



T2A Strategy 2016-2017

This strategy paper covers the period from April 2016 to March 2017.

Summary

During the last Barrow Cadbury Trust strategic period (2013-16), T2A made significant progress in influencing policy and practice at all stages of the T2A Pathway. Major penal policy reviews have centred on the young adult agenda (Justice Select Committee, Harris Review, Young Review), and T2A's principal aim - that criminal justice agencies should take account of the maturity of young adults in decision making - is now very much seen as part of mainstream practice.

Despite major turbulence within the criminal justice system and sector, the T2A Pathway projects have been able to demonstrate innovative ways of working with young adults across England. Mainstream service providers are designing and delivering young adult specific programmes at scale, drawing on T2A's evidence base. T2A has also been a reference point for international reforms to improve the management of young adults involved in crime. More broadly, ongoing reform and devolution of budgets and discretion has provided opportunity and risk for T2A and its programme of work and influence.

It is proposed that T2A's strategy over the coming year, and most likely beyond, will have three strands: Continuing to make the case to new and existing audiences for a distinct criminal justice approach for young adults; supporting mainstream service providers and policy makers to implement the T2A evidence base; and, newly, scrutinising the quality of mainstream implementation of young adult specific criminal justice policies and services.

The T2A Pathway, which sets out 10 key stages of the criminal justice system, will remain the framework for T2A's work. However, as before, because T2A has limited time and resources available with which to make an impact on policy and practice, it is proposed that T2A focusses its efforts on three stages of the Pathway that are both important to the outcomes for young adults and stages where T2A's work can have the biggest meaningful impact: Policing, the courts and probation practice (community sentences and supervision post-custody). Integrated in all of T2A's work will be a trio of cross-cutting aspects to the work: Voice, gender and race.

Current context for the T2A Pathway stages and proposed priorities for 2016-17

The last year has seen unprecedented interest in the T2A evidence base, and there has been considerable growth in the prevalence of practice implementation.

Major highlights (a fuller list is in the Appendix) in 2015-16 include:

- A House of Commons Justice Select Committee Inquiry announced on Young Adults (report forthcoming);
- The Harris Review on deaths of young adults in prison published (citing T2A 27 times and endorsing T2A's core positions);
- Young adult specific practice introduced at scale by mainstream providers (most notably multi-million pound initiatives instigated by the London Mayor's Office for Policing and Crime and London Community Rehabilitation Company); and
- The Ministry of Justice announced that all 18-25 year olds appearing in the criminal courts will be subject to mandatory maturity assessments pre-sentence.

Opportunities in 2016-17 include:

- House of Commons Justice Select Committee Inquiry on Young Adult Offenders report to be published, with government response to follow;
- Police and Crime Commissioner elections;
- Taylor Review on youth justice;
- Ministry of Justice reviews expected on sentencing and custody;
- Culmination of T2A Pathway projects and outcomes evaluation; and
- Establishment of T2A young adult court pilots.

Priorities for 2016-17

Below is a specific look at each of the 10 T2A Pathway stages along with current context, and the priorities for the year ahead in bold.

Policing and arrest: The establishment of Police and Crime Commissioners has enabled many more opportunities for engagement by T2A in relation to policing, and T2A has successfully worked with a range of PCCs to develop young adult specific approaches. Two of T2A Pathway projects remain match funded by PCCs, while other PCCs have commissioned young adult services based on T2A's work. The elections in 2016 will see a number of existing relationships end or change (with several PCCs due to step down) as well as opportunities for new engagement. **T2A will undertake a work programme to engage with PCCs, influence their manifestos for 2016, and support PCCs those that are prioritising young adults to implement specific programmes. Principally by drawing on learning from the existing T2A Pathway project based in London, T2A will continue to promote gender-specific approaches.**

