 50% to 77%. Overall, only 8% of young people at YOIs said their relationship with staff was bad, but again this varied between establishments, from 2% to 16% (in cases where the sample was greater than 50). Most young people at YOIs (68%) believed that most staff treated them with respect. However, 26% felt that most staff did not treat them with respect. Over two-thirds (67%) said there was a member of staff they could talk with if they had a problem, but a sizeable minority (24%) disagreed.

In STCs, 86% of young people described their relationship with staff as 'good'. Only 4% believed that their relationship with staff was 'bad'. No association was detected between young people's perception of their relationship with staff and particular establishments. Eighty-seven per cent of young people at STCs said that most staff treated them with respect, although 12% disagreed. Again, a high percentage of young people (83%) said that they had someone to talk to if they had a problem.

The overall picture at SCHs was similar to STCs. Most young people described the relationship between themselves and staff as 'good' (81%); only 4% stated that it was 'bad'. Over four-fifths (85%) thought that most staff treated them with respect; 11% disagreed. Most young people at SCHs (88%) reported that they could talk to a member of staff if they had a problem.

Staff interviews revealed similar findings. Professionals from the five establishments covered by the staff interviews highlighted that more time and resources are allocated to young people who are viewed as vulnerable or problematic. Many staff at STCs and SCHs reported building closer and more trusting relationships with young people, compared to staff at YOIs. This is unsurprising, as the higher ratio of staff to young people at STCs and SCHs meant that young people at these establishments saw staff more frequently. The building of trusting relationships was viewed by staff across the five establishments as one of the key drivers of improvement in young people's engagement with, and successful completion of, the interventions on offer.

At STCs, frequency of contact between staff and young people was reportedly high. Even staff who were contractually obliged to see young people only once a week stated that they often made the effort to be on the units at least three or four days per week. A similar scenario was found at SCHs. Besides caseworkers, whose main task is to be in regular contact with all young people on their caseload, members of staff from education, health, custody, resettlement and programmes appeared to have near-daily contact with young people.

In contrast, staff interviewees from the two YOIs reported that their relationships with young people were more about managing a young person's time. Generally, the relationships between staff and young people at YOIs were less close than in the other establishments. A number of YOI staff interviewees reported that only certain staff members met with young people regularly. Therefore only those staff members had the opportunity to build the kind of rapport that was viewed as an important factor in bringing about change. Young people at YOIs were viewed as more independent than those at STCs and

SCHs, and frequency of contact tended to hinge on perceived vulnerability. One YOI case manager commented that he would see the boys on his caseload “once a fortnight, based on priority needs”. He commented that he was spending a considerable amount of his time “on the computer”, implying that he was often occupied with administrative tasks. Another staff member reported that he tended to see boys for whom “everything is all right” on a weekly or fortnightly basis. His decision-making was based on each young person’s individual needs: “If there’s no problem I don’t see them every day” (Officer, YOI).

In SCHs and STCs, contact between young people and intervention or programme managers was far more commonplace than at YOIs. An education manager at a YOI reported that he sometimes went into classrooms, but his main means of contact with young people was dealing with complaints “via forms”. By contrast, in addition to fulfilling the strategic and managerial requirements of her role, the education manager in one SCH saw all children every day. Her responsibilities included ensuring the children arrived at school on time, that they tried for 100% attendance and that lesson content was appropriate in terms of age and stage. Staff clearly identified that differing levels of contact tended to lead to varying degrees of success in relationship building.

2.2 Daily life

This section explores the views young people had of their day-to-day life within the secure estate. There are a number of requirements, set out by HMI Prisons, that all secure establishments must adhere to when caring for young people sentenced to custody. As part of the survey, young people were asked about what changes to the establishment they would like to see introduced; their views on association time; their experiences of visits from family and friends; and their experiences of previous periods in custody.

When asked about how things could be improved in their establishment, the issue raised most frequently by the young people was the quality or quantity of the food, particularly in YOIs and STCs. In YOIs, 216 young people (26%) raised this as an issue, as did 47 young people (21%) in STCs. Only within YOIs was there a statistically significant association between young people wanting better or more food and the individual establishment. Overall, when asked to assess the quality of food they received, 64% of young people in SCHs thought the food was either quite good or very good, compared with 32% in STCs and 22% in YOIs.

Nearly all those in SCHs and STCs (99% and 98% respectively) had access to a shower every day. Just over three-quarters (76%, n=613) of those in YOIs reported that this was the case. However, particularly low levels of access to showers were reported at two YOIs, where only 52% and 37% reported that they had access to a shower on a daily basis. A statistically significant association was found between individual YOIs and access to a shower. No association was detected for STCs and SCHs.

Association time and recreational activities

A minority of young people (under 6% across all establishment types) reported that they were not given time to associate with others. Around three-fifths had free time or association more than five times a week. During this time, a range of activities were offered; availability did, however, depend largely on the type of establishment a young person was in. STCs and SCHs appeared to offer varied and creative extra-curricular activities. Typical sports sessions in STCs included football, badminton and weightlifting. Art and design technology activities were also offered, as well as board games and DVDs.

At SCHs, poster design, quizzes, knitting, baking, karaoke, playing on an electronic games console,⁶⁰ homework and library sessions were also part of a young person's daily life. Themed activities such as decorating at Christmas time and Easter egg hunts also took place.

In contrast, the association activities at YOIs appeared to be somewhat limited. Pool tables were available, as were DVDs and video games; access to all of which depended on the young person's regime and entitlement to rewards. The problem of limited free time options available to young people at YOIs appeared to be further compounded by limited opportunities for exercise, according to the survey findings. Over half (53%) of young people in YOIs stated that they had not been able to exercise daily, compared with 16% of those in STCs and 7% in SCHs. There was also variation within establishment types, with four of the 10 YOIs averaging a 65% rate of young people unable to exercise daily. Only within YOIs was there a statistical significance between individual establishments and daily exercise.

Visits

Young people in SCHs reported marginally better contact with family and friends than those in YOIs and STCs. In SCHs, 68% of young people reported having two or more visits during the last month, compared with 60% in STCs and 52% in YOIs. Sixteen per cent of young people in YOIs, 13% in STCs and 5% in SCHs reported having no visits. There was a statistically significant association between individual YOIs and STCs and whether a young person received a visit or not. In one YOI, a significantly higher percentage of young people (31% of the 104 surveyed) did not receive a single visit. It is unclear why this was the case; but reasons for a lack of visits were likely to include the inability of relatives to visit, or cancellation of visits due to illness, lack of staff or disciplinary measures. Transfer within the secure estate may also have impacted on the numbers of visits received.

⁶⁰ The availability of certain activities varied, but was based on the reward level each young person was on. The electronic games console is merely an example and may not be available in all establishments; if available, it will only be accessible to young people on the highest reward level.

Previous custodial experiences

Across all three establishment types, 583 (47%) of young people disclosed having previously been in custody. Views across establishment types were broadly similar when young people were asked to compare their current experience with prior custodial experiences. Overall, 27% said that their experiences were about the same; 28% said that their current experience was 'better' than previous experiences; and 21% believed their current experience was 'worse'.⁶¹

2.3 Vulnerability

The term 'vulnerability' can cover a broad range of characteristics and behaviours. Although the YJB prefers not to use the term due to its lack of specificity, vulnerability is still referred to in *Asset* and other assessment forms that are used in the placement process. For the purposes of this discussion, vulnerability is defined in the following terms:

The risk that a young person might be harmed in some way, either through their own behaviour or because of the actions or omissions of others.

(Ministry of Justice and National Offender Management Service, 2012: 37)

A young person's vulnerability is a difficult issue to address within the context of a custodial sentence. Entering custody can in itself make a young person vulnerable, due to the nature of detention in a secure establishment and the privation of liberty that it entails. In addition, however, various other key factors can make a person vulnerable, including bereavement, care history, experiences of bullying and a history of self-harm or attempted suicide.

Bullying

While most young people reported a positive relationship with staff, a minority (9% in YOIs, 7% in STCs and 8% in SCHs) felt they had been bullied by a member or group of staff. There was a statistically significant association between individual YOIs and young people who reported having been bullied by staff. The percentage of young people who reported being bullied by staff ranged from 4% to 15% across YOIs.⁶² No statistical associations were found for STCs or SCHs. The two most common types of bullying across all establishment types were verbal bullying and teasing. Intimidation, threatening behaviour, being treated unfairly and/or differently from others were also reported.

Young people were more likely to report bullying by other young people than staff: 12% of young people in YOIs and 15% of young people in STCs and SCHs reported bullying by other young people. There was a statistically significant relationship between being bullied by peers and the YOI a young person was held at. This was largely attributable to two YOIs where the rates of reported bullying were 16% and 21% respectively. There was also a statistically

⁶¹ The terms 'better' and 'worse' were terms used in the survey to gauge how a young person's current experience compared with their previous experience(s).

⁶² Excludes YOIs which had a sample size (n) of less than 30.

significant relationship between individual STCs and being bullied. Again, much of this was attributable to one STC, where 12 out of 31 young people reported being bullied. This may suggest that, at certain establishments, young people were unaware of what action to take when they were being bullied. It may also suggest that young people were less confident that staff would take their accusations seriously. No statistically significant relationship was found at SCHs. The most common experience of bullying was verbal abuse or threats, followed by physical bullying.

Administrative data were used to test whether children who had been identified by staff at their initial assessment⁶³ as being at risk of being bullied were more likely to report this. Table 2.2 shows the percentage of young people at risk and actually victimised in each establishment type.

Table 2.2: Percentage of young people at risk of being a victim of bullying compared to actual victimisation

Establishment type	Does the child/young person's attitude appear likely to make them a victim of bullying/victimisation?	Have you ever been bullied by a young person or group of young people?			Total (%)	N
		No (%)	Yes (%)	Don't know (%)		
SCH	No	46	6	1	54	80
	Yes	35	10	-	45	67
	Unknown	1	-	-	1	2
	Total	83	16	1	100	149
STC	No	51	10	3	64	122
	Yes	29	5	1	35	67
	Unknown	1	-	-	1	1
	Total	81	15	4	100	190
YOI	No	71	10	3	84	460
	Yes	12	3	1	15	84
	Unknown	1	-	-	1	3
	Total	84	13	3	100	547

Source: Administrative data (T1:V form) and young people's survey data.

Note: In this table and thereafter, a "-" denotes zero. Percentages may not sum to totals due to rounding.

⁶³ Data were collected by staff from the T1:V form, used to assess the vulnerability of a young person at point of entry to the secure estate.

Table 2.2 shows that the percentage of young people identified as being at risk of victimisation was higher than the percentage of young people who reported being bullied (45% and 35% of children from SCHs and STCs respectively were identified as being at risk; for YOIs the percentage was 15%. Reported bullying figures were 16%, 15% and 13% respectively⁶⁴). There was, however, no statistically significant relationship between staff identifying potential victims of bullying and being bullied. One possible explanation could be that steps were taken to ensure that young people identified as being at risk of being bullied were monitored to prevent victimisation occurring.

Risk of harm to self

During a young person's time in custody, it is critically important that he or she is kept safe. A number of practitioners formally review the vulnerability of young people at different points after sentencing. An assessment is made after conviction but prior to sentencing (*Asset* – risk of serious harm (ROSH) form), with a follow-up conducted immediately after sentencing (post-court report). Another review is conducted when a young person arrives at the establishment to start the sentence (a T1:V form). Thereafter, regular reviews (T1:VRs) are conducted.

The survey found that, 29% of young people at YOIs, 38% of young people in STCs and 41% of young people in SCHs had felt low or upset or needed someone to talk to at some point since their entry into custody. Additionally, 598 *Asset* forms from YOIs, 202 STC forms and 173 SCH forms were examined. From these forms, YOT workers had identified that nearly a fifth of young people were at risk of self-harm and/or suicide. The figure was higher for young people sent to STCs (26%) and SCHs (25%) and lower for YOIs (15%). This finding is likely to reflect the fact that STCs and SCHs tend to accommodate the most vulnerable young people within the secure estate.

YOT workers recorded their concerns about an individual's vulnerability if they were to go into custody in 64% of SCH cases, 59% of STC cases, and 39% of YOIs cases. Data collected from the T1:V forms found that secure estate staff identified 75% of children at STCs, 55% of those at SCHs and 20% of those at YOIs as posing a risk to themselves. Across the secure estate, 23% of young people were identified as vulnerable on *Asset* forms but were not identified by secure estate staff as being at risk; this figure differed according to establishment type (28% at YOIs, 22% at SCHs and 13% at STCs).

The examination of the administrative files (N=1,105) found that 17% of young people held at SCHs had actually self-harmed while in custody (compared with 11% of those at STCs and 8% of those at YOIs). However, this is likely to be an underestimate, due to an ambiguity existing in roughly 15–20% of cases where it was unclear whether a young person had self-harmed or not.

⁶⁴ From the survey, percentages for young people reporting being bullied differed slightly from those reported earlier; this is due to some administrative cases lacking a T1:V form (missing in 14% of SCH cases, 5% of STC cases and 14% of YOI cases).

Incidents of attempted suicide were lower than self-harm (2% in SCHs, 2% in YOIs and 3% in STCs). As Table 2.3 shows, most young people who self-harmed had already been identified by a YOT worker as vulnerable and at risk of self-harm if subjected to a custodial sentence (79% in SCHs, 68% in STCs and 62% in YOIs). Only in YOIs was there a statistically significant association between being identified as vulnerable on receipt of a custodial sentence and actually self-harming.

Table 2.3: Percentage of young people who self-harmed compared to identification of vulnerability prior to custody

Establishment type	Are there any current concerns about vulnerability if s/he were to go to custody?	Has the young person attempted to self-harm while in the establishment?			Total (%)	N
		No (%)	Yes (%)	Not recorded (%)		
SCH	No	32	21	43	32	51
	Yes	63	79	52	64	101
	Don't know	5	-	4	4	6
	Total	100	100	100	100	158
STC	No	40	26	28	36	68
	Yes	57	68	64	59	111
	Don't know	3	5	8	4	8
	Total	100	100	100	100	187
YOI	No	61	33	53	57	305
	Yes	36	62	44	39	210
	Don't know	3	5	2	3	17
	Total	100	100	100	100	532

Source: Administrative data (*Asset*) and case file review.

Note: Percentages may not sum to totals due to rounding.

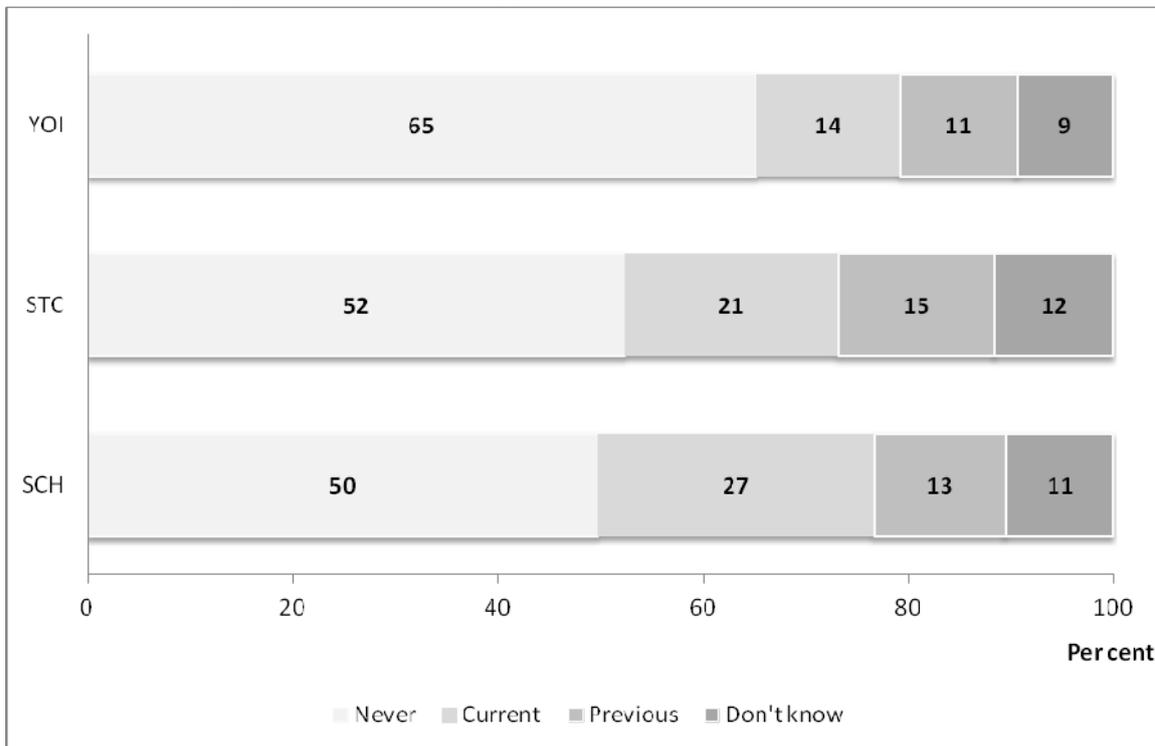
Care history

Looked-after children are a vulnerable group who are often in care for a number of reasons. Frequently the complexity of their needs while in custody is compounded by their experience of the care system or the reasons for their placement in care. A post-court report was missing for 37% of all cases for which administrative data were available,⁶⁵ but for those with a post-court

⁶⁵ These were missing in 47% of YOI cases, 23% of SCH cases and 16% of STC cases from the full administrative sample (N=1,105).

report, at the time of their sentence, 32% of children in SCHs were looked after, as were 27% of those in STCs and 21% of those in YOIs. According to *Asset*,⁶⁶ 40% of children in SCHs were currently or had previously been looked after, as were 36% in STCs and 26% in YOIs.⁶⁷ Figure 2.1 shows full details. Data from *Asset* forms were similar to data collected from the survey. Among the survey respondents, 46% in SCHs, 35% in STCs and 29% in YOIs reported that they had lived with foster parents or had been in care.

Figure 2.1: Percentage of young people who were currently or previously 'looked after' by establishment type



Source: Administrative data – *Asset*.

Note: Percentages may not sum to 100% due to rounding.

2.4 Behaviour management

This section of the chapter examines the systems for managing behaviour, particularly reward schemes and the use of physical controls and restraints that are in place within the secure estate.

Rules and the consequences of breaking them were communicated in different ways across and within establishment types. In STCs and one of the YOIs, young people were given a booklet containing all the rules and regulations. Where this type of regime was in place, young people were informed about what was, and was not acceptable. After reading a list of rules, young people in these establishments were then expected to sign a contract stating that they

⁶⁶ Data on whether young people were currently or had previously been looked after was available for 87% (n=960) of administrative *Asset* data cases.

