

# Turnaround Programme Guidance

October 2022

*This is a draft version of the guidance circulated to programme partners to seek their views.*

*Subject to any questions or feedback, we will update this before the formal commencement of the programme in December 2022 and then keep under regular review.*

*Please send any comments, questions, or feedback to [turnaround@justice.gov.uk](mailto:turnaround@justice.gov.uk)*

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## Abbreviations

DCMS	Department for Culture, Media, and Sport
DfE	Department for Education
DLUHC	Department for Levelling-Up, Housing and Communities
DWP	Department for Work and Pensions
EIF	Early Intervention Foundation
MoJ	Ministry of Justice
NFA	No Further Action
OCCD	Out of Court Disposal
PCB	Pre-charge Bail
RUI	Released Under Investigation
YEF	Youth Endowment Fund
YJB	Youth Justice Board
YJS	Youth Justice Service
YOT	Youth Offending Team

## 1. Introduction and objectives

Turnaround will provide £55m to Youth Offending Teams (YOTs) across England and Wales over three years, funding them to intervene earlier and improve outcomes for children on the cusp of entering the youth justice system. This additional funding will enable YOTs to consistently support a cohort of children not currently on their statutory caseload, and work with around 17,000 more children in England and Wales.

The overall aims of the Turnaround programme are to:

- achieve positive outcomes for children with the ultimate aim of preventing them going on to offend;
- build on work already done to ensure all children on the cusp of the youth justice system are consistently offered a needs assessment and the opportunity for support;
- improve the socio-emotional, mental health and wellbeing of children; and
- improve the integration and partnership working between YOTs and other statutory services to support children.

Turnaround, developed by the Ministry of Justice, is based on similar principles to those underlying the Supporting Families programme, including the view that children on the cusp of offending often have complex needs. Turnaround funding will support YOTs, and their local strategic partners, to expand best practice in early intervention.

The programme is deliberately not prescriptive about what interventions should be used, recognising that YOTs best understand the needs of children in their locality. Turnaround funding should be used to deliver evidence-based interventions, building upon current service delivery, and developing new approaches, where required.

The Ministry of Justice Programme Team will support YOTs to successfully deliver programmes in their local area, evaluating these thoroughly to build up a robust evidence base of what works. Funding of around £2,900 per child will be granted to YOTs, which will have a minimum target number of children to work with. YOTs will then have the freedom to design a programme of interventions that are most suited to the needs of the child.

This Guidance outlines the target cohort of children, sets out the framework for delivering Turnaround and explains the target funding model, as well as expectations around reporting and plans for evaluation. It does not replace the specific terms and conditions attached to grant agreements, which should be read alongside this document.

### 1.1 The case for change

Early intervention is a UK Government priority for crime reduction. The Beating Crime Plan 2021 highlights the importance of early intervention in providing universal

support for all children, targeted support for those identified as at risk of involvement in criminality, and targeted interventions for those who have started offending.<sup>1</sup>

The number of children in the Youth Justice System (YJS) has fallen in recent years.<sup>1</sup> However, children entering the system may have unmet needs which act as a barrier to them achieving positive outcomes, which will increase the likelihood of them offending and causing harm to victims and communities in the future.

In the case of children sentenced by the courts in 2019/20, 76% presented issues related to substance misuse; 72% had mental health needs; and 71% reported speech, language, and communication challenges.<sup>2</sup> Over half were a current or previous child in need.<sup>3</sup>

Failure to meet underlying need, and support children to develop a pro-social identity, may result in more serious and habitual offending. 2019 MoJ analysis of prolific adult offenders identified that 79% of these offenders started offending as children. Turnaround presents an opportunity for these children to have their needs assessed and be offered additional support.

## 1.2 Addressing race and ethnic disparities

Ethnic minority children are over-represented in all stages of the YJS compared to the general population<sup>4</sup>. The 2017 Lammy Review<sup>5</sup> highlights that some ethnic minority groups have less trust in the police and/or the criminal justice system and emphasises the significant role this has in driving their over-representation later in the system.

HM Inspectorate of Probation's October 2021 thematic report on the experiences of Black and mixed heritage boys in the YJS, released in October 2021, states that "[YOTs] must be careful to ensure that concerns about building trust with Black and mixed heritage boys do not become a barrier or an explanation for engagement difficulties."<sup>6</sup>

Turnaround does not require admission of guilt by a child referred and joining the programme is voluntary, therefore supporting YOTs to reach children who might have come to distrust the system. Taking a strengths-based approach and building on individual capabilities to develop a pro-social identity will support voluntary engagement. YOTs may find it helpful to engage with local voluntary and community groups, who are trusted by diverse communities, to help them understand the programme, its plans, and its benefits, so that they too can be advocates for children

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<sup>1</sup> [Beating crime plan - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/news/beat-the-crime-plan)

<sup>2</sup> [Assessing the needs of sentenced children in the Youth Justice System 2019/20](#)

<sup>3</sup> A child in need is defined under the [Children Act 1989](#) as a child who is unlikely to achieve or maintain a reasonable level of health or development, or whose health and development is likely to be significantly or further impaired, without the provision of services; or a child who is disabled.

<sup>4</sup> [Ethnic disproportionality in remand and sentencing in the youth justice system](#)

<sup>5</sup> [The Lammy Review \(publishing.service.gov.uk\)](#)

<sup>6</sup> [The experiences of black and mixed heritage boys in the youth justice system](#)

(and their parents or care givers) to engage with the programme. Turnaround funding can be used to direct children in the scheme to these groups.

The MoJ will be paying particular attention to demographic data about children supported by Turnaround, to ensure the programme plays a part in reducing disparities across the youth justice system.

### 1.3 The economic case

It costs around £270,000 per year to detain a child in a secure children's home, £200,000 in a secure training centre, and £120,000 in a young offender institution. The wider social and economic cost of reoffending by children is estimated to cost £1.5bn per year, based on a 2016 cohort of offenders who went on to reoffend within 12 months.<sup>7</sup>

In 2011 the government launched the Supporting Families programme (previously known as Troubled Families) to support some of the most vulnerable families in society. A five-year impact analysis of the Supporting Families early intervention programme showed that it delivered a potential national economic benefit of £2.28 for every pound invested. At the same time, that programme showed a 38% reduction in youth custodial sentences and 15% reduction in youth convictions within the cohort.<sup>8</sup>

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<sup>7</sup> [Economic and social costs of reoffending \(publishing.service.gov.uk\)](https://publishing.service.gov.uk)

<sup>8</sup> [National evaluation of the Troubled Families Programme 2015 to 2020: findings - GOV.UK \(www.gov.uk\)](https://www.gov.uk)

## 2. Identifying and working with children

The approach to programme delivery is flexible, allowing for variation across local areas. This level of flexibility ensures that funding can be directed to those children who need it most, based on the professional judgements of local teams.

The programme will assess and address the underlying needs which may have brought children into contact with the justice system, aiming to both promote positive development and prevent further interaction with the justice system.

