



GOING FOR GOLD

*Developing effective services for
young adults throughout the
criminal justice process*

CLINKS

supporting voluntary organisations that
work with offenders and their families

SJS 
Social Justice Solutions



Young Adults

Young adults (aged 18-24), who constitute less than 10% of the population, are disproportionately involved in the criminal justice system, making up more than one-third of those commencing a community order or suspended sentence order, one-third of the probation service's caseload and almost one-third of those sentenced to prison each year. This alone demonstrates the importance of recognising the distinct needs and circumstance of young adults in developing effective sentencing and rehabilitation.

Yet young adults are the most likely age group to desist and grow out of crime, and the wrong intervention at this time can slow desistance and extend the period that a young adult is involved in the criminal justice system.

The Transition to Adulthood (T2A) Alliance

The T2A Alliance is a broad coalition of organisations and individuals which identifies and promotes the need for a distinct and radically different approach to young adults in the criminal justice system; an approach that is proportionate to their maturity and responsive to their specific needs.

Convened by the **Barrow Cadbury Trust**, its membership encompasses leading criminal justice, health and youth organisations (see back cover). Since 2008, the T2A Alliance has produced more than 40 research and policy reports, which support the campaign priorities and recommendations. In addition, six T2A projects, including three main T2A pilots, have been running since 2009, demonstrating effective interventions for young adults in the criminal justice system.

Clinks is the national umbrella body that supports the work that Voluntary and Community Sector organisations undertake within the criminal justice system of England and Wales. Clinks' vision is of a vibrant and independent Voluntary and Community Sector working with informed and engaged communities to enable the rehabilitation of offenders for the benefit of society.

Social Justice Solutions offer consultancy, business support, training and research that reduces crime and social exclusion. SJS believe that a fair and equitable criminal justice system which addresses the underlying causes of crime will result in safer communities. They draw on 25 years of experience and expertise in working with people and organisations to address the root causes of crime.

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FOREWORD



As a young social worker I was only dimly aware of the harsh life many of the care leavers I worked with faced as they left care at 16 or 18. As a Director of Social Services and then a member of the Youth Justice Board I was only too aware – homelessness, poverty, loneliness, unemployment, mental ill health, drug or alcohol use, involvement in crime. We fought for and got legislation that recognised the needs of care leavers for continuing support and services. But many other vulnerable young adults especially those in the criminal justice system (the service of last resort) were left to fall off the cliff edge into an adulthood with non-existent or inappropriate services. This situation benefits no one and costs us dear in terms of continuing high crime, money spent and wasted lives.

The T2A Alliance has amassed a growing body of evidence that young adults need a different approach – one that is responsive to need and flexibly adapted to variable developmental maturity.

Since 2009 the T2A pilots have shown the impact of doing things differently: evaluations of the projects have shown that the young people they have worked with have had low re-offending and breach rates, high rates of employment and training, and better family relationships.

T2A has demonstrated how you can work with young people transitioning between services and support them towards independent, fulfilling and crime-free lives. The pilots have worked with people leaving custody and returning to their communities, with people transitioning from youth offending services to the probation service, and with those serving community sentences. The pilots span urban and rural settings, and work with a diverse client groups including girls and women and people from different ethnic backgrounds. They also work alongside some of the most troubled young people in our communities, yet, in all those different settings the T2A approach has a positive impact on their lives.

The 2012 T2A publication, 'Pathways from Crime: Ten steps to a more effective approach for young adults through the criminal justice process', outlined a whole system approach to working with young adults, providing recommendations for how services could be improved across all of the stages in the criminal justice journey.

These are challenging times for practitioners and services throughout the criminal justice process. But there have

been some positive developments in relation to the young adult age group.

- For the first time ever magistrates and judges can take into account in the sentencing process whether an adult has a lack of maturity.
- The Youth Justice Board and NOMS have both recognised the desperate need for better transitions and have produced guidance on how to better manage the transition between youth and adult services.
- The gaps between different, often incompatible, IT systems used in the youth and adult justice systems are also being bridged by the Y2A portal.
- Furthermore many government departments including the Department of Health, Home Office and the Ministry of Justice are starting to work in a cross-departmental way which recognises the multiple needs that young adults often face.
- Importantly, the Ministry of Justice has announced that it will produce a specific commissioning strategy for young adults.

Changes in practice are being locally led, with organisations from the statutory and voluntary sector responding to the needs they have identified as well as those being voiced by young adults themselves. We have excellent one-to-one support pioneered by the T2A pilots in London, Birmingham and West Mercia; charities like Addaction have shown how to close the gap between youth and adult drug and alcohol services in Derby; Greater Manchester Probation Trust have pioneered the Intensive Community Sentence project for young adults and, in some areas, young adults are being selected as a target group for Integrated Offender Management schemes. These local initiatives have informed us of what does and what doesn't work.

The purpose of this guide is to encourage good practice, utilising the learning from the T2A pilots and other effective approaches. We realise that developing a new approach in the current economic climate, with cuts to the public and voluntary sector, is a difficult task. With fewer resources at our disposal we have to direct our efforts towards the greatest need. We believe that investment in the future wellbeing of our young adults will reap rewards.

For this reason we have suggested a range of bronze, silver and gold standard services that allow local providers, senior strategic leads and commissioners to achieve change at their own pace. Clinks and the T2A Alliance are investing time and resources into making local change come about, and they are offering proactive support to encourage local initiatives.

The future shape of services will be instrumental in deciding the outcomes for our young adults. It is critical that we get them right so that we support young adults to make positive choices, move away from crime and improve the safety of our communities. This has to make sense for us all.