⁶⁷ 'Looked after' includes children subject to a care order (s31 Children Act 1989) and children looked after by the local authority with voluntary agreement from their parents (s20 Children Act 1989).

would adhere to these rules. In the SCHs and one of the YOIs visited, members of staff ran a group exercise in which young people were asked to create a set of guidelines themselves. Staff geared the session towards the standard regulations that were expected and necessary. As one staff member commented, “[the young people] come up with the rules and regulations with us” (Head of Education, SCH). The philosophy behind the group sessions was that “if they think it’s come from them they are more likely to be happy with the rules” (Case Manager, YOI).

Reward schemes

Young people were asked about their experiences of reward schemes and whether they had an impact on their behaviour. Over 90% of young people reported being on a reward scheme. Most schemes involve a tiered approach: young people normally start on the middle tier (‘standard’ scheme) before either advancing a level (‘enhanced’ scheme) or dropping a level (‘basic’ scheme), based on their conduct and/or achievements. Moving up from one level to the next grants, among other things, additional telephone privileges, more association time, access to facilities or items (such as electronic games consoles), and access to a greater number and variety of courses and activities throughout the week. The lowest level is reserved for young people who are unwilling to conform to an establishment’s rules. The intermediate level is for young people who behave well, conform and participate satisfactorily in an establishment’s regime. The highest tier is for those young people who make the most of the opportunities given to them. The young person’s behaviour and progress against their Training Plan is reviewed at regular meetings throughout their time in custody.

Of those who reported being on a reward scheme, those in STCs were more likely to be on an enhanced scheme (53%) than those in other types of establishment; young people held at YOIs or SCHs were more likely to be on a standard scheme (60% and 42% respectively). In SCHs, 18% were on the basic scheme (compared to 10% in both YOIs and STCs). Across all establishment types, there was a statistically significant association between a young person’s relationship with staff and the level of reward scheme they were on. A greater proportion of young people on the highest level rated their relationship with staff as good compared to those on the lowest level. For STCs and YOIs, there was also a statistically significant association between a young person’s rating of their relationship with staff and the impact a reward scheme had on their behaviour. Those who rated their relationships with staff as good were more likely to say that their behaviour had changed as a result of the reward scheme than those who rated their relationships with staff as bad. No statistically significant relationship was found for children at SCHs.

Staff interviewees tended to view incentive schemes as fair, appropriate, effective and generally helpful in managing young people’s behaviour. Some interviewees in STCs and YOIs mentioned that there was potential for both positive and negative bias, as individual staff were, by the nature of the scheme, given too much discretion: “Staff can use their discretion which can undermine the system because the young person sees it as being unjust” (Programme Manager, STC). Interestingly, a third of staff interviewees from the five establishments agreed that there probably needed to be greater consistency between staff to ensure that the system operated as fairly as possible. They felt that the present system, if mismanaged, could send ambiguous messages to

young people rather than providing clear, consistent guidance on what was required of them, which in turn could affect behaviour.

A further criticism, voiced by one interviewee, was that “staff are cautious about over-using sanctions because of how it looks in the statistics” (Internal YOT Senior Practitioner, STC). Several interviewees agreed that “sanctions are rarely used” and that the focus was weighted towards bonuses, some of which “go a step too far”. One example of this was said to be “food delivery and take outs”. Another interviewee commented, “Sometimes sanctions mean nothing to young people. Sometimes they’re given too many rewards such as Play Station 3s in their bedrooms if they’re on the Platinum Plus regime” (Health Care Manager, STC).

Another issue, raised by interviewees from all three establishment types, was the difficulty encountered with appropriately incentivising young people on either the highest or lowest regime level. Staff at one SCH had recently redesigned their incentive scheme. This followed concerns about the previous system, which had been found to be unsuccessful for managing young people who had lost all privileges and had nothing to work towards until their next review. Staff commented that such situations often resulted in disruptive recklessness on the part of the young people.

Staff who had raised concerns about short sentences during the course of their interview often commented on the ineffectiveness of the incentive system for young people on short sentences. A programmes worker from an STC commented: “Some are here for such a short time they do not care”. Another said that some young people “don’t give a toss – they’re just going to do their time and get out” (Caseworker, YOI). They were unable to offer solutions on how best to incentivise young people serving short sentences.

Physical control and/or restraint

Although restraint is used to manage risk (and not control behaviour) in the secure estate,⁶⁸ young people completing the survey were asked about the impact of restraint on their behaviour. Across all establishment types, 57% of young people (59% in YOIs, 56% in STCs and 50% in SCHs) disclosed that they did not change their behaviour in light of the fact that they might be physically controlled or restrained. Views and opinions did, however, vary between individual establishments. In one establishment, 50% of young people said that the possibility of being restrained changed their behaviour; in two others only 13% said this. However, no statistically significant associations were found. Data from the YOI surveys indicated that younger respondents were more likely to state that they had changed their behaviour in light of the possibility of being restrained. For example, one-third of 15-year-olds at YOIs stated that they had changed their behaviour (compared with an average across all ages of 24%).

⁶⁸ Restraint is not used as a method of deterrence, in accordance with HMI Prisons’ *Expectations: Criteria for Assessing the Treatment and Conditions for Children and Young People Held in Prison Custody* (2009), which states that “Force is only used legitimately, when there is an immediate risk to the safety of the child, young person or others or of serious damage to property, always as a last resort and when all other alternatives have been explored. Force is not used as a punishment or to simply obtain compliance with staff instructions”.

In YOIs, 54% of young people believed that staff took measures to avoid restraining young people, while almost a third (28%) said that they did not think this. Thirty-four per cent of young people in YOIs with three months or more left to serve on their sentences felt that staff were less inclined to avoid restraining young people, compared to 25% of those with less than one month left before release; however, no statistical associations were detected. In STCs, 71% of young people said that staff adopted different techniques to avoid restraining young people; in SCHs the figure was similar, at 72%. Common methods deployed across the secure estate included separating a problematic young person from the group (mentioned by 36%) and staff talking to a young person to avoid any further problems (28%).

Just under two-fifths (39%) of young people surveyed who were serving their sentence at a YOI reported being restrained. There was a statistically significant association between the individual YOI the young person was held at and whether the young person had been restrained. Proportions of young people who had been restrained ranged from 27% to 48%. There was also a statistically significant association between being restrained and individual STCs and SCHs. The percentage of young people reporting having been restrained at STCs ranged from 29% to 57% (across all STCs, it was 44%). At SCHs, the figures ranged from three out of 14 children to 19 out of 22 children (across all SCHs, it was 53%).

For both YOIs and STCs, there was a statistically significant association between young people reporting that they had been restrained and their relationship with staff at their particular establishment. Unsurprisingly, those who had been restrained tended to report less positive relationships with staff. Young people in YOIs who had been restrained were more likely to describe their relationship with staff as 'bad' (11%, compared with 6% who had not been restrained) and to feel that they were not treated with respect by staff (35%, compared with 20% who felt generally positive about staff respect). These differences were statistically significant.⁶⁹

In STCs, those who had not been restrained were more likely than those who had to say their relationship with staff was 'good' (92% compared with 77%). While 79% of those who had been restrained said that staff treated them with respect, the figure rose to 96% among those who said they had not been restrained. These differences were statistically significant.⁷⁰

2.5 Health

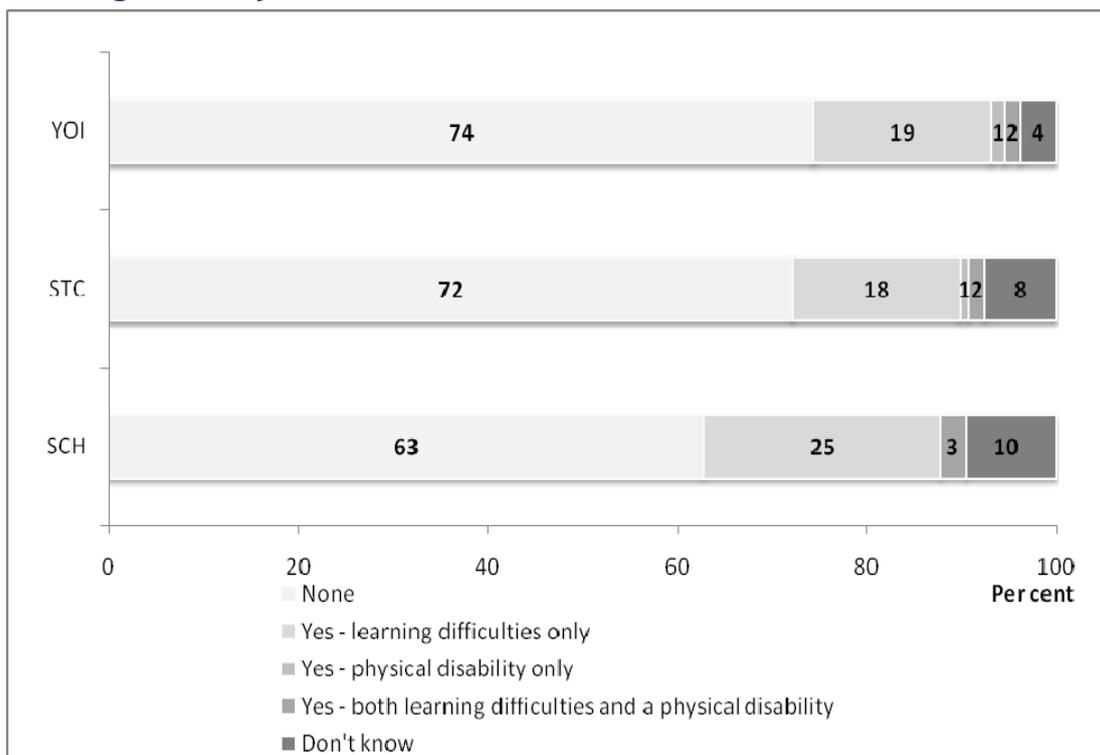
The YJB places a high priority on meeting the mental health needs of young people at risk of offending and reoffending. Assessment and screening of potential mental health issues is essential if appropriate interventions are to be put in place. This section examines the physical and mental health of young people held in the secure estate.

⁶⁹ Z test for proportions used. Significance detected at the 5% level.

⁷⁰ As above.

A 2008 study examined the general population statistics on children with a disability.⁷¹ Counting disability as young people recorded as having special educational needs and young people who are in receipt of disability living allowance, the study estimated that 3% to 5% of children under the age of 18 are disabled. Survey data collected for this study found that five children in SCHs (3%) reported having both a physical and learning disability (see Figure 2.2); none reported having a physical disability only. Two young people (1%) in STCs and 12 young people (1%) in YOIs reported a physical disability only; 2% from both establishment types reported both learning difficulties and physical disabilities.

Figure 2.2: Percentage of young people reporting a physical disability or learning difficulty



Source: Survey data.

Note: Percentages may not sum to 100% due to rounding.

Data from post-court reports⁷² found that a number of young people were classed as having a health condition needing immediate attention on entry into custody (22%, n=81 in YOIs; 25%, n=45 in STCs; 34%, n=47 in SCHs). The most commonly recorded needs were medication for attention deficit hyperactivity disorder (ADHD) and for asthma. From *Asset* data, the percentage of young people with a health condition which was reported as significantly affecting their everyday life was 8% (n=50) in YOIs, 8% (n=15) in STCs, and 12% (n=21) in SCHs. This finding is similar to those of Brooker and Fox

⁷¹ Mooney, A., Owen, C. and Statham, J. (2008) *Disabled Children: Numbers, Characteristics and Local Service Provision* (DCSF-RR042), London: Department for Children Schools and Families.

⁷² Information was missing in more than 40% of cases.

(2009),⁷³ who estimated that 12% of children who were in custody in 2008–09 had a physical health condition that significantly affected their lives.

Data collected for this study on the health of young people in custody from Form T1:V⁷⁴ included both physical and mental health problems. Just under two-fifths (38%) of young people in YOIs, 59% in STCs and 52% in SCHs suffered from physical and/or mental health problems. Overall:

- 23% (n=140) were classed as having a mental health issue⁷⁵
- 7% (n=72) had a formal diagnosis of mental illness⁷⁶
- 47% (n=448) had been referred to a mental health service.⁷⁷

Chapter 2: Summary

Relationships

- In STCs and SCHs, about three-quarters of young people had met their personal officer or key worker in the first week, compared to 45% of young people in YOIs. There was, however, considerable variation between individual establishments.
- Most young people who had met their personal officer or key worker reported that the contact had been helpful (64% of those in YOIs, 78% in STCs and 85% in SCHs).
- The majority of young people (70%) described the relationship they had with staff in a positive light. Young people's perceptions of their relationships were closely linked to their overall experiences of being in custody.
- Building relationships based on trust was viewed by staff interviewees as one of the key drivers for improving young people's engagement with and successful completion of the range of interventions on offer.
- At STCs and SCHs, the frequency of contact between staff and young people was reported to be high. In contrast (but unsurprisingly, due to lower staff-to-offender ratios), some staff interviewees at the two YOIs reported that their relationships with young people were less about building trust and more about managing the young people's time.

⁷³ Brooker, C. and Fox, C. (2009) *Health Needs Assessment of Children in Secure Settings in the East Midlands*. Lincoln: University of Lincoln. The study analysed *Asset* data on 80 children in custody.

⁷⁴ Information was missing in 13% of cases.

⁷⁵ This is considered to be an underestimate, as 44% of the total sample of 1,105 was missing within this post-court report variable. Researchers collating the administrative data recorded 21% of young people as having a mental health issue (n=210), with 86 unknowns. As researchers were not trained in mental health issues, this is not reported within the main body of the report.

⁷⁶ 12% of the total sample (1,105) was missing within this *Asset* variable.

⁷⁷ 13% of the total sample (1,105) was missing within this *Asset* variable.

Daily life

- The area most frequently reported to need improvement by young people was the quality and quantity of food provided.
- Young people in SCHs reported marginally better contact with family and friends than those in YOIs and STCs. In SCHs, 68% of young people reported having two or more visits during the last month, compared with 60% in STCs and 52% in YOIs.
- Sixteen per cent of young people in YOIs, 13% in STCs and 5% in SCHs reported having no visits.

Vulnerability

- While the majority of young people reported a positive relationship with staff, a small proportion of young people (9% in YOIs, 7% in STCs and 8% in SCHs) felt that they had been bullied by a member or group of staff.
- Bullying by peers was reported to be more common than bullying by staff. Fifteen per cent of young people in STCs and SCHs and 12% in YOIs reported being bullied by their peers.
- Secure estate staff identified a high proportion of young people as posing a risk to themselves: 75% of children held in STCs, 55% in SCHs and 20% in YOIs (administrative data).
- Seventeen per cent of young people held in SCHs were known to have self-harmed while in custody, compared with 11% of young people in STCs and 8% in YOIs. These figures are likely to be underestimates, due to ambiguity in the administrative files for 15–20% of cases.
- According to *Asset* data, two-fifths (40%) of children in SCHs were either currently or had previously been looked after, compared to 36% in STCs and 26% in YOIs.

Behaviour management

- Most staff interviewees viewed incentive schemes as effective and generally helpful in managing young people's behaviour, although some staff mentioned that there was potential for both positive and negative bias.
- Just under two-fifths (39%) of young people serving their sentence in YOIs reported that they had been restrained; the equivalent figure was 44% for STCs and 53% for SCHs (based on the survey data).

Health

- Survey data found that five children in SCHs (3%) reported having both a physical and learning disability; two young people (1%) in STCs and 12 young people (1%) in YOIs reported a physical disability only; 2% from both establishment types reported both learning difficulties and physical disabilities.

- The administrative data indicated that just under two-fifths (38%) of young people in YOIs, 59% in STCs and 52% in SCHs suffered from physical and/or mental health problems.

3. Interventions, support and resettlement

At the time of fieldwork, the YJB provided minimum requirements which youth justice services were expected to follow when working with young people sentenced to custody – the *National Standards for Youth Justice Services* (2010).⁷⁸ All young people sentenced to custody were expected to have a sentence plan setting out interventions to be undertaken while in custody, and plans for transfer back into the community. Such planning calls for collaboration between the secure establishment, the young person, and other key stakeholders in the young person's life, for example, parents or carers and the YOT worker. The process requires the completion of documentation, including information from the post-court report, and a final review at the end of the custodial sentence (the T1:FR form).

Information presented in this chapter is sourced primarily from data held within T-forms and local documentation.⁷⁹ Information on the interventions young people received, modes of delivery and frequency of provision was difficult to locate, particularly in YOIs. Details were often spread across many sections of the establishment and held by a number of different departments. Researchers were unable to negotiate access to all these data. The least challenging data to collect were data on education and training interventions which focused on basic skills, traditional subjects and vocational qualifications. For other interventions only basic information could be collected.

This chapter will:

- examine young people's educational, training and employment needs, and programmes addressing offending behaviour and substance misuse
- provide a profile of the range of interventions available
- make preliminary assessments about the extent to which needs were met
- discuss preparatory work to settle young people back into their communities post-release.

3.1 Education and skills

The YJB and the Ministry of Justice recognise the importance of providing young people with educational interventions while they are serving custodial sentences. Across the secure estate, a variety of educational courses and interventions are available – some academic and others more vocational. The YJB is committed to promoting engagement in education and training as a key objective of youth custody, believing it to be an important element of young

⁷⁸ Youth Justice Board (2010) *National Standards for Youth Justice Services*. Youth Justice Board: London. National Standards are currently being revised.

⁷⁹ The administrative sample totalled 1,105 young people.

people's personal and social development. The aim of such interventions is to equip young people with the necessary skills and qualifications to continue their education or to find employment once released. As outlined by the Youth Justice Board, “[These education/skills interventions] are widely recognised as major protective factors in preventing children becoming offenders, and in reducing the longer term risks of reoffending”.⁸⁰ For further discussion about risk and protective factors, see Farrington and Welsh (2007).⁸¹

This section of the chapter outlines the assessment process, which aims to ensure young people are given access to educational interventions tailored to their needs and attainment levels. Also provided is information on what educational provisions were delivered; and, finally, the extent to which young people's needs, as outlined in their assessments, were met.