The only mandated elements are that children must meet the eligibility criteria in Section 2.1 below, and that YOTs follow the screening and three-stage process in Section 2.3.

### 2.1 Eligibility Criteria

Children aged 10-17<sup>9</sup> who fit one or more of the following criteria are eligible for Turnaround:

- who are interviewed under caution following arrest or subject to a criminal investigation attending a voluntary interview;
- those receiving a first-time youth caution;
- released under investigation (RUI) or those subject to pre-charge bail (PCB);
- those who are subject to No Further Action (NFA) decision (including Outcome 22);
- those who are subject to a Community Resolution (Outcome 8);
- those discharged by a court;
- those acquitted at court; and/or
- those fined by a court.

In addition, the following criteria apply:

- to ensure Turnaround meets its aim of early intervention, referrals must be made within three months of a child meeting the eligibility criteria.
- once a child has received support through the Turnaround programme, they are not eligible for support funded through the programme again. The YOT may choose to continue to support a child following completion of a Turnaround intervention, however if re-referred, the child cannot be supported twice under Turnaround funding.
- children referred to Turnaround are not eligible if they have an open Early Help plan with a package of co-ordinated multi-agency whole family support. Children with multiple and/or complex needs may have support from several agencies and be an open case to Early Help/another existing multi-agency

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<sup>9</sup> The child should be 17 or under at the point of referral onto the Programme.

programme of support. Turnaround will not double-fund or duplicate existing support arrangements a child may already be receiving.

### Summary of eligibility criteria – the following must be met:

<b>Has received one of the following:</b> <ul style="list-style-type: none"> <li>interviewed under caution following arrest or subject to a criminal investigation attending a voluntary interview</li> <li>first-time youth caution;</li> <li>released under investigation (RUI) or subject to pre-charge bail (PCB) (subject to any changes made following the College of Policing consultation);</li> <li>subject to No Further Action (NFA) decisions (including Outcome 22);</li> <li>subject to a Community Resolution (Outcome 8)</li> <li>discharged by a court;</li> <li>acquitted at court; and/or</li> <li>fined by a court</li> </ul>	✓
Referral received within three months of the above	✓
Not received Turnaround support previously	✓
Not receiving whole family support co-ordinated by a Lead Practitioner	✓

Whilst we acknowledge that some eligibility criteria may require recognition of responsibility for an offence from the child, Turnaround does not require any admission of guilt for a child to be eligible for support by the programme.

## 2.2 Referrals

This section is intended to be read in conjunction with Appendix A 'Referral Guidance' and should be used to encourage consistency by local partners in decision-making processes, and to ensure a planned and considered approach to making referrals to the programme.

This section should also be read in concurrence with existing local or national guidance, for example:

- YJB OOCOD Guidance<sup>10</sup>
- NPCC: National Strategy for the Policing of Children & Young People<sup>11</sup>
- Working Together to Safeguard Children<sup>12</sup>

<sup>10</sup>[Youth Out-of-Court Disposals.](#)

<sup>11</sup>[National Strategy for the Policing of Children & Young People](#)

<sup>12</sup>[Working Together to Safeguard Children 2018 \(publishing.service.gov.uk\)](#)



- Local safeguarding children partnerships published arrangements

For referrals following attendance at court, and the outcome being one outlined in the eligibility criteria, (identified in the court outcome lists YOTs receive) it is the responsibility of YOTs to refer children to Turnaround. This enables children who would usually not receive YOT support following court appearances, to access support and intervention to prevent them from future interaction with the justice system.

### **Developing referral pathways**

YOTs and YOT Management Boards should work with strategic partners to ensure services encountering the child at the point of their eligibility trigger are aware of the programme.

YOT Management Boards can use existing “front door” multi-agency information-sharing arrangements (e.g. Multi Agency Safeguarding Hub) to assist in developing referral pathways and making early eligibility decisions on referrals. Equally, if it is deemed necessary to create a new referral pathway, it is open for the YOT Management Board to direct this.

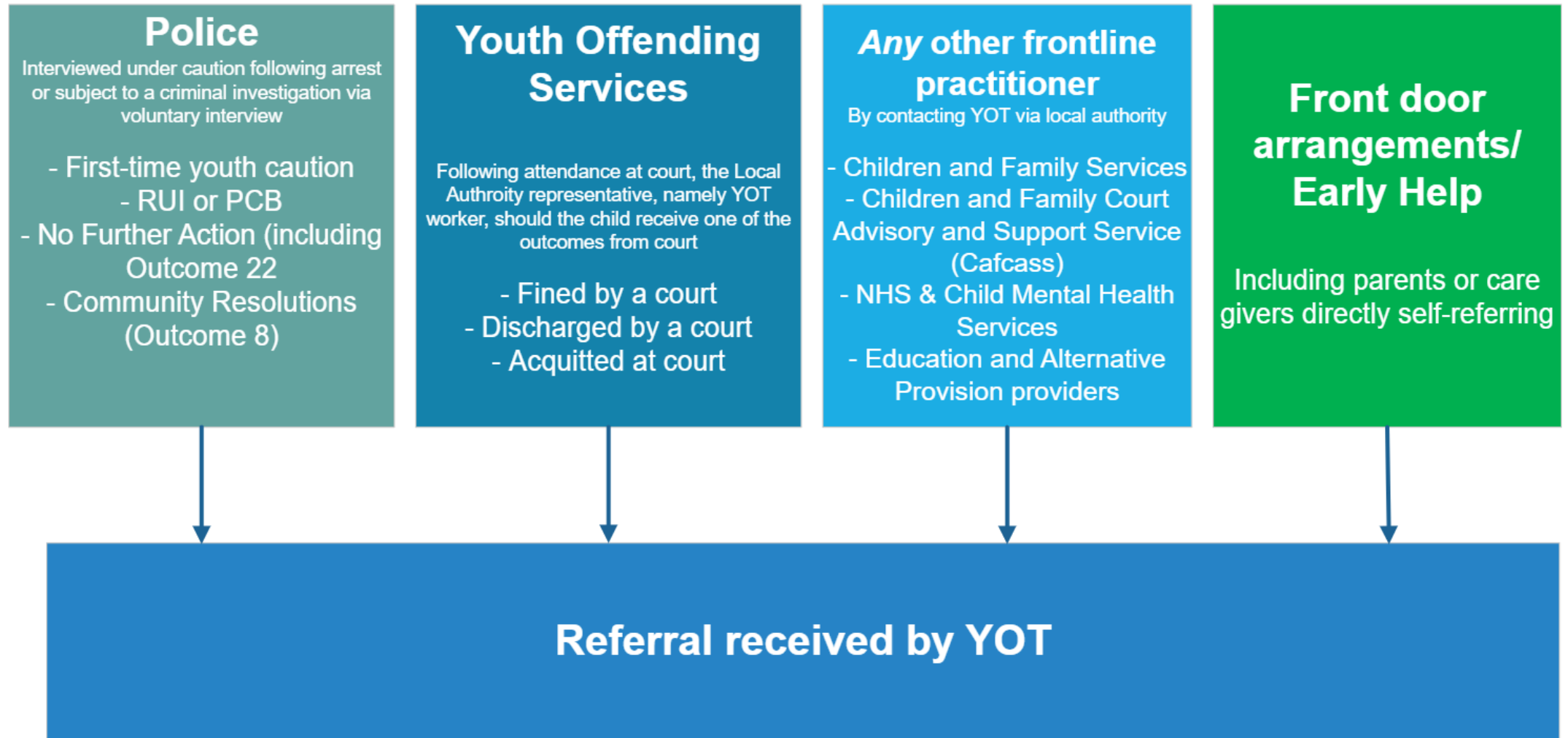
Referrals can be received from:

