

Summary: Intervention & Options

Department /Agency: Home Office/Department for Children, Schools and Families, Ministry of Justice	Title: Impact Assessment of the Youth Crime Action Plan	
Stage: Final Proposal/Implement	Version: 1	Date: 14 July 2008
Related Publications: Youth Crime Action Plan (YCAP)		

Available to view or download at:

<http://www.homeoffice.gov.uk/about-us/new/youth-crime-action-plan>

Contact for enquiries: Stuart Harwood

Telephone: 020 7035 0621

What is the problem under consideration? Why is government intervention necessary?

The Government wishes to address the problem of Youth Crime in the UK ranging from low level anti-social behaviour activity to serious violent crime, for example knife or gun crime. The Action Plan will cover a number of policy areas focusing on dealing with unacceptable behaviour; intervening early; supporting young victims; credible sentences; breaking the cycle of offending; and how to make it happen.

The Government is committed to protecting the public, making communities safer and increasing the number of young people on the path to success.

What are the policy objectives and the intended effects?: The YCAP seeks to reduce the impact of youth crime on individuals, their families, and communities.

Public funding provided both to Tier 1 and the other Local Authorities is presented as pump-priming funding, with the expectation that local authorities and their partners will lever in what more they need to get behind the youth crime reduction effort and deliver the most appropriate package for their need. The financial and expert support we are providing to LAs will equip them to make the best use of their existing services and resources in combating youth crime in their local areas. Experience of other change programmes to help Local Authorities reconfigure services the better to target those most at risk, such as in the provision of targeted youth support services, suggests that local authorities will make best use of their own resources. Where local authorities and their partners do not contribute their own resources in this way the timescale and the reach of the package of support will be affected. The decision rests with local authorities.

What policy options have been considered? Please justify any preferred option.

1. Do nothing to tackle youth crime.
2. Develop a comprehensive and co-ordinated national package of short and long term policy options to tackle youth crime and disorder and its causes, in order to provide maximum protection to the public whilst providing appropriate support and assistance to families most at need and strong enforcement and appropriate sentencing for those who cause the most harm.

The preferred option is 2. The Youth Crime Action Plan has been produced as a result of this.

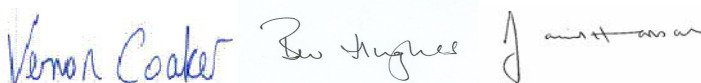
When will the policy be reviewed to establish the actual costs and benefits and the achievement of the desired effects? Regular reviews of the policies will take place following implementation, not least by way of the BCS (which is currently being consulted upon for expansion to under 16's) and the OCJS. Policy leads will maintain a close watching brief over the programme to assess benefits.

Ministerial Sign-off For Final Proposal/Implementation Stage Impact Assessments:

I have read the Impact Assessment and I am satisfied that, given the available evidence, it represents a reasonable view of the likely costs, benefits and impact of the leading options

Signed by the responsible Minister:

Date: 14 July 2008



Summary: Analysis & Evidence

Policy Option: 2

Description: Impact Analysis for the Youth Crime Action Plan

COSTS	ANNUAL COSTS		Description and scale of key monetised costs by 'main affected groups' Money will be made available from the three Government Departments to pump prime the delivery of the package of interventions in the YCAP. The financial and expert support we are providing to LAs will equip them to make the best use of their existing services and resources in combating youth crime in their local areas.
	One-off (Transition)	Yrs	
	£		
	Average Annual Cost (excluding one-off)		
	£ 65m over 2 years	2	Total Cost (PV) £135,000,000*
Other key non-monetised costs by 'main affected groups' * See note in bold on previous page about the funding package available for the Youth Crime Action Plan			
Costs relate to staffing, recruitment, operation costs alongside the costs of expanding and developing existing projects.			

BENEFITS	ANNUAL BENEFITS		Description and scale of key monetised benefits by 'main affected groups' The key benefits from these policies are that young people engaging in anti-social or criminal behaviour will be dissuaded from this activity and diverted to more positive activities, or those already in the CJS will be dealt with justly and will engage with interventions to reduce their offending behaviours.
	One-off	Yrs	
	£		
	Average Annual Benefit (excluding one-off)		
	£150m per year		Total Benefit (PV) £ 200-250m
Other key non-monetised benefits by 'main affected groups'			
Young people may engage more with their school work, or indeed with programmes such as positive futures or similar. .			

Key Assumptions/Sensitivities/Risks Assumed 10% impact on reducing the number of children who go on to become career criminals (equalling 982 children) and cost of harm caused over a criminal career of £300k per offender. Key risk is uncertainty about the impact on reducing the number of career criminals but 10% is in line with available evidence.

Price Base Year	Time Period Years	Net Benefit Range (NPV) £	NET BENEFIT (NPV Best estimate) £ 70-120 million approx
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What is the geographic coverage of the policy/option?		Eng (+Wales for MoJ)	
On what date will the policy be implemented?		Following Publication	
Which organisation(s) will enforce the policy?		CJS agencies, LAs	
What is the total annual cost of enforcement for these organisations?		£67m over 2 years	
Does enforcement comply with Hampton principles?		Yes	
Will implementation go beyond minimum EU requirements?		N/A	
What is the value of the proposed offsetting measure per year?		N/A	
What is the value of changes in greenhouse gas emissions?		N/A	
Will the proposal have a significant impact on competition?		No	
Annual cost (£-£) per organisation (excluding one-off)	Micro	Small	Medium Large
Are any of these organisations exempt?	No	No	N/A N/A

Impact on Admin Burdens Baseline (2005 Prices)		(Increase - Decrease)	
Increase of £ variable	Decrease of £N/A	Net Impact	£ variable

Key: Annual costs and benefits: Constant Prices (Net) Present Value

Evidence Base (for summary sheets)

[Use this space (with a recommended maximum of 30 pages) to set out the evidence, analysis and detailed narrative from which you have generated your policy options or proposal. Ensure that the information is organised in such a way as to explain clearly the summary information on the preceding pages of this form.]

