



Draft T2A Strategy 2017-18

This draft strategy is for review and discussion by T2A Alliance members on 9 March and proposal to the Board of Trustees of the Barrow Cadbury Trust in April 2017.

It covers the period from April 2017 to the March 2018. This draft has been subject to review and comment from the T2A Chair, Campaign Management Group and Barrow Cadbury Trust.

Summary

T2A has 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 position, that 18-25 year olds are a distinct group and that criminal justice agencies should take account of their maturity as well as their chronological age, is now accepted and increasingly embedded in mainstream practice. 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.

Although case is well made, T2A should continue to make the case to new and existing audiences for a distinct criminal justice approach for young adults, support mainstream service providers and policy makers to implement the T2A evidence base, and scrutinise the quality of mainstream implementation of young adult specific criminal justice policies and services.

The T2A Pathway framework (10 key stages of the criminal justice system at which a distinct approach for young adults can be delivered) remains fit for purpose and future work will continue to be aligned to it. 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 the stages that are most important to the outcomes for young adults. These are likely to be the stages where T2A's work can have the biggest meaningful impact on stemming the flow into the system, primarily policing and the courts.

Current context

The last year has seen unprecedented recognition of the T2A evidence base, and there has been considerable implementation in practice. Major highlights include:

- A report by the House of Commons Justice Select Committee Inquiry on Young Adults was published in October 2016, producing a 'landmark and visionary' proposal for reform to the management of 18-25 year olds. T2A was referenced throughout, and T2A representatives took part in a wide range of media engagements. T2A had previously contributed written and oral evidence.
- The government's response was positive. It accepted the key principle that young adults do not fully mature until their mid-20s, and should be recognised as having distinct needs. It set out a diverse work programme in response, including a new maturity screening tool for prison and community settings, and a review of the use of prison for young adults.
- Young adult specific practice introduced at scale by mainstream providers (for example a multi-million pound initiative instigated by the London Mayor's Office for Policing and Crime);
- Supported by T2A and the Centre for Justice Innovation, five local court sites completed feasibility studies prior to implementing plans to deliver young adult court pilot projects.

Priorities for 2017-18 include:

- Press for the implementation of the Justice Select Committee report and the government's response;
- Promote the findings of the independent evaluation of the T2A Pathway pilots, whose reconviction analysis is due in late 2017;
- Support the implementation phase of the T2A young adult court pilot feasibility plans;
- Highlight the distinct needs of young adults within the Young Review programme and in response to the Lammy Review;
- Increase awareness of the distinct needs of young adult women;
- Promote the strategic work of PCCs focusing on young adults.

Priorities for 2017-18

Below is a specific look at each of the T2A Pathway stages, the 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 (led by Revolving Doors Agency). Three of the T2A Pathway projects (led by Advance, Remedi and Together) were match-funded by PCCs, while other PCCs have commissioned young adult services based on T2A's work.

T2A will continue to engage and support PCCs who are prioritising young adults to implement specific programmes, and encourage other areas to do so.

Diversion to health: Demands for services have increased significantly, particularly acute and emergency care, in part due to cuts in other departments or sectors. 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. Liaison and diversion

services operating in police custody and the courts are now at more than 50% national coverage, with 100% coverage expected by 2020. Prisons are close to implementing 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. 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 identify and promote a focus within this on the transition/young adult age group.

Restorative justice: Changes to legislation mean that restorative justice can be in theory 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 and T2A will monitor these and promote good practice, principally through the young adult court pilots. Recent research on the use of RJ for women and young BAME people will inform this.

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. The CPS is undertaking a review of this to identify what impact it is having in practice.

T2A will seek to engage more directly with the CPS (as part of its internal review of how it takes account of maturity in decision-making) and seek to inform new guidance for the CPS on taking account of maturity.

Sentencing: Sentencing guidelines include '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 maturity assessment as part of a pre-sentence report. Forthcoming research from T2A and the Howard League will explore how 'maturity' is being considered by the higher courts. T2A supported five sites to complete feasibility studies last year, with a view to implementing plans to become young adult court pilot sites.

Sentencing will be a key focus of T2A's work this year and beyond. The young adult court projects are likely to be the flagship initiative of the programme this year. T2A will undertake a range of activities this year relating to sentencing, court decision making and alternatives to custody, principally through the young adult court project. Through this work, T2A will continue to inform sentencers and sentencing agencies about existing and emerging evidence.

Community sentences: The probation service has been through huge change, with ongoing challenges presented by the divide between the public National Probation Service and the privately led Community Rehabilitation Companies. Several CRCs and the NPS have developed young adult-specific plans.

T2A will engage CRCs and the NPS and encourage young adult specific approaches to be developed locally and nationally. T2A will monitor and highlight good practice.

Managing the transfer process: In 2015, NOMS produced an updated Youth to Adult Transitions 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. Changes to the Youth Justice Board, and to youth custody, announced in February 2017 may exacerbate the divide between youth and adult services, and could put some of the previous progress at risk.

T2A will continue to monitor the implementation of the Protocol, and work with the NPS, YJB and MoJ to ensure that best practice in the transition between youth and adult criminal justice services is promoted and delivered.