- ✓ Any frontline practitioner who may encounter the eligible cohort, primarily police and YOTs
- ✓ Local authorities receiving referrals through the ‘front door’
- ✓ Local Early Help services including self-referrals from families
- ✓ Local joint-decision-making arrangements between YOTs and statutory partners

The model is not prescriptive about how referral pathways for Turnaround should operate. How Turnaround will sit alongside existing arrangements should be determined locally, with implementation plans articulating how to mitigate demand for the service exceeding its capacity.

It is advised that YOTs map the existing services available to this cohort of children and align them with Turnaround.

## Referring Partners



### 2.3 Screening

**All referrals must be screened by the YOT** before a child can progress onto the programme. YOTs should decline to accept cases referred to them which do not meet the eligibility criteria.

- **Stage 1 – Triage** - a referral in and initial screening to assess a child's eligibility for the programme.
  - The referral is screened by YOTs to determine eligibility. It is for local areas to determine how this occurs based on current partnership arrangements/ referral mechanisms.
  - Triage should be a light-touch screening to review existing data, including reason for referral, any relevant data received from referral partners and whether the case is currently open to Early Help/ Children's Social Care.
  - If a referral has been made to Early Help and is awaiting assessment, the primary referral takes precedence, so the child isn't eligible for Turnaround.

For those children that meet the eligibility criteria and are to receive an in-depth assessment, **one Lead Practitioner** must co-ordinate the assessment of the child and any subsequent interventions in the programme to avoid a child having to navigate different services directly.

Where multiple services are required, these should “wrap around” the child and family through joint-planning and implementation.

The Lead Practitioner who oversees and co-ordinates the intervention may be any professional with the appropriate skill set and experience to meet the child's needs. If they are not part of the YOT, it is essential that they work in partnership with the YOT.

- **Stage 2 – Early Help assessment** - an in-depth holistic assessment of a child's needs.
  - Engagement and informed consent from the child and parent or care givers must be obtained at the point of referral, clearly specifying how personal data will be used. Where consent is not given or is withdrawn at any stage, this should be recorded with the reason given.
  - The Lead Practitioner should use the Early Help assessment framework used by their local authority to assess a child's needs and risk of harm.
  - Local safeguarding procedures should be followed where concerns or a risk of harm are identified.

- Family circumstances as well as those of the child should be reflected in the assessment.
  - The child's environment should be considered, including engaging and involving the support network around a child, including the family, parents or care givers, and school.
  - The assessment should include the voice of the child and involve them in the design of their support plan and the interventions they are offered.
  - Where they exist, established shared case management systems that hold Early Help assessment data (e.g. local Early Help, ChildView) should be used. This information should be uniquely identified to show that the child is part of this programme for audit and financial reconciliation purposes. This will be reported quarterly to the MoJ.
- **Stage 3 – Delivery of interventions** - interventions can be delivered by the YOT or other agencies or partners (whether public, voluntary, or other sector) involved in the support a child is receiving.
    - As part of a child's support plan, interventions to meet the need identified through the assessment process should be delivered, mindful of the funding of an average of £2,900 per child (more information can be found in Section 4 Funding).

### **Ensuring a holistic, non-punitive approach**

Interventions aiming to prevent the child from future offending should match services to the child's assessed level of need. They should address the range of needs holistically, rather than in isolation.

Consideration should be given to the wider context which could create vulnerabilities including physical and social/emotional/mental health needs, family, school, peer, and community issues. Taking a whole family approach, interventions could meet the needs of siblings and parents or care givers as identified through assessment.

The programme aims to avoid labelling children as 'offenders' and encourages practitioners to take reasonable steps to avoid stigmatising the children with which they work. Children will not necessarily have a formal criminal charge or conviction (nor admitted guilt), the focus of these interventions should be on strengths and building a pro-social identity to address the underlying need. This will aim to prevent the escalation of offending behaviour. Engagement on the programme from the children and their family will be voluntary and needs to be clearly communicated as such.

The length of intervention will be dependent on the needs of the child and the local authority's processes.

Support can be sourced from local partners such as statutory local services, as well as voluntary and charitable organisations.

## **Escalating cases**

If a child commits an offence while receiving Turnaround support, a reassessment of the child and family's needs should be done by the YOT, to ensure that Turnaround remains the most appropriate programme to meet their needs.

If the child's second offence outcome is not listed as part of the Turnaround criteria, it is probable the child will enter the YOTs statutory caseload, and this would result in them no longer being eligible for Turnaround. The child should then be transitioned onto the YOT statutory caseload.