Joyce Moseley OBE, Chair of the T2A Alliance

INTRODUCTION

This guide sets out how to develop services for young adults throughout the criminal justice process. It is based on a set of guiding principles and rules of engagement which can be applied flexibly within different local contexts. Demographics, offender profiles, types of crime, resources and available services will vary from place to place. But while the detail of how the service is delivered can change, the approach remains consistent: evidence-based, holistic, supportive and voluntary.

“A special concentration of public effort upon this group of young adults, who are in danger of going on to long and costly criminal careers, is a sensible investment by society at a time when resources, both human and material, are too scarce to allow a similar degree of attention to be paid to all age groups”.

Report by the Home Office Advisory Council on the Penal System
‘The Young Adult Offender’, 1974

“We need to ensure that, given the colossal cost of failing to turn this particular age group [young adults] around, we find ways to get interventions and investment into it, which will then deliver savings to the Ministry of Justice, because of the huge advantage of getting these people better and making them pro-social members of society”.

Minister for Justice Crispin Blunt MP,
House of Commons,
13 October 2011

Some young adults, for a variety of reasons, experience difficulties in making the transition from youth to adulthood. Most young adults have supportive families, positive experiences of education and good health to help them to successfully navigate the journey to independence. However, for those youngsters who have had troubled lives characterised by fragile or damaging relationships, unstable families, poor health, poverty or the experience of violence and abuse, the journey is difficult.

Young adults may experience significant changes in the way that services are delivered once they reach the age of 18, because of the different ways that youth and adult services are delivered. They may experience a sudden loss of contact with workers with whom they have built up relationships and will have to engage differently with services. This can be tricky but there is a way of minimising the potential for disruption and securing successful transitions.

This resource has a simple aim; to aid the development of services that support this transition.

It seeks to persuade commissioners that an approach which recognises young adults as a specific group will achieve better outcomes and lower costs. It provides an overview of why such an approach is necessary, highlighting the benefits of multi-agency collaboration, and gives a step by step guide to how such an approach can be developed. Importantly, the guide offers suggestions as to how T2A services can be introduced with different levels of resources.

This resource is targeted at senior managers and local commissioners from organisations such as Local Authorities, Youth Offending Services, Probation Trusts, Prisons, Health and Wellbeing Boards, and the offices of police and crime commissioners.

This resource is based on the success of three T2A pilots, funded by the Barrow Cadbury Trust, which have operated since 2009 in London, Birmingham and West Mercia. The pilots have been subject to a range of in-depth evaluation and scrutiny, with detailed learning available to aid replication of the approaches.¹

This resource focuses on a particular period of a young person's life, because it is a time when the risk of offending is highest and when support changes profoundly. The transfer from the youth justice system to the adult offender management system is potentially destabilising, but the T2A pilots have shown this transition can be managed smoothly. Young people who are trying to negotiate their way to independence can be supported more effectively if senior managers and commissioners ensure that the gaps between youth and adult services are minimised.

PART ONE of this resource makes the case for a T2A approach, showing why it is needed and how it can work.

PART TWO describes the steps to setting up a new T2A service; outlining a Bronze, Silver and Gold route to developing locally responsive T2A services. It explains how senior managers and commissioners can develop key elements of the T2A approach with few resource implications and how to progress from there to establish specific services for young adults.

SUPPORT AVAILABLE FROM T2A

The T2A approach to supporting young adults to move away from crime has been piloted and robustly evaluated. Through this process the T2A Alliance has developed a range of resources, good practice examples, and guidance based on our experiences on the ground. In order to facilitate the replication of these services Clinks, on behalf of the Alliance, can offer advice on developing a local T2A approach.

To find out more about what support is available, please contact:

The Transition to Adulthood Alliance

c/o Barrow Cadbury Trust

Kean House

6 Kean Street

London, WC2B 4AS

Tel: 020 7632 9060

www.t2a.org.uk

1. University of Oxford (2010) Found in Transition? Local Inter-Agency Systems for Guiding Young Adults into Better Lives Final Report of the Formative Evaluation of the T2A Pilots: <http://www.t2a.org.uk/wp-content/uploads/2011/09/Oxford-CfC-Final-Evaluation-Report-2011.pdf>

Catch 22, (2012) Supporting Transitions, a Summative Evaluation of the Transition to Adulthood Pilots, <http://www.t2a.org.uk/wp-content/uploads/2012/05/T2A-Summative-Evaluation-Catch22-2012.pdf>

A break-even analysis was conducted to show the economic benefits achieved by the pilots. For information about this contact Barrow Cadbury Trust. www.t2a.org.uk

PART 1

THE CASE FOR CHANGE

“The YJB recognises that the successes of the youth justice system cannot be measured against outcomes for under-18-year-olds only, and that the effects of interventions with children resonate into young adulthood and beyond. The point of transfer from youth to adult justice services is a critical time for the young person involved, and for justice professionals who must work to ensure that during the transition the welfare of the young person is prioritised and that any risks posed to the public by them are minimised”².

Youth Justice Board, 2012

2. Youth Justice Board (April, 2012), Youth to Adult Transitions Information Paper

1 A distinct approach to young adults

Often young people in the criminal justice system fall between the gaps in their transition to adulthood and they lose the very support or intervention that might help them. The right interventions can support desistance from offending, while the wrong response can increase offending and extend the period that a young adult is engaged with criminal justice agencies. It is during this period of heightened vulnerability, and at the peak age for offending, that most youth services stop and young people have to change agencies and can lose their support altogether. The T2A approach has been designed to prevent this by providing continuity of support for young adults and their families to enable their desistance from crime.