Young people's educational background

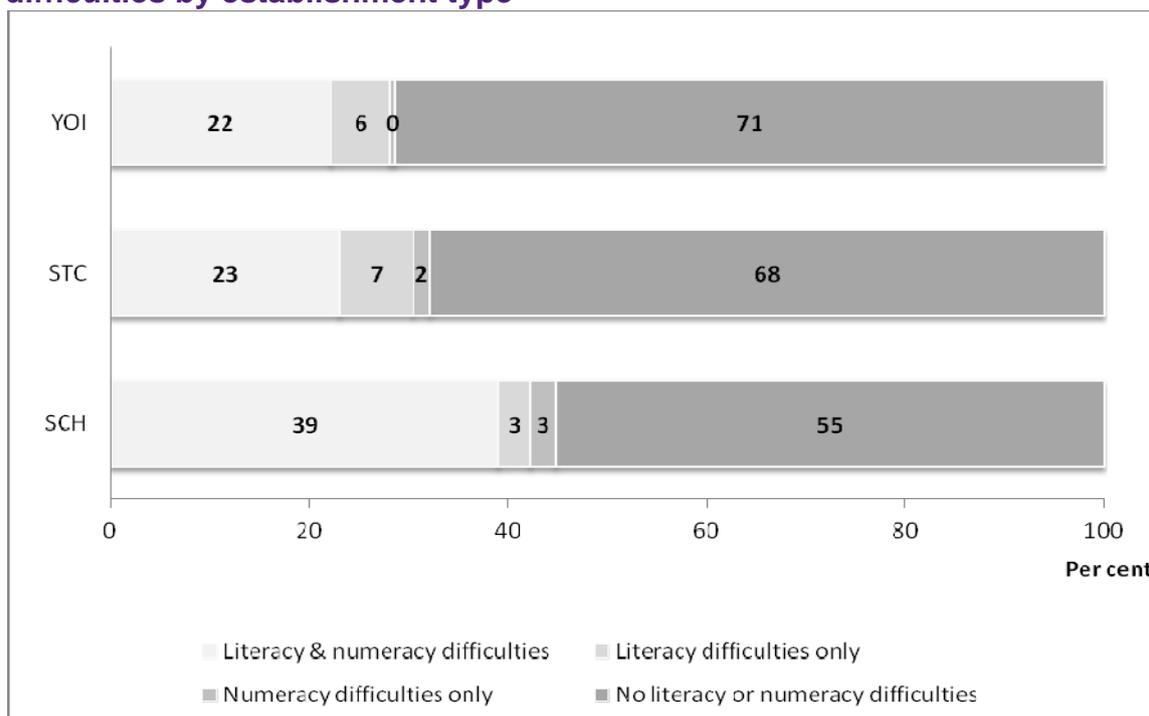
Across the secure estate, 21% (n=261) of young people reported that they had a learning difficulty (just under 20% of young people (n=239) reported that they had learning difficulties only, while just under 2% (n=22) reported that they had a learning difficulty and physical disability). This is similar to national statistics which indicate that 21% of 12 to 17-year-olds in state-funded secondary schools have special educational needs.⁸² *Asset* data identified a higher proportion – one-third (n=267) – of the sample as having special educational needs (43% in SCHs, 35% in STCs and 28% in YOIs). Of these, 80% (n=213) had a statement regarding their need. *Asset* data also showed that 31% (n=248) of young people had difficulties with literacy, 26% had numeracy difficulties and 24% had both literacy and numeracy difficulties. Figure 3.1 below presents the percentages of young people with literacy and numeracy difficulties by establishment type.

⁸⁰ www.justice.gov.uk/youth-justice/education-and-employment – as at February 2013.

⁸¹ Farrington, D. and Welsh, B. (2007) *Saving Children from a Life of Crime: Early Risk Factors and Effective Interventions*. Oxford: Oxford University Press.

⁸² Department for Education (2010) *Children with Special Educational Needs 2010: An Analysis* (Table 1.6) and Department for Education (2010a) *Schools, Pupils and Their Characteristics: January 2010* (Table 1a).

Figure 3.1: Percentage of young people with literacy and numeracy difficulties by establishment type



Source: Administrative data – *Asset*.

Note: Percentages may not sum to 100% due to rounding.

Comparing the different sources of educational disadvantage, out of 147 young people who self-reported a learning difficulty only, 62% were identified by *Asset* data as having special educational needs and 67% as having difficulties with literacy. Further examination of the educational disadvantage data recorded in *Asset* showed that White young people had the greatest difficulties with literacy (34%, n=209) and numeracy (28%, n=175), followed by young people of Mixed ethnicity (14 and 13 out of 57 respectively) and Asian young people (7 and 6 out of 35 respectively). Young Black people were least likely to report difficulties (11 and 9 out of 81 respectively).⁸³

Asset provided further data on the educational backgrounds of children in the secure estate. Where data were available, just under four-fifths (78%, n=128) of young people in SCHs, 74% (n=128) in STCs and 65% (n=270) in YOIs were recorded as having had a period of non-attendance at school. Forty-five per cent (n=48) of young people in SCHs, 41% (n=57) in STCs and 36% (n=174) in YOIs were reported to have a negative attitude towards education, training and employment. Young people from the Mixed ethnic group were the most frequent non-attenders, with 42 out of 57 recorded as having had a period of non-attendance at school; they also possessed the most negative attitudes towards education, training and employment (23 out of 54 young people). Next were White young people (71% with a period of non-attendance; 40% with negative attitudes towards education, training and employment).

⁸³ Figures excluded 'Other' ethnicity, n=5.

Assessment

Across the secure estate, initial assessments were made on key skills including reading, writing, comprehension, spelling and numeracy. These data were difficult to access, and often not recorded in a young person's case file. This proved particularly problematic in YOIs where, for example, only 12 assessments were found which indicated a young person's reading age. In SCHs, assessments were found in just under a quarter of young people's case files. In STCs, data were found in around half the cases.⁸⁴

Staff interviewees were asked to comment about the assessments they undertook to identify a young person's needs. Interviewees informed us that most young people arrived in the secure establishment with an array of documentation, including information from their local authority, school, hospitals, parents, and other relevant professionals. This information was in addition to the standard documentation from YOTs (e.g. the core *Asset* form, the post-court report and the risk of serious harm (ROSH) form). In almost all cases, once a young person arrived at an establishment, a new assessment was conducted.

In STCs, assessments from the National Foundation for Educational Research were used, with Neale and Schonell⁸⁵ test scores often recorded. SCHs tended to use National Foundation for Educational Research assessments, in addition to other online computer assessments, such as EDI GOAL Assessments⁸⁶ and BKSB assessments.⁸⁷ Across the secure estate, tests were also conducted on exit, but due to the low number of exit tests found, analysis of these results was not conducted.

Staff were asked about their experiences of using eAsset, a relatively new electronic sentence management system.⁸⁸ The quote below is illustrative of many of the staff interviewees across all five sites:

It's getting better, but sometimes it's completely out of date. Looking for the core Asset and the ROSH, they tend to be completely out of date or if the young person hasn't been in custody we tend to get a completely different picture of the drug use than the YOTs have.

(Substance Misuse Worker, YOI)

Staff interviewees from the two YOIs described the needs and risk assessment process as 'putting together the pieces of a jigsaw puzzle'. One described the process in the following way:

⁸⁴ This was most likely due to the contracts that the YJB have with STCs, which require more documentation to be completed compared to YOIs and SCHs.

⁸⁵ The Neale test analyses a young person's reading ability. The Schonell test is a graded spelling test.

⁸⁶ GOAL Assessments from EDI is an online system measuring pupil performance and progress in mathematics, English, science, ICT and life skills at Key Stages 1–3.

⁸⁷ BKSB produces online computer programmes to improve English, maths and ICT.

⁸⁸ eAsset was introduced in July 2006, with national roll-out in 2009.

You will have some information from one source, another insight emerging from the actual interview with the young person, then possibly you might telephone a school or the YOT and receive confirmation on some particulars.

(Head of Services for Healthcare, YOI)

Conversely, a couple of staff members described the 'jigsaw puzzle' process as probably being the best approach, as it allowed them to collate up-to-date and accurate information. A caseworker (YOI) advocated interviewing young people on arrival, stating that they were "more likely to tell the truth here than in the community". He believed that many young people arrived at their secure accommodation in a particularly vulnerable state, which he believed led many young people to open up to secure estate staff rather than conceal personal information. Others, however, believed this approach had a number of pitfalls. One YOI caseworker said it was "impossible" to receive a simple education history from a YOT, even when the requested information was basic, such as previous qualifications or a record of special educational needs. He stated: "You often telephone the YOT and they are not even aware that the young person is in custody". He added that communication procedures between professionals needed to be improved to enable a smoother transition from the community to custody and vice versa. Some interviewees (a third) believed that the lack of meaningful communication between agencies hindered a young person's assessment, resulting in ill-informed decisions being taken at training planning meetings. An educational needs co-ordinator at one YOI was particularly critical, as outlined in the following quote:

Getting [your] hands on paperwork just doesn't happen; it's impossible to chase up local authorities; the main issue is there is no information on qualifications.

Training planning meetings tended to take place ten days after a young person arrived at the secure estate. For these to be effective, all needs assessments had to be completed prior to the meeting being convened. After the initial goals were set, progress would be checked at regular intervals and plans updated at subsequent training meetings, which were generally monthly.

Provision

Overall 90% of young people reported participating in education while in the secure estate (96% in SCHs, 95% in STCs and 87% in YOIs). Data on interventions were, however, difficult to access, especially within YOIs. However, missing data do not necessarily mean that the secure estate is failing to deliver educational work with young people. There is a duty to deliver educational work (and/or constructive work in YOIs), especially in SCHs and STCs, as they accommodate those aged 16 and under. The formal expectations for educational provision are as follows:

- SCHs: "30 hours of education and key worker to meet individual offending behaviour and emotional needs"⁸⁹

⁸⁹ See: www.justice.gov.uk/youth-justice/custody/placing-young-people-in-custody/types-of-custodial-establishment

- STCs: “25 hours per week of education, one hour per day of crime avoidance, 24 hours per week of basic domestic skills training and 24 hours per week of social education”⁹⁰
- YOIs: “25 hours per week of educational and constructive activity including evening and weekend activities”.⁹¹

According to the administrative data collected for this study, nearly all (93%, n=197) young people in STCs engaged in 25 hours of education per week. Just over half (54%) of the SCH population had educational hours recorded in their case files, and of these, 33% received 25 hours of education per week, 12% received 27.5 hours, and 6% received 30 hours. Seventeen per cent of those in YOIs received 25 hours of education (16% received 15 hours, and 14% received 30 hours).

Most of the educational information collected related to what a young person was expected to study. Data were limited on whether the courses were completed and what a young person managed to achieve. The most commonly recorded subjects in training plans were English, maths, information communication technology (ICT) and physical education (see Table 3.1). Over 90% of training plans at STCs mentioned these subjects. For SCHs, English and maths were mentioned in 77% and 79% of cases, followed by 70% for physical education and art. For YOIs, English and maths were recorded in over 50% of training plans, but ICT (38%) and physical education (19%) were less common. Other commonly mentioned subjects included science, geography, history, design and food technology.

In addition to the traditional classroom subjects, a variety of vocational or practical courses and workshops were also offered. SCHs and STCs provided a selection of courses, which ranged from design technology to construction crafts. One STC offered cross-stitching, while another provided guitar lessons. Other interventions included workshops in arts and crafts, educational wildlife courses, theatre and drama. For older children at STCs, a variety of vocational courses were offered: these included metalwork, construction, glass painting, woodwork, gardening, home economics and motor vehicle workshops. One SCH offered a practical parenting course. Courses advertised at YOIs included painting, tiling, plastering, bricklaying and hairdressing. However, long waiting lists at YOIs and limited availability often hampered a young person’s access to these courses.

Being released on temporary licence was an intervention welcomed by a number of staff across the secure estate. Young people were eligible for this intervention if their risk assessment was favourable and they had a history of good conduct while in custody (for that particular sentence). Once a young person was deemed suitable, the licence enabled them to leave their establishment during their free time to attend courses or activities available in the community.

One STC offered the Duke of Edinburgh award to young people through release on temporary licence, while others had partnerships with local universities providing mentoring schemes to help young people studying for GCSEs.

⁹⁰ As above.

⁹¹ As above.

Fishing was offered at one establishment, while another had set up a partnership with a local supermarket offering work experience. Another establishment had a partnership with a local farm, where young people who had been assessed as having mental health problems were able to assist in caring for the animals.

Despite dealing with a younger age group, SCHs also provided a wide range of release on temporary licence activities. Several SCHs had partnerships with local football teams that allowed some young people to visit, meet and train with the teams. First aid courses and day trips to the fire station were also welcomed among the children and staff of SCHs.

One YOI was particularly active in offering external work placements for young people. The establishment had forged a partnership with a training academy which offered training and internships in warehousing and storage, purchasing and supplying goods and delivery. A number of national charities were also reported to offer placements that allowed young people to help with community projects, such as cleaning up the streets. Another YOI also ran a junior army cadets programme in collaboration with the army.

A list of subjects studied by young people is provided in Table 3.1 below. Table 3.2 outlines the subjects/interventions young people in YOIs were allocated to undertake, as provided by the National Offender Management Service (NOMS).

Table 3.1: Percentage of young people attending subjects by establishment type

Subject	SCH (N = 181) (%)	STC (N = 211) (%)	YOI (N = 713) (%)
English	77	99	55
Maths	79	99	56
Science	62	62	7
ICT	58	94	38
Physical education	70	94	19
Art	70	83	19
Music	13	45	9
Drama	4	39	1
French	1	35	-
Geography	14	64	3
History	9	65	2
Religious education	2	62	1
Leisure and tourism	1	46	-
Food technology	46	78	14
Design technology	51	79	2
Hair and beauty	4	10	-
Business studies	1	2	1
Personal, social and health education	35	55	3
Library studies	1	50	3

Source: Administrative data.

Note: Attendance figures for these interventions are not mutually exclusive, so the percentages in this table will not sum to 100%.

Table 3.2: Percentage of young people allocated to subjects within YOIs

Educational provision recorded in P-NOMIS for YOIs	Proportion of sample booked in (%)
Education leading to accreditation	49
Basic and key skills up to Level 2	36
Prison induction courses/interviews	34
Physical education leading to Qualifications and Curriculum Authority (QCA) qualifications	23
Wing cleaning	20
Education induction assessment	13
Other educational activities	11
Skills training leading to accreditation	11
Other occupations	9
Other resettlement activities	5
Orderly cleaners	3
Farms and gardens	2
Kitchen	1
Physical education for recreation (gym)	1
Employed in production workshops	1
Other	<1

Source: P-NOMIS.

Notes: 81% (n=575) of the YOI cases could be matched to a P-NOMIS record.

Attendance figures for these interventions are not mutually exclusive, so the percentages in this table will not sum to 100%.

Administrative data collected for this study were intended to provide information on each subject studied by the young people in the secure estate, and the frequency, level and completion rates. Unfortunately, these data were found in under a quarter of cases – and fewer when looking at YOIs in isolation. The available data on English and maths are presented below in Table 3.3, which shows the number of hours attended per week at SCHs and STCs (YOIs are not included due to insufficient data).

Table 3.3: Percentage of young people attending English and maths for more than one hour per week at SCHs and STCs

Hours per week	English		Maths	
	SCHs (%)	STCs (%)	SCHs (%)	STCs (%)
1–2 hours	24	2	44	2
3–4 hours	42	50	50	47
5+ hours	33	48	6	51
Total (%)	100	100	100	100
N	33	48	32	49

Source: Administrative data.

Note: Percentages may not sum to totals due to rounding.

The most common types of qualifications that young people worked towards in STCs were provided by the Assessments and Qualifications Alliance (now known as AQA), the largest of the three national exam boards. The popular courses in SCHs were National Curriculum levels 1–6, offered in a variety of subjects. Similarly to young people in SCHs, those in YOIs worked within the National Curriculum framework, levels 1–6. Tables 3.4 and 3.5 summarise qualification levels for English and maths. To gain a comprehensive picture of the education offered and taken up at YOIs, the research team contacted the Education Funding Agency. The agency provided information on the numbers of young people enrolled on courses during 2009/10 at nine of the YOIs involved in the study. The most popular courses across the sites were entry-level qualifications focusing on literacy, numeracy, and preparation for life and work.

Table 3.4: English qualifications studied by establishment type

Qualification level	SCH		STC		YOI	
	%	N	%	N	%	N
AQA Entry-Level Certificate	28	29	57	45	21	35
GCSE	8	8	15	12	9	16
National Curriculum Levels 1–6	62	63	22	17	48	81
Other	2	2	6	5	22	38
Total	100	102	100	79	100	170

Source: Administrative data.

Note: There was a large proportion of missing data relating to English qualifications (44% in SCHs, 63% in STCs and 76% in YOIs), which has been excluded from this table.

Table 3.5: Maths qualifications studied by establishment type

Qualification level	SCH		STC		YOI	
	%	N	%	N	%	N
AQA Entry-Level Certificate	17	17	52	48	27	49
GCSE	12	12	23	21	10	18
National Curriculum Levels 1–6	67	66	18	17	45	82
Other	3	3	8	7	19	34
Total	100	98	100	93	100	183

Source: Administrative data.

Note: There was a large proportion of missing data relating to maths qualifications (46% in SCHs, 56% in STCs and 74% in YOIs), which has been excluded from this table.

Unfortunately, in less than a quarter of cases was it possible to ascertain whether a young person had completed their English or maths course; and this figure dropped to under 10% at YOIs. While it is not possible to present any firm conclusions about the utility of the courses, data have been collected through the survey on what the young people thought about the available educational provision.

Are needs met?

It is important to understand whether young people’s needs are being met, as there is a strong link between successful provision and reduced reconviction, which has been documented in numerous studies⁹² focusing on the “what works” principles of crime reduction.⁹³

Findings from the young people’s survey suggested that most young people were positive about the education they received in custody. Of those who reported that they received an educational intervention (overall 90%: 96% in SCHs, 95% in STCs and 87% in YOIs), 73% found it helpful (82% in SCHs, 70% in STCs and 72% in YOIs). There were differences in the proportions of young people agreeing that education was helpful according to the establishment where they were held. However, a significant association was only found in STCs, with 56% of young people at one STC reporting that education was helpful, while, at another STC, 88% reported that education was helpful. Across all but one of the establishments in the sample, most young people thought their teachers were supportive. Overall, 63% of young people

⁹² See, for example: Raynor, 2003; Merrington and Stanley, 2004; Knott, 2004; Harper and Chitty, 2005; Stanley, 2009.

⁹³ McGuire and Priestley (1995) devised six often-cited principles that should inform the delivery of effective programmes: risk classification, criminogenic needs, responsivity, community base, treatment modality and programme integrity.

thought the teaching quality was good (76% in SCHs, 62% in STCs and 59% in YOIs).