### **2.4 Closing a Turnaround case**

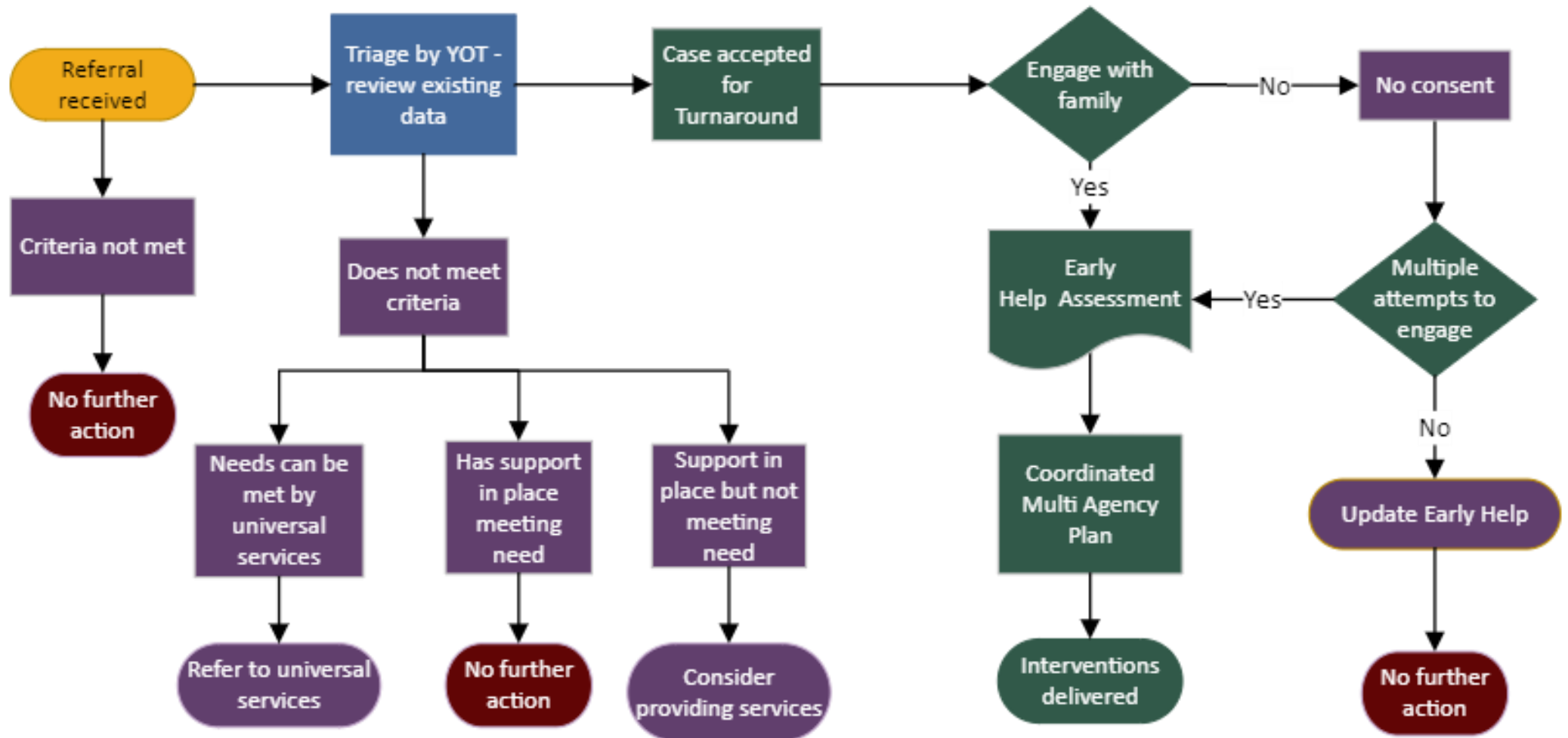
There is no mandatory duration for the length of time a Turnaround case should be open from assessment to the end of interventions.

However, we advise that the package of support should take place within a 12-month period, starting from the first assessment until the lead practitioner and the family feel the case is ready to be closed.

It is up to the discretion of local areas to determine the length of time cases should be open for ensuring that they are mindful of the average funding allocation of c.£2,900 per child.

Practitioners should follow local Early Help guidance on case closure and complete a closure statement where this is part of local practice.

## Triage Map



### 3. Delivering Interventions

Turnaround has been designed to enable YOTs to work flexibly with the Early Help systems and services in their locality. There are however core programme design features, upon which the implementation of localised Turnaround delivery arrangements must be based, which are:

#### 3.1 Target a Clear Cohort

Turnaround targets children on the cusp of entering the justice system.

YOT Management Boards should consider how best to reach and engage this cohort.

The cohort of children will have had some early contact with the justice system, but not have fully entered the youth justice system. There are a clear criteria of children who would be eligible for Turnaround support, following interaction with the police and other services.

Interventions should be agreed with the child and their family and parents or care givers, personalised to their needs, to enable the best outcome for the child.

The length of an intervention will differ dependent on each individual child.

#### 3.2 Align to Early Help, using an Early Help approach

Turnaround seeks to build on the successful **Supporting Families**<sup>13</sup> model of early intervention in England, and the Families First<sup>14</sup> programme in Wales and aligns to Early Help systems.

YOTs should align to and work within their local Early Help system to deliver Turnaround.

Although there is no single path to youth offending, there are certain vulnerabilities associated with an increased likelihood of being involved in offending behaviour.

These include:

- mental health concerns;
- substance misuse;
- care history/being a child in need;
- being a victim of crime/abuse;
- unstable family setting;
- school absence and exclusions; and/or
- undiagnosed educational needs.

It is recognised that children in this cohort will most likely have a mixture of complex needs, which is why Turnaround is flexible, empowering YOTs to design interventions that work for each child individually.

Local YOT Management Boards and their partners may arrange the delivery of services differently, however the following Early Help principles should be followed:

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<sup>13</sup> [Supporting Families - 2021-22 and beyond - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/publications/supporting-families-2021-22-and-beyond)

<sup>14</sup> [Families First | GOV.WALES](https://gov.wales/families-first)

- **One Assessment** – a strength-based assessment that considers the needs of the child and their family, parents or care givers.
- **One Plan** - a plan with evidence-based interventions<sup>15</sup>, developed with the views of the child and their parents or care givers.
- **One Lead Practitioner**, within or alongside the YOT, is assigned to support the child and is recognised by the family and other professionals involved with the casework.

The objectives in the child's family plan should be aligned with the objectives of Turnaround, which is focused on preventing future contact with the YJS by addressing unmet needs and improving positive outcomes.

The Lead Practitioner will plan and co-ordinate the support needed, working within the Early Help system in their locality. This will support Turnaround to:



### ***Achieve the best outcomes for children at risk of offending***

- An Early Help assessment will holistically assess the needs and environment of the child and include services for parents, family, and care givers.
- Support and community services are wrapped around a child through a single assessment and point of contact
- Addressing the root causes of the child and family's' problems prevent them from escalating, builds resilience and makes outcomes sustainable.



### ***Target support where it is needed most***

- Early Help screening identifies where existing services are meeting need, or where universal services could meet needs
- This targets funding where it will have the biggest impact, benefit children most and avoids double funding.



### ***Co-ordinate support and join up working***

- Where a Turnaround intervention is needed, the YOT worker acts as lead professional, co-ordinating support with other agencies. The '*one lead worker – one assessment – one plan*' approach ensures the right support at the right time.
- Duplication of support is avoided, and information is shared in a safe way.
- This co-ordinated approach makes it easier to spot when needs and risks are escalating, and a child is at risk of harm.



### ***Support Voluntary Engagement***

- Early Help assessments are strength-based, building on what the child and their family do best. They reflect the views and experience of the child and

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<sup>15</sup> [What Works Network - GOV.UK \(www.gov.uk\)](http://www.gov.uk)



family. Frontline experience shows that when families feel listened to and part of decisions, they are more likely to engage on a voluntary basis.



### **Achieve System Change**

- Children on the cusp of the justice system have not consistently been the focus of Early Help, as there has been no way of identifying them.
- The programme aims to support children by using funding to improve integration and partnership working between YOTs and other statutory services, enabling consistency of approach and integration across system partnerships.

This guidance refers to an **Early Help assessment** in recognition that local variation in models of assessment and recording systems exist across the country, as well as variation in how YOTs access these.

### 3.3 The importance of following, and building, the evidence base

Turnaround interventions should:

- promote children's individual strengths and capacities to develop their pro-social identity for positive outcomes and sustainable desistance;
- encourage children's active participation and engagement through meaningful collaboration with children and families;
- minimise criminogenic stigma from contact with the criminal justice system or underlining any pro-offending identity;
- add value to what is already being delivered locally; and
- ensure resources, including suitable trained practitioners, are available.