Increasingly, young adults in the criminal justice system are being treated as a priority group by Government and local service providers. The Youth Justice Board (YJB) has initiated a cross-government Youth to Adult Transitions Forum which it jointly leads with the National Offender Management Service (NOMS) and the Ministry of Justice (MoJ). This recognises that transitions are a cross-departmental issue and that the relevant transitions lead from government departments need to work in partnership. The Forum also features representatives from other departments, including the YJB, MoJ, NOMS, Welsh Government, Department of Health, Department for Communities and Local Government, Department for Education, Department for Work and Pensions, Department for Business, Innovation and Skills, Her Majesty's Courts and Tribunals Service, and the Home Office.

Furthermore the Ministry of Justice has announced that NOMS will produce a commissioning strategy specifically for young adults³. This shows an increasing commitment to this age group, and a realisation that they require a unique approach.

Supporting difficult transitions

All young adults face multiple transitions into adulthood, such as leaving education, finding a job, leaving care, living independently, or becoming a parent. However, young adults with complex problems often face the additional challenge of navigating between an array of



People aged 18-24 account for

- **one-tenth of the UK population**
- **one-third of those sentenced to prison each year**
- **one-third of the probation service caseload**
- **in addition, three-quarters of those involved in the riots of 2011 were under 25**

However

- **half released from prison are reconvicted within a year of release**
- **three-quarters of young men released from prison are reconvicted within two years of release⁴.**

different services and systems when they turn 18 and are considered an adult. The transition between these is often fraught with difficulties.

Recognising maturity

Young people mature at different rates and recent evidence on brain development shows that this development can continue into the mid-twenties⁵. When maturity is delayed a young person's capacity for taking responsibility and understanding the consequences of their actions is diminished. Furthermore, impulsivity and risk taking are heightened. Services should recognise that young adults have different levels of maturity and provide services accordingly.

3. The Minister for Justice, Lord McNally, has confirmed that the National Offender Management Service (NOMS) is to produce a commissioning strategy for young adult offenders. In a response to a Parliamentary Question tabled by Lord Ramsbotham on 24 July 2012 [HL1682], the Minister said that the report would be disseminated to commissioners and service managers in due course.

4. Home Office (2007) Home Office Statistical Bulletin: Re-offending of adults results from 2004 cohort. <http://webarchive.nationalarchives.gov.uk/20110218135832/rds.homeoffice.gov.uk/rds/pdfs07/hosb0607.pdf>

5. University of Birmingham (2011) Maturity, young adults and criminal justice: a literature Review, See T2A website <http://www.t2a.org.uk/wp-content/uploads/2011/09/Birmingham-University-Maturity-final-literature-review-report.pdf>

Supporting resilience

T2A starts from the principle that becoming an adult is a process rather than an event.

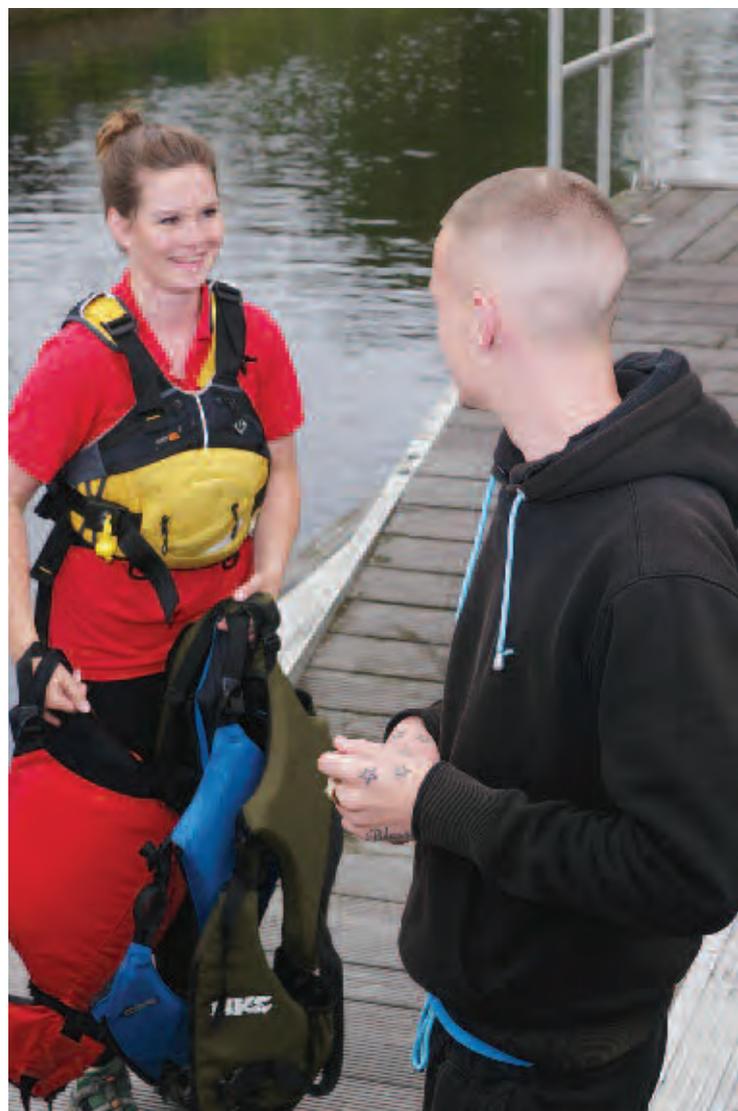
Early adulthood is a time when people are becoming more emotionally mature, acquiring competences and values that make criminal behaviour less likely. T2A follows a desistance model which acknowledges that key ingredients must be in place in order to achieve a crime free life, including stable accommodation, employment, good family relationships and good health. The model provides assistance to young adults by tackling some of the underlying causes of their offending, and by increasing skills, self-belief and wellbeing so that they can control their lives. Importantly, the model introduces hope and belief in the possibility of change. This type of support allows young adults to overcome hardship and build resilience to cope with setbacks.