Ethnicity was significantly associated with views on education and teaching. Young people from the White, Asian, Mixed and Other ethnic groups were more likely to describe positive experiences of education than their Black counterparts (White 75%, n=591, compared with Black 57%, n=61). White young people were also more likely to find teachers supportive: 71% (n=556) of White young people, compared with 49% (n=23) of Asian young people, 48% (n=53) of Black young people and 56% (n=42) of young people of Mixed ethnicity. Being perceived by YOTs as having a negative attitude towards education, training and employment (recorded in *Asset*) was not significantly associated with views on education and teaching. However, the relationship young people had with staff was strongly associated with their views on education and teaching: generally, the better the relationship, the more favourable the view. Table 3.6 illustrates this.

Table 3.6: Young people’s views on education compared to their relationships with staff (%)

Relationship with staff	Is education helping you?			Total (%)	N
	Yes (%)	No (%)	Don't know (%)		
Good	78	19	3	100	749
Neither good nor bad	63	32	5	100	234
Bad	60	34	5	100	58
Don't know	50	42	8	100	12
Total	73	23	3	100	1053

Source: Survey data.

Note: Percentages may not sum to totals due to rounding.

It is difficult to assess whether the young people in the survey thought that the education they received met their needs. However, just under half the overall sample (n=604) identified additional educational needs that they wanted help with. Across all establishment types, the most commonly reported need was greater internet access (19% of young people in YOIs, 16% in STCs and 12% in SCHs), followed by additional help with reading and writing (11% in YOIs and STCs, 13% in SCHs). In YOIs and STCs, there was a statistically significant association between wanting more help with reading and writing, and having a learning difficulty. Twenty-eight per cent (n=47) of young people in YOIs and 20% (n=9) in STCs who reported a learning difficulty wanted additional help with reading and writing, compared to 6% (n=37) and 8% (n=13) of young people who did not report any learning difficulties. No statistical associations were detected in SCHs, where the proportions of young people who either had or did not have a learning difficulty were similar.

Excluding those young people who reported that they did not need help with going to school or college prior to release, just over two-fifths (42%) of young people in YOIs, 33% in STCs and 26% in SCHs reported that they had received no help with this. Young people believed that securing employment was

essential to helping them to desist from offending (56% in YOIs, 49% in STCs and 33% in SCHs). While not all young people in the survey were of an employable age, getting a job was still viewed as an important aim. Of those young people who reported that they needed help with potential employment plans for after their release, 62% in YOIs reported that they had received no help, while 32% said that they had received help. However, 53% of young people at YOIs (excluding those who said they did not need any help) stated that they had achieved something in custody that they believed would help them to get a job or go to school or college – often citing a course they had undertaken. A similar pattern was found in STCs and SCHs. Of those young people who said that they needed help with potential employment plans for after their release, 67% in STCs and 62% in SCHs stated that they had not received any help. Forty-five per cent of those at STCs and 52% of those at SCHs who said that they needed help in this area stated that they had achieved something while in custody that would help them to get a job or go to school/college.

Staff were asked for their views on the efficacy of the educational courses delivered. A small number of interviewees, including intervention and education staff, believed that educational successes had been achieved. One member of staff from an STC viewed the large increase in the number of college applications arising out of young people's attendance at vocational workshops as a great success. A senior teacher in one STC said there had been 70 college applications made in 2011, rising from 54 in 2010. Despite this, providing a wider range of vocational courses was seen as desirable if the needs of young people in STCs were to be met. As a programme manager in one STC noted: "Education should meet the needs of older young people; we need more vocational options". Some staff interviewees across the establishment types thought that the practical courses outstripped the more traditional courses in terms of quality, engagement and demand; and many SCH staff believed that the traditional educational courses tended to meet the needs of the younger population rather more than the older ones. This view was echoed by staff at one YOI. When describing the Doing Time intervention, a caseworker stated that he wanted to "throw the manual out", as it was "aimed at high school kids in trouble" and needed to be "rewritten".

3.2 Offending behaviour programmes

To understand what type of offending behaviour programmes might work for a young person held in the secure estate, it is important to understand the individual's prior involvement in the youth justice system. Knowledge of the individual's offending history, the types of offences committed, previous sentences (including custodial sentences) served, and the involvement of close relatives in the youth or adult justice systems is particularly important if offending behaviour programmes are to adequately address the complex needs with which many young people arrive at the secure estate. Many young people in the survey sample had multiple experiences of the youth justice system. This section summarises the previous offending histories of this sample, including their 'current' offences, before outlining what offending behaviour programmes were provided.

From the sample of young people:⁹⁴

- just over a fifth (n=104) had a relative in custody⁹⁵
- around two-fifths (n=360) reported that a family member or carer (with whom they had contact over the last six months) was involved in criminal activity
- the most common age at which the young people received their first police reprimand or caution was 12 (n=168, 23%), followed by 13 (n=151, 21%) and 11 (n=125, 17%)
- the most common age at first conviction was 14 years old (27%, n=227)
- nearly half (48%, n=442) had five or more previous convictions; 14% (n=125) had no previous convictions
- fifty per cent (n=619) had never served a custodial sentence before; 16% had served one custodial sentence, and 32% had served two or more custodial sentences.

Over 75% of cases across all establishment types involved violence against the person, robbery, breach of a statutory order or domestic burglary. Table 3.7 presents the primary offence young people were sentenced for at each establishment type.

⁹⁴ These data have been extracted from the administrative files for young people and the survey data.

⁹⁵ Caution to be exercised on this variable as more than half (51%) of the Asset data were missing.

Table 3.7: Primary offences per establishment type

Offence	SCH (%)	STC (%)	YOI (%)	Total (%)
Violence against the person	21	23	19	20
Robbery	16	18	21	19
Breach of statutory order	18	21	18	18
Domestic burglary	22	13	19	18
Theft and handling stolen goods	4	9	4	5
Drugs	1	2	5	4
Vehicle theft/unauthorised taking	3	4	3	3
Public order	1	1	4	3
Sexual offences	6	3	<1	2
Arson	3	2	1	2
Criminal damage	2	2	1	2
Non-domestic burglary	2	1	1	1
Other ¹	1	-	3	2
Missing	-	<1	<1	<1
Total (%)	100	100	100	100
N	181	211	713	1,105

Source: Administration data: administration files and Secure Accommodation Clearing House System (SACHS).

¹ 'Other' includes the following offences: motoring, fraud and forgery, racially aggravated offences and non-defined.

Note: Percentages may not sum to totals due to rounding.

Types of offending behaviour programmes

In *Key Elements of Effective Practice: Offending Behaviour Programmes*, the Youth Justice Board identified two promising types of offending behaviour programmes: cognitive behavioural therapy and multi-systemic therapy.⁹⁶

Systemic programmes such as multi-systemic therapy combine behavioural and skill-based work with interventions aimed at affecting wider social influences, such as family, peer group and school. These courses are not available in the secure estate, as they are designed to be delivered in a young person's social setting.⁹⁷

⁹⁶ Youth Justice Board (2008) *Key Elements of Effective Practice: Offending Behaviour Programmes*. London: Youth Justice Board; p.8.

⁹⁷ As above, p.12.

Cognitive behavioural therapy, on the other hand, is based on the idea “that cognition affects behaviour, and that individuals have the capacity to be aware of and adapt their ways of thinking, which can lead them to change their behaviour”.⁹⁸ Most offending behaviour interventions available are based on cognitive thinking and behavioural therapy. These courses focus on helping young people coming into contact with the youth justice system to understand the factors which might underpin their offending. They aim to assist young people in acknowledging the consequences of their actions, and recognising and controlling their behaviour so that they are less likely to offend in the future.

Many of the interventions delivered by secure estate staff were oriented towards addressing offending, cognitive and behavioural needs. The objectives of the offending behaviour-based interventions were to stimulate a young person’s thoughts about their actions, to invite young people to question why they were in custody and to raise their awareness of the impact their crimes have on their victims. In addition, improving a young person’s self-esteem, knowledge and sense of belonging was also viewed as important.

A range of offending behaviour interventions was available across the secure estate. At STCs, courses in restorative justice, life skills and citizenship were offered alongside specific offending behaviour programmes such as a gang-specific weapons awareness group. SCHs offered largely the same interventions, but also included courses on moral reasoning, SMART Thinking,⁹⁹ sessions on identity and self-esteem, and a course exploring homosexuality and homophobia. Offending behaviour interventions in YOIs were slightly more standardised, focusing on behaviour management, reparation, emotional awareness and enhanced thinking skills. Some YOIs also provided specific communication skills programmes and problem solving activities, which were developed by staff and based on the specific needs of young people.

Offending behaviour interventions in STCs tended to be designed and delivered by secure estate staff. One practitioner said that he had developed a programme based on the resource booklets, but had not been provided with any training to do this. Another commented that he used a video to structure the content of his programme. Some programmes were, however, resourced and delivered by external agencies; for example, the general offending programmes were resourced by the YOT. The staff who delivered this programme were provided with regular training. Staff interviewees at one particular STC felt that interventions delivered by agencies such as the local YOTs and charitable trusts and foundations had a greater impact than those provided by internal staff. This view was also shared by staff at the two YOIs in the sample, where YOT workers were viewed as having a better grasp of the syllabus they were teaching and tended to be better prepared. One interviewee noted: “We require more qualified staff. Staff do not have the confidence to deliver interventions at present” (YOT senior practitioner, YOI).

⁹⁸ As above, p.8.

⁹⁹ Specific, Measurable, Achievable, Realistic and Time-framed Thinking is a programme about setting goals, thinking before acting and planning ahead.

Due to budget restrictions and cuts, staff interviewees across the five establishments felt that there were too few YOT workers delivering courses within the secure estate, leaving internal staff to facilitate courses they lacked the training to deliver. Almost half of all staff interviewees mentioned issues arising out of cuts that had been made to their particular establishment's budget.

Offending behaviour interventions at YOIs were mainly delivered by internal secure estate staff, and some of these interventions were based on the National Curriculum. Staff interviewees at these establishments reported that the training they were provided with was, however, inadequate, and that other interventions they delivered were not guided by a specific syllabus; instead lessons tended to be devised according to the perceived need.

Assessment

As part of the *Asset* assessment, YOT workers review the 12 'dynamic' risk factors that could affect a young person's reoffending. A rating is then calculated by the practitioner on a scale of zero to four for each risk factor: four indicates that the factor is strongly associated with the likelihood of further reoffending. Table 3.8 presents data on the percentages of young people who were graded from two to four for the 12 dynamic risk factors for reoffending.

Table 3.8: Percentages of young people graded from two to four for the *Asset* dynamic risk factors for reoffending

Risk factor	SCH		STC		YOI	
	Young people scoring 2-4 (%)	N	Young people scoring 2-4 (%)	N	Young people scoring 2-4 (%)	N
Living arrangements	67	172	64	202	61	604
Family and personal relationships	84	172	86	202	75	604
Education, training and employment	74	172	75	202	72	604
Neighbourhood	55	172	47	202	49	600
Lifestyle	92	172	91	202	91	604
Substance use	60	172	62	201	67	603
Physical health	15	172	9	202	6	604
Emotional and mental health	65	172	64	202	46	597
Perception of self and others	73	172	67	202	61	597
Thinking and behaviour	95	172	96	202	94	597
Attitudes to offending	87	172	86	202	83	602
Motivation to change	83	172	77	202	74	596

Source: Administration data.

Across the three types of secure estate establishments, scores of three and four were recorded for 69% of young people in relation to ‘thinking and behaviour’ factors, for 67% of young people in relation to ‘lifestyle’ and for 51% of young people in relation to ‘attitudes to offending’.

When conducting educational assessments, staff within the secure estate used data from *Asset*, school data and a young person’s educational history. Establishments’ literacy and numeracy tests also helped staff to reassess a young person’s needs and inform their decisions regarding what educational provisions would be most appropriate. In contrast, it was not clear what assessment tools were used by staff in order to assess suitability for offending and behaviour management programmes. It would appear that decisions about interventions were largely based on pre-custodial documentation – including the core *Asset* form, and the specific risk scores assigned to the categories of thinking, behaviour and attitudes to offending. Staff would also typically review a young person’s offending history, and gather information from the YOT and the post-court report. Staff would also review the T1:V form, which considers whether a young person’s specific offence places them at risk of harm to themselves or others, or increases their vulnerability. This form was normally completed within 10 days of arrival at an establishment. Staff covering a variety of roles, from healthcare to education, across all establishment types noted that plans were typically “based on what’s on offer, not on what a young person needs”, as the quote below highlights:

Sometimes these establishments are not great at matching because they tend to be one size fits all. Most children go on anger management, most just do courses that the establishment offers. And I think we could do better at identifying the criminogenic needs and having individual packages rather than group work.

(Team Supervisor, SCH)

Provision

As noted above, young people’s risks of reoffending were most commonly identified in relation to ‘thinking and behaviour’, ‘lifestyle’ and ‘attitudes to offending’. Some interventions offered within the secure estate aimed to reduce the risk of reoffending by addressing these issues. The interventions included anger management, tackling offending behaviour, improving victim awareness and thinking skills. Interventions varied in style, format and intensity. In some parts of the secure estate the interventions were daily; in others they were offered on a much less regular basis. Table 3.9 shows the percentage of young people who received behavioural interventions by establishment type, according to the administrative data. Those in SCHs and STCs were more likely to record that an intervention had been received. Overall, the most commonly delivered interventions addressed offending behaviour. No routinely collected data were available to describe the frequency or content of sessions.

Table 3.9: Percentage of young people in each establishment type receiving attitudinal and behavioural interventions

Intervention	SCHs (N=181) (%)	STCs (N=211) (%)	YOIs (N=713) (%)
Anger management	29	23	10
Offending behaviour	42	66	26
Victim awareness	25	33	19

Source: Administrative data.

Note: Attendance figures for these interventions are not mutually exclusive, so the percentages in this table will not sum to 100%.

Table 3.10 presents findings from the survey of young people on participation in attitudinal and behavioural interventions (anger management, offending behaviour and victim awareness courses). Across the three establishment types, young people reported slightly higher levels of participation in anger management interventions than indicated by the administrative data. In contrast, the administrative data suggested that two-thirds (66%) of young people in STCs had received an offending behaviour intervention – much higher than the proportion who self-reported attending this kind of programme (38%). The same picture emerged at YOIs, with smaller numbers self-reporting participation in offending behaviour programmes than reported in the administrative data. Across the three establishment types, self-reported attendance at victim awareness programmes was much lower than that recorded in the administrative data. This may be due to the questionnaire requiring young people to recall and record victim awareness in an ‘other’ box, while offending and anger management were already listed.

Table 3.10: Young people’s self-reported attendance at attitudinal and behavioural interventions

Intervention	SCHs (N=189) (%)	STCs (N=229) (%)	YOIs (N=827) (%)
Anger management	30	28	12
Offending behaviour	46	38	20
Victim awareness	2	2	2

Source: Survey data.

Note: Attendance figures for these interventions are not mutually exclusive, so the percentages in this table will not sum to 100%.

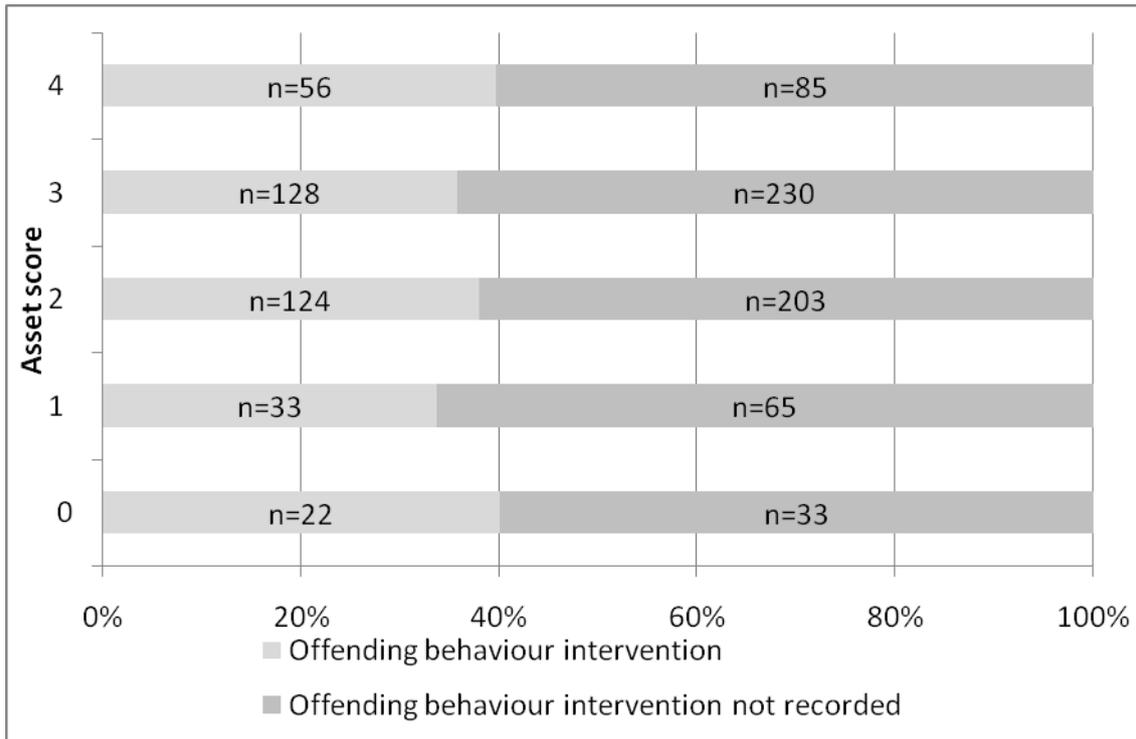
Some STC staff commented that workshops were always full – implying that young people attended regularly and were keen to do so, and that on a fairly regular basis, too many young people attended each programme or intervention. Some offending behaviour programmes had limited places available; when this was the case, places were allocated based on need and risk assessment. One staff interviewee commented that places were “rationed” and that “some young people have left before they’re given the opportunity to participate” (Senior Teacher, STC).

Half of all the staff interviewees highlighted that the current (austere) economic climate was affecting their ability to provide and facilitate interventions and resettlement work, particularly regarding the provision of continuity of care. Staff expressed concerns that local authority budget cuts were making it harder to engage professionals from outside the secure estate to provide programmes. More broadly, many interviewees felt that the current funding issues were affecting young people’s transition from the community into custody and vice versa.

Are needs met?