Diversion to health: The NHS has been through a major reform programme, and demands for services have increased significantly, particularly acute and emergency care, in part due to cuts in other departments or sectors (e.g. prevention services run by voluntary sector and/or local authorities). It is encouraging that many services that previously divided between child and adult services at 18 have revised their approach to provide services for 0-25 year olds, to include the transition period (e.g. mental health and drug services). Liaison and diversion services operating in police custody and the courts are now at 50% national coverage, with 100% coverage expected by 2018. The Youth Justice Board has mandated screening of young people in custody for brain injury, following reports by T2A and others on the prevalence of brain injury among offenders. **T2A will promote young adult specific approaches to health diversion away from the criminal justice system, drawing on the work of two of the T2A Pathway projects that work in partnership with health providers. T2A will promote its work on brain injury further and seek to embed this in mainstream practice. T2A will monitor progress of the embedding liaison and diversion programme and seek to ensure it responds to the transition/young adult age group.**

Restorative justice: Changes to legislation mean that restorative justice will be more widely available and offered at a range of points in the criminal justice process. **Some young adult specific restorative justice interventions have been developed, including the T2A Pathway project focused on restorative approaches, and T2A will monitor developments. Forthcoming research on the use of RJ for women and young BAME people will inform this, as will the Justice Select Committee's Inquiry on RJ.**

Prosecution: The CPS continues to face significant cuts to its service, and prosecutors are being expected to manage bigger caseloads and make decisions faster. The Code of Conduct does include 'maturity' as a factor for consideration in the public interest test, and the new Director of Public Prosecutions has previously supported and engaged in T2A's work, having previously spoken at the launch of a T2A report about prosecuting young adults at the 2015 T2A National Conference. **In the next period, T2A will seek to engage more directly with the CPS and consider developing guidance for the CPS on taking account of maturity.**

Sentencing: Sentencing guidelines now list 'lack of maturity' as a mitigating factor in sentencing of adults, and the Ministry of Justice has recently announced that all 18-25 year olds will be subject to mandatory maturity assessments pre-sentence. There may be a tension in this with the ongoing expectation that the courts should make quick decisions. 'Problem-solving courts' are back on the agenda of central government. Diversion initiatives for children have resulted in a decrease of workload for youth courts. **Sentencing will be a major focus of T2A's work this year and beyond. T2A and the Centre for Justice Innovation have completed a feasibility study for the creation of a 'young adult court' pilot. One aspect of this would be that youth magistrates preside over young adult cases. CJ has now received approval for funding from BCT for the establishment of a network of young adult court pilots, which will be initiated this year. The Howard League is undertaking phase 1 of research on judicial remarks in relation to maturity. T2A will submit evidence to the Sentencing Council's consultation on alternatives to custody. T2A will consider further projects that relate to sentencing decision making and alternatives to custody.**

Community sentences: The probation service has been through huge change, with 21 Community Rehabilitation Companies (managing low and medium risk offenders) and 6 National Probation Service areas (managing high risk offenders and responsible for pre-sentence reports) in place since May 2015. The majority of CRCs are run by private companies. Therefore, while the courts select what community order requirement an offender will undertake, in most cases the CRC be responsible for the design and delivery of the sentence. CRCs were expected to set out in their bids how they would respond to the needs of specific groups, including young adults, and many of them proposed specific approaches to 18-25 year olds. **T2A will seek to engage CRCs and NPS and encourage T2A approaches to be developed in each area. T2A will systematically monitor practice in each area and highlight good examples. T2A will also offer assistance to areas to ensure that quality of services is high, and that the services are delivered in a way that is consistent with the evidence base.**

Managing the transfer process: In 2013, the Youth Justice Board and NOMS published its Youth to Adult Transitions Framework, a protocol for Youth Offending Teams and Probation Trusts to manage the transfer of 18 year olds across service age boundaries. This was based in part on the work of the 2009-12 T2A Birmingham pilot. T2A was invited to contribute the foreword to the Framework. In 2013-4 this Framework was rolled out nationally, and training took place. In 2015, to take account of the changes to probation, the Youth Justice Board and NOMS produced an updated Protocol. A Thematic Review by the HM Inspectorate of Probation in early 2016 concluded that the impact of the probation reforms had been detrimental to the quality and consistency of the transfer process. **T2A will monitor the implementation of the new Protocol, and work with the National Probation Service and the YJB to highlight good practice.**