“ Our young adults lack the basics – no passport, NI number, history of care. As T2A workers we can do the hand-holding to help them sort this stuff out. This helps build the trust and you can then go on to help with life-skills and get them to make better choices”.

T2A Key Worker

Understanding Diversity

It is important to stress that young adults do not form a homogeneous group. Their characteristics, strengths, and needs are also partly determined by their gender, race, ethnicity, sexual orientation, and (dis)ability. For instance, the issues faced by girls and young women in the criminal justice system often include significant histories of sexual violence and abuse. The Corston Report on Vulnerable Women in the criminal justice system identified the way in which women in general required specialist gender specific services⁶. Similarly, young Black, Asian and Minority Ethnic (BAME) males experience disproportionately high levels of stop and search, are subject to racist behaviour, and are over-represented at all stages of the criminal justice system, compared to their prevalence in the overall population. Young adults are also the most likely group to be victims of crime, particularly violent crime. Later in this guidance we identify some ways in which the T2A approach can ensure that the most appropriate services are made available to specific groups within the young adult population.



T2A contributes to a reduction in reoffending

Evaluation has shown that after six months young adults using T2A projects were:

- **more than five times** less likely to be reconvicted
- **three times** more likely to be in work
- **twice** as likely to be in education or training⁷

6. Home Office (2007) *The Corston Report*, <http://www.justice.gov.uk/publications/docs/corston-report-march-2007.pdf>

7. Figures are from the evaluation of the T2A pilots by Catch 22, *Supporting Transitions* (see footnote 1). Findings are drawn from a sample of 34 services users. They refer to the first six months of using the service.

2

The T2A benchmark - setting a high standard

In order to effectively address the complexity and uniqueness of the experiences of young people in transition T2A services are built on 10 key values. These have been developed through the practical experience of the three T2A pilots. These values are the benchmarks against which services for young adults should be measured.

Ten T2A Values

- 1 T2A targets young people in the transition to adulthood
- 2 T2A improves the transition from the youth to adult services
- 3 T2A is based on voluntary participation
- 4 T2A understands diversity, is tailored, person-centred and holistic
- 5 T2A engages with the family where appropriate
- 6 T2A involves young adults and their families in the design of services
- 7 T2A requires a multi-agency partnership approach
- 8 T2A is intensive, requiring a high number of service hours and a high level of engagement from participants.
- 9 T2A provides user-led support to enable behavioural change
- 10 T2A encourages the involvement of volunteers in the delivery of services



3

T2A Pilots - delivering quality services for young adults

In 2009 the Barrow Cadbury Trust established three T2A pilot projects which were set up in London, Birmingham and West Mercia. Each deals with a distinct client group and in different settings. Each has modified their delivery model accordingly. In some cases, this has resulted in specialist work with individuals from specific minority ethnic groups, or faith backgrounds. In other cases, gender-specific approaches for women have been provided. Examples include delivery partnerships with voluntary organisations, working with people of specific faiths, deploying key workers that match the ethnicity of certain groups of service users and offering female mentors to young women.

The T2A approach has been piloted, developed and evaluated over three years. All the pilots show that offering the right kind of support at this critical point in a young adult's life can contribute significantly to a reduction in re-offending.

West Mercia T2A



West Mercia T2A is run by YSS, an independent charity, which works across Telford, Herefordshire, Shropshire and the whole of West Mercia area. It focuses on service users ranging from 17-25 years old. They receive referrals from the Youth Offending Team and the Probation Service. The young adults are on community sentences and judged to have a high level of needs.

The service has a specific focus on vulnerable groups such as girls and women and offers unique support to address their different needs. The families of young adults are involved in the service, allowing the T2A key workers to directly involve family members in the care plan they create and the support they provide.

With a partner organisation, the pilot works with young adults and also raises awareness of mental health issues for this age group locally. YSS provide flexible, community-based, one-to-one support and mentoring service, using a mixture of paid staff and local volunteers.



YSS' services are voluntary (as it is with all the T2A pilots), with no requirement for the young adults to engage with the service. Each young adult on the T2A project develops their own action plan and thereby determine what level of support they require, including an offer of support for family members if appropriate. The key worker helps them to navigate the available and relevant services. On average service users are offered four months intensive support and followed by four months of less intensive support.

Regularly YSS key workers, Probation Officers and Youth Offending Team (YOT) key workers will hold three-way case handover meetings, case reviews and have undertaken multi-agency training to improve local working relationships. This has streamlined services and improved communication between people supporting young adults on the ground.

YSS has established a robust multi-agency steering group with senior management representation from across the criminal justice system in West Mercia. YSS encourages regular collaboration between the West Mercia Probation Trust and the YOTs which has improved the quality of the partnership between the Probation Trust and Youth Offending Services.

The recent merger of Youth Offending Teams across West Mercia will have an impact of YSS' services. However, YSS is well placed to influence the development of services. In addition they are West Mercia Probation Trust's preferred partner. Their role as preferred provider is *"to work with probation to commission services from other local third sector providers. They will also develop the capability and capacity of local voluntary organisations to create innovative solutions to working with offenders"*⁸. This relationship has supported the development of innovative services for young adults in West Mercia.

Since it was established in 2009, the pilot has secured additional funding from Lloyds TSB Foundation to support young people transitioning between Child and Adolescent Mental Health Service (CAMHS) to the Adult Mental Health Service (AMHS).