One would expect that those young people identified by *Asset* as likely to reoffend due to their attitudes to offending would be put forward for offending behaviour interventions. However, of those young people who had been identified as likely reoffenders due to their attitudes to offending (scores of three or four), just over two-fifths (42%) in SCHs and a quarter in YOIs were recorded as receiving such an intervention, according to the available administrative data. The picture in STCs was, however, somewhat different, with over two-thirds (67%) of those at high risk of reoffending due to their attitudes to offending receiving an intervention. However, young people’s self-reported receipt of interventions revealed a different picture for STCs, with just 33% of young people at high risk of reoffending due to their attitudes to offending reporting having attended interventions. (The self-reported figures for SCHs and YOIs are broadly consistent with the administrative data.) Figure 3.2 shows the *Asset* scores of young people for attitudes towards offending and whether the young people had attended an offending behaviour intervention.

Figure 3.2: Asset scores for attitudes towards offending and whether young people had attended an offending behaviour intervention (all establishments)



Source: Administrative data.

There are a number of possible explanations for the apparent lack of provision of offending behaviour interventions for many of the young people seemingly in need of such provision. The most common sentence length was two months (part of a four-month Detention and Training Order), which may have resulted in some young people not being in the secure estate for long enough to complete a course – a common concern raised by staff. Another explanation may be that some young people refused to attend. Additionally, the Asset data may be inaccurate due to the information that was available being out-of-date – a suspicion raised by a number of staff interviewees.

The majority of staff interviewees across the establishment types indicated that most offending behaviour interventions were not formally recognised and few had been externally evaluated. Juvenile Enhanced Thinking Skills (JETS) was one of only a handful that were being evaluated. In particular, internally developed programmes were rarely assessed or validated by external bodies. Feedback had, however, been sought from young people who had participated in interventions. Often this took the form of a questionnaire administered by staff to the young people before, during and after the intervention. Staff and intervention facilitators would take into account the responses to these questionnaires when delivering future courses. In one STC, a small number of courses had been evaluated by a local university. The majority, however, relied on internal evaluations.

For the most part, the staff interviewed in STCs believed that interventions were effective. They felt that evaluation and feedback forms allowed weaknesses to be identified and fixed. Staff tended to indicate that objectives and goals were regularly achieved. One member of staff commented that YOT workshops

consistently achieved their objectives, whereas general offending behaviour interventions were less successful. Over one-third of staff interviewees from the five establishments covered agreed that specific targeted interventions, as opposed to generic offending sessions, were generally more effective. Workshops that tackled particularly violent offending, with a focus on knives, guns and gangs were usually well attended. Young people reported finding these useful and enjoyable. As one member of staff commented: “Young people don’t see the consequences and outcomes of their behaviour without these groups” (Head of Operations, STC). Although popular and deemed successful, this intervention was withdrawn shortly after our visit. There was agreement that specific workgroups at weekends were more effective than the general daily class work: “Everyone is there for the same reason” (Programme Manager, STC).

At one particular YOI, the Juvenile Enhanced Thinking Skills (JETS) intervention was criticised by staff interviewees who delivered the programme. Young people, it was argued, were placed on it “for money”. Because it was an accredited programme, attendance targets for JETS had to be met for the establishment to receive payment. One staff interviewee stated that it was “more a goal for the prison than for the young person” (Substance Misuse Officer, YOI). This was said to be reflected in the evaluation data collected by the establishment. It emerged that many young people wanted to drop out of the programme. Staff at this particular YOI also disclosed that, at times, they had been instructed to be less strict when delivering JETS, to ensure that young people did not drop out early: “Sometimes we are not allowed to give basic warnings so young people know they can be disruptive” (Prison Officer, YOI). This sent out confusing and inconsistent messages to young people about what were, and were not, acceptable standards of conduct.

Based on experiences of JETS, a number of staff at this YOI, who had previously supported course accreditation, no longer believed it was necessarily a good thing. One interviewee commented that, once money becomes the priority “you lose sight of the true purpose of delivering the course, which is the young person’s best interest, not the establishment’s” (Case Manager, YOI). A couple of staff also voiced their concern regarding how the success of JETS was measured.

3.3 Substance misuse

Addressing substance misuse¹⁰⁰ is a YJB priority. The aim is to reduce the number of young people within the youth justice system who regularly use drugs and alcohol. Research has found that young people in the youth justice system use illegal drugs earlier and in larger quantities than other young people (see Hammersley et al., 2003; YJB, 2009). Some young people become involved in crime to fund their substance misuse. Others offend first and later misuse substances, sometimes under the influence of peers.

¹⁰⁰ For the purpose of the *Asset* risk category ‘substance misuse’, YOT workers also collect information from young people on alcohol and tobacco.

The *National Specification for Substance Misuse*¹⁰¹ set out the YJB's expectations for the delivery of substance misuse interventions to young people in custody. It incorporated recommendations from the YJB's 2009 report on substance misuse services in the secure estate.¹⁰² The latter had pointed to the need for the secure estate "to improve not only the level of service but also the integration of different components".¹⁰³ Integrated services have been built around five main elements delivered through care plans, which cover both the custodial and community aspects of the Detention and Training Order. The five elements are:

- identification and assessment
- education and prevention
- detoxification and clinical treatment
- support and programmes
- throughcare and resettlement.

Levels of substance misuse prior to custody were broadly similar across the three establishment types. As recorded in *Asset*, the most common recently used substances were tobacco (72% overall; 72% in SCHs, 70% in STCs, 73% in YOIs), cannabis (60% overall; 53% in SCHs, 54% in STCs and 65% in YOIs) and alcohol (59% overall; 59% in SCHs, 61% in STCs and 59% in YOIs). Fewer than 10% of young people were recorded to have recently used cocaine and ecstasy (n=62 and n=41 respectively), while only a handful were recorded as recently using any other drug. Comparative figures for the general population show lower levels of use. In 2010, the proportion of young people who had smoked cigarettes or drunk alcohol in the last week, or taken drugs in the last month (including cannabis), ranged from 6% for 12-year-olds to 40% for 15-year-olds (Wright, 2010: Table 5.4). For young adults (16 to 24-year-olds), 10.9% used any drug in 2010/11 (Home Office, 2012: Table EY.03), and in 2010, 25% were current cigarette smokers and 52% had consumed alcohol in the previous week (NHS Information Centre for Health and Social Care, 2011: adult trend tables 8 and 9).

¹⁰¹ Youth Justice Board (2009) *National Specification for Substance Misuse*. London: Youth Justice Board. Please note that this document has since been superseded and should no longer be used to inform policy and practice. For further information, see: www.justice.gov.uk/youth-justice/health/substance-misuse

¹⁰² Youth Justice Board (2009a) *Substance Misuse Services in the Secure Estate*. London: Youth Justice Board. See: yjbpublications.justice.gov.uk/en-gb/Resources/Downloads/Substance%20misuse%20services%20in%20the%20secure%20estate_fullreport.pdf

¹⁰³ As above.

Assessment

Across the three establishment types, 37% of young people were rated on *Asset* as having a high likelihood of reoffending (scores of three and four) due to their substance use. This was particularly common for young people in STCs (41%), while in SCHs the figure was 34% and in YOIs the figure was 37%. Overall, 31% of young people were identified as having a substance misuse problem which had a noticeably detrimental effect on their education, relationships and daily functioning (28% in SCHs, 31% in STCs and 32% in YOIs).

Once a young person arrives at their secure establishment, a medical assessment is undertaken, usually within three or four working days. Priority assessments are carried out for those young people who arrive with indicators of substance misuse problems in their medical history. Post-court reports and pre-sentence reports should highlight those young people who require urgent detoxification or have other relevant needs.

A third of staff interviewees appeared to have doubts about the value of assessments produced via *Asset* or by the process of linking assessments conducted outside the secure establishment with the information collected in custody. One substance misuse worker at a YOI stated:

The Asset might say 'Cannabis used recreationally'; we'll do the assessment and find that they're smoking £40 worth per day. They'll be using a lot of other things that the Asset hasn't indicated at all. No, not particularly reliable..... I think it can be valuable as background information but it's not always up to date.

Some medical staff interviewees at YOIs said they rarely relied upon *Asset* as a sole source of information. One noted:

Asset is often not updated, even though it should be done every three months. When the young people are here we are not even sure who is meant to be updating them. They then leave custody, come back in, and there still is no update. When the young person arrives we get an email which should contain all the documents, but sometimes we don't get everything, which is a pain.

(Substance Misuse Worker, YOI)

Most establishments appeared to administer their own questionnaires which were expected to flag up any issues requiring urgent attention. The relevant health department within each establishment was then expected to arrange a specific appointment with each young person. In one SCH, staff had developed their own version of *Asset*, which was completed with the young person and their YOT worker at the beginning of the custodial sentence. A report by the National Audit Office (2010) also highlighted that “[YOT] practitioner assessments need to be of better quality”.¹⁰⁴

¹⁰⁴ National Audit Office (2010) *The Youth Justice System in England and Wales: Reducing Offending by Young People*. London: The Stationery Office; p.22. See: www.nao.org.uk/report/the-youth-justice-system-in-england-and-wales-reducing-offending-by-young-people/

Provision

Table 3.11 shows the proportion of young people who received an alcohol or drug intervention, as recorded in administrative records. Young people across all establishment types were more likely to receive a drug than an alcohol intervention. Unfortunately, no routinely collected data were available on the frequency or content of sessions.

Table 3.11: Percentage of young people in each establishment type who had received an alcohol or drugs intervention

Intervention	SCHs (N=181) (%)	STCs (N=211) (%)	YOIs (N=713) (%)
Alcohol misuse	19	39	41
Drugs misuse	43	58	60

Source: Administrative data.

Note: Attendance figures for these interventions are not mutually exclusive, so the percentages in this table will not sum to 100%.

The administrative data at SCHs recorded that fewer young people had participated in an alcohol or drug intervention than young people reported (n=357) themselves; while in STCs and YOIs, fewer young people self-reported participation. Table 3.12 presents self-reported attendance by young people at programmes in each establishment type.

Table 3.12: Percentage of young people in each establishment type who self-reported attending alcohol or drugs interventions

Intervention	SCHs (N=189) (%)	STCs (N=229) (%)	YOIs (N=827) (%)
Alcohol misuse	40	18	28
Drugs misuse	51	38	49

Source: Survey data.

Note: Attendance figures for these interventions are not mutually exclusive, so the percentages in this table will not sum to 100%.

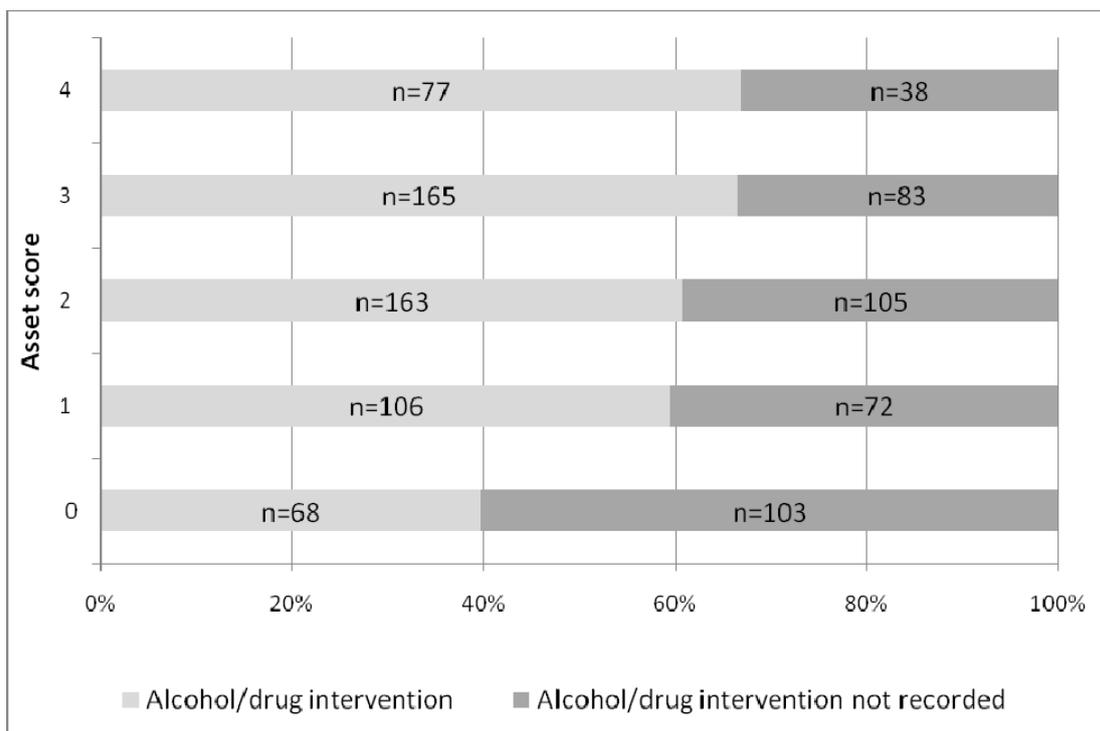
Staff interviewees at all establishment types informed the research team that substance misuse screenings and interventions were offered to all young people. These were based on priority needs, but were available to all young people. Staff usually ensured that young people were seen by specialist staff within five days of arrival at the secure establishment. A substance misuse worker in one YOI believed that almost all young people entering the establishment used drugs. He stated that, as part of the needs assessment undertaken on arrival, young people revealed spending up to £30 a day on substances, and that staff could not understand how they had access to such sums of money. Those substance misuse workers interviewed went into great detail about the extensive range of substances young people used. YOI staff

commented that the range of substances used by young people entering YOIs seemed wider than the range used by young people entering STCs.

Are needs met?

One would expect that, if a young person's *Asset* assessment indicated that their offending was linked to their substance misuse, or that their use of substances was deemed to be affecting their health, relationships, and educational or employment chances, they would be targeted for an appropriate intervention. The research team examined the young people's *Asset* scores on substance misuse and administrative data on receipt of alcohol or drug interventions. Two-thirds (67%) of young people across all establishment types whose use of substances was associated with high risk of reoffending (scores of three and four) received an intervention (69% in YOIs, 72% in STCs and 52% in SCHs). *Asset* scores were then compared with the self-reported data from young people on interventions received. The self-reported data showed a higher percentage (77%) of young people at high risk of reoffending due to substance misuse receiving an alcohol or drug intervention in SCHs, but lower levels of interventions received in YOIs (61%) and STCs (51%). Figure 3.3 presents *Asset* scores for substance misuse, together with levels of receipt of substance misuse interventions.

Figure 3.3: *Asset* scores for substance misuse and whether young people had attended an alcohol/drug intervention (all establishments)



Source: Administrative data.

Overall, the data suggest that the majority of young people who were identified as needing an alcohol and/or drug intervention did receive one. Where there was unmet need, possible explanations could be that the young person refused to attend, or that there was insufficient time for the young person to complete a course. A number of staff interviewees from the five establishments agreed that it was particularly difficult for young people on short sentences to complete

interventions. A substance misuse worker commented that “they come in and have a ‘fried brain’ from the cannabis; takes them two months to snap out of it and then they are leaving straight away”. A sizeable number of professional interviewees – including educational staff and officers – agreed that all young people should attend substance misuse awareness courses, regardless of any history of misuse, to “better inform them when making future life decisions” (Specialist Nurse, SCH).

3.4 Resettlement

The Ministry of Justice and the YJB have set out plans for the future development of the secure estate until 2015.¹⁰⁵ As part of this, five principles were developed which act as a framework for the commissioning and delivery of custodial services. One of these recommends that “service providers should recognise and promote children and young people’s potential, enabling them to lead healthy, crime-free lives on release”.¹⁰⁶

Having suitable accommodation to return to upon release is a key factor in reducing a young person’s likelihood of reoffending. It is also important that YOT workers and practitioners within the secure estate work together in devising, for each young person, a comprehensive strategy for meeting needs in relation to education, training and employment, mental and physical health, substance misuse, family relations and finances.¹⁰⁷ The discussion below concerns young people’s views on their accommodation needs and needs in relation to support from families or carers. Staff views on how the resettlement process works in practice are also presented.

Accommodation and family/carer relations

The *National Standards for Youth Justice Services* (Youth Justice Board, 2010) outline that resettlement should be discussed at the training plan meeting within 10 days of a young person’s entry to a secure establishment on a Detention and Training Order sentence. External YOT staff and custodial staff from all relevant departments – including education, interventions and resettlement – should attend these meetings. Parents/carers should also be invited to attend.

Administrative data on initial training plans (form T1:A) were available for 830 (75%) young people.¹⁰⁸ Self-reported information from the young people’s survey showed that 67% of young people knew what targets had been set in their training or sentence plan. More young people in SCHs were aware of their plan (74%) than those in YOIs (67%) or STCs (65%). However, 6% reported not having a plan, with a further 27% responding ‘no’, or ‘don’t know’ to questions about targets. Young people should, from the outset of their sentence, be aware of and understand the targets that they need to work towards while in custody to permit their successful reintegration to the community once released.

¹⁰⁵ Ministry of Justice and Youth Justice Board (2012) *Developing the Secure Estate for Children and Young People in England and Wales – Plans until 2015*. London: Ministry of Justice.

¹⁰⁶ As above, p.5.

¹⁰⁷ Youth Justice Board (2006) *Youth Resettlement: A Framework for Action*. London: Youth Justice Board.

¹⁰⁸ Forms were available for 90% of young people in STCs, 75% in YOIs and 67% in SCHs.

As part of the survey, young people were asked whether they needed resettlement/accommodation support. Similar proportions of young people in YOIs and SCHs reported that they did not need help (37% and 36% respectively); this figure was higher in STCs (46%). Excluding those young people who felt that they did not need help, 48% (n=357) said that they had received help, while 45% (n=334) had not.¹⁰⁹ This was broadly similar across all establishment types. Of those who had not received help, 101 young people (32%) were either not living with a family member post-release, or were unsure where they were going to live.

Across all establishment types, 30% of young people reported that they had encountered problems sending or receiving letters (24% in SCHs, 27% in STCs and 32% in YOIs). A quarter (26%) had also experienced difficulty accessing a telephone (22% in SCHs, 20% in STCs and 28% in YOIs). Levels of access to telephones also varied between individual establishments. Difficulties communicating with family and friends, whether by letter or telephone, may cause distress for young people and hinder their successful reintegration.