Custody: At the end of 2013, the government proposed that it would reform the way that young adults were managed in custody. This was in response to several damning reports from HMIP, which highlighted the high levels of violence and lack of preparation for release in YOIs. The government proposed scrapping the sentence of Detention in a YOI, removing the restrictive status of YOIs, and mixing young adults throughout the prison estate. T2A and others strongly opposed this proposal because there was no evidence that mixing would result in any improvement to the lives and outcomes of young adults. Following widespread opposition to the proposals, the government suspended its plans, and instead commissioned the Independent Advisory Panel on Death in Custody to undertake a review of the deaths of young adults in NOMS custody since 2012. The resultant 'Harris Report' was published in August 2015, which cited T2A's evidence 27 times and endorsed T2A's core positions. The government's response accepted most of the recommendations, but rejected several key ones, delaying its response to others pending the outcome of its wider review of the custodial estate. The decision on the future of young adults in custody was one that was deferred. **In the next period, T2A will develop its position in more detail as to what good practice in the management of young adults in custody looks like and how the system should be reformed. This will be developed in ways that are both irrespective and specific to the configuration of the estate now and in the years ahead.**

Resettlement: A big element of the probation reforms include plans for the supervision of all short-sentenced prisoners for a period of up to 12 months following release. The prison estate has also been reorganised to create around 75 resettlement prisons, from which prisoners will be

released into their home area. **T2A will seek to engage new providers of resettlement services to develop young adult specific support, and promote existing evidence of what works for this age group, including drawing on the work of its T2A Pathway projects operating through the prison gates to support employment and family engagement.**

Enabling desistance: The concept of desistance has become more widely recognised in government policy, and the government's reform programme has often referred to its aim of promoting and accelerating desistance. T2A's support for desistance is based on the evidence that young adults are the peak age group for offending, but if the intervention is delivered in an effective way it is also the most likely age group to desist from crime. It is disappointing, however, that reform beyond the scope of criminal justice, such as to welfare, has generally impacted negatively on the young adult age group. **Particular focus will be given to over-represented groups that have generally worse outcomes, including BAME young adults, care leavers and those from the Gypsy and traveller communities. The Sheffield Hallam academic evaluation of the T2A Pathway projects is examining the factors that have facilitated desistance, and the final report is likely to be published in 2017. The evaluation will include measurements on reoffending, as well as key indicators for desistance such as family contact, housing and health outcomes.**

Voice, gender and race: In the last strategy, T2A committed to increasing its focus on gender and ethnicity issues. These have both developed well in 2015-16, with several specific projects underway (including on restorative justice and young women in prison). In terms of ethnicity, BTEG completed a race review of the T2A Pathway, and supported the T2A Pathway projects to consider race in their service provision. BCT funded Baroness Young's Review on the disproportionality of young adult black and Muslim men in the criminal justice system, and now supports its implementation phase. Maslaha completed a research report on the experiences of young Muslim men of the criminal justice system, while CCJS published research on the connection between police gang data and joint enterprise convictions. In a variety of ways, T2A projects have sought direct contribution from young adults with direct experience of the criminal justice system. Often their voices have been heard through the collection and dissemination of qualitative research data and also through film and drama based projects. **It will be an expectation that all T2A projects have a voice, race and gender dimension, and T2A will undertake specific projects on both. All projects will also be expected to enable the voices of young adults to be heard and will build this into project design.**

Summary of planned activities for 2016-17

The table below sets out some of the planned activities for the year ahead in relation to each Pathway stage and the underpinning focus areas of race and gender.