Rationale for intervention

The problem

Around 100,000 young people aged 10-17 enter the criminal justice system for the first time each year. Data from the Police National Computer (PNC) shows that although first-time entrants (FTEs) to the criminal justice system aged 10-17 have been rising and falling in recent years – the overall trend since 2000-01 is a significant increase. If this trend continues, then by 2020 there will be around 2,300 first time entrants per 100,000 10-17 year olds, an increase of 25% from 2007-08. Re-offending has remained stable over a number of years at around 40%.

High-rate young offenders make up only around 5% (around 30,000 offenders) of the youth offending cohort, but are responsible for around half of youth crime. These offenders turn to criminal activities early – often before the age of 10 - and are on average convicted by age 13. Early starters tend to commit the most serious crimes, by virtue of committing more crimes than any other group¹ and they go on to become prolific offenders in adulthood. These offenders typically exhibit a complexity of personal and family risk factors from early childhood and can be identified with a relatively high degree of accuracy from early on. Accuracy of identification increases with age, and early identification relies on parental risk factors being picked up and needs assessed.

Teen starters begin offending later, receive their first conviction around age 16 and are usually convicted for 3 or 4 serious crimes. There are thought to be 60,000 teen starters in each 'year group', with around 250,000 to 300,000 active as youth offenders and a further 350,000 active as adults. Minor offenders are thought to account for around 200,000 to 250,000 youth offenders, with perhaps as many as 700,000 committing crimes as adults. Minor offenders are convicted for 1 or at most 2 serious offences.²

The Home Office estimated the cost of crime against individuals and households at around £36bn in 2003/04.³ Further analysis suggests that the criminal 'careers' of prolific offenders might cost in the region of £300,000 per offender on average (and much higher in extreme cases). Young people aged 10-16 years are thought to be responsible for around 25 per cent of crime, suggested a total cost in the region of £6bn per year (including crime against business and the public sector).

The rationale for intervention

The economic rationale for intervening to tackle youth offending and re-offending is based on the argument that youth crime is a 'public bad' because the harm it causes extends beyond the individuals committing it. There is a high cost to society not only in terms of the consequences of crime (e.g. value of property stolen, property damaged, victim services, lost output, physical and emotional impact) and the costs of responding to it (e.g. cost of the criminal justice system) but also in terms of the costs associated with anticipation of crime (e.g. costs of insurance and security measures). To get some idea of magnitudes, in 1996 the National Audit Office⁴ estimated that the annual funding of services directly involved with young offenders was around £1 billion. More recently, the Home Office estimated the cost of crime to individuals and households to be around £36 billion. But there is also a high long-term cost to young people committing crime because we know that crime is associated with a range of poor economic and social outcomes. Preventing youth crime can therefore reduce these economic and social costs.

¹ Piquero et al (2007), tab. 10.5

² Grove and MacLeod, unpublished research

³ Dubourg et al (2005)

⁴ National Audit Office (1996), Misspent Youth

Government already invests heavily in support for children, young people and families at risk, and significant reforms to local service delivery promise ever increasing coordination of multi-agency support. These reforms all contribute to the prevention of a variety of negative outcomes, and as such form the core of a package to prevent and reduce youth offending. However, evidence indicates that there are gaps in our current activity.

Services rarely collaborate or share information, and the links between adult and children's services are practically non-existent. Coupled with a complexity of local identification and assessment routes, this means that a full picture of the needs of a child and their family is rarely built up. Even if children and families are identified as being in need of intervention, resource constraints may mean that support is not available – only a fifth of primary school children identifiably at high risk of prolific offending receive a family / parenting intervention under current plans. Moreover, the most chaotic families may not engage with support even if it is available. While the role of schools in preventing negative outcomes is expanding, the school is not yet the hub for identification, assessment and intervention that we would want it to be in the future, and little is done to tackle anti-social and delinquent peer groups.

Development of the package

In order to formulate the policies selected for the Youth Crime Action Plan, a comprehensive evidence gathering process took place. We carried out:

- Deep dives
- Stakeholder workshops
- Consultation with academics
- Literature reviews
- Analysis of qualitative and quantitative evidence

Aimed at:

- Analysing the issues and barriers specific to each element of the system
- Defining the problem
- Describing what 'good' looks like
- Analysing barriers and issues in the system

When generating policy options to take forward our overall level of ambition was high. As well as identifying major common themes to address, we recognised the need for a balanced package to tackle the causes of offending and address welfare needs as well as holding young people to account for offending and our need to protect the public.

A number of cross-cutting themes were identified: **Prevention; Enforcement; Victimisation and Justice**. These cross-cutting themes provided the basis for our work strands against which we developed policy proposals to tackle the problems identified in each strand.

The package was designed to tackle the entire spectrum of youth crime – from early intervention and prevention at root level, right through to tackling and addressing unacceptable behaviour, enforcement, justice, custody and resettlement. It is not a package of policies designed to tackle one single issue, such as car theft or mobile phone theft, or graffiti at bus stations. Different policies in the package target different aspects of the problem. If we withdrew some of the policies from the package we would not be able to address the whole spectrum of youth crime. Some of the policies do not obviously sit with others in the package but this is due to the targeting of the individual policies at different aspects of the problem.