A key element of a YOTs role is ensuring that whoever delivers the service does so in line with these principles and to a high-quality standard.

Where possible, services for children should be evidence-based. Where the evidence base associated with specific interventions is less developed, or there is recognition that interventions should be delivered in combination to maximise impact, the Turnaround programme aims to develop a better understanding of 'what works' and will therefore strengthen the evidence base to aid future investments.

It is imperative that YOTs do not use interventions that the YEF have classified as harmful. These can be found in the YEF Toolkit<sup>16</sup>. Where there is confusion over these interventions, YOTs should speak to their Turnaround Programme contact.

For this reason, Turnaround allows flexibility for each YOT to determine which evidence-based interventions will build upon local service delivery and achieve the best outcomes for children. Where there is a strong preference for choosing a different intervention or for a locally developed model, we will expect YOTs to work with us and our evaluation partners to understand the proposal and to see how we can assess its impact for the evidence base in the future.

In considering alternative or unproven interventions, we would expect YOTs to either provide historical data which demonstrates clear evidence of the impact of the chosen intervention / adaptation / local model, or demonstrate that the following factors have been considered fully when adapting or developing the bespoke intervention:

- Does the proposed intervention have a clear theory of change which is rooted in scientifically verified observations of child development and family functioning?
- How will intervention be quality assured, to make sure that it is being delivered as intended and is likely to be effective?
- Does the intervention add sufficient value relative to what is currently available?
- What resources are needed to deliver the intervention, including the necessary skills and qualifications? A lack of suitably trained practitioners is a primary reason why interventions fail.
- What are the interagency relationships which underpin the intervention?

### 3.4 Resources to understand the current evidence base

The resources below are included for YOTs developing Turnaround to use as a basis for finding evidence-based interventions:

#### **Youth Endowment Fund Toolkit<sup>16</sup>**

The YEF Toolkit is a simple guide to what best supports children at risk of becoming involved in violence. It is based on over 200 high quality evaluations and trials. YOTs are strongly encouraged to review the Toolkit to understand the evidence base when planning the support to offer children. YOTs are required by the Ministry of Justice not to use the approaches that the YEF Toolkit has found to be harmful – these are Bootcamps and Prison Awareness programmes.

The Toolkit recommended approaches include:

- Cognitive Behavioural Therapy – talking therapy that helps children recognise and manage negative thoughts and behaviour.
- Mentoring – to match children with mentors who provide advice and support.
- Trauma Specific therapies – specialist therapies that support individual recovery from trauma.
- Restorative Justice – a process which supports someone who has committed a crime to communicate with the victim, understand the impact of their actions, and find a positive way forward.
- Multi-Systemic Therapy – a family therapy programme for children at risk of placement in either care or custody.

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<sup>16</sup> [Evidence and Gap Maps - Youth Endowment Fund](#)

## Early Intervention Foundation (EIF)<sup>17</sup>

The EIF evidence ratings distinguish five levels of strength of evidence. This is not a rating of the scale of impact but of the degree to which a programme has been shown to have a positive, causal impact on specific child outcomes.

## Early Intervention Foundation (EIF) Guidebook<sup>18</sup>

The EIF Guidebook looks at specific programmes rather than general approaches. It is a good place to check whether any established programme that you plan to use has previously been evaluated. The Guidebook provides a summary of the existing evidence of whether a programme has been shown to have a positive, causal impact on specific child outcomes.

### 3.5 Example of proven effective interventions

Included below is an example of the Early Support Project that has been operating in Milton Keynes since 2017. The project introduced an Early Help alternative model to address the amount of First Time Entrants receiving a formal Out of Court Disposal (OOCd). Akin to the methods of Turnaround, a child's behaviour is addressed at the earliest opportunity once a Community Resolution is issued by the Police.

### Milton Keynes Early Support Project – Prevention and Diversion offer:

Arron – 16-year-old male (name has been changed)

- *A Community Resolution was issued for domestic-related violence against Arron's stepfather and sister as well as committing Criminal Damage within the home, with additional anti-social behaviour offences in the community. In addition to this, there were considerable concerns around a sibling's mental health which was related to Arron's behaviour.*
- *The worker completed family support work, anger management sessions and preparatory sessions to help Arron pass his CSCS (site health and safety card) as well as providing relationship interventions concerning his partner, as this relationship was identified as a trigger within Arron's aggressive behaviour. The worker also provided support to Arron in terms of managing his ADHD and associated impulsive behaviour.*
- **Outcomes** – *Arron was able to successfully use techniques to avoid causing further damage in the home, along with taking his own initiative to repair the damage that he had already caused. Arron passed his CSCS test at the 2nd attempt and obtained paid work as a result. Relationships within the home have improved over the course of several months.*
- *Arron had a positive relationship with his worker, and because of this, Arron was open to accepting advice and support, to move away from peers of concern and to manage his relationship with his partner differently to avoid key triggers for his anger.*

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<sup>17</sup> [Home | EIF](#)

<sup>18</sup> [Home | EIF Guidebook](#)

The local offer has since expanded, and is now a Diversion and Prevention Service, offering support to children who have received an informal outcome for a proven offence, those being Community Resolutions, and now offers support to children between 10-18 years who are identified as being on the cusp of the justice system. The prevention offer reflects the need for an Early Help youth justice approach for children at risk of offending.

There's a strong health and education focus, and strengths-based approach and priority areas include Speech, Language and Communication Needs, addressing school absence / exclusions, home education, Special Educational Needs and Disabilities (SEND) and working to address social inequalities and structural barriers. Advocacy on behalf of children, families and care givers is central to ensure that education and health concerns are identified and addressed to ensure a proportionate support and intervention is delivered to address the wider structural barriers that can prevent children from thriving.

Milton Keynes YOT were inspected by HMIP in May 2021. In terms of Out of Court Disposals, the YOT received an Outstanding for Assessment, and Good for Implementation and Delivery and Joint Working. The Inspectorate commented that the Early Support Project "offered a structured support package." The Inspectorate commended the work of early intervention within the YOT. Ofsted SEND Inspection (2018) and NHS England have also recognised the Early Support Project as being a model of effective practice.

Turnaround will build on successful programmes such as this, forming an opportunity via funding to make this approach consistent across YOTs in England and Wales.

### 3.6 Interventions to meet wider family and underlying needs

Turnaround funding can be used to support a child with unmet, urgent needs for essential items (which may include items such as food, clothing, and bedding). Using Turnaround funding in this way should only be considered when these needs have been identified through an Early Help assessment.