Custody: At the end of 2013, the government proposed that it would reform the way that young adults were managed in custody. The government proposed scrapping the distinct sentence for 18-20 year olds (DYOI), removing the restrictive status of YOIs, and mixing young adults throughout the prison estate. T2A and others strongly opposed this, and the government suspended its plans pending an independent review. The resultant 'Harris Report' was published in August 2015, which endorsed T2A's core positions. The government delayed its decision again, and did not reach a conclusion in its response to the Justice Select Committee report on young adults in October 2016. A Prisons Bill was published in early 2017, and a further review on young adults in custody will be completed in 2017.

T2A will seek to engage directly with the Ministry of Justice on a forthcoming review of young adults in prison, and its plans for wider prison reform, advocating for a distinct approach for 18-25 year olds. In particular, T2A will seek to inform the design and implementation of the new maturity assessment tool being developed by MoJ, and monitor its effectiveness and impact. T2A will maintain its engagement with the implementation of the government's Employment and Education strategies for prisoners.

Resettlement: All young adults are subject to supervision for a period of up to 12 months following release, but there is little evidence that providers are thinking about 18-25 year olds as a specific group. They are likely to have significant and distinct needs compared to older prisoners, and the wider employment and housing context for young adults is likely to make rehabilitation following release from prison very challenging.

T2A will seek to engage providers of resettlement services to promote young adult specific support, building on existing evidence of what works for this age group. T2A will draw on the work of its T2A Pathway projects, working with key partners (such as Beyond Youth Custody and Unlock), and delivering new projects including those on the impact of bereavement and family engagement.

Enabling 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 reforms beyond the scope of criminal justice, which have generally impacted negatively on the young adult age group (e.g. housing benefit).

Particular focus will be given to over-represented groups that have generally worse outcomes, including BAME young adults and care leavers. The Sheffield Hallam academic evaluation of the T2A Pathway projects is examining the factors that have facilitated desistance, and the final report will be published in 2017. This will include a reconviction analysis, as well as key indicators for desistance. T2A will seek to engage with organisations that work on specific issues facing young adults with multiple needs, such as homelessness and unemployment.

Voice, gender and race: It is now an expectation of all Barrow Cadbury Trust projects that they will include a voice, race and gender dimension. T2A has established a Young Adult Advisory Group (YAAG), comprised of young adults with personal expertise and experience of the criminal justice system. This group is supporting David Lammy's Review of race and criminal justice, as well as wider T2A policy positions. Baroness Young's Review on the disproportionality of young adult black and Muslim men in the criminal justice system is now nearly two years into its implementation phase. Maslaha completed a research report on the experiences of young Muslim men of the criminal justice system, and CCJS published research on the connection between police gang data and joint enterprise convictions.

It remains an expectation that all T2A projects have a race and gender dimension, or specific focus. T2A will continue to provide evidence to the Lammy Review and Young Review programmes, and undertake new projects to increase awareness of the distinct needs of young adult women. T2A will also undertake scoping work on wider equalities issues that particularly impact on the 18-25 age group. The T2A YAAG will play a key role in supporting the T2A Alliance to develop its policy positions. All projects funded as part of the T2A programme will be expected to enable the voices of young adults to be heard by decision-makers.

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;
- Meetings with key local decision-makers (e.g. heads of CRCs, NPS and CPS);
- Supporting visits by policy-makers, professionals and academics to visit T2A projects and engage with the T2A Young Adult Advisory Group;
- Providing written briefings and guidance to professional bodies and agencies;

- Working with professional bodies to disseminate policy and practice information.

Communications Strategy

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. 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. 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* and *Children & Young People Now*.

On occasion (such as the publication of the Justice Select Committee's report last year) T2A will take part in national media coverage of the core issues. The T2A website was relaunched last year, which better reflects the campaign's 'theory of change' and its progress to date. T2A will continue its Twitter activity, and seek appropriate opportunities for involvement in communications for the Young Adult Advisory Group.

As part of its communications plan for this year, there will be a refreshment exercise of trade press and other media contacts.

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 £500,000 in 2016-17. A similar total budget is likely in 2017-18. 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 T2A Alliance chair provides oversight of the T2A strategy and is the public face of T2A. 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 2017 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 is currently 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)
 - T2A Alliance representatives (currently Nathan Dick, Clinks; Ben Summerskill, CJA; John Drew, Prison Reform Trust)
 - T2A public affairs (Mark Day, Prison Reform Trust)
 - BCT Communications Manager (Diana Ruthven)
 - BCT Programme Officer (Sohaib Malik).

The CMG plans to undertake a skills audit of itself this year, with a view to inviting two or three additional representatives from the Alliance to join it.

- T2A Alliance: The core group of T2A Alliance members will continue to meet quarterly, chaired by the T2A Alliance Chair, and will consider and approve the T2A strategy annually. Meetings are 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.
- The T2A Young Adult Advisory Group: This is currently comprised of 14 young adults with personal experience of the criminal justice system. This group is convened by Leaders Unlocked, and the young adults have been recruited following involvement with local PCC Youth Commissions.
- The CMG has identified two new organisations to join the T2A Alliance this year to add expertise in areas that are of significance to T2A's work programme and on which no other member currently leads (this will be confirmed at a later date).