



Ministry
of Justice

Delivering Social Change through PPM: Youth Justice Reform Programme

Project Controls EXPO
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Protecting and advancing the principles of justice

Delivering Social Change through Project and Programme Management

- Majority of Government change is now delivered through Programme and Project Management approach and the cross government Project Delivery Function
- Every project is different and has its own unique set of challenges but core PPM techniques help whatever the size, type or complexity of the project
- Social change programmes often offer some of the most complex challenges, this is often because those who are impacted are people, as opposed to perhaps IT systems or buildings
- Youth Justice Reform Programme as a case study of delivery of a complex social change programme from policy development to delivery and what lessons we have learnt

Youth Justice: Why the need for change?

- Since 2000, there has been a distinct justice system for 10-17 year olds
- Over the last decade there has been a reduction by 85% of First Time Entrants, Cautions and Convictions have decreased by 83% and custodial sentences decreased by 74%, but those children who remain in the system have a complex and challenging set of needs
- There are 5 Young Offenders Institutions (YOIs) and 3 Secure Training Centres (STCs), mixed public/private sector. In addition, some children are held in Secure Children's Homes (SCHs), which are run by local authorities.
- The rates of violent incidents across the whole youth justice estate increased between 2010/11 and 2015/16 by:
 - Assaults: ↑ **95%**, from 10 to 19 per 100 young people per month; Self-harm: ↑ **120%**, from 4 to 9 young people per 100 per month; and Restrictive physical intervention incidents: ↑ **36%**, from 20 to 28 per 100 per month.
- In January 2016, a Panorama programme exposed the physical and emotional abuse of children in custody at Medway Secure Training Centre (STC) by staff. This resulted in a criminal investigation and HMPPS taking over control of the STC from G4S.
- Poor inspection results including all but one of the YOIs and STCs rated as poor in 2017; HM Inspectorate of Prisons stated in February 2017 that "there is no establishment within the estate that we consider to be safe to hold children and young people".

Youth Justice Reform Programme

In December 2016, the Government published its response to Charlie Taylor's Review of the Youth Justice System in England and Wales, and subsequently, the Youth Justice Reform Programme was created.

The programme aims to improve standards in youth custody by two key aims:

1. To make youth custody a place of safety, both for children and those who work there.
2. To improve the life chances of children in custody.

We are reforming youth custody and tackling the drivers of violence and reoffending which includes enhancing the workforce, improving governance and introducing a more individualised approach focused on education and health, so that we can better address levels of violence and improve outcomes for children and young people.

Delivery in 2 phases:

1. Reform of the Existing Custodial Estate
2. Delivery of a new type of provision: Secure Schools

Youth Custody Vision

Strategic Principle

An Individual Approach

Engage with, and understand, young people in order to offer an individual approach and tailor services

Focus on education and health

Develop positive futures for young people by improving health and education outcomes whilst in custody

Provide the skills for successful resettlement

Equip young people with the tools and motivation they need to successfully manage their own lives outside of custody

Governance that drives effective decision making

Ensure governance of the system drives innovation and supports effective decision making and accountability

Professionalise Youth Justice

Transform a career in youth justice into a respected and rewarding profession, attracting those with specialist skills needed to turn young peoples lives around

- **Targeted development centred in analysis.** Assessing and monitoring the needs of the cohort, health and education needs in order to develop personalised plans for development
- **An empathetic workforce that develop personalised relationships.** Staff who create supportive personal relationships with young people and are committed to understanding their needs to affect real and positive change
- **Reducing violence with speed and confidence.** Each young person deserves the chance to take responsibility for conflict and resolve it in a structured and positive way
- **Enhanced support units to accommodate for those with the most complex needs.** A dedication to providing additional support for the most vulnerable

- **A holistic curriculum dedicated to rounded progression.** Incorporating academia, health, vocational, sport, PE and therapeutic programmes into mainstream education
- **Individualised healthcare that is tailored to young people's needs.** Additional focus on meeting the health needs of young people in custody with a specific focus on mental health
- **A shift in the workforce away from security towards nurture and reform.** Specialist Workers with the skills and motivation to rehabilitate and embed intervention strategies with young people

- **Strong, integrated relationships between the community and secure estate.** Ensuring a seamless journey for young people between services
- **Partnerships which link education in custody to success outside.** Giving young people the skills and connections to sustain education or employment upon release
- **Targeted teaching of key life-skills.** Teaching young people time-management, responsibility, and work-ethic to build work-readiness
- **Captivating environments which build confidence in young people.** Environments that are enabling, that foster collaboration and self-improvement

- **Power for leaders to develop programmes freely.** Recognising that establishments can be best served by empowering those running them to devise and implement programmes
- **Information sharing between services to provide effective care.** A smart system linking information from all stages of the custodial experience to create a complete picture of individual needs and ongoing assessment
- **Renewed focus on outcomes over process.** Less prescriptive frameworks affording providers the flexibility to deliver programmes and outcomes effectively with accountability

- **A specialised workforce with its own bespoke training programme.** Giving staff the opportunity to develop vocational qualifications on the job
- **A workforce that facilitates collaboration and exchange with other agencies.** Allowing staff to develop meaningful career paths both inside and outside of the estate, and drawing ideas and experience from a wide-range of relevant sectors
- **Supportive work-structures which encourage reflection and improvement.** Giving staff the means to evaluate their own practice and enhance performance