Difficulties with resettlement: the perspective of secure estate staff

Staff interviewees raised a number of concerns regarding the prospects for reintegration of young people into the community. One such concern, which was common across all three establishment types and was shared by at least half of the interviewees, was the lack of communication between professionals working within and outside the secure estate, which staff believed prevented continuity of care. Alongside poor communication between agencies, incomplete assessment data were also often highlighted as a barrier to effective resettlement provision. Ultimately this can result in ill-informed decisions being made about appropriate interventions upon release. Continuity of care was viewed as vital to delivering effective interventions; however, many interviewees stated that it was rare for particular interventions to continue after a young person was transferred back into the community. One senior teacher (STC) commented that “transition is a weak link”. Some secure estate staff interviewees believed that there was too much reliance on the YOT to continue the intervention, and, in some YOT areas, too little co-operation or willingness to do this; this was also said to be further exacerbated by funding issues.

Staff interviewees frequently raised concerns about placing young people back into the familial, friendship and geographical situations that had facilitated their involvement in criminal activity in the first place. As one interviewee stated, “As soon as the young person is out they are back into old habits; they lack the structure that they had inside” (Residential Services Manager, STC). One suggestion to assist the transition from custody to the community, was to employ a link worker to join up the custodial and community elements of the Detention and Training Order. An interviewee working at a YOI vulnerable person’s unit believed that such a role would be best played by the worker with responsibility for the care of a young person during their sentence. However, another interviewee noted that, although they felt that such a scheme would have a “massively good impact”, it would be very costly.

¹⁰⁹ Seven per cent did not know.

A number of initiatives have been set up by, and in partnership with, the YJB to improve the resettlement provision for young people leaving custody. Seven resettlement consortia have been established (in the North West, the South West, Wessex, Birmingham, South Wales, south-east England and West Yorkshire) with the aim of developing and strengthening partnerships across agencies and local authorities to promote integrated working. Evaluations of three of the consortia (the North West, the South West and Wessex) have been carried out (forthcoming).

Further resettlement provision has been delivered by the London Criminal Justice Partnership (project Daedalus); this involved setting up an enhanced resettlement unit at Feltham YOI and providing resettlement brokers who worked across the YOI and the community. An evaluation of the programme by Ipsos MORI¹¹⁰ found that the scheme was broadly welcomed and viewed positively by young people and staff. Both believed that a good level of continuity of care had been achieved; however, there were a number of difficulties identified in measuring outcomes. The report also identified a number of barriers to successful implementation, including:

- a slow and complex set-up
- tension between YOT workers and resettlement brokers concerning their roles; both had a mandate to support young people
- funding uncertainties
- difficulties experienced by young people serving a short sentence to “benefit fully from the modules available to them”.¹¹¹

3.5 Difficulties in addressing the intervention needs of young people on short sentences

This present study identified some concerns among staff interviewees that short sentences often meant that there was insufficient time for staff to build strong relationships with young people or to provide appropriate and effective interventions which could be carried forward upon release. Staff interviewees said that, after all the assessments had been completed, they were frequently left with only four weeks to deliver an intervention. Restrictions on time not only affected a young person’s progress through any interventions they participated in, but also their experience of custody. Some staff interviewees said that those on short sentences rarely had the time to earn any privileges. One practitioner at an STC argued that young people who were in the establishment for six months or more were more likely to change their attitude, adding: “If they are here for only two months it doesn’t work.” One caseworker at a YOI commented:

With those doing four months or two, there’s not much intervention you can do. You just go through the processes. You do the initial planning meeting, then you do the review, then the final meeting. Over and done with.

¹¹⁰ Ipsos MORI (2012) *Evaluation of the London Youth Reducing Re-offending Programme (Daedalus). Final Report*. London: The London Criminal Justice Partnership.

¹¹¹ As above, p.131.

A practitioner involved in targeted offender work argued that, with regard to young people serving short sentences, it was often the case that “resources [are] best placed somewhere else”. He stated that “if a young person has only got a three-month sentence we might say ‘Well, nothing we can do, just not long enough.’” (External Agency Practitioner, YOI). Most interventions rely on young people serving a sentence long enough to complete them, but several practitioners across all establishment types expressed the view that four-month or six-month Detention and Training Orders did not allow this to happen:

There’s a lot that these lads do learn, and when you look at them from when they first come in, especially if they’re doing a long stretch, you see the parents say ‘He’s looking well, he’s put on a few pounds, he’s going to education, he can do his sums’. It’s all well and good. Now the lads who are only in two months, it’s very difficult to have any impact.

(Separation and Care Unit Officer, YOI)

Several practitioners (one-third of the 42 staff interviewed) expressed the view that short sentences have little or no impact on a young person, despite the fact that interviewees were not asked specifically about the value, effectiveness, efficacy or usefulness of short sentences.

However, analysis undertaken by the Ministry of Justice,¹¹² which matched¹¹³ a cohort of young people aged 15 to 17 serving custodial sentences of six months or less with those serving sentences of over six months but less than 12 months, found no significant differences in their reoffending rates in four of the five years for which analysis was undertaken. The unadjusted reoffending rate for both groups was 74% in 2009.¹¹⁴ The paper concluded “This suggests that for some young offenders a short custodial sentence of 6 to 12 months can be just as effective at reducing re-offending as a custodial sentence of 6 months or less”.¹¹⁵ Given the high reoffending rate, it could be argued that longer custodial sentences are as ineffective at reducing reoffending as shorter sentences and that, regardless of the sentence, more work is needed post-release to help young people to desist from crime. In addition, Ministry of Justice statistics in the same paper show that the reoffending rates in four of the five years and the frequency of reoffending for all years were lower for matched young people (aged 15 to 17) serving a high-level community sentence than for young people serving a custodial sentence of six months or less.¹¹⁶

¹¹² Ministry of Justice (2012) *2012 Compendium of Re-offending Statistics and Analysis*. Ministry of Justice Statistics Bulletin. London: Ministry of Justice.

¹¹³ Young people were matched on age, gender, offence and criminal history. Other relevant factors such as plea were not included, as the data were not recorded by the Police National Computer.

¹¹⁴ Ministry of Justice (2012) *2012 Compendium of Re-offending Statistics and Analysis*.

Ministry of Justice Statistics Bulletin. London: Ministry of Justice: p.14.

¹¹⁵ As above, p.23.

¹¹⁶ As above, p.22.

To examine whether any differences in the young people's attitudes after custody were related to the sentence length served, *Asset* scores¹¹⁷ taken pre-sentence and post-release¹¹⁸ from custody were collected and the differences between scores examined. No significant relationship could be detected between sentence length (six months or less compared to greater than six months) and changes to the total *Asset* scores.¹¹⁹ However, a statistically significant relationship between sentence length and changes in *Asset* scores in relation to individual risk factors in four areas was detected: family and personal relationships; education, training and employment; neighbourhood; and emotional and mental health. Barring emotional and mental health, a higher proportion of young people serving longer sentences had a reduced *Asset* score for these risk factors than those serving a sentence of six months or less.

Interestingly, a higher proportion of young people serving longer sentences had increased *Asset* scores for the risk factor of emotional and mental health than those with shorter sentence lengths. It should be noted that significant differences in changes to *Asset* scores for those serving longer sentences may well reflect the additional time a YOT worker has to get to know the young person and thus record better information, rather than actual changes in their risk of reoffending. Table 3.13 below presents recorded changes to *Asset* risk scores by sentence length.

¹¹⁷ Changes in key skills levels (for example, for reading and numeracy) could not be evaluated due to lack of sufficient data, as discussed earlier in this chapter.

¹¹⁸ Pre-release *Asset* scores were collected as part of the site administrative data collection. Post-release *Asset* scores collection entailed contacting over 100 YOTs to request that they provide unique IDs which were used to search e*Asset* for the final scores within one month of release. Information was collected on 496 young people, 45% of the sample. Non-response varied by YOT, therefore non-response weights were calculated and applied.

¹¹⁹ Total *Asset* score was calculated by summing the scores for the 12 dynamic risk factors.

Table 3.13: Percentage of young people with a change between pre-sentence and post-release Asset scores by sentence length

Dynamic risk factor	Sentence length	Change between pre-sentence and post-release Asset score			Total (%)	N (un-weighted)
		Increased Asset score (%)	No change (%)	Reduced Asset score (%)		
Family and personal relationships	Six months or less	8	73*	20*	100	203
	Greater than six months	12	61*	28*	100	264
Education, training and employment	Six months or less	12	65*	24*	100	203
	Greater than six months	15	49*	36*	100	264
Neighbourhood	Six months or less	11	70*	19*	100	202
	Greater than six months	14	59*	27*	100	262
Emotional and mental health	Six months or less	7*	72*	21	100	202
	Greater than six months	14*	62*	24	100	262

Source: Administrative data.

Note: Percentages may not sum to totals due to rounding.

* Significant cells: the asterisk denotes cells with significant (greater than two) standardised adjusted residuals. A standardised adjusted residual can be used to assess which cells are of most importance in calculating an overall Chi-square value, which determines whether a relationship is significant or not.

Chapter 3: Summary

Education

- Across the secure estate, 21% of young people (n=261) reported that they had learning difficulties.
- *Asset* data showed that 78% (n=128) of young people in SCHs, 74% (n=128) in STCs and 65% (n=270) in YOIs were recorded as having had a period of non-attendance at school.
- Information collected on provision of educational interventions mainly related to available subjects. There was limited information on whether a course was completed and what was achieved.
- Overall, 90% of young people reported participating in education in the secure estate (96% in SCHs, 95% in STCs and 87% in YOIs) and the vast majority found the education they received helpful (82% in SCHs, 70% in STCs and 72% in YOIs).
- Twenty-eight per cent (n=47) of young people in YOIs and 20% (n=9) in STCs who reported a learning difficulty wanted additional help with reading and writing.
- Many young people were concerned about getting a job after release, especially those in YOIs. Employment was considered an essential element in helping young people to desist from offending (by 56% of young people in YOIs, 49% in STCs and 33% in SCHs).
- Sixty-two per cent of those surveyed in YOIs reported that they had received no help with potential employment plans for after their release, while 32% said that they had received help with this (excludes those who said that they did not need any help).

Offending behaviour and anger management

- Many young people in the study sample had multiple experiences of the youth justice system, for example prior convictions.
- Procedures for assessing young people's needs in terms of offending behaviour programmes were not as clear as procedures for assessing their educational needs. Staff interviews indicated that decisions were made largely on the basis of the available pre-custodial documentation (e.g. *Asset*).
- Across the three types of secure estate establishments, the greatest identified risk factor for reoffending (*Asset* scores of three and four) was 'thinking and behaviour' (69% of young people), followed by 'lifestyle' (67% of young people) and 'attitudes to offending' (51% of young people).
- Administrative data indicated that the type of intervention that was most commonly delivered (after educational interventions) was general offending behaviour courses.

- Of those young people who had been identified as likely reoffenders due to their attitudes to offending (*Asset* scores of three or four), just over two-fifths (42%) in SCHs and a quarter in YOIs were recorded as receiving an offending behaviour intervention (based on the administrative data). The picture in STCs was somewhat different, with over two-thirds (67%) of those at high risk of reoffending due to their attitudes to offending receiving an intervention. However, just 33% of young people at STCs at high risk of reoffending due to their attitudes to offending self-reported having attended interventions.
- More than one-third of staff interviewed agreed that specific targeted interventions were more effective than generic offending behaviour sessions.

Substance misuse

- Levels of substance misuse prior to custody were broadly similar across the three secure establishment types.
- The most common recently used substances prior to custody (based on *Asset*) were tobacco, cannabis, and alcohol.
- Across the three secure establishment types, 37% of young people were rated on *Asset* as having a high likelihood of reoffending (scores of three and four) due to substance misuse.
- Thirty-one per cent of young people were recorded as having a substance misuse problem which had a noticeably detrimental effect on their education, relationships and daily functioning.
- While not all young people recorded as having the greatest need received an alcohol or drug intervention, the majority did (69% in YOIs, 72% in STCs and 52% in SCHs).

Resettlement

- Forty-eight per cent of young people (n=357) reported that they had received assistance with their accommodation needs (this figure excludes those who reported that they did not need help).
- Poor communication between staff working within the secure estate and staff working outside of it was seen by staff interviewees as hindering the resettlement of some young people.

Interventions and short sentences

- A third of the 42 staff interviewees expressed the view that short sentences have little or no impact on a young person.
- Short sentences often meant that there was insufficient time for staff to build strong relationships with young people or to provide appropriate and effective interventions which could be carried forward upon release.

- No significant relationship could be detected between sentence length (six months or less compared to greater than six months) and changes to the young people's total *Asset* scores.
- A statistically significant relationship was, however, found between sentence length and changes in *Asset* scores in relation to individual risk factors in four areas: family and personal relationships; education, training and employment; neighbourhood; and emotional and mental health. Barring emotional and mental health, a higher proportion of young people serving longer sentences had a reduced *Asset* score for these risk factors than those serving a sentence of six months or less.

4. Discussion and conclusions

This study was commissioned by the Youth Justice Board for England and Wales to undertake an in-depth examination of the identified needs of young people in the secure estate, and the interventions they receive.

Many reports have examined a particular type of intervention, a particular group of young people who have offended or a particular type of secure establishment. However, prior to this study, no research had been undertaken to review the extent to which the three elements of the secure estate – YOIs, STCs and SCHs – assess the needs of young people, tailor programmes to meet their needs, and deliver interventions. This report goes some way to providing a comprehensive overview of these complex issues.

This concluding chapter of the report considers options for improving the assessment of young people's needs and the delivery of interventions across the secure estate, in relation to the following themes:

- assessing and recording information
- short-sentence interventions
- delivering appropriate education, employment and training interventions
- targeting interventions to tackle young people's attitudes, thinking and behaviour
- examining young people's needs after release.

4.1 Implications for policy and practice

Assessing and recording information

Two unexpected findings emerged from the research. First, there was a lack of routine recording of the interventions received by individual young people in the secure estate. Second, secure estate staff were reluctant to utilise the data which accompanied a young person into custody, especially *Asset* data completed by YOT workers. The findings of assessments of young people were rarely held in one location, and details in a young person's file were often incomplete, patchy or, in many cases, missing.

Information on interventions individual young people engaged with, the hours completed, whether courses or programmes were finished, and any qualifications achieved or feedback received, was inconsistently recorded. This means that monitoring of interventions by either internal staff or external agencies is likely to be extremely demanding and time-consuming. At present the information gaps are likely to severely hamper the ability of the secure estate and the YJB to assess what works and which interventions need revision. Transferring young people back into the community may also be adversely affected by incomplete and poor recording practices. There is therefore an urgent need for improved recording practices, which would not only facilitate effective monitoring, but also promote continuity in intervention delivery

(both within and outside the secure estate) and help focus attention on the specific needs of individual young people. The YJB should work with the secure estate to establish clear guidelines for data collection.

To ensure the YJB has the most complete data, staff working at YOTs and within the secure estate must ensure that information gathered is timely and accurate, and that the process does not entail any unnecessary duplication. An internal review process is recommended, which would involve quality assurance of the data collected and made available to professionals outside the secure estate, and quality assurance of the data arriving with young people as they enter custody.

A number of staff interviewed for this study found it difficult to rely on *Asset* assessments, due to the subjective nature of the scoring process and the fact that data were sometimes found to be out of date. The YJB is taking steps to replace *Asset* with a new assessment and planning interventions framework, *AssetPlus*. Formal approval was secured in February 2013 for implementation of *AssetPlus* within all YOTs and secure establishments in England and Wales. Deployment is planned to commence in the first quarter of 2014/15. When *AssetPlus* is in place, to ensure data are entered in as timely a manner as possible and as accurately as possible, YOT managers could randomly audit the *AssetPlus* data that arrives with a young person at the secure estate. Additionally, secure estate managers should ensure that the information collated on young people is made fully available to professionals working with young people in the community upon their release. For young people with particular needs or those identified as especially vulnerable it may be necessary to conduct a new assessment on arrival in custody. However, too many unnecessary reassessments may prevent young people engaging with interventions, especially those serving short sentences.

Short sentence interventions

The Public Accounts Committee report, *Youth Offending: the Delivery of Community and Custodial Sentences* (House of Commons Committee of Public Accounts, 2004), offered several recommendations for the YJB. Among them was the recommendation that the YJB review how programmes offered within the secure estate are tailored for the needs of the young people, including those on short sentences.

This study found that the most common sentence length for young people was four months, equating to two months in custody and two months under YOT supervision for young people on Detention and Training Orders. Such short sentences obviously have implications for the type and frequency of interventions that can be delivered. Some staff interviewees expressed the view that short sentences have little or no impact on a young person, despite the fact that interviewees were not asked specifically about the value, effectiveness, efficacy or usefulness of short sentences. Similar concerns were raised in relation to incentive and reward schemes for young people on short sentences. A few of the staff interviewees felt that the system appeared to be geared towards young people serving longer sentences.

Reports by the Centre for Social Justice (2012),¹²⁰ Ipsos MORI (2012)¹²¹ and The Police Foundation (2010)¹²² all discussed the effectiveness of short-term sentences. Both The Police Foundation and the Centre for Social Justice reports concluded that short-term sentences are often unproductive and can be ineffective and unhelpful. The Police Foundation report recommended that:

...the minimum period in custody be raised to six months, as part of a 12 month DTO [Detention and Training Order]. However, it will be important to ensure that this leads to more community sentences (such as intensive supervision and surveillance) being used, rather than a rise in the number of young people serving a six month sentence in custody. We recommend that the change should not take place until a statutory threshold for custody has been introduced and new sentencing guidelines are in place.

(referenced above, p.76)

The Centre for Social Justice report (2012) also recommended that only sentences of 12 months or more should carry a custodial element. They concluded that this “would prevent the imposition of very short, highly destabilising and unproductive custodial sentences”.¹²³ The Police Foundation report (2010) also noted a:

...misplaced belief that young offenders [on a four-month Detention and Training Order] would benefit from a custodial ‘short, sharp shock.’ Yet we encountered an almost universal view among YOT workers, staff in custodial institutions and young offenders themselves that these sentences serve little constructive purpose. Teachers and staff responsible for offending behaviour courses, addiction treatment and vocational training have also voiced their frustration...over the lack of time to achieve anything positive.

(referenced above, p.76)

However, analysis undertaken by the Ministry of Justice¹²⁴ found no statistically significant difference in reoffending rates for a cohort of young people aged 15 to 17 serving custodial sentences of six months or less compared with those serving over six but less than 12 months in four of the five years for which analysis was undertaken. Yet reoffending rates (in four out of the five years) and frequency of reoffending (in all years) were lower for a group of matched young people (aged 15 to 17) serving high-level community sentences than for young people serving a custodial sentence of six months or less. Clearly it is difficult to assess the impact custodial staff have on reoffending rates, given that the majority of young people sentenced to custody receive a Detention and Training Order, where half their sentence is spent in the community without the

¹²⁰ Centre for Social Justice (2012) *Rules of Engagement: Changing the Heart of Youth Justice*. London: Centre for Social Justice.