London T2A



London T2A is run by the charity St Giles Trust

in Southwark and Croydon, and works with young adults involved in serious gang-related crime as part of the SOS project. It operates in the community to provide holistic support to address issues likely to lead to reoffending, such as housing, income, ETE, gang or other criminal affiliations and family relationships.

The pilot works 'through the gate' by providing intensive support for young adults both in prison and upon release to help them settle back into the community. The support is voluntarily agreed to by the service users and the project has a policy of never closing cases (instead they go 'cold'). This offers young adults to re-engage with the service at any point and offers long term support when it is needed.

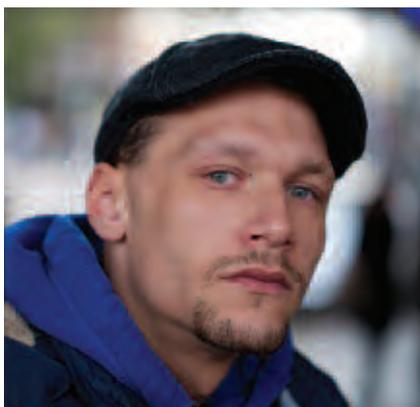
The project aims to divert young adults away from offending and

enables them to build a new life for themselves. It offers practical support to access housing, training and employment, as well as emotional support with issues such as relationships, behaviour, self-esteem and self-perception. The service has a distinctive approach of peer support. People with personal experience of prison can support their peers through volunteering. They work towards a level three NVQ in information, advice and guidance (IAG) which enables them to help others and improve their employment prospects. The project also has a number of employed staff who have been convicted of offences in the past and have successfully moved away from crime. This generates trust and credibility with the service users.

St Giles Trust has worked closely with Croydon Probation Service to accept referrals and has influenced the development of specialist posts within the probation office which directly support young adults.

The Youth Offending Team works alongside the T2A key workers on some cases and they have also developed good relationships with the Police who refer young adults directly to the T2A team. The T2A team has built up good relationships with the local police, who refer young adults directly to St Giles Trust's T2A team.

The service has now expanded geographically, into new areas of Kensington and Chelsea, Brent and Westminster, where it works predominantly with Young Prolific and Priority Offenders and also into Greenwich and Ealing where it works closely with the Serious Youth Violence Panel, with a cohort that tends to be under the age of 18.



“Since I've grown up I've realised that everything I've done in the past is based on peer pressure. People that I hang around with – everyone wants to do what everyone is doing. But now I've realised that's not what you have to do in life. So now I've got away from all that, stopped hanging around with the people I used to.But now I've got things that I do everyday, planning, looking for a job, doing things that is going to benefit me, now I'm doing positive things.”

Young adult, London

Birmingham T2A



Birmingham T2A is delivered by the Staffordshire and West Midlands Probation Trust (SWMPT) and is aimed at young adults aged 17-24 years of age identified as posing a medium risk of reoffending.

The project tailors the intervention to the maturity and needs of the individual young adult. The service offers mentoring, as well as specific help with accommodation, employment, relationships and substance misuse. It also aims to instill change in the young adults' lives by improving life skills and opportunities, moving them away from crime, reducing worklessness and improving their emotional well-being. The project provides 12 weeks of voluntary support, although in practice this support is often extended.

The project proactively manages the transfer process of all young people in the Birmingham area who are moving across from the Youth Offending Service to adult Probation Services. The project manages the transfer of paperwork and ensures that the Probation Service receives all relevant information about the young adults transitioning. It organises joint meetings between T2A key workers, Probation Officers and Youth Offending Team key workers. T2A also works alongside the Probation Officers in the courts to ensure that sentencers are kept informed about community options and alternatives to custody, particularly following the breach of an order.

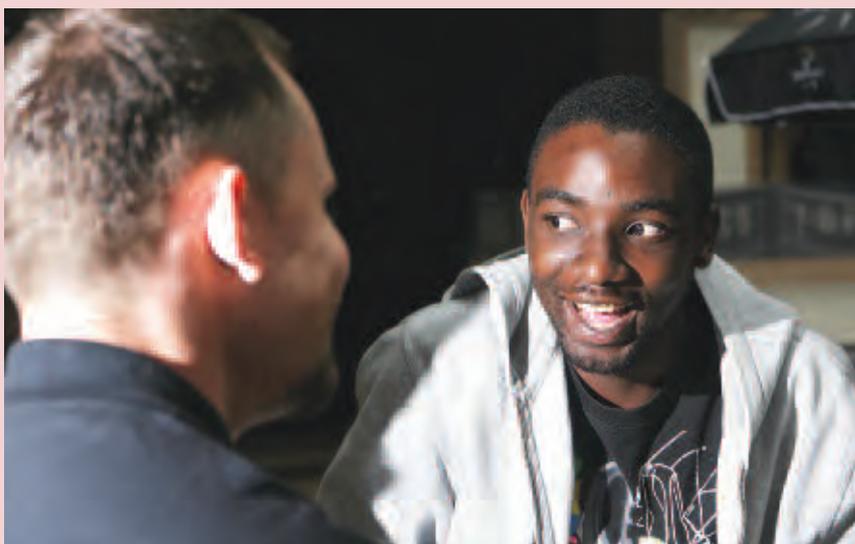
SWMPT values the contribution of a multi-agency approach and their pilot identified the need to engage with a range of local partners to deliver a wrap-around service for young adults. They have been able to act as a champion for the improvement of young adult services, directly influencing the attitudes of other statutory agencies. It has developed good working relationships with a number of Voluntary and Community Sector organisations which provide individually-tailored specialist support. For example, it has undertaken an ambitious five-day residential programme with Tall Ships Adventures, a sailing project which provided the young adults with sailing qualifications.



SWMPT are now considering how they can roll out an improved services for young adults across the Trust.