The solution

Prevention

Since a high proportion of crime is committed by a small proportion of offenders and it is possible to predict accurately by age 10, and in many cases by age 5, whether a child will go on to be a future career criminal, this suggests the need for two tiers of intervention – **universal** to identify potential offenders early so as to provide support to the majority of potential non-prolific future offenders and to refer those with more complex needs to more targeted interventions; and more structured and **targeted**

services aimed at reducing risks and promoting resilience in those identified as possible future prolific offenders. The Action Plan contains a package of preventative proposals aimed at intervening early to reduce the risk of youth offending and re-offending by seeking to plug some of the identified gaps through:

- **'Think Family' system reforms** seek to ensure that robust partnership working within and between adult and children's services in every local area makes early identification and engagement of at-risk families, holistic needs assessment and a coordination of a package of support that meets the individual and collective needs of family members becomes the norm rather than the exception;
- **Expansion of intensive family support** uses a key worker approach to deliver intensive and assertive support to particularly chaotic or challenging young people and families, with non-negotiable elements and sanctions if behaviour doesn't change;
- **Common Assessment Framework assessment for permanently excluded pupils** ensures that the needs of this group of young people can be assessed and met swiftly, to ensure that they get back on track as quickly as possible;
- **Safer Schools Partnerships** build trust between young people and the police, and help to combat bullying, gang activity and low-level offending in and around school, with a focus on swift interventions and restorative approaches;
- Encourage the deployment of **street-based teams** of youth workers and ex-gang members, working in partnership with the police to reach out to and challenge peer groups that are most at risk of offending and anti-social behaviour.

Enforcement

Crime can significantly harm the confidence of individuals and communities. We are determined to address this by ensuring communities have confidence and satisfaction in the measures used to tackle youth crime. By taking prompt and effective action we can make a real difference and send a clear message that the offending of the minority will not be tolerated at the expense of the majority. Our actions will include:

- **Ensure that the police and local partners are using all the powers they currently have to maximum effect.** The Government has introduced a range of powers, such as Acceptable Behaviour Contracts (ABCs) and Anti-Social Behaviour Orders (ASBOs) which, when rigorously applied, can be very effective in reducing crime and anti-social behaviour. It is also important that young people recognise that ASBOs represent their last chance to stop their anti-social behaviour or face the full force of the criminal justice system.
- **Deter young people involved in criminal and anti social behaviour by engaging them with street-based teams of youth workers and ex-gang members** working in partnership with the police to engage and challenge groups of young people who are at the greatest risk of offending and anti-social behaviour.
- **Roll Out Operation Staysafe**, where police use existing child protection legislation to remove children and young people from the street late at night to a place of safety. Parents and, where necessary, additional services can then be contacted.
- **Have a Youth Offending Team worker in police custody suites**, to ensure that action to tackle young people's offending begins at the point of arrest. There are many problems that can cause a young person to commit crimes and we want to see those addressed as early as possible.
- **Increase after-school police patrols** to tackle anti-social behaviour and disorder at school closing time and at transport interchanges. School closing time can be a flashpoint for trouble, even if this does not occur right outside school gates. Teachers, schools, parents and the local community will know where these areas are and, using this local intelligence, we will increase police patrols to cover more of these trouble-spots.

Justice

When young people are found guilty of crime, they should receive a sentence which ensures public protection but which also tackles their offending with the aim of preventing them doing it again. The public are entitled to expect that young people who are dangerous or commit serious offences should go to custody. So should the small number of those who offend persistently and have not responded to community penalties. But for young people who end up in custody we must ensure that what happens to

them during their time inside reduces the chances of them committing another crime when they come out. But most young offenders can be punished and dealt with more effectively in the community. We therefore need to be sure that magistrates and the public are confident that non-custodial sentences will address offending behaviour and protect the public. Our measures include:

- **Give the public the chance to identify what reparation work they would like young people on community sentences to carry out** and tell the community when this has been carried out, so they can see that something challenging and constructive has been achieved.
- **Continue the pilots of intensive fostering**, which provides specialised, highly intensive care for a serious and persistent young offender whose home environment directly contributes to their offending behaviour and who might otherwise face custody.
- **Ensure young offenders are occupied when they are most likely to re-offend** through extending provision of youth clubs and of programmes to address offending behaviour at evenings and weekends.
- **Increase feedback between the courts and the Youth Offending Teams**
- **Commit to principles for the use of custody for young offenders**
- **Explore how to strengthen the delivery of evidence-based interventions by Youth offending teams**

Children who commit minor offences often stop offending because they fear more serious consequences and they have sufficient support from parents, peers and mainstream services to find alternatives to offending. However, young offenders further into the criminal justice system find it harder to stop offending. We must ensure that their underlying problems and needs are tackled through a joint approach between mainstream children's services and those working in youth justice services. Our measures include:

- **Clarifying the role of Children's Services in overseeing resettlement provision**
- **Developing a more comprehensive package of support for children leaving custody**
- **Exploring ways to expand existing resettlement provision for young people leaving custody**
- **Improve education and training for young offenders, including placing new duties on local authorities to fund and commission education and training in juvenile custody; developing new performance management arrangements to reflect new roles of local authorities and partner agencies; considering how we best meet young offenders' special educational needs; developing a national delivery framework for education and training in juvenile custody; developing guidance for local authorities and partners setting out the requirements for young offenders' education in custody and the community; develop and implement a quality improvement strategy for education in juvenile custody**

Reductions in youth crime and the improvement in outcomes for children and young people will only happen through the combined and unified effort of all local agencies and services working together in partnership. Our measures include:

- **Strengthening the strategic response to youth crime at a local level**
- **Taking a joined-up approach to the individual child and their family to ensure that children and young people who are at risk of offending receive the support they require.**
- **Consulting on proposals to increase the focus of local partnerships on taking steps to prevent offending and re-offending through earlier and more effective intervention**

Victims

We know that young people are more likely to be victims of crime than adults and that they are overwhelmingly likely to be victims of other young people⁵. However, young people tell us that they are

⁵ 89% of assaults with injury on 10-15s were perpetrated by young people aged 15 or under. OCJS 2005

often too afraid to come forward to report criminal activity for fear of the reaction by the perpetrators, family or their peer group. It is vital that we support young victims, taking back control from the minority and ensuring they receive the very best support from the police and other bodies. Our immediate measures will be to:

- **Test innovative ways of supporting young victims** by building up our knowledge on how best to deliver services for young victims of crime. We will commission four local projects in those areas where agencies are already providing some service and build on these to test how the statutory and voluntary sector can provide a more complete service to victims of crime, meeting all parts of our national aims outlined above.
- **Improve support for young witnesses to attend court** by building on the measures we have already introduced and issuing good practice guidance to practitioners to help them establish enhanced services to support young witnesses before they attend court to contribute to reducing the number of ineffective trials.
- **Provide young people with information about dangers and risks**, so that they can protect themselves from crime and feel safer.
- **Be responsive and accountable to young people and the wider community** to ensure that young people are involved in tackling youth crime and decisions that affect them and improve the relationship between young people and the police.