¹²¹ Ipsos MORI (2012) *Evaluation of the London Youth Reducing Re-offending Programme (Daedalus). Final Report*. London: The London Criminal Justice Partnership.

¹²² The Independent Commission on Youth Crime and Antisocial Behaviour (2010) *Time for a Fresh Start: The Report of the Independent Commission on Youth Crime and Antisocial Behaviour*. London: The Police Foundation.

¹²³ Referenced above, p.148.

¹²⁴ Ministry of Justice (2012) *2012 Compendium of Re-offending Statistics and Analysis*. Ministry of Justice Statistics Bulletin. London: Ministry of Justice.

support of custodial staff (reoffending statistics are then measured at the point of release). In light of this, we would recommend that work is undertaken to identify and measure the distance travelled by young people while in custody, for example in terms of basic skills and attitudes. The relationship between programmes undertaken by young people on short sentences and reoffending should be investigated to provide a better understanding of which programmes serve the needs of young people on shorter sentences more effectively.

The views of some of the staff interviewed for this study tended to mirror the recommendations outlined in the reports by The Police Foundation (2010), The Centre for Social Justice (2012) and Ipsos MORI (2012) concerning short sentences. Taken with the evidence from the Ministry of Justice¹²⁵ outlined above, these findings suggest that alternative options for sentences of six months or less might need to be considered. Options to be considered could include increasing the minimum length of a Detention and Training Order to 12 months, alongside a higher custody threshold and replacing all sentences of six months or less with community-based alternatives.

While short custodial sentences are still in use, the YJB may want to consider the (pending) findings from work currently being undertaken by the National Offender Management Service (NOMS), examining strategies for improving offender engagement with adults on probation. One objective of the study is to provide an evidence-based framework for such engagement. It may, therefore, be prudent for the findings to be reviewed to assess whether the recommendations of this work can be translated into alternative settings and used as an aid for custodial staff to assist them in engaging with young people on short sentences.

Education, employment and training interventions

Both the YJB and the Ministry of Justice have highlighted the importance of providing young people serving custodial sentences with appropriate educational interventions. In a recent consultation report, The Ministry of Justice stated that young people in custody should be provided with skills and qualifications that will enable them to continue education or to find employment after release.¹²⁶

Across the secure estate, there are a variety of educational interventions, some academic, others more vocational. The young people surveyed for this study generally reported that the education they received was helpful and that the quality of teaching was good. Basic literacy and numeracy appeared to be the main focus of most of the educational work being undertaken in all three establishment types. This seems appropriate since many children arrive unable to read and write competently. However, some young people with self-identified learning difficulties indicated that they needed additional help, including help with reading and/or writing. It is likely that receiving such help would enable them to participate to a greater extent in the interventions offered. When assigning young people to particular interventions, secure estate staff might find it beneficial to ask those with learning difficulties how well they are coping with

¹²⁵ Ministry of Justice (2012) *2012 Compendium of Re-offending Statistics and Analysis*. Ministry of Justice Statistics Bulletin. London: Ministry of Justice.

¹²⁶ Ministry of Justice (2013) *Transforming Youth Custody: Putting Education at the Heart of Detention*. Ministry of Justice Consultation Paper CP4/2013. London: Ministry of Justice.

subjects. This will ensure that they feel included and have a sense of ownership over their educational pathway.

Although a range of subjects was offered across the secure estate, it was unclear whether young people continued with any of the educational courses, interventions or programmes once released. It was also unclear whether any qualifications gained while serving a sentence assisted them when subsequently applying for further education, training or employment. To provide this type of feedback to the secure estate, YOT workers should record on eAsset which interventions young people continued with or built upon after release. This would not only provide the secure estate with valuable feedback on educational work, but would also give the YJB a clearer picture of what educational and/or vocational interventions attract the greatest take-up and are the most effective.

Although the academic and more traditional courses were well received by young people, a number of staff commented that young people tended to engage very well with vocational courses, and many preferred this type of intervention to more standard educational provision. The YJB should therefore undertake an assessment of educational needs within the secure estate, including the types of vocational interventions currently running. The assessment should also explore the capacity of the secure estate to deliver a more comprehensive range of courses, and the associated financial commitment needed.

Targeting interventions to tackle young people's attitudes, thinking and behaviour

As part of *Asset* assessments, YOT workers rated thinking and behaviour, lifestyle choices and attitudes towards offending as the factors most likely to affect the chances of a young person reoffending. Across the secure estate, a number of interventions targeting these issues were on offer. However, little information was recorded on the content of these activities, or on how often individual young people engaged in them. Furthermore, of those young people identified by *Asset* as being most at risk of reoffending due to their attitudes to offending, under half reported receiving an intervention tailored to this. Work needs to be undertaken to address this high level of unmet need. Following this, regular monitoring should take place of the intensity and attendance levels for such interventions. This should be underpinned by routine reviews and, if appropriate, adjustment of the content of interventions delivered.

More than a third of staff interviewees from the five establishments agreed that specific targeted interventions, as opposed to generic offending sessions, were generally more effective. There was widespread agreement from the 42 staff interviewed that interventions run by YOTs tended to be well received, as YOT staff had better training and access to resources with which to develop programmes. Secure estate staff developing in-house interventions seemed less able to access resources. It is recommended that, within the secure estate, staff should be able to choose from a regularly updated menu of evidence-based interventions. To ensure that best practice is widely shared, staff should also be offered opportunities to receive training with colleagues from other establishments.

At one YOI, some staff interviewed believed that young people were placed on an accredited programme because targets for the establishment had to be met, rather than because the individuals placed on the programme had identified needs that could be addressed through the programme. To address this, there should be a greater focus on the processes by which individuals are allocated to programmes.

Continuity of care and examining young people's needs after release

Resettlement of young people in the community should be a key aim for secure estate staff, YOT workers, children's services and parents/guardians from the start of a custodial sentence. The multiple and complex needs with which many young people arrive at and leave the secure estate cannot be resolved by one agency alone. This study found that a large minority of young people, across establishment types, were either currently or had previously been looked after. Just under two-thirds of the young people in SCHs and STCs had also been classed by YOTs as vulnerable if they were to receive a custodial sentence.

It has been documented in numerous reports (including Jacobson et al, 2010; Summerfield, 2011) that most young people sentenced to custody face multiple barriers to resettlement. Substance misuse, accommodation problems, disrupted family life, problems with education, training and employment, and mental health concerns may all have an impact. Budget cuts to statutory and voluntary agencies, and an economic climate where youth unemployment (excluding students) is at its highest level since 1994, exacerbate the existing barriers to successful resettlement of young people leaving custody.

The YJB has established several initiatives to improve resettlement provision. It has set up integrated resettlement support (IRS), and seven resettlement consortia (in the North West, the South West, Wessex, Birmingham, South Wales, south-east England and West Yorkshire). Three of these initiatives have been evaluated, with results forthcoming. Successful outcomes would encourage nationwide implementation, with ring-fenced funding for support workers. The YJB has also been involved in another multi-agency initiative called the London Youth Reducing Reoffending Programme (project Daedalus). An evaluation of this project found that the scheme was broadly welcomed and viewed positively by young people and staff (Ipsos MORI, 2012).¹²⁷

4.2 Recommendations

On the basis of the research findings, a series of recommendations has been developed for improving the assessment of young people's needs and the delivery of interventions across the secure estate. These recommendations relate to the following themes:

- assessing and recording information
- short-sentence interventions
- delivering appropriate education, training and employment interventions

¹²⁷ Ipsos MORI (2012) *Evaluation of the London Youth Reducing Re-offending Programme (Daedalus). Final Report*. London: The London Criminal Justice Partnership.

- targeting interventions to tackle young people's attitudes, thinking and behaviour
- continuity of care following release from custody.

Assessing and recording information

- The YJB should work with the secure estate to establish clear guidelines for data collection on interventions. This study found that information on frequency of interventions, intensity, completion rates and qualifications achieved was not consistently collected for individual young people across the secure estate, nor is it currently required to be collected. Haphazard recording practices make it difficult for senior managers and practitioners within the secure estate, YOTs and the YJB to assess which interventions are appropriate for young people and what works.
- To ensure that the YJB has comprehensive data, YOT and secure estate staff must ensure that all information gathered is timely and accurate.
- An internal review process is recommended which involves quality assuring both the data arriving with a young person when they enter custody and the information available to professionals working with the young person after release. YOT managers may find it helpful to randomly audit the *Asset* forms (or *AssetPlus* data) that arrive at the secure estate at the start of young people's sentences.

Short-sentence interventions

- The study has highlighted some potential difficulties associated with short sentences. Work should be undertaken to identify and measure the achievements of young people while in custody, with a particular focus on the goals met by those on shorter sentences. The relationship between these intermediate outcomes and reoffending could then be investigated to better understand which programmes are effective.
- A third of staff interviewees across all establishment types expressed particularly strong views on the efficacy of placing young people in custody for short periods. It is interesting to note that these views were not dissimilar to those expressed by the authors of reports by The Centre for Social Justice (2012),¹²⁸ The Police Foundation (2010)¹²⁹ and Ipsos MORI (2012).¹³⁰ Taken together, these reports, the findings from the staff interviews, and the lower reoffending rates for a matched cohort of young people aged 15 to 17 who were given an intensive community sentence compared to a custodial sentence of six months or less (Ministry of Justice, 2012), suggest that alternative options might need to be considered for custodial sentences of six months or less. Options could include increasing the minimum length of a Detention and Training Order to 12 months, alongside a higher custody

¹²⁸ Centre for Social Justice (2012) *Rules of Engagement: Changing the Heart of Youth Justice*. London: Centre for Social Justice.

¹²⁹ The Independent Commission on Youth Crime and Antisocial Behaviour (2010) *Time for a Fresh Start: The Report of the Independent Commission on Youth Crime and Antisocial Behaviour*. London: The Police Foundation.

¹³⁰ Ipsos MORI (2012) *Evaluation of the London Youth Reducing Re-offending Programme (Daedalus). Final Report*. London: The London Criminal Justice Partnership.

threshold and replacing sentences of six months or less with community-based alternatives.

- While short custodial sentences remain, the YJB may want to consider the work currently being undertaken by the National Offender Management Service (NOMS), which is examining strategies for improving offender engagement with adults on probation. On conclusion of this work, the YJB may want to review the findings to assess whether they can be translated into the custodial setting to assist staff to engage with young people on short sentences in a more meaningful way.

Delivering appropriate education, training and employment interventions

- When assigning young people to interventions, secure estate staff should invite those struggling with reading and writing, and those with learning difficulties, to give their views on how they are coping with subjects. This will ensure that they feel included and have a sense of ownership over their education pathway.
- YOT workers should record on eAsset those interventions continued or built upon by young people post-release. This will provide the secure estate with indicators of the impact of subjects offered to young people in custody, and will also provide the YJB with a clearer picture of which educational and/or vocational interventions attract the greatest take-up and overall success.
- The YJB should undertake an assessment of educational, training and employment needs within the secure estate, including the number of vocational interventions currently running. The assessment should explore the capacity of the secure estate to deliver a more comprehensive range of courses, and the likely financial commitment needed.

Targeting interventions to tackle young people's attitudes, thinking and behaviour

- YOT workers rated (on Asset) young people's thinking and behaviour, lifestyle choices and attitudes towards offending as the factors most likely to affect the risk of reoffending. Work needs to be undertaken to assess the level of unmet need of young people identified by Asset as being at high risk of reoffending due to these factors. Following this, regular monitoring should take place, at an individual level, of the intensity and attendance levels for such interventions, to be underpinned by routine reviews.
- Staff within the secure estate should be able to choose from a regularly updated menu of evidence-based interventions. To ensure that best practice is widely shared, staff should also be offered opportunities to receive training with colleagues from other establishments.

Continuity of care following release from custody

- Resettlement of young people into the community should be planned by secure estate staff, YOT workers, children's services and parents/guardians from the outset of custodial sentences. The multiple and complex needs with which many young people arrive at and leave the secure estate cannot be resolved by one agency alone. Collaboration is essential.

- The YJB has established several initiatives aimed at improving resettlement provision. For example, regional resettlement consortia have been piloted and evaluated. If the integrated resettlement work piloted through the consortia is rolled out across the secure estate, an audit of young people's views on the provision should be undertaken after the initial bedding-in period, and regular reviews with young people and their support workers should be carried out. This will establish whether the complex needs of these young people are being met.

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Appendix A: Changes to commissioning

The secure estate for children and young people has undergone considerable changes since this research began in 2007 (see Tables A1, A2, and A3 below).

The total number of full-time YJB beds has decreased by 1,000 from April 2007 to April 2012 (see Table A1).

Table A1: Yearly YJB full-time bed numbers by establishment type since 2007

Date	YOI total	SCH total	STC total	Total
April 2007	2,955	235	301	3,491
April 2008	2,951	218	301	3,470
April 2009	3,007	219	307	3,533
April 2010	2,791	191	301	3,283
April 2011	2,255	183	301	2,739
April 2012	2,024	166	301	2,491

As a result of decreased demand, in 2009, the YJB began its decommissioning programme, and since this programme began, 1,042 places have been decommissioned across all three sectors (YOIs, STCs and SCHs). As part of the decommissioning programme, the YJB has fully withdrawn from five YOIs, and had withdrawn from a further three YOIs before the programme began (see Table A2).

The YJB has additionally reduced the number of contracted places at other establishments not listed below. For example, 14 beds at Cookham Wood YOI were decommissioned in April 2010 and then 12 more in August 2011, but 131 YJB-contracted beds still exist there.

Table A2: YOIs with YJB beds fully decommissioned since 2007

Date	Establishment
2007	Woodhill YOI (September)
2008	Thorn Cross YOI (April)
2009	Lancaster Farms YOI (April)
2010	Brinsford YOI (April), Huntercombe YOI (August), Castington YOI (August)
2011	Foston Hall YOI (January), Stoke Heath YOI (July)

A number of young people requiring placement in the secure estate display complex needs and risks. Often these cannot be addressed effectively in mainstream under-18 YOI provision. It is also often not possible to place these young people in SCHs or STCs, either due to age or specific risks posed to others.¹³¹ As a result, beds in specialist units at YOIs have been contracted since 2008 (see Table A3) to provide more enhanced support to these young people.

Table A3: List of specialist units in YOIs commissioned since 2007

Date	Specialist unit
2007	n/a
2008	Willow Unit at Hindley YOI (April), Keppel Unit at Wetherby YOI (October)
2009	Heron Unit ¹³² at Feltham YOI (September)
2010	Anson Unit at Wetherby YOI (May)
2011	Phoenix Unit at Ashfield YOI (September)
2012	Waveney at Warren Hill YOI (February)

For more information on provision within the secure estate, please visit www.justice.gov.uk.

¹³¹ For further information, please see Ministry of Justice and Youth Justice Board (2012) *Developing the Secure Estate for Children and Young People in England and Wales – Plans until 2015*. London: Ministry of Justice.

¹³² The Heron Unit was commissioned by the YJB in partnership with the London Criminal Justice Partnership, the London Development Agency and the Greater London Authority as a pilot project beginning on 29 September 2009. At the time of writing, it has not been determined whether or not this programme will continue.

Appendix B: Young people's survey

Ipsos MORI/0802624601

Questionnaire code

Ipsos MORI

Secure Estate Survey

Thank you for your help with this survey. Please read each question carefully and fill in the answer which applies to you. We are interested in your views on your experiences during your time in here.

This is not a test; we are interested in your honest answers only.

Your answers are confidential. Staff at the prison will not see them and the Ipsos MORI interviewer who gave you the questionnaire will take it when you have finished. Please don't write your name on the questionnaire.

However, if you tell the Ipsos MORI interviewer any information about something outside of your questionnaire answers that puts you or someone else at risk of serious harm, then the interviewer will have to pass this on to someone here.

For most questions you simply tick the box next to the answer that describes you best. If you don't know, tick the 'Don't know' box. If you have any problems the Ipsos MORI interviewer will be able to help you.

You should answer every section - there will be a box to tick for everyone at each question. If you have any doubts about which option to tick please ask the Ipsos MORI interviewer.

I hope you enjoy taking part in this important research project.

Many thanks

SECTION 1: ABOUT YOU

Q1 Are you a girl or a boy?

Please tick ✓ one box only

Girl.....

Boy.....

Q2 How old are you?

Please write in your age in the boxes below

--	--

Q3 What is your ethnic origin?

Please tick ✓ one box only

White.....

Black.....

Asian.....

Mixed.....

Other ethnic group (please write in below).....

--

Q4 Is English your first language?

Please tick ✓ one box only

Yes.....

No (please tell us what your first language is).....

--

Q5 Have you ever lived with foster parents or been in care?

Please tick ✓ one box only

Yes.....

No.....

Q6 Do you have a physical disability or learning difficulties?

Please tick ✓ one box only

- No
- Yes - learning difficulties only
- Yes - physical disability only
- Yes - both learning difficulties and a physical disability
- Don't know.....

SECTION 2: ABOUT YOUR SENTENCE

Q7 How long is it until you are released from here?

Please tick ✓ one box only

- Less than one month
- Less than two months
- Less than three months
- Three months or more
- Don't know.....

Q8 How long have you been in here?

Please tick ✓ one box only

- Less than one month
- Less than two months
- Less than three months
- Less than six months
- Six months or more
- Don't know.....

Q9 How many times, if at all, have you moved between different secure homes, centres or institutions during this sentence? This does not include moving between units or wings.

Please tick ✓ one box only

- I haven't moved at all.....
- Once.....
- Twice.....
- Three times.....
- More than three times
- Don't remember.....

Q10 Other than this sentence, how many times have you been in custody in the past (not including being held in a police or court cell)?

Please tick ✓ one box only

- Never
- Once.....
- Twice.....
- Three to five times
- More than five times
- Don't remember.....

SECTION 3: YOUR FIRST FEW DAYS HERE

Q11 When you first arrived here, did you feel staff told you everything you needed to know?

Please tick ✓ one box only

- Yes.....
- No.....
- Don't remember.....

SECTION 4: DAILY LIFE HERE

Q12 How good or bad, if at all, are the following in here?