T2A Pathway Stage	Future T2A activities
Policing and arrest	<ul style="list-style-type: none"> • Continue to develop a programme of activities to engage with PCCs to develop young adult-specific approaches; • Promote learning on gender-specific approaches from the Advance Minerva T2A Pathway project; • Support for an increase in youth engagement with PCCs, and direct engagement with T2A programme; • Work with the College of Policing and Home Office to develop young adult specific approaches and guidance.
Diversion	<ul style="list-style-type: none"> • Identify good practice for young adults in L&D projects; • Promote learning from T2A Pathway projects; • Develop T2A's work on brain injury.
Restorative justice	<ul style="list-style-type: none"> • Research on restorative justice for young women and young BAME people.
Prosecution	<ul style="list-style-type: none"> • Guidance and good practice for CPS on taking account of maturity.
Sentencing	<ul style="list-style-type: none"> • Select and establish a network of Young adult court pilots; • Develop research on the use of maturity in sentencing remarks; • Guidance and good practice for sentencers on taking account of maturity
Community sentences	<ul style="list-style-type: none"> • Engage probation providers to develop young adult specific programmes and activities; • Monitor how each probation area is responding and meeting the needs of young adults.
Transfer process	<ul style="list-style-type: none"> • Monitor the use of new transition protocol.
Custody	<ul style="list-style-type: none"> • Describe what good practice is in relation to young adults in prison, particularly where they are held in mixed age institutions; • Maintain a stance against the abolition of YOIs and the DYOI sentence and develop the evidence base against their abolition.
Resettlement	<ul style="list-style-type: none"> • Engage new probation providers to plan young adult specific resettlement interventions; • Promote the learning from the T2A Pathway projects.
Enabling desistance	<ul style="list-style-type: none"> • Promote the film project to capture work of T2A Pathway projects; • Develop research on care leavers; • Develop research on the impact of bereavement; • Ensure that the Sheffield Hallam evaluation of T2A Pathway is disseminated.
Voice	<ul style="list-style-type: none"> • All projects will be expected to enable the voices of young adults to be heard and will build this into project design.
Gender	<ul style="list-style-type: none"> • All projects will be expected to consider a gender dimension; • Promote the young adult women in custody research;

	<ul style="list-style-type: none"> • Develop research on the use of restorative justice for young women.
Ethnicity	<ul style="list-style-type: none"> • All projects will be expected to consider a race dimension; • Support the implementation of recommendations by Young Review; • Develop guidance for CJ agencies for working with young adult Muslims; • Support for the T2A Pathway projects to embed good practice.

Public affairs

T2A will develop and promote its policies, and undertake public affairs activities, with a range of audiences and seek to engage all political parties. T2A will continue to engage with policy-makers and practitioners and agencies operating across T2A pathway. Specific activities will include:

- Meetings and events with parliamentarians, policy-makers and senior practitioners;
- Written reports and publications to set out evidence and policy;
- Responses to government consultations;
- Participation in national and local conferences, round-tables and other events;
- Engaging Police and Crime Commissioners and potential candidates in the forming of new manifestos for and post 2016 elections;
- Meetings between key local decision-makers (e.g. heads of CRCs, NPS and PCCs);
- Supporting visits by policy-makers, professionals and academics to T2A Pathway projects;
- Providing written briefings and guidance to professional bodies and agencies;
- Working with professional bodies to disseminate policy and practice information.

Communications Strategy

The general guiding principles of T2A’s communications strategy is characterised by restraint in terms of national press opportunities and instead focuses on the core audience for the work, namely practitioners. Therefore, T2A looks to build a consensus across criminal justice agencies around key issues, including the importance of approaches tailored to young adults as a distinct group, and recognition of the concept of maturity.

This is done principally through specialist publications, largely in the criminal justice sector, drawing on the experience of respected professionals as “inside,” rather than “outside” voices. This low-key but persistent approach has worked well, with a steady feed of stories in *Criminal Law and Justice Weekly*, and engagement with outlets such as *Law Society Gazette*, *Magistrate*, *Interface* and *Children & Young People Now*. A round of catch up meetings and briefings will be sought this year with key outlets.

The T2A website now been relaunched, which will better reflect the campaign’s ‘theory of change’ and its progress to date, to better meet the needs of its key target audiences. T2A will enhance its Twitter activity and pilot a new practitioner engagement initiative on LinkedIn.

Resources and staffing

The primary resource supporting T2A is through grant funding for current and new projects by the Barrow Cadbury Trust (this was approximately £700,000 in 2015-16, half of which was committed to the T2A Pathway). A similar total budget is likely in 2016-17. All T2A projects are commissioned and/or grant funded by the Trust, with decisions made by BCT's trustees or CEO.

Day to day management of the campaign and programme is largely undertaken in-house by Barrow Cadbury Trust staff. An independent chair provides oversight of the T2A strategy and is the public face of the T2A Alliance. The work programme is supported and steered by T2A Campaign Management Group (CMG) which meets monthly, and by the strength of voice and reach of the Alliance members, partners and Pathway projects.