EVIDENCE OF EFFECTIVENESS

The proposed policy solutions have been developed on the basis of a thorough review of existing evidence on what works in preventing and tackling youth crime. Although it is hard to estimate the particular impact they will have, the fact that they are grounded in evidence gives us some degree of confidence that they have the potential to be effective.

For example, evidence shows that successful crime prevention interventions are **targeted** rather than universal and tend to focus on changing behaviours among parents or children. By virtue of focusing on behavioural change, most successful interventions work best when targeted on higher risk children and their parents. This is the basis for increasing and extending targeted intensive support to families with at risk young people.

Crime Impact of Universal and Targeted Social Skills Interventions⁶

Type of prevention	Crime Impact Post-intervention	Crime Impact in Follow-Up
Universal	8%	-5%
Targeted	52% (statistically significant)	48% (statistically significant)

Types of intervention with robust track record in reducing crime⁷

Intervention Type	Crime Impact ⁸	Age	What Programmes Involve	Examples
Home visiting (targeted)	24%	Early years	Home visits by nurses giving advice about prenatal and postnatal child care	Nurse Family Partnership
Preschool (universal)	26%	3-11 years	Pre and primary school education plus weekly home visits and primary attainment	High/Scope Perry Preschool
Parent management training (targeted)	40%	All ages	Parents trained to reward appropriate behaviour and use clear commands	Incredible Years

⁶ Crime impact is percent reduction in crime rate compared to control. E.g. 10% reduction in 14% crime rate is 1.4% fall. Losel and Beelmann (2006) Child social skills training, in Farrington and Welsh (eds) Preventing crime, p.43, tab.4

⁷ Adapted from Farrington and Welsh (2007)

⁸ Percentage fall in the crime rate. E.g. "25%" = 50% crime rate falls by a quarter to 37.5%

Social skills training (targeted)	19%	Older ages ⁹	Helping children use time constructively, providing desirable role models and increasing self-esteem	Participate and Learn Skills (PALS)
Family therapy (targeted) ¹⁰	28% ¹¹	Age 10 to teens	Working with the whole family to build relationships and address multiple issues	Multi-Systemic Therapy
Civil dispersal orders (targeted)	-	All ages	Focused civil penalty prohibiting certain activity or behaviour on an individual based on their offending behaviour	Anti Social Behaviour Orders, Acceptable behaviour contracts
Police Child Protection policies (universal)	-	Under 16 years	Protecting children from harm (including from themselves) by implementing child protection procedures in certain circumstances	Operation Staysafe
Intensive Interventions	Young people on ISSP: Commit 39% fewer crimes 13% reduction in seriousness	10-17 year olds	Intensive supervision and surveillance to disrupt patterns of offending combined with effective interventions to tackle the causes of offending.	Intensive Supervision and Surveillance Programme (ISSP)
Reparation and Restorative Justice	Re-conviction rate of 44.7%.	10-17 year olds	We recognise the value of reparation in tackling youth offending and the positive outcomes that can result in making young offenders face up to the consequences of their criminal behaviour. The Referral Order, which requires young offenders to answer to a Youth Offender Panel (a panel of community volunteers) for their actions and to make amends to their victims. The Referral Order has the lowest reconviction rate of any community sentence for under-18s of 44.7%.	Referral Order

The proposals will deliver a step change in the provision of support to families, through the development of more sophisticated local systems to identify, assess and deliver coordinated services in response to the needs of the whole family, and an increase in more intensive support where this is necessary. This builds on the **Family Intervention Projects** and **Family Pathfinders**, focussing on families with young people at risk of offending. Evaluation evidence for FIPs by comes from evaluation of the Dundee FIPs and the Sheffield Hallam University evaluation of six projects in the North West. The evidence found that in 92% of families there was either no risk to the community or the risk had reduced by the time families exited the project. For more than four out of five families (85%), at the point at which they exited the project, complaints about anti-social behaviour had ceased or reduced. Although the benefits of robust multi-agency working are very clear, the Pathfinders only began in April 2008, and there is no evidence yet as to their effectiveness.

Nurse-Family Partnerships (NFPs) are currently being tested and evaluated in the UK, but evidence from the US suggests they are highly effective at preventing future offending. Evidence from the United

⁹ Losel and Beelmann (2006), p.43 tab.4

¹⁰ Sutton et al (2004) Support from the Start, p.60

¹¹ Effect size is for meta-analysis of multi-systemic therapy

States indicates that the Family-Nurse Partnership can significantly improve outcomes for disadvantaged first time mothers and their babies, including, once the children reach adolescence, fewer arrests and convictions. We are currently testing the Family-Nurse Partnership in England, delivering the service to families in 10 areas.

Two University of York evaluations of **Safer School Partnerships** in 2005/2006 have shown that they are proving effective in improving behaviour and attendance, with truancy falling and pupils feeling significantly safer. The Metropolitan police have made SSP development one of their priorities and plan to deploy dedicated SSP officers to all of their 185 (DCSF-identified) high priority secondary schools and 59 PRUs, and are deploying PCSOs to primary schools.

There is anecdotal evidence on the effectiveness of encouraging the deployment of **street-based teams of youth workers** and ex-gang members, which work in partnership with the police to reach out to and challenge peer groups that are most at risk of offending and anti-social behaviour. Visits to Tower Hamlets and Leicestershire suggest that this is already happening and is effective.