Please tick ✓ one box for each row

		Very good	Quite good	Neither good nor bad	Quite bad	Very bad	Don't know
a)	Food.....	<input type="checkbox"/>					
b)	Healthcare.....	<input type="checkbox"/>					

Q13 Is it easy to see the doctor if you need to?

Please tick ✓ one box only

- Don't know/never needed to see them
- Yes.....
- No.....

Q14 Is it easy to see the nurse if you need to?

Please tick ✓ one box only

Don't know/never needed to see them

Yes

No

Q15 Have you received help with any drug or alcohol problems since you've been here?

Please tick ✓ one box only

Not had any drug or alcohol problems

Yes

No

Don't know

Q16 Are you normally able to have a shower everyday if you want?

Please tick ✓ one box only

Yes

No

Don't know

Q17 Is your room bell normally answered quickly?

Please tick ✓ one box only

Yes

No

Don't know

Q18 Since arriving here, have you felt low or upset or needed someone to talk to?

Please tick ✓ one box only

Yes

No

Don't know

SECTION 5: YOUR RELATIONSHIP WITH STAFF

Q19 How would you describe your relationship with the staff here?

Please tick ✓ one box only

- Very good.....
- Quite good.....
- Neither good nor bad.....
- Quite bad.....
- Very bad.....
- Don't know.....

Q20 Do you feel that most staff treat you with respect?

Please tick ✓ one box only

- Yes.....
- No.....
- Don't know.....

Q21 Is there a member of staff you feel you can talk to if you have a problem?

Please tick ✓ one box only

- Yes.....
- No.....
- Don't know.....

SECTION 6: REWARDS

Q22 What level of the reward/incentive scheme are you now on?

Please tick ✓ one box only

- There is no reward scheme/I don't know what the reward scheme is
- Top level (enhanced)
- Middle level (standard)
- Bottom level (basic or level 1).....
- Don't know.....

Q23 Does the reward/incentive scheme make you behave differently?

Please tick ✓ one box only

- There is no reward scheme/I don't know what the reward scheme is
- Yes.....
- No
- Don't know.....

Q24 Do you feel the reward scheme is fair?

Please tick ✓ one box only

- There is no reward scheme/I don't know what the reward scheme is
- Yes.....
- No
- Don't know.....

SECTION 7: COMPLAINTS

Q25 Have you made a complaint since you've been in here?

Please tick ✓ one box only

- Yes.....
- No
- Don't know.....

Q26 Is it easy to make a complaint?

Please tick ✓ one box only

- I haven't made a complaint/don't know.....
- Yes.....
- No

Q27 Do you feel complaints are dealt with well?

Please tick ✓ one box only

- I haven't made a complaint/don't know.....
- Yes.....
- No

SECTION 8: DISCIPLINE

Q28 In which of the following ways, if at all, do members of staff avoid using physical control or restraint?

Please tick ✓ as many boxes as you want

Staff don't avoid using physical control or restraint

Separating us

Talking to us.....

Distracting us

Other (please tell us).....

Don't know.....

Q29 Thinking back to the last time you were physically controlled or restrained in here. What was happening?

Please tick ✓ as many boxes as you want

I have never been physically controlled or restrained here.....

A fight was taking place or about to take place.....

I was in danger of hurting myself

I did not wish to do something I was supposed to do.....

I was about to hurt a member of staff.....

I was damaging the building or equipment

Other (please tell us).....

Don't know.....

Q30 Thinking again about the last time you were physically controlled or restrained here, do you think staff should have used another option?

Please tick ✓ one box only

I have never been physically controlled or restrained here

Yes - I think I would have calmed down through talking

Yes - they could have just physically controlled or restrained the other person / other people.....

Yes - they should have left me in my room.....

No - physical control or restraint was probably the best thing to do

Other (please tell us).....

Don't know.....

Q31 How did you feel straight after the last time you were physically controlled or restrained here?

Please tick ✓ as many boxes as you want

I have never been physically controlled or restrained here.....

I was angry.....

I was upset.....

I felt fine.....

I was in pain.....

I was stressed.....

I was embarrassed.....

I wasn't bothered.....

Other (please tell us).....

Don't know.....

Q32 After being controlled or restrained on this occasion, how did you feel the next day?

Please tick ✓ as many boxes as you want

- I have never been physically controlled or restrained here.....
- I was angry
- I was upset
- I felt fine
- I was in pain
- I was stressed
- I was embarrassed
- I wasn't bothered
- Other (please tell us).....
- Don't know.....

Q33 Did anybody talk to you about how you felt after being physically controlled or restrained?

Please tick ✓ as many boxes as you want

- I have never been physically controlled or restrained here.....
- Yes - my personal officer or key worker did
- Yes - an advocate did.....
- Yes - another young person here did
- Yes - a teacher did.....
- Yes - a nurse did
- Yes - a doctor did
- Yes - a psychologist did.....

- Yes - another member of staff did.....
- Yes - one of my family or friends did.....
- No - someone tried to talk to me, but I didn't want to talk to anyone.....
- No - nobody tried to talk to me
- Don't know.....

Q34 Did you find somebody speaking to you after you were physically controlled or restrained helpful?

Please tick ✓ one box only

- I have never been physically controlled or restrained here.....
- Nobody spoke to me after I was physically controlled or restrained.....
- Yes.....
- No
- Don't know.....

Q35 Does the fact that you might be physically controlled or restrained make you change your behaviour or avoid doing certain things?

Please tick ✓ one box only

- Yes.....
- No
- Don't know.....

SECTION 9: SAFETY

Q36 Have you ever felt unsafe in here?

Please tick ✓ one box only

- Yes.....
- No
- Don't know.....

Q37 Have you ever been bullied by a young person or group of young people in here?

Please tick ✓ **one box only**

Yes (please tell us in what way you were bullied).....

No

Don't know.....

Q38 Have you ever been bullied by a member of staff or group of staff in here?

Please tick ✓ **one box only**

Yes (please tell us in what way you were bullied).....

No

Don't know.....

Q39 If young people shout through the windows at you, how threatening, if at all, do you find this?

Please tick ✓ **one box only**

Young people don't shout through the windows at me.....

Very threatening.....

Quite threatening.....

Not very threatening.....

Not at all threatening.....

Don't know.....

SECTION 10: EDUCATION

Q40 Are you doing education in here?

Please tick ✓ **one box only**

Yes.....

No

Don't know.....

Q41 If so, is this education helping you?

Please tick ✓ one box only

- Not doing education.....
- Yes.....
- No.....
- Don't know.....

Q42 Do you feel teachers are supportive if you have any problems with your school work?

Please tick ✓ one box only

- Not had any problems with school work.....
- Not doing education.....
- Yes.....
- No.....
- Don't know.....

Q43 Overall, how good do you think the quality of teaching is in here?

Please tick ✓ one box only

- Not doing education.....
- Very good.....
- Quite good.....
- Neither good nor bad.....
- Quite bad.....
- Very bad.....
- Don't know.....

Q44 Is there anything that would help you with education here that you are currently not getting?

Please tick ✓ as many boxes as you want

- No - I don't need any more help/not doing education.....
- More help from/time with teacher or tutor.....
- More help with reading and writing.....
- More help with learning English.....
- Having teachers and tutors who are more supportive.....
- More information about the course: the type and amount of work involved.....

- Being able to use the internet
 - A quiet place to study
 - Getting hold of the books I need
 - Being able to have access to computers.....
 - Something else (please tell us what help or support you would like).....
-
- Don't know.....

SECTION 11: ACTIVITIES

Q45 On average, how many times do you have free time or association each week (Monday to Sunday)?

Please tick ✓ one box only

- None
- One to two times.....
- Three to five times
- More than five times
- Don't know.....

Q46 Can you do exercise (either indoors or outdoors) everyday if you want to?

Please tick ✓ one box only

- Yes.....
- No
- Don't know.....

SECTION 12: PROGRAMMES

Q47 Which programmes, if any, have you done or are you doing in here (these may be sessions or workshops that you are taking part in other than education)?

Please tick ✓ as many boxes as you want

Have not done any programmes

Substance/drug misuse

Alcohol misuse

Offending behaviour programme

Anger management

Any others (please tell us which others)

Don't know.....

Q48 How helpful, if at all, do you find these programmes?

Please tick ✓ one box only

Not done any programmes

Very helpful.....

Quite helpful.....

Not very helpful.....

Not at all helpful

Don't know.....

Q49 Are you able to do all the programmes you want to do or are meant to do here?

Please tick ✓ one box only

Yes.....

No

Don't know.....

SECTION 13: KEEPING IN TOUCH WITH FAMILY AND FRIENDS

Q50 Have you had any problems getting access to the telephones?

Please tick ✓ one box only

- Yes.....
- No.....
- Don't know.....

Q51 Have you had any problems with sending or receiving letters?

Please tick ✓ one box only

- Yes.....
- No.....
- Don't know.....

Q52 How many times have you been visited by family or friends in the last month?

Please tick ✓ one box only

- Don't get visits.....
- Not been visited in the last month.....
- Once.....
- Twice.....
- Three times.....
- More than three times.....
- Don't know.....

SECTION 14: RESETTLEMENT

Q53 When did you first meet your personal officer or key worker?

Please tick ✓ one box only

- Still have not met him/her.....
- In first week.....
- After the first week.....
- Don't remember.....

Q54 Do you feel your personal officer or key worker is helpful?

Please tick ✓ one box only

- Still have not met him/her.....
- Yes.....
- No.....
- Don't know.....

Q55 Do you know what targets you have been set in your training/sentence plan?

Please tick ✓ one box only

- I don't have a plan.....
- Yes.....
- No.....
- Don't know.....

Q56 Has your YOT worker been in touch with you since you arrived here?

Please tick ✓ one box only

- I don't have a YOT worker.....
- Yes.....
- No.....
- Don't know.....

Q57 If you have a social worker, has he or she been in touch with you since you arrived here?

Please tick ✓ one box only

- I don't have a social worker.....
- Yes.....
- No.....
- Don't remember.....

Q58 Do you want to stop offending?

Please tick ✓ one box only

- Yes.....
- No.....
- Don't know.....

Q59 What is most likely to stop you offending?

Please tick ✓ as many boxes as you want

- Nothing it is up to me
- Making new friends outside
- Going back to live with my family.....
- Getting a place of my own.....
- Getting a job.....
- Having a partner (girlfriend or boyfriend).....
- Staying off alcohol/drugs.....
- Not wanting to end up in custody again.....
- Moving to live in a different area.....
- Having a mentor (someone you can ask for advice)
- Having a YOT/social worker that you get on with.....
- Having children.....
- Having something to do that isn't crime.....
- This sentence
- Getting into school/college
- Talking about my offending behaviour with staff
- Anything else (please tell us what).....
- Don't know

Q60 When you are released will you be living with a family member?

Please tick ✓ one box only

- Yes.....
- No
- Don't know.....

Q61 Have you had any help with finding somewhere to live when you are released?

Please tick ✓ one box only

- I have not needed any help
- Yes.....
- No
- Don't know.....

Q62 Have you had any help with getting a job when you are released?

Please tick ✓ one box only

- I have not needed any help
- Yes.....
- No
- Don't know.....

Q63 Have you had any help with going to school or college when you are released?

Please tick ✓ one box only

- I have not needed any help
- Yes.....
- No
- Don't know.....

Q64 Have you done anything during your time in here that you think will help you to get a job or go to school or college on release?

Please tick ✓ one box only

- I have not needed any help
- Yes (please tell us what)

- No
- Don't know.....

Q65 Is there anything you would still like help with before you are released?

Please tick ✓ one box only

Yes (please tell us what)

No

Don't know.....

Q66 Have you done anything, or has anything happened to you in here, that you think will make you less likely to offend in the future?

Please tick ✓ one box only

Yes (please tell us what)

No

Don't know.....

Q67 If you have been in custody in the past how does this time compare with other times? This does not include being held on remand or in a police or court cell.

Please tick ✓ one box only

Never been into custody before

This time is better

This time is worse.....

This time is about the same

Don't know.....

Q68 If you think this time in custody is better, worse or the same, please tell us why you say that.

Please write in below.

Never been in custody before

Just one more page to go!

SECTION 15: OVERALL IMPRESSIONS

Q69 What would you say are the best things for you in here?

Please write in below.

Q70 What would you most like to see changed in here?

Please write in below.

Thank you very much for filling in this questionnaire. If you have time, look through your questionnaire again to make sure you answered everything. When you have checked your answers, put your questionnaire into the envelope you were given and hand it back to the Ipsos MORI interviewer.

Appendix C: Staff interview schedule

Qualitative interview with staff at YOI/STC/SCH

Introduction

I am a researcher from the Institute for Criminal Policy Research, Birkbeck, University of London. We have been funded by the Youth Justice Board for England and Wales to evaluate the provision and effectiveness of interventions offered to young offenders within the secure estate. As part of this research we are interviewing professionals with knowledge and experience of interventions within the Secure Estate, to gather additional information on the types of interventions/programmes offered and received, and on the extent to which interventions/programmes are matched to young offenders' identified needs, as well as views on the effectiveness of interventions.

By intervention we mean a course or programme proactively offered to Young People with the intention to make a positive change in the individual's life. This includes education but also refers to more specific courses or programmes that are designed and directed to match and address particular needs of young people.

This interview is confidential. With your consent we will record the interview but all the recordings will be deleted once the interview has been transcribed. Only the research team will hear what you have to say.

When we write our report any interview extracts used will be annotated by professional role only (e.g. prison officer). Your participation is entirely **voluntary** and you can withdraw from the interview at any point without having to give a reason. Also if you later change your mind about your participation you can request that your contribution is not used.

1. Role and nature of contact with YP

1.1 Name of this establishment _____

1.2 What is your job title? Can you briefly describe what your job entails?

1.3 What is the nature and frequency of your contact with young people in this establishment?

1.4 How long have you been working here? _____

2. Regime/establishment

2.1 How would you describe the general culture/ethos of this establishment? What do you see as the main aim of this establishment? (e.g. punishment, rehabilitation, secure containment, etc)

2.2 Are you aware of acceptable behaviour statements in this establishment? If so, what are your views of these acceptable behaviour statements?

2.3 Are you aware of incentive schemes in this establishment? If so, what are your views/experience of these incentive schemes?

2.4 Are you aware of rewards and sanctions in this establishment? If so, what are your views/experience of these rewards and sanctions?

3. Needs of YP

3.1a Please describe the processes in place to assess individual young people's needs.

3.1b Are there any differences based on ethnicity, religion, vulnerability or needs for specific groups?

3.2a What sorts of needs do young people in this establishment typically have? (Both in general and specific to interviewee's relevant field)

3.2b Are there differences in needs for distinct sub-groups of young people? (e.g. gender, ethnic groups, offence type, etc)

3.3 Are there processes in place for matching the intervention/programme to the needs of a young person? If so, what are they? (*Asset* and others - in general and specific to the intervention/programme)

3.4.a How effective are those processes for ensuring the needs of the young person are met by the intervention/programme?

3.4.b Do you think processes could be improved? If so, how?

4. Detailed work with YP

4.1. Please list all the interventions/programmes that you are involved in delivering at this establishment.



The following questions need to be asked for each intervention and programme listed in question 4.1.

4.2 What are the objectives of this intervention/programme?



4.3 Are there any inclusion/exclusion criteria for participation in this intervention/programme?

4.4a Do you follow a specific curriculum/syllabus for this intervention/programme? If so, please describe it.

4.4b Who has provided/developed the curriculum/syllabus?

4.4c Do you find it useful? Have you made any changes to it?

4.4d Have you received training specifically to deliver this intervention/programme?

4.5 How is this intervention/programme delivered? (e.g. 1 to 1 or group work, practical workshops, dosage, frequency, length, etc)

4.6 Does this intervention/programme result in any award or educational qualifications?

4.7a How well do the young people typically engage in this intervention/programme?

4.7b What are the attendance/completion rates?

5. Perception of interventions/programmes

Questions 5.1 and 5.2 need to be asked for each programme and intervention listed in question 4.1.

5.1a Has this intervention/programme been evaluated? If so, how and by whom?

5.1b What were the findings? Do you agree with these findings?

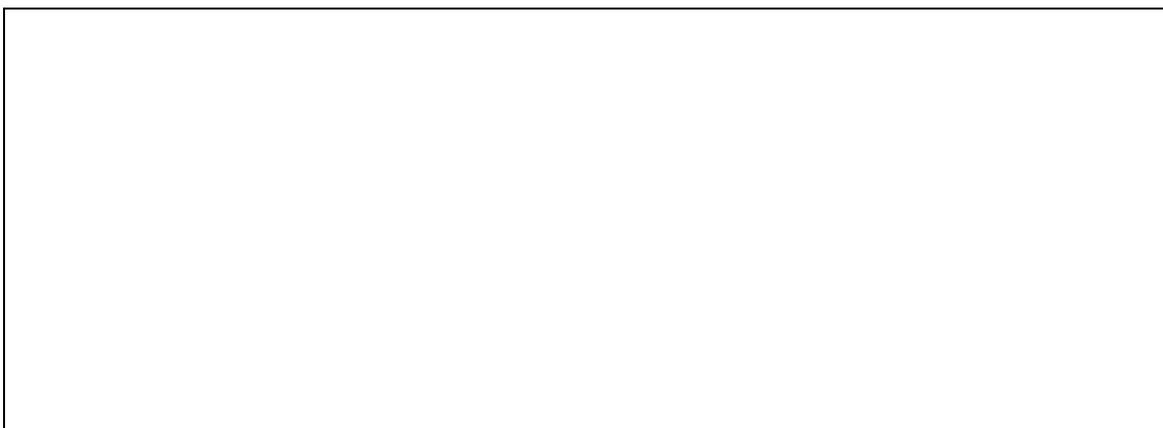
5.2 If this intervention/programme has not been evaluated, how effective do you think the intervention/programme is in achieving its objectives?

5.3 Generally speaking, which of the interventions/programmes do you think have the most beneficial impact on young people?

5.4 In your view, is there anything that could be done before the young person enters the establishment to increase the impact of the interventions/programmes received whilst in custody?



5.5 In your view, is there anything that could be done whilst the young person is in custody to increase the impact of the interventions/programmes received?



5.6 In your view, is there anything that could be done after the young person leaves custody to increase the impact of the interventions/programmes received whilst in custody?



6. Working within the Secure Estate

6.1 Are there any institutional factors that impact the delivery of interventions/ programmes? If so, please describe them.

6.2 In general, do you feel this establishment is supportive in the delivery of interventions/programmes?

6.3 Please describe any training or other professional resources available to you (e.g. staff training, resources for delivery of interventions).

7. Conclusion

7.1 Is there anything you wish to add?



Thank you

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