It is proposed that the structure of T2A from 2016 will be as follows:

- BCT Trustees and Chief Executive: Trustees will oversee the Barrow Cadbury Trust strategy and (with some delegated decisions to BCT's CEO) will consider and may approve funding proposals that are submitted via the Trust's criminal justice programme.
- T2A Alliance Chair (Joyce Moseley OBE) and/or Vice Chair (Debbie Pippard) will sign off major reports and policy positions, lead meetings with senior officials, chair meetings of the Alliance and most T2A events, and in most cases will be the public face of the T2A Alliance.
- T2A Campaign Management Group (CMG): As now, BCT staff, with oversight monthly by the campaign management group, will undertake day to day decision-making and activity for the T2A campaign, including media work, parliamentary lobbying, events, planning and written policy work. It will be comprised of BCT staff and members of the T2A Alliance, whose organisations are paid for the individuals' input into T2A's CMG:
 - Chair of CMG, (Debbie Pippard, BCT Head of Programmes/T2A Vice-Chair)
 - Secretariat for T2A (Max Rutherford, BCT Criminal Justice Programme Manager)
 - Localism (Nathan Dick, Clinks)
 - Policy (Ben Summerskill, CJA)
 - Practice (John Drew)
 - T2A public affairs (Mark Day, Prison Reform Trust)
 - BCT Communications Manager (Diana Ruthven)
 - BCT Programme Officer (Sohaib Malik).
- T2A Alliance: The core group of T2A Alliance members will continue to meet quarterly, chaired by the T2A Alliance Chair (Joyce Moseley OBE), and will consider and approve the T2A strategy annually. There will be focus on the meeting being an opportunity for members to hear from external experts, consider questions and gaps arising from current T2A evidence and policy developments, share ideas, give project updates and consider new policy positions and strategy when required.

- T2A Practitioner Group: It is proposed that a new T2A practitioner group will be established, comprised of practitioners who have a keen interest in the young adult agenda and are pioneers of good practice in their service and area. This group will meet ad hoc (virtually or in person) for an issue-based discussion and/or consultation on T2A policy.

Appendix: T2A public affairs highlights 2015-16

April 2015

- Planning meeting with MOPAC for a new young adult initiative
- T2A present at a MTC NOVO probation planning roundtable

May 2015

- T2A briefing for Lord McNally (Chair) and Lin Hinnigan (CEO) of Youth Justice Board

June 2015

- T2A presents at London CRC conference on young adults
- Professor Sir Tony Bottoms presents to T2A Alliance members meeting on desistance

July 2015

- T2A/Howard League report 'You Can't Put a Number on It' is published
- T2A briefing for Robert Neill MP, newly appointed Chair of the Commons Justice Select Committee
- T2A briefing for Lord Harris, Chair of the Independent Panel on Deaths in Custody
- House of Commons Justice Select Committee announces Inquiry on Young Adult Offenders

August 2015

- Harris Review published
- T2A Young Adult Women in Prison research event held with prison governors and representatives from NOMS and Ministry of Justice

September 2015

- T2A/Clinks report 'Effective Probation Practice with Young Adults' is published
- Lord Harris presents to the T2A Alliance members' meeting
- T2A holds party conference events with the Centre for Social Justice and the Police Foundation

October 2015

- T2A briefing with the Sentencing Council for England and Wales
- Launches of the T2A/Clinks guide on effective probation practice

November 2015

- MOPAC confirm major new programme for young adults as part of its 'Gripping the Offender' project
- T2A presents at the Youth Justice Convention

December 2015

- T2A presents at the London CRC Young Adult Programme launch event
- T2A briefing for Ministry of Justice Education Review team
- Launch of T2A/CJI report 'Young Adults in Court' feasibility study

January 2016

- T2A briefing for Charlie Taylor, lead of the Ministry of Justice youth justice review
- T2A briefing for Magistrates' Association

February 2016

- T2A report 'Meeting the needs of young adult women in prison' is published

March 2016

- T2A/Clinks event with North East England probation held in Newcastle