We recognise that if community sentences are to provide a genuine alternative to custody, they must be strong, effective, and command public confidence. They must tackle offending behaviour and address educational and social problems. We know that young people benefit from intensive supervision and support and programmes that are individually tailored to address these issues. The Youth Justice Board has developed the Intensive Supervision and Surveillance Programme (ISSP) to cater for serious and persistent young offenders who might otherwise be at risk of a custodial sentence. This programme combines surveillance to disrupt offending behaviour with Intensive supervision consisting of highly structured, individual programmes to tackle the causes of offending behaviour – including education and training; inter-personal skills and family support.

Restorative justice is embedded in the youth justice system and victim contact or reparation can be part of all youth justice disposals. Effective restorative justice encourages the young offender to take responsibility for their behaviour and make reparation to the victim or community where appropriate. As part of this, where possible – that is depending upon the circumstances and nature of the offence - the offender should be required to do something practical in reparation that will benefit the victim, or, alternatively, the community as a whole. Offenders can be required to do things like graffiti cleaning, repairing community facilities or conservation work. Restorative justice is a key component of the Referral Order and other community sentences such as the reparation order.

We want to increase our knowledge of what works best for young victims of crime. This is why we are planning to build on existing locally innovated work with young victims. We will evaluate these projects and develop good practice guidance to spread to other areas.

Groups affected by the proposals

The proposals in this impact assessment will affect the following groups:

Groups affected	How they will be affected
Young people	Will have positive activities and services targeted at them more proactively through street-based outreach, and may be subject to stay-safe intervention, where they will be picked up by the police if out late at night, held in a place of safety, and ultimately re-united with their parents. More generally, will be subject to strong messages that violence, crime and anti-social behaviour will not be tolerated at any level. Those in the criminal justice system will be both held to account for their actions and supported to turn their lives around through addressing the causes of their offending. . All of the proposals in the plan should help reduce the number of young victims and we will improve support for those who do become victims of crime.
Parents	Will be held more directly accountable for the whereabouts and actions of their children. Will be encouraged (and where necessary)

	compelled to parent effectively, and to play their crucial role in shaping the aspirations and future life chances of their children by taking the help they need to resolve difficult and sometimes complex personal and family issues.
Youth workers	Will be deployed more strategically, intervening directly where groups of disaffected young people are at particular risk of getting into trouble. Will be encouraged to engage young people with existing services and facilities.
Schools and children's workforce	Will need to work in partnership with each other and with adult services to identify, engage and assess the needs of at-risk families, and to provide a coordinated package of support that meets the needs of the whole family.
Adult services	Will need to work together and with children's services to ensure that parental risk factors are picked up and assessed through a whole-family approach to youth crime prevention.
Local Authorities	Will be encouraged to accept funding and expert practitioner advice and support in return for the delivery of a suite of measures to tackle youth crime. The package is designed to lever in LAs' own resources and deployment of them more effectively to tackle the problem. Local Authorities will need to ensure that there are co-ordinated arrangements in place between different local partnerships to ensure a co-ordinated approach to tackling youth crime. Local Authorities should also ensure there are systems in place to ensure continuity of support for children leaving the youth justice system. Local Authorities and the Criminal Justice System will be encouraged to work more closely together to support young victims of crime
Criminal Justice System	Focus on prevention and early intervention should, in time, stem the flow of young people into the criminal justice system. Tackling the causes of offending and holding young people to account should reduce re-offending. The Criminal Justice System and Local Authorities will be encouraged to work more closely together to support young victims of crime
Police	Some re-prioritisation needed to focus on prevention and early intervention, e.g. expansion of Safer Schools Partnerships, working with youth work street teams, operation stay-safe, after-school police patrols. Will require some thinking about local deployment.

Cost of the proposals

This IA sets out the costs of individual interventions for information. However the flow of funding from the centre will be for a "package" of interventions taken from the plan. LA's will determine how to direct the resource made available to them based on local need and may also consider whether to reassess current funding priorities so as to direct additional resources towards these activities .

To deliver the intensive programme of proposals, 66 Local authorities in 'Tier 1' will be offered £350,000 each in both 2009/10 and 2010/11 to deliver the entire package of prevention and enforcement elements. In practice, the priority they give to each element will depend on what they already have in place and where most value can be added. The remaining 84 local authorities will deliver on the family elements of the package (i.e. think family system reforms and intensive family interventions). In 2009/10, 57 LAs will receive £175,000 each to do this, and in 2009/10 all 84 LAs will be on board. Throughout the course of the 2 years, we will offer dedicated support and expert practitioner advice to LAs as they implement the changes. The Youth Taskforce and Families Unit will combine forces to provide this support. These costs amount to £39.3 million in 2009/10 and £45.3 million in 2010/11 – or around £85 million over two years. Costs beyond 2010/11 are uncertain but could potentially be around £35 million a year for continued funding of intensive family support.

Public funding provided both to Tier 1 and the other Local Authorities is presented as pump-priming funding, with the expectation that local authorities and their partners will lever in what more they need to get behind the youth crime reduction effort and deliver the most appropriate package for their need. The financial and expert support we are providing to LAs will equip them to make the best use of their existing services and resources in combating youth crime in their local areas. Experience of other change programmes to help Local Authorities reconfigure services the better to target those most at risk, such as in the provision of targeted youth support services, suggests that local authorities will make best use of their own resources. Where local authorities and their partners do not contribute their own resources in this way the timescale and the reach of the package of support will be affected. The decision rests with local authorities.