YOTs should ensure:

- A robust framework and process is in place, including a clear financial audit trail. Sign off for this provision should be at least at service manager level.
- Providing essential items through vouchers, utility credit, or purchase of items. Children/families should under no circumstances be given cash payments.
- Only providing items in 'one off' exceptional circumstances where there is a clear plan to address the root cause of the issue creating the hardship. The Early Help plan should address longer term need, to avoid dependencies arising.
- When developing Turnaround, YOTs should have a thorough knowledge of funding available in their locality to meet hardship need, this will include statutory provision such as that provided through the Department for Work and Pensions and through Children's Social Care s17 budgets, in addition to other localised provision such as food and clothing banks. Turnaround funding

should only be used where other alternatives to meet a need have been exhausted.

Turnaround funding can be used to meet parental and wider family need, when identified as part of an Early Help plan.

When considering meeting such need, YOTs should ensure the following:

- The funding should exclude support which other agencies in the Early Help system, or part of the Early Help plan can meet.
- As part of the Early Help system to meet the needs of the wider family, there will be existing services in each local area such as mental health and substance misuse. These services however may be oversubscribed with long waiting lists. In this instance where the Early Help plan has identified this need for the child and wider family, YOTs can consider funding this type of support. For example, if access to a therapeutic intervention is an identified need during the Early Help assessment, but the local service has an excessive waiting list, the YOT could choose to fund a package of therapeutic support, so the child and family can access this support sooner.
- Of the average cost of c.£2,900 when considering funding interventions for wider family members, Turnaround funding should only be used to fund interventions for children and families who are part of the Turnaround cohort.

### 3.7 YOT Management Board oversight

Responsibility for local implementation, oversight and assurance of Turnaround sits within YOT Management Boards. YOT Management Boards should make strategic design decisions and have oversight so they are assured on performance management and risk.

The local YOT Management Board should decide whether to provide interventions in-house or to commission additional support.

Key to successful implementation is a flexible and collaborative approach between organisations, which builds on existing partnership arrangements. Existing local governance structures and strategic needs assessments should be considered to avoid duplication.

### 3.8 Other related initiatives

YOT Management Boards should ensure that they are aware of local or regional services offering support, as well as government funded initiatives that are operating in their locality. They should ensure the Turnaround programme co-ordinates where there are common strategic goals. It is imperative that silo working, and duplication of services and support, are avoided.

The MoJ Turnaround Programme Team will keep local YOTs updated when any new central government-funded initiatives are planned, to facilitate the development of strategic links.

The programmes below are UK government funded, there are additional Welsh government programmes that YOTs in Wales are encouraged to align with.

Initiative	Funded by	Theme	Overview
<b>Supporting Families</b>	DLUHC/DfE	Early Help	A national programme to help families across England to get the help they need to address multiple disadvantages through a whole family approach, delivered by keyworkers, working for local authorities and their partners. Using an Early Help model to join up local services and offer holistic wraparound support to meet need
<b>Family HUBS and Start for Life</b>	DLUHC/DfE	Early Help	Funding for 75 Local Authorities to improve access to support, advice, and services from birth to adulthood. Using an Early Help model to join up local services and offer wraparound support to address need in a holistic way
<b>SAFE and AP Taskforces</b>	DfE	Education and Serious Violence	To build educational protective factors for YP at risk of violence. Taskforces will be established in 10 LAs to deliver a range of targeted interventions to young people at risk of dropping out of school
<b>Violence Reduction Units</b>	The Home Office	Preventing Youth Violence	Tackling serious violence and preventing young people being drawn into it. Operating across 18 areas in England and Wales
<b>Creating Opportunities Forum</b>	The Home Office	Preventing Youth Violence	Wraparound support packages for young people at risk of serious violence
<b>Youth Investment Fund</b>	DCMS	Building Community Infrastructure	A range of universal and targeted youth services, providing vulnerable young people with positive activities as a protective factor for violence
<b>Transformed through ambitious regeneration projects</b>	DLUHC/Homes England	Building Community Infrastructure	Radical programme to regenerate disadvantaged communities, the first 2 of 20 areas have been announced.

## **4. Funding**

The Turnaround Programme Team are here to help and support YOTs with the requirements of the Grant Funding Agreement which sets out the conditions of the grant.

### **4.1 Use of funding**

YOTs are required to commit to working with a minimum number of eligible children. The Grant Funding Agreement details this and breaks down the minimum numbers of children per financial year. To deliver Turnaround, YOTs are required to follow the programme design features, as laid out in Section 2 Delivering Turnaround. Beyond this, the model then allows flexibility for YOT Management Boards to determine the design of the local programme.

We expect YOTs to use their local knowledge of the cohort, the services, and opportunities in their local communities. Our light touch and non-prescriptive approach are designed to give as much flexibility as possible.

### **4.2 Turnaround unit costs**

The base unit cost is around £2,900 per child; this is based on costings used for the Supporting Families Programme in 2015-2020, with an uplift to allow for increase in costs since then. Payments will be made in advance of expenditure in six monthly instalments. This costing reflects the expectation that it will be used to deliver the approach to service delivery set out in Section 2 Identifying and Working with Children.

### **4.3 Oversight of funding**

YOT Management Boards have responsibility to ensure that Turnaround funding is used effectively to meet the aims and outcomes of the programme. The approach is flexible to meet local need and could include using funding to increase staffing or to commission new or additional services.

YOT Management Boards should have oversight of developing the Turnaround model in their locality and overseeing performance, including ensuring reporting agreements are being met. This has three benefits:

- local Board partnerships offering knowledge on existing issues relating to local children;
- helping to identify the most appropriate channels for investment; and
- promoting sharing of resources, expertise, and best practice.

### **4.4 Arrangements for funding in Wales**

For those YOTs in Wales covered by the Turnaround programme, it provides a proportionate additional funding to that provided by the Welsh government for early intervention work. Supporting them to scale up existing YOT-led early intervention and prevention work in the country, while also engaging in Turnaround programme evaluation and insight. Turnaround does not duplicate or override existing work underway in Wales, but rather provides an uplift in YOT funding to support this activity. Funding will be managed in the same way as it is in England.

## **5. Monitoring and evaluation**

Turnaround presents an opportunity to develop a robust evidence base for the impact of interventions aiming to prevent children on the cusp of the youth justice system going on to offend.

This is a critical part of the programme, ensuring that we are understanding the impact on children of the programme that we are providing. To enable this, it is a requirement of funding that YOTs work closely with the evaluation partner that have been appointed.

In the early phases of the programme, the evaluation will be seeking to support the refinement of the delivery of the programme – YOTs will be expected to contribute to participate in learning and improvement activities linked to the evaluation. This is expected to be helpful both to individual YOTs (helping YOTs to recognise and record good practice as it arises) and for MoJ oversight.

During this early phase, YOTs may need to work with the evaluator to test the feasibility of a randomised controlled trial and in later stages YOTs will need to support the implementation of the final impact evaluation design that enables comparison between children who receive Turnaround programme support and those that don't.

### **5.1 Record-keeping**

YOTs are required to keep a record of children referred to them, in line with data protection laws and consent of the child and their parents or care givers. YOTs should ensure they are compliant with Section 14 of the Grant Funding Agreement related to 'Data Protection and Public Procurement'.