“So, my issue was the alcohol. I ain't going to lie, I'll put my hands up. I was a bit of a mad head. I had an alcohol problem, and then it was [my T2A worker] that made me realise what life's about and I needed to stop. I needed to fix up my life, so I did...”

Young adult



4

How the T2A approach reduces re-offending and saves money



There is ample evidence that T2A improves the quality of life of service users and has an impact on their emotional wellbeing, motivation and self-belief. It was clear that for many young adults interviewed, their T2A worker provided critical support in this journey and without them, the outcomes would have been very different”.

Catch 22, Supporting Transitions

Since being established in 2009 the T2A pilots have been subjected to thorough independent analysis and evaluation (See footnote 1). The research findings from these evaluations make the case for adopting a T2A approach. They include:

- A formative evaluation of early findings from the pilot projects
- A break-even analysis to identify the levels of reduced reoffending needed to offset investment in the approach
- A summative evaluation of the outcomes for a sample of young adults supported by the pilots

Formative evaluation – ensured the approach was right

The formative evaluation of the pilot projects, carried out by the University of Oxford, closely examined how the pilots were operating in their specific local contexts. The report provides in-depth information about the processes and working practices developed at each pilot site, and provides insight into how and why these new approaches work. This includes positive feedback from a diverse range of local stakeholders.

Oxford University's formative evaluation concluded that: *“The work of the pilots is providing very good examples and insights into how concentrating resources on young adults in transitions is a good investment”*⁹.

Break-even analysis - doing things better can also be cheaper

The break-even analysis was designed to identify the point at which the additional investment in T2A becomes cost-effective. Using research evidence on the cost of offending to the criminal justice system, the NHS, and victims over various periods from one year to a whole

lifetime, the evaluation found that the cost of an individual's offending is heaviest and most concentrated in the first year following the offence being committed, subsequently diminishing over time. If a T2A intervention achieves a reduction in further offending for just one year with one individual convicted of robbery, there is a saving of over £70,000. If that individual did not commit another robbery for the rest of their lives there would be a saving of over £400,000. These figures will be less for other types of offences (e.g. fraud and drugs offences).

When the cost of interventions for each offender is weighed against the potential savings if the intervention is successful, there only needs to be a relatively small reduction in re-offending for the pilots to break even. The three different pilots had varying costs but even the most expensive only needed to reduce re-offending by 25% in the first year to break even, while the least costly required a reduction of 3%. Overall the research concluded that a T2A intervention is cost-effective if it achieves between a 2-4% reduction in lifetime offending.¹⁰

As mentioned previously, this age group (18-24 year olds) is responsible for a disproportionate quantity of offending, and therefore the associated social costs. Investing in resources to cut the re-offending rates of young adults, especially those responsible for serious offences, not only delivers significant savings for society but also helps to improve the life chances of these young people.

Summative evaluation – improving the lives of young adults

The outcomes evaluation of the pilot projects, conducted by Catch22, followed 34 young adults over a six month period, interviewing them towards the beginning of their engagement with T2A and then again six months later.¹¹ Of this group 80% rated their T2A worker in the top three most supportive figures in their lives. Furthermore the evaluation found that the T2A approach resulted in:

A low reconviction rate

- 3 of 34 interviewees were reconvicted - a 9% reconviction rate. None of the reconvictions were for serious offences, and each young adult who re-offended did so only once. Although this is not a direct comparison, it shows a dramatic shift from the national re-conviction rate for 18 to 20 year olds

9. University of Oxford (2010) Found in Transition? Local Inter-Agency Systems for Guiding Young Adults into Better Lives Final Report of the Formative Evaluation of the T2A Pilots.

10. For information about the methodology, cost models and detailed results of the Matrix Evidence break-even analysis of T2A, contact the T2A Alliance. www.t2a.org.uk

11. This was a relatively short period of time during which to assess the project's impact on reducing re-offending; a longitudinal study would be required to measure actual reductions in re-offending. This evaluation looked at reconvictions and breaches of community orders and licences during the period, finding that this data indicates a positive impact.



serving sentences in the community of 46%, rising to 58% for young adults leaving custody

- Only 3 breached the conditions of their community sentence or licence

Improved take-up of employment and training

- The number of young adults not in education, employment or training (NEET) halved and the number in employment more than tripled.
- The evaluators praised one of the pilots for producing *“some impressive results with their service users, successfully helping them to secure apprenticeships which were sustainable and enjoyable, with the feedback better even than those in employment.”*

Improved health and wellbeing

- The T2A approach helped participants build the social and emotional skills required for independent living: *“The T2A model has an impact on the emotional wellbeing of young adults by providing service users with a feeling of safety, and building up their confidence and skills so that they are able to deal with adversity and stress.”*

- The same evaluation said that informal emotional support and work on building emotional wellbeing was instrumental in supporting some service users to move away from substance misuse. It identified the T2A approach as the glue that held services together; offering a network of support. The T2A pilots also provided practical help that has been described as *“critical support in ending substance misuse and dependency”*.

Improved family relationships

- The outcomes evaluation said there was ample evidence that the T2A approach was working effectively with families, helping them to build and improve important relationships and bringing them closer together. The evaluation said that in many cases the pilots were providing essential mediation work. When service users rated their family relationships they showed a marked improvement over the six month period.