Summary of direct costs associated with preventative and enforcement measures in the Action Plan

Policy Action / Intervention	Annual Costs			Explanation of costs where not about local prioritisation, best practice and better partnership working
	2008-09	2009-10	2010-11	
Think Family system reforms		c£50K per LA = £6.15m	c£50K per LA = £7.5m	The reforms should not create high delivery costs as it is about enhanced partnership leading to better intelligence and targeting of existing and new services. £50K covers costs such as multi-agency training, legal costs, and development of information-sharing protocols. Envisage that systems will be in place by end of 2010/11 and no need for ongoing funding beyond that point.
Intensive family support		£250K per LA = £30.75m	£250K per LA = £37.5m	£250K per year will buy 4 key workers to deliver intensive support to around 40 families per year. A number of LAs already have existing arrangements, and new funding will allow them to expand this, while other LAs will be developing provision from scratch.
Permanent exclusion to act as a trigger for a CAF		nil	nil	No additional costs as LAs are already gearing up to deliver CAF (as part of broader integrated working) to every child or young person that needs it by 2010 – exclusion is an obvious candidate.
Pastoral support in primary schools		nil	nil	No funding implication – working with Children’s Workforce Development Council to collect and disseminate good practice
Expand Safer Schools Partnerships		nil	nil	No current funding implication as we will use conferences and guidance to encourage greater take up. However, it could clearly have significant resource implications for local police forces but as yet there are no estimates for this.
Increase take up of parenting support		nil	nil	No additional cost. This is making use of enhanced identification and

				referral systems to ensure that parents of offenders can benefit from existing parenting support in the LA or from a Family Intervention Project which is funded separately.
Improving education in Pupil Referral Units		nil	nil	This is an existing commitment with separate funding arrangements under the Alternative Provision White Paper.
Street based teams of workers to engage with young people		c£150k per 66 LA = £9.9m	C£150k per 66 LA = £9.9m	The annual costs of £150k per Local Authority relates to staffing costs to staff the street-teams.
Expansion of Operation Staysafe		c£10k per 66 LA = £660k	c£10k per 66 LA = £660k	The annual costs of £10k per Local Authority is based on the assumption of monthly operations at approximately £800 per operation for staffing and premises.
Use of existing police powers		Limited/nil	Limited/nil	Police and agencies are already using the powers available to them. We will seek to ensure these powers are being used to greatest effect
Increased after school police patrols		c£60k per 66 LA = £3.96m	c£60k per 66 LA = £3.96m	The annual cost of £60k per Local Authority is based on the cost of 2 additional PCSOs per LA.
Consulting on holding parents to account for the actions of their children e.g. completing disposals	Unknown	Unknown	Unknown	Depends on outcome of consultation
Encourage use of parenting orders using existing provision	Minimal	Minimal	Minimal	
Triage – YOT worker in custody suites	£50,000 per LA in 66 LAs	£50,000 per LA in 66 LAs	£50,000 per LA in 66 LAs	Relates to staffing and administration costs.
Community involvement in reparation	None	None	None	
Use statutory levers to hold LAs to account for delivery of wider services to support needs of offenders	Negligible	None	None	
Periodic reviews by courts of high risk offenders on community sentences	None	125,000	225,000	Relates to court and administrative costs.
Consult on evidence based approach to interventions	Unknown	Unknown	Unknown	
Intensive fostering	None (£4.1 million already provided)	£3million	£3million	£4.1 million already committed. The £3million in 08-09 and 09-10 extends the pilots. Reduce re-offending.
Encourage YOTs to run programmes when young offenders are	Negligible	Negligible	Negligible	

most likely to re-offend				
Increase feedback between the courts and the Youth Offending Teams	Negligible	Negligible	Negligible	
Consult judiciary on increased naming of guilty 16 and 17 year olds	None	None	None	
Place duty on local authorities to fund and commission education and training in juvenile custody	None	None	None	Absorb within existing costs. Re-routing existing funding. Implement from Sept 2010.
New performance management arrangements to reflect new roles of LAs and partner agencies	None	None	None	Absorb within existing costs. Re-routing existing funding. Implement from Sept 2010.
Consider how best meet young offenders special educational needs as part of new funding model in custody	None	None	Unknown as yet	Implement from Sept 2010.
Develop national delivery framework for education and training in juvenile custody underpinned by local agreements for implementation	None	None	None	Implement from Sept 2010. From existing resources.
Develop guidance for LAs and partners setting out requirements for young offender education and training in custody and the community	None	None	None	
Develop and implement a quality improvement strategy for young offender education	£500,000	£500,000	£500,000	
Commit to principles for the use of custody for young offenders	None	None	None	
Consult on named person to oversee resettlement	None	None	None	
Consult on comprehensive package of support for children leaving custody	0 (for next CSR)	0 (for next CSR)	0 (for next CSR)	Estimates of cost to society and services of these high category offenders is £80,000 per year each. Unit cost for package of care likely to be in region of £12k.
Explore ways to expand existing resettlement provision for young people leaving custody	0	£3million	£3million	
Consult on CAF and ASSET assessment	0	0 (unlikely to be in	Unknown – depends	

		place by 08-09)	on consultati on	
Consult on a range of options which are aimed at increasing the focus on earlier intervention - making LAs responsible for full costs of court-ordered secure remand	0 (wouldn't come in this yr)	0 (unlikely to start in this year either)	0 (when it does start is cost neutral)	
Consult on a range of options which are aimed at increasing the focus on earlier intervention - making costs of custody more visible	0	0	0	
Consult on a range of options which are aimed at increasing the focus on earlier intervention - developing a formal review process for children who go into custody	0 (wouldn't come in this yr)	Unknown	Unknown	Unknown, dependent on results of consultation.
Consult on a range of options which are aimed at increasing the focus on earlier intervention - strengthening expectations for robust resettlement planning	0 (wouldn't come in this yr)	Minimal	Minimal	
Test innovative ways of supporting young victims by building up our knowledge on how best to deliver services for young victims of crime to meet our national ambition. Ensure all local areas to take forward good practice emerging from young victim support pilots.	£540K (from existing budgets)	None	None	
Improve support for young witnesses to attend court	£190K	None	None	
Provide young people with information about dangers and risks, so that they can protect themselves from crime	None	None	None	

and feel safer.				
Be responsive and accountable to young people and the wider community to ensure that young people are involved in tackling youth crime and decisions that affect them.	None	None	None	
Work with stakeholders to use innovative design solutions to help prevent young people becoming victims of crime.	Unknown	Unknown	Unknown	

Benefits of early interventions and intensive family support

We estimate a stock of around 110,000 families with 200,000 children at risk of future high-rate offending (aged 0-16). Children move into risk at any age and once at risk of high rate offending, children tend to stay there – with the result that many children remain at risk of offending for some time.¹² The model suggests that around 21,000 children aged 0-16 move into risk during a year – and on average they will be at risk for 9 to 10 years. To calculate the number of families with children at risk, we have simply assumed 1.8 children per family in line with the national average.