It is required that YOTs maintain a complete case record for all children proceeding through an Early Help assessment on the local Early Help system.

## **Reporting**

YOTs will be required to submit information on referrals, including diversity data in quarterly performance reporting.

The reporting requirement will include information on referrals by:

- eligibility criteria;
- identified risk factors and support needs of children, families and care givers assessed;
- length and type of intervention;
- the outcome of the intervention, including any further offences, where known;
- diversity-related data.

In alignment with current case management guidance, where appropriate, YOTs should share this information with local children's services as part of partnership working and to inform assessments.

In Local Authorities where the Supporting Families Outcome Framework is built into their case management system, this will enable the tracking of needs and outcomes,



as the Early Help approach will already be in place. YOTs should consider if additional recording is required for the specific Turnaround criteria and develop supplementary systems.

The Turnaround Programme Team will provide support to YOTs who are making the transition to align with Early Help systems.

### 5.2 Monitoring delivery

The Ministry of Justice Turnaround Programme Team will work closely with local areas and their Youth Justice Board counterparts to ensure YOTs are supported to deliver on their programme targets.

YOT Managers will be required to submit quarterly performance data to the [turnaround@justice.gov.uk](mailto:turnaround@justice.gov.uk) inbox using a standardised Excel form for consistency. This can be filled in manually or by connecting to information from the system data set. Quarterly data validation sessions will be held as required to quality assure data, identify, and address anomalies.

Where YOTs are experiencing barriers that are affecting delivery of the performance targets detailed in Annex 2 (The Funded Activities) of the Grant Funding Agreement, these must be discussed at the earliest opportunity with the Programme Team. Support will be offered via case conferences to avoid interruption of future Turnaround funding.

The MoJ will also publish an annual report covering delivery performance, with snapshots of local delivery and interventions, best practice, and case studies from local areas.

### 5.3 Financial reporting

The YOT Management Board is responsible for ensuring that any interventions commissioned follow the evidence, offer value for money, and are delivered to consistent standards. The programme will undertake yearly financial reconciliation with areas to ensure this is the case, as detailed in the Grant Funding Agreement.

### 5.4 Evaluating success

The ultimate aims of this programme are to improve outcomes for children, so they don't go on to offend, as well as to drive system improvements through effective co-ordinated support working between local agencies.

While delivery performance will be monitored throughout, there are longer-term and broader societal impacts that are justified thorough examination. The MoJ is working with evaluation partners to commission an independent evaluation which all Turnaround delivery partners will be required (as a condition of funding) to support and enable.

Responsibilities	YOT	YOT Management Board	Local Authority	Central Administrator (MoJ with support from YJB)	Evaluator
<b>Oversight</b>	<p>Oversee referrals into the YOT based on initial screening</p> <p>Record basic initial screening data</p> <p>Increase resourcing to support capacity to deal with higher case load</p> <p>Record and retain data for reporting purposes</p>	<p>Monitor data on referrals and share with Central Administrator</p>	<p>Manage multi-agency relationships within the local authority and partners to avoid duplication of interventions on the same child</p>	<p>Monitor data on referrals centrally (quarterly and annually)</p> <p>Set guidance on referrals and eligibility</p> <p>Discuss demand issues and potential policy requirements on an ongoing basis with OGDs</p>	<p>Attend and feedback into Evaluation panel</p>
<b>Funding</b>		<p>Disseminate and maintain oversight of programme funding</p>		<p>Disseminate programme funding to the Local Authority</p>	
<b>Delivery</b>	<p>YOT (or partner services/commissioned services) to deliver initial triage and second stage assessment</p> <p>Deliver services and interventions, and align pathways with other services in the LA and other delivery partners</p> <p>Monitor progress on children and their families</p>	<p>Strategic oversight and performance monitoring of YOTs delivery</p> <p>Set consistent standards and ensure any interventions commissioned are demonstrably effective</p> <p>Encourage alignment between YOT and Early Help services to support the cohort</p>	<p>Align pathways with other services in the local authority and other delivery partners</p>	<p>Share best practice and maintain best practice network</p>	
<b>Reporting and Evaluation</b>	<p>Heads of Service to report data to MoJ on a quarterly basis</p> <p>Engage closely with the evaluator and work with them to ensure that the programme is evaluable</p>	<p>Enhance data sharing between local services and promote service transformation</p> <p>Quarterly data validation</p>	<p>Facilitate data sharing between local services and promote service transformation in line with the Early Help System Guide</p>	<p>Set format for quarterly and annual reporting</p> <p>Process quarterly and annual returns</p>	<p>Collect views and opinions from YOTs on the experience of delivering Turnaround</p> <p>Quarterly data validation</p>

	<p>Heads of Service to report annually to YJB with YJ Plan returns</p> <p>Share views and opinions with the evaluator on how Turnaround is working.</p>			<p>Quarterly data validation</p> <p>Produce national annual report</p>	
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## Appendix A

### Turnaround Programme: Referral Guidance

#### Who is this guidance for?

This guide provides an overview of the Turnaround Programme and advice for delivery partners on the practical application of referring into it.

Based on the eligible cohort, this has been produced primarily for the police and Youth Offending Teams (YOTs); however, it may also be useful for practitioners from other organisations, such as:

- Children and Family Services
- Children and Family Court Advisory and Support Service (Cafcass)
- Health services (NHS Liaison and Diversion; Children & Adolescents Mental Health Services)
- Education and Alternative Provision providers

This guidance has been produced to support decision-making when considering whether to refer a child to Turnaround. It is not statutory guidance but can be used as a tool to encourage consistency by local partners in decision-making processes, and to ensure a planned and considered approach to making referrals to the programme.

#### What is the Turnaround Programme?

Turnaround is a £55m voluntary youth early intervention programme to enable YOTs across England and Wales to support children on the cusp of the justice system and prevent them from going on to offend.

This three-year programme aims to improve outcomes and prevent offending and reoffending for around 17,000 children more children in England and Wales who do not meet the threshold for statutory support, or for whom no other obvious pathway of support exists.

The overall goals of the Turnaround programme are to:

- Achieve positive outcomes for children with the aim of preventing them going on to offend
- Build on work already done to ensure all children on the cusp of the youth justice system are consistently offered a needs assessment and the opportunity for support
- Improve the socio-emotional, mental health and wellbeing of children
- Improve the integration and partnership working between YOTs and other statutory services to support children

This YOT-led programme is an integrated Early Help offer of holistic support, which takes place separately to any formal criminal justice proceedings. The programme will assess and address the underlying needs which may have brought children into

contact with the justice system, aiming to both promote positive development and prevent further interaction with the justice system.

### **Why is this being introduced?**

Early intervention is a government priority for crime prevention. The Beating Crime Plan 2021 highlights the importance of early intervention in providing universal targeted support for all children, including those on the cusp of the justice system. Multiple records of police contacts and long low-level offending histories among those who later end up in the formal criminal justice system indicate that we are currently missing opportunities to address the underlying factors which lead to offending behaviour.