Secure Schools

Service Providers

- **The very best specialist providers** with clear child focussed ethos, demonstrating knowledge and skills necessary to work with young people in crisis and unshakeable desire to help them turn their lives around.
- **Providers able to establish strong links with community provision and offer a seamless service both during a custodial sentence (through temporary release) and upon discharge.**

Strong Leaders with Freedom and Autonomy

- **Headteachers with an excellent record** who will demand ambitious standards for all pupils, overcome disadvantage and advance equality.
- **Enabling the best leaders** to take advantage of a level of autonomy similar to that which headteachers enjoy in academies, so that they can create a strong culture across the school and make informed decisions. This includes the ability to set and adapt the curriculum and timetable, and the autonomy to decide how they recruit, train and pay staff.
- **High levels of autonomy** provided to leaders will be matched with high levels of accountability.

A Specialised Workforce

- **Stable and properly supported workforce**, dedicated to and trained for working with young people with complex needs and challenging behaviour in a residential setting.
- **Headteachers will establish a whole-school approach** where the entire workforce across all elements of the service work together as a single entity with a common goal, and are motivated and supported to secure positive outcomes for young people, develop their own skills and support each other. Highly skilled workforce who develop strong relationships with young people.

Holistic provision with education, healthcare and physical activity at its heart

- **Young people engaging** with integrated care, health (both mental and physical) and education services tailored to their individual needs.
- **On entry, each young person will have a full assessment** of needs to establish a baseline against which progress can be measured and identify unmet health and special educational needs.
- **Personalised programmes** that build on young peoples' strengths and develop their potential, with the use of evidence-based interventions that help them build resilience and develop life and social skills.
- **Curriculum delivery** will take place in appropriate-sized groups, including one-to-one intervention where needed.
- **Children in secure schools** making educational progress on a par with their peers in mainstream schools, proportionate to the length of their sentence.
- **Every young person** who returns to their community from custody to have education, employment training arranged, with as many as possible starting formal apprenticeships, going to college or university when they leave. Secure schools will work closely with youth offending teams, education, health and other community service providers, and with young people's families where appropriate. Planning for resettlement will start when a young person enters a secure school and be adapted to support transition to the adult estate where appropriate.

Environment

- **Around 60-70 places** for young people who would currently go to YOIs and STCs, both on remand and sentenced.
- **Located in line with demand** and close to the communities they serve, with one in the North West of England and one in the South East.
- **Environment where young people feel safe and secure** so that they are able to focus on effectively engaging with integrated health, care and education services.
- **Indoor and outdoor sports** facilities at each secure school, and while sites will be secure visible security features will be kept to a minimum.

Key Deliverables

New Youth Justice Officer training & recruitment

- Introducing a new Youth Justice Specialist role and increasing the numbers of front line staff, making a significant investment in the training and development of staff in youth custody

Improved education, sport and health provision

- Investing £1.8m to increase the range of educational, vocational and enrichment activities, including sports and physical activity, available in the youth estate
- NHSE Secure Stairs roll out trauma informed practice

Enhanced Support Units

- We have opened the first Enhanced Support Unit to provide specialist psychological support to those with the most complex needs.

Secure School (Medway)

- Secure Schools will have child-focused and creative providers, strong leaders with freedom and autonomy, and a specialised workforce - putting education, healthcare and purposeful activity at the heart of rehabilitation.

Why was this a complex programme?

- Cross Government – Department for Education, NHS England, Home Office, Department of Health, Welsh Government, Youth Justice Board
- Change being delivered by organisations undergoing major changes due to governance changes in Youth Justice: creation of the Youth Custody Service and YJB change in role
- Transformation vs Operational BAU need – capacity and capability
- Complex end users with multiple and changing needs
- Difficulty in identifying long term tangible benefits solely attributable to the programme



Approach



Creation of a shared vision

“The SRO and Programme Team and all involved should be congratulated as the Review Team has never before witnessed a programme where the commitment to the single purpose of delivering the vision was quite so obvious from every interviewee”. (IPA Gateway Review)

One Team Approach

MoJ/YCS/NHSe/DfE secondments

Two phases in Programme

Current & future system

Governance & Reporting

Clear decision making structure within the Programme all OGD's represented on Programme Board, also key MoJ partners, Wales

Clear reporting to focus on delivery confidence and path to green actions

Scope

Custody Reform only, not everything in Taylor Review, other aspects still needed more policy development



Main Challenges and Learning

Challenges

- Wider political context
- Funding Constraints
- Operational Constraints
- Competing priorities reform v BAU
- Organisational Change
- Time driven
- Dependencies

Learning

- Cross Government from day 1
- Early engagement with IPA
- Early engagement with central MoJ Change Portfolio
- You can never communicate enough
- Time, cost, quality drivers
- Change managers in post earlier
- Getting the governance right

Government Internal Audit Agency (GIAA)

- The Government Internal Audit Agency's July bulletin outlined the current state of programmes and projects across Government.
- There are currently around 140 major projects spending a lifetime cost of £455bn. The report picked out common themes:
 - Effective Governance
 - Realistic plans
 - Clearly defined benefits
 - Business readiness
 - Risk management at a portfolio level
 - Clear requirements and clear, manageable project controls