Intensive family support will place four key workers targeting 40 'at risk' families in local authority areas (123 in 2009/10 and 150 in 2010/11). This implies an average of 5460 families targeted per year. Assuming 1.8 children per family implies 9,820 'at risk' children targeted per year.

Evidence suggests that intensive, early interventions with these children might be effective in diverting them away from lives of crime and anti-social behaviour. The size of the likely impact of intensive family support in this Plan is difficult to estimate in advance. However, based on the evidence discussed above, an assumption of 10 per cent would seem conservative. We assume that this effect is generated through targeting on a two-year basis, so that two years' worth of targeting will impact upon 9,820 children. This implies that 982 children will be diverted away from future high-rate criminality.

The Home Office and Ministry of Justice have undertaken analysis of criminal 'careers' of different types of offenders.¹³ This takes into account the rate of offending and recidivism, as well as any tendency there might be to 'specialise' in certain types of crime (although most offenders tend to be 'generalists'). When combined with Home Office estimates of the costs of crime,¹⁴ it suggests that serious, prolific offenders might cause in the region of £300,000 of harm through offending over the course of an average career (and in some cases much more).

This in turn suggests that the benefits of intensive family support might be of the order of £300m for the two years' worth of funding considered in this Plan. These benefits are associated with avoided future offending, so should be discounted accordingly, which might reduce their value to between £200m and £250m. However, they are clearly considerable, including when compared against the estimated cost of

¹² NB: The model assumes high continuity of risk with no children moving out of the at risk group once they enter it. Given the complex and multiple needs of the group of people who offend at a high rate, this appears reasonable.

¹³ E.g. Macleod (2003)

¹⁴ Dubourg et al (2005)

intensive family support of £68m over two years. They might also be underestimates of the full benefit, since they do not include improvements in behaviour which might occur during childhood, or other benefits potentially linked with reduced criminality in adulthood (such as higher employment rates and improved health status).

In addition, these benefits only relate to the targeting of at risk children specifically through intensive family support. 21,000 children are estimated to become ‘at risk’ each year, with an existing stock of 200,000. This implies the scope for considerable additional benefits associated with diverting these children away from future criminality, as envisaged in this Plan going forward.

Value for Money

Although a full discounted cost-benefit analysis is not available for the specific preventative measures proposed here, our initial analysis suggests that the cost of the preventative measures are likely to be more than offset by the potential benefits of reducing youth offending.

This is backed up by external research which suggests that early intervention is an efficient way of preventing youth offending. Programmes directed at diverting young people at risk and parenting programmes can result in general economic and social benefits of over £10 for every £1 invested.

Summary of expected impacts

INTERVENTIONS	OUTCOMES & IMPACT
‘Think Family’ system reforms	<ul style="list-style-type: none"> • Fewer first-time entrants to the criminal justice system aged 10-17 (FTEs) • Reductions in re-offending by young people • Fewer exclusions from school • Fewer young people misusing substances • Improved life chances of socially excluded young people
Expansion of intensive family support	<ul style="list-style-type: none"> • Fewer complaints about anti-social behaviour • Fewer first-time entrants to the criminal justice system aged 10-17 (FTEs) • Reductions in re-offending by young people • Fewer exclusions from school • Fewer unstable (housing) tenancies • Improved public perceptions of safety
Safer Schools Partnerships	<ul style="list-style-type: none"> • Fewer unauthorised absences • Fewer exclusions • Fewer offences reported in or around the school (including gang-related incidents) • Improvements in perceptions of safety • Fewer first-time entrants to the criminal justice system aged 10-17 (FTEs) • Reductions in re-offending • Increased use of restorative approaches mean better outcomes for offenders and victims without unnecessary criminalisation

Street-based teams	<ul style="list-style-type: none"> • Fewer complaints about anti-social behaviour • Fewer first time entrants • Reductions in re-offending • Fewer exclusions from school • Greater take-up of positive activities for young people – particularly by the most vulnerable young people. • Improved public perceptions of safety
Greater engagement with young people	<ul style="list-style-type: none"> • Improved relationship between the police and young people • Young people are able to influence decisions that affect them
Pilot projects to support young victims	<ul style="list-style-type: none"> • Young people feel safer • Young people know how to get help if they need it • Local statutory and voluntary sector work in partnership to respond to problem
Consulting on holding parents to account for the actions of their children e.g. completing disposals	<ul style="list-style-type: none"> • Parents more engaged and young people less likely to re-offend
Encourage use of parenting orders using existing provision	<ul style="list-style-type: none"> • Parents better able to help their children and therefore reduce re-offending
Triage – YOT worker in custody suites	<ul style="list-style-type: none"> • Early identification of risk factors, earlier assessment and referral to other services. • Reduce first time entrants and re-offending. Similar scheme run by Drugs Intervention Programme noted decrease of 26% in volume of acquisitive crime with half those on the scheme reducing offending by 79%
Community involvement in reparation	<ul style="list-style-type: none"> • Improved public confidence
Use statutory levers to hold LAs to account for delivery of wider services to support needs of offenders	<ul style="list-style-type: none"> • Best practice and re-prioritising. Incentivising earlier intervention by LAs and more holistic approach to reduce re-offending
Periodic reviews by courts of high risk offenders on community sentences	<ul style="list-style-type: none"> • Reduce re-offending. • Reduce breach of orders. In Liverpool community justice sentence – completion rates for those subject to review was 9% higher than for those that weren't subject to review • Reduce use of custody through increased sentencer confidence in community sentences
Consult on evidence based approach to interventions	<ul style="list-style-type: none"> • Reduce Re-offending.
Intensive fostering	<ul style="list-style-type: none"> • Reduce re-offending.
Encourage YOTs to run programmes when young offenders are most likely to re-offend	<ul style="list-style-type: none"> • Reduce re-offending
Increase feedback between the	<ul style="list-style-type: none"> • Reduce use of custody through increased sentencer