### **Who is this programme for?**

Children aged 10-17 at the time of referral who are eligible for Turnaround must fit one or more of the following criteria:

- who are interviewed under caution following arrest or subject to a criminal investigation attending a voluntary interview under caution;
- those who are subject to No Further Action (NFA) decisions;
- following arrest or voluntary interview (including Outcome 22);
- those who are subject to a Community Resolution (Outcome 8)
- those receiving a first-time youth caution;
- released under investigation (RUI) or those subject to pre-charge bail (PCB);
- those discharged by a court;
- those acquitted at court; and/or
- those fined by a court;

### **Operational principles**

The programme aims to avoid labelling children as ‘offenders’ and encourages practitioners to take reasonable steps to avoid stigmatising the children with which they work, as they may not have been found guilty of, or cautioned for, an offence. Eligibility for the programme will not require admission of guilt or acceptance of responsibility. Engagement on the programme from the children and their family and caregiver will be voluntary and needs to be clearly communicated as such.

The model is not prescriptive about how local partners should refer children onto the programme. How Turnaround will sit alongside existing arrangements will continue to be determined locally, and local plans should articulate how they will mitigate referral overload.

YOTs should work closely with relevant professionals (e.g. police, health, education, statutory safeguarding partners) to integrate and utilise ongoing working arrangements between the YOT and local referral partners, ensuring that Turnaround compliments existing service provision. Referral arrangements should consider:

- Common understanding of the cohort (including clear eligibility markers)
- How the YOT Management Board will target programme funding

- When/how local partners should notify the YOT of cases requiring Turnaround assessment (e.g. this may include local multi-agency arrangements to determine most appropriate service to support the child)
- Outstanding arrangements for any bail or out-of-court disposal work

### **Strategic integration**

Turnaround referral arrangements should link to established local statutory partnerships that support children and families (e.g. Local Safeguarding Children Partnerships; Education Boards; Health and Wellbeing Boards; Community Safety Partnerships; Local Family Justice Boards; and Violence Reduction Units).

### **Data collection**

Referring children to Turnaround is an informal course of action and does not form part of a criminal record. However, the actions or behaviours that brought them to the attention of police should still be recorded as per common practice (i.e., PNC, PND or equivalent local case management system for non-recordable offences).

It is critical that all decisions, including interventions given and the rationale behind them, are recorded. This should include all referrals made by police and other local partners. Data collection as part of programme monitoring and evaluation will be the responsibility of YOTs, and local referral partners will not be required to directly report data to the Ministry of Justice.

### **Information-sharing**

In line with existing out-of-court guidance, the principle of timely information-sharing with the local YOT should be observed when considering Turnaround referrals. Where applicable, Turnaround processes should utilise existing local protocols for joint decision making.

Regardless of whether a Turnaround referral is due to a recordable or non-recordable offence, police should pass the following, and any other relevant information, to the YOT:

- details of the person being referred
- details of behaviour/ activity in which the children were involved with
- PNC/PND reference number, if applicable, or equivalent case identifier

Prompt two-way information sharing is key to effective programme delivery. Local services will hold important information about children who may be vulnerable. Where offending behaviour becomes a concern, police should liaise with the YOT to determine whether a referral is appropriate.

Local partners should aim to include the YOT at the earliest possible stage to determine programme eligibility. Programme oversight, including accepting referrals, will sit with the local YOT Management Board who may also recommend a more appropriate route to support.

### **Child-centred policing**

Positive interaction with children by referral partners will be critical to uptake of the programme. It is crucial that in all encounters with the police, those below the age of

18 are treated as children first, as per NPCC guidance of the Policing of Children and Young People.

**Disparity**

YOTs will be required to include ethnicity data as part of Turnaround monitoring to the MoJ and should work with referral partners to ensure groups benefit from equal access to the programme. For example, practitioners may note existing protocols, which seek to minimise the criminalisation of children when conducting their duties, to ensure early intervention opportunities are equally accessed.

We encourage YOT Management Boards to have a vision and strategy to improve outcomes for ethnic minority children and mechanisms to monitor this progress, such as the YJB's Ethnic Disproportionality Tool.

Referring Practitioner: Key Information	
<b>Eligible Cohort</b> Children aged 10-17	<ul style="list-style-type: none"> <li>• children who are interviewed under caution following arrest or subject to a criminal investigation attending a voluntary interview under caution</li> <li>• those who are subject to No Further Action (NFA) decisions (including Outcome 22)</li> <li>• those who are subject to a Community Resolution (Outcome 8)</li> <li>• those with a first-time youth caution</li> <li>• children released under investigation (RUI) or those subject to pre-charge bail (PCB)</li> <li>• those discharged by a court</li> <li>• those acquitted at court</li> <li>• those fined by a court</li> </ul>
<b>Who can refer eligible children to the YOT?</b>	<ul style="list-style-type: none"> <li>• Any frontline practitioner who may encounter the eligible cohort, primarily police and courts, but may include other partners e.g. Alternative education provision</li> <li>• Local joint-decision-making arrangements between YOTs and statutory partners</li> <li>• Programme referrals must be confirmed by the YOT/YOT Management Board</li> </ul>
<b>Evidential standard</b>	<ul style="list-style-type: none"> <li>• Turnaround cannot form part of any formal criminal processing (e.g. OOCs); where applicable evidential standards are to be met separately</li> </ul>
<b>Admission of guilt required?</b>	<ul style="list-style-type: none"> <li>• No</li> <li>• Children within the cohort may have had to accept responsibility for disposal as part of separate OOC process</li> <li>• Eligibility for Turnaround is a separate process, and this will not be a prescribed requirement</li> </ul>
<b>Additional Eligibility Considerations</b>	<ul style="list-style-type: none"> <li>• Not have an open Early Help plan or already receiving statutory support</li> <li>• Cannot be used as part of another OOC condition</li> </ul>
<b>Consent required?</b>	<ul style="list-style-type: none"> <li>• Yes, from the child and parent or care givers</li> </ul>
<b>Forms part of a criminal record?</b>	<ul style="list-style-type: none"> <li>• No, any referrals and assessments to take place separately to any formal criminal justice proceedings (where applicable)</li> </ul>
<b>Where/ how is referral recorded?</b>	<ul style="list-style-type: none"> <li>• Partners should record detail of activity and rationale for the decision to refer (local case management system)</li> <li>• Police should provide PNC/ PND number if applicable, or equivalent identifier through local records management system (e.g. Niche, Athena)</li> <li>• YOT/ YOT Management Board responsible for recording and reporting total programme referral data to MoJ</li> </ul>
<b>Relevant guidance</b>	<ul style="list-style-type: none"> <li>• Local/National OOC Guidance</li> <li>• NPCC: National Strategy for the Policing of Children &amp; Young People</li> <li>• Working Together to Safeguard Children</li> <li>• Existing protocols which seek to minimise the criminalisation of children</li> </ul>