Support with housing and home life

- The T2A approach acknowledges the importance of a stable home life and works closely with family or agencies to provide housing support as a basis for this. The pilot project outcomes evaluation states that although housing remained a problem for many young adults, particularly those with urgent needs, *“the evidence shows that for many of these young adults, T2A played an essential role in finding them stable accommodation.”*



5

The T2A pathways from crime – a whole system approach

The T2A Alliance report *Pathways from Crime*¹² highlights the key stages in the criminal justice process where effective interventions with young adults can help to steer them away from further offending and into more productive lives. Beginning with arrest and charge, through to trial, sentencing and release from prison, the T2A Pathways from Crime model recommends specific kinds of interventions which could slow the frequency of and eventually end offending by young adults. The three T2A pilots focus on different stages of the criminal justice process, but share a similar approach to helping young adults manage the process of becoming productive and law-abiding.

The T2A Pathways identify ten points in the criminal justice process where a more rigorous and effective approach for young people in their transition to adulthood can be delivered. It provides recommendations for change and an outline of how T2A can be adopted as a whole system approach.

This whole system approach is aimed at commissioners, practitioners and policy-makers who are working to improve the criminal justice process. It is hoped that professionals at all levels and across multiple sectors will act on this body of evidence to adapt and adopt the T2A pathways to deliver effective services for young adults throughout the criminal justice process.



PART 2

DEVELOPING A T2A APPROACH

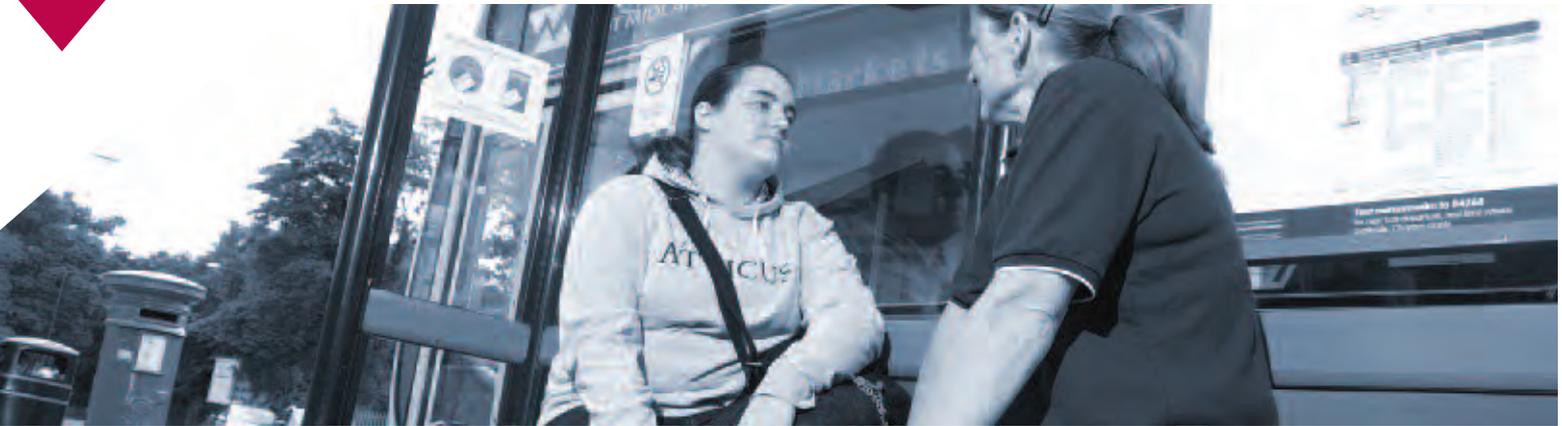
“ YJB has recognised that improvements are needed in the way young people are transferred from youth to adult justice services. Several inquiries, reviews and investigations have criticised the transition process both in custody and in the community. Serious incidents have occurred when this process has broken down and therefore contributed to compromising public protection and the safeguarding of young people”.¹³

Youth Justice Board, 2012

13. Youth Justice Board (April, 2012),
Youth to Adult Transitions Information Paper

1

Navigating through a changing landscape



The YJB and other partners in the criminal justice system recognise the need to improve the transition for young adults between youth and adult services. The YJB has produced a framework for transitions in a community setting, showcasing good practice in transitioning between YOTs and Probation Trusts. This new framework includes examples of good practice that have been developed from the T2A pilots. In addition NOMS' Young People's Team have developed guidance on transfers from under 18 Young Offender Institutions to young adult Young Offender Institutions. Both the NOMS and YJB guidance show a clear commitment to influence better local practice.¹⁴

This resource has been designed to allow a T2A approach to be developed in stages - a Bronze, Silver and Gold route to T2A. This allows commissioners and senior managers to gradually develop services over time, and with variable resources, to maximise the chances of success by enabling innovation in a time of financial constraints.

T2A has developed a flexible approach to allow the specific characteristics of local needs to be taken into account when planning services. Three pilot projects, each operating in different local contexts with different groups of young adults, have tested new ways of working (see page 9).

Rather than being a one-size-fits-all model, T2A has been developed as an approach, based on a set of values from which local initiatives can be developed. In each of the pilot projects consultation with young adults and their families, frontline staff, and stakeholders from a range of local agencies has driven developments.

Particular attention has been paid to effectively meeting the needs of diverse groups of young adults. Young

women, people from BAME communities, young people with mental health needs, learning disabilities or speech, language and communication difficulties must all be recognised as having distinct needs. The pilots exemplify the ways in which links with specialist voluntary organisations catering specifically for these groups can be used to ensure appropriate service delivery.

The commissioning environment

Commissioning and procurement are evolving, with new budget-holding institutions emerging, such as the police and crime commissioners and Health and Wellbeing Boards, to implement a shift from a national to a more local approach to commissioning. The intention is to provide a greater role for local commissioners in the development, design, procurement and evaluation of local services. Increased local autonomy and a host of new commissioning bodies could provide a real opportunity to reassess the achievements and appropriateness of local services, and what new services might look like.