courts and the Youth Offending Teams	confidence in community sentences
Consult judiciary on increased naming of guilty 16 and 17 year olds	<ul style="list-style-type: none"> Community confidence crime is being tackled
Place duty on local authorities to fund and commission education and training in juvenile custody	<ul style="list-style-type: none"> Better quality education more consistent across transitions. Improve outcomes for young people and reduce re-offending.
New performance management arrangements to reflect new roles of LAs and partner agencies	<ul style="list-style-type: none"> Better quality education more consistent across transition. Improve outcomes for young people and reduce re-offending
Consider how best meet young offenders special educational needs as part of new funding model in custody	<ul style="list-style-type: none"> Improve quality of support services to meet young offender's particular needs. Reduce re-offending.
Develop national delivery framework for education and training in juvenile custody underpinned by local agreements for implementation	<ul style="list-style-type: none"> Better quality education more consistent across transition. Equality of provision across the secure estate. Improve outcomes for young people and reduce re-offending
Develop guidance for LAs and partners setting out requirements for young offender education and training in custody and the community	<ul style="list-style-type: none"> Amend current guidance and new guidance relating to new duties. Clear roles and responsibilities. Better quality education more consistent across transition. Equality of provision across the secure estate. Improve outcomes for young people and reduce re-offending
Develop and implement a quality improvement strategy for young offender education	<ul style="list-style-type: none"> Raising quality of teaching and learning. Sharing best practice. Improving progression and achievement for young people and reducing re-offending
Commit to principles for the use of custody for young offenders	<ul style="list-style-type: none"> Better use of time in custody to improve outcomes for young offenders and reduce re-offending
Consult on named person to oversee resettlement	<ul style="list-style-type: none"> Reduce re-offending. Make sure children leaving custody have adequate resettlement plans in place: Re-offending rates are very high for children who have received custodial or community sentences and they are often disengaged from mainstream services. For example: <ul style="list-style-type: none"> - Hagell's recent evaluation of the DTO concluded that 42% of 336 15 to 17-year-olds released during the year 2000 were actually rearrested during the supervision part of their sentenceⁱ. - 15% of those leaving custody don't have suitable accommodation arranged and HMIP found that only 28% of boys and 7% of girls had a job to go to on release and only 47% of boys and 41% of girls felt they had done something which would make it easier for them to get a jobⁱⁱ. 32% were going to school or college on release. Current YOT performance data indicates that around 50% of young people on DTOs are still not in full time ETE by the end of the sentence. - Other research found that a month after release 58 per cent of young people had no education or training provisionⁱⁱⁱ. In a further study 80 per cent of young people in custody in 2002 were not in full-time education before entering custody and 59 per cent had no plans to return to education after their release. Only one quarter of those

	leaving custody have any education, training or employment arranged within the first week after release.
Consult on comprehensive package of support for children leaving custody	<ul style="list-style-type: none"> • Estimates of cost to society and services of these high category offenders is £80,000 per year each and see above on benefits on resettlement.
Explore ways to expand existing resettlement provision for young people leaving custody	<ul style="list-style-type: none"> • Reduce re-offending. – see above. This would involve expanding the Resettlement Aftercare Programme if the forthcoming evaluation is positive.
Consult on CAF and ASSET assessment	<ul style="list-style-type: none"> • A common system should improve joins between services and facilitate earlier intervention
Consult on a range of options which are aimed at increasing the focus on earlier intervention - making LAs responsible for full costs of court-ordered secure remand	<ul style="list-style-type: none"> • Incentivises authorities to intervene earlier to prevent offending of such seriousness that court-ordered secure remand is needed; also incentivises better alternatives to use of secure estate as costs of alternatives can be set against full costs of using existing custodial estate
Consult on a range of options which are aimed at increasing the focus on earlier intervention - making costs of custody more visible	<ul style="list-style-type: none"> • Publishing costs of custody and changes each year to draw attention to them. Increase focus on earlier intervention to prevent offending and re-offending.
Consult on a range of options which are aimed at increasing the focus on earlier intervention - developing a formal review process for children who go into custody	<ul style="list-style-type: none"> • Brings partners together to look retrospectively at cases to identify what more could have been done and implement changes to reduce custodial need in future (via reducing re-offending) and thus savings.
Consult on a range of options which are aimed at increasing the focus on earlier intervention - strengthening expectations for robust resettlement planning	<ul style="list-style-type: none"> • This would involve the secure estate flagging to the home LA where inadequate resettlement plans are in place as an extra check. Increase focus on earlier intervention to prevent offending and re-offending.

Specific Impact Tests: Checklist

Use the table below to demonstrate how broadly you have considered the potential impacts of your policy options.

Ensure that the results of any tests that impact on the cost-benefit analysis are contained within the main evidence base; other results may be annexed.

Type of testing undertaken	<i>Results in Evidence Base?</i>	<i>Results annexed?</i>
Competition Assessment	No	No
Small Firms Impact Test	No	No
Legal Aid	No	No
Sustainable Development	No	No
Carbon Assessment	No	No
Other Environment	No	No
Health Impact Assessment	No	No
Race Equality	Yes	No
Disability Equality	Yes	No
Gender Equality	No	No
Human Rights	No	No
Rural Proofing	No	No

Annexes

ⁱ Key Elements of Effective Practice – Resettlement. Source Document prepared for the YJB by Ann Hagell, Policy Research Bureau. YJB 2004

ⁱⁱ Young People in Custody 2004-06. HM Inspectorate of Prisons & YJB

ⁱⁱⁱ ECOTEC, *Review of the Pre- and Post-Custodial Education Experiences of Young People*, 2001.