As services across different departments move towards greater integration and a more person-centred way of working, new opportunities are opening up for joint and co-commissioning. The expansion of inter-agency working has seen a growth of hub projects and one-stop shops that can cater for the complex needs of the most vulnerable people in society. Integrating services is vital to the T2A approach as it allows agencies to work more collaboratively. The potential for cross departmental commissioning is not new, but incentives such as the community budget pilots and the troubled families agenda offer opportunities to think creatively about how to minimise the gaps between youth and adult services through more intelligent commissioning.

14. Ministry of Justice, youth to adult transitions guidance:
<http://www.justice.gov.uk/youth-justice/youth-to-adult-transitions>

A multi-agency approach

Partnership work must go beyond criminal justice agencies. The ability to effectively address housing and finance needs will be central to the effectiveness of any attempt to reduce reoffending by young adults. Opportunities for closer working between key agencies must be developed. For example, if senior staff from local housing services and Jobcentre Plus were represented on a local T2A strategic partnership, there would be the potential to ensure that collaborative strategies for meeting housing, finance and employment needs are created. This applies equally to health, education, family, drug or alcohol services. Inter-agency partnership work between statutory service providers must ensure the participation of key Voluntary and Community Sector organisations in the strategic planning of a T2A approach.

The T2A pilots have shown the critical importance of services joining up and the value of strategic and operational partnership. Locally developed partnerships have had to involve a broad range of statutory and non-statutory agencies to ensure that the complex needs of their service users are met.

Local Criminal Justice Boards and Community Safety Partnerships are key strategic partnership bodies in local areas. As such, they offer a route through which many of the most important local stakeholders can be engaged. They should provide the necessary strategic leadership through which multi-agency partnership working around young adults can be championed. The fact that many of the young adults being supported face multiple needs has meant that no one agency can effectively deliver all the services this group require. This led the pilots to engage not only with Criminal Justice agencies such as the Probation Service, Youth Offending Services, Young Offender Institutions and adult Prisons but

also with local healthcare providers, mental health specialists, drug and alcohol services, education and training providers, as well as organisations providing employment support, debt and finance support and housing related support. A different approach and a better understanding of how services should be developed can only come from a genuinely multi-agency approach.

It is important to remember that transitional issues are not only prevalent throughout the criminal justice process, there are also significant gaps between youth and adult drug and alcohol service as well as between Children and Adolescent Mental Health Services (CAHMS) and the Adult Mental Health Services (AHMS).

Using existing offender management schemes

This approach mirrors, and can sometimes be embedded within, existing arrangements in local areas for the strategic management of multi-agency partnership work. The development of successful Prolific and Priority Offender (PPO) and Integrated Offender Management (IOM) schemes are a good example of multi-agency delivery in action.

The T2A pilots have diverse partnership arrangements in place to deliver their services. This includes relationships between statutory services and with a broad range of Voluntary and Community Sector organisations as well as private sector providers.

GOOD PRACTICE

A bridge between agencies

The Riots, Communities and Victims Panel Report¹⁵ notes the importance of better transfer arrangements for young people moving from the youth to the adult justice system. It identifies the Birmingham T2A pilot as an example of best practice:

“The Panel is aware of a project in Birmingham designed to harmonise through the assignment of a dedicated case worker. The case worker is responsible for the transfer of information, informing the offender about the process and what it will involve, as well as convening meetings between agencies working with the offender to map out future support. It has benefited the young adults



involved by providing continuity and a good understanding of the expectations of probation services, resulting in a reduction in breach rates and increased compliance with orders.”

15. Riots Communities and Victims Panel (2012), After the Riots: the final report of the riots communities and victims panel : www.riotspanel.independent.gov.uk

GOOD PRACTICE IOM – Merton & Sutton Probation

Mark Johnstone, the Assistant Chief Officer for the Merton and Sutton Boroughs in the London Probation Trust (LPT), has been adapting their Integrated Offender Management (IOM) approach to support young adults.

Gaining local consensus

In September 2011 a local event was held by the Probation Trust which started a conversation with key partners about who their IOM scheme should focus on and how it should be delivered. This event sparked the interest of leads in the Police and the Local Authority, providing a catalyst for further discussion. These agencies investigated their collective data on local criminal activity and one priority group stood out – 18 to 24 year olds with alcohol misuse problems. When this data was uncovered it provided the necessary incentive to prioritise young adults in Integrated Offender Management.

It was clear that this was a cross departmental issue and that a multi-agency approach was essential for its success. Mapping of the strategic priorities of all the relevant statutory partner agencies highlighted overlaps between LPT, the Local Authority, and relevant Health agencies.

Developing a young adult specific IOM approach

Merton and Sutton local delivery unit opened a hub in December 2011 that brings agencies together under one roof to deliver services to the young adult IOM cohort. It was decided to run the hub from community based offices, outside of the Probation Trust. The co-location of services outside of Probation premises has been a success. The involvement of the Voluntary and Community Sector has brought with it a culture that is different and complementary.

There is an understanding that young adults have complex needs and that external partners are needed to make this approach a reality. The hub created a more holistic approach by bringing together a diverse range of agencies to deliver services in one location. This includes specialist services such as finance and debt advice, employment and training providers, drug workers from the Local Authority, and alcohol specialists. Working with a diverse range of partners has created innovation and enabled LPT to be far more externally focussed; building links into the local community.

What are the results?

Initially all partners were concerned about the risks of working with such a chaotic group of young adults; many had a history of prolific offending, non-compliance and were reputed to be difficult to manage. However, there have been no serious incidents. Initial results look promising, young people are engaging with recent monitoring reports showing a 90% compliance rate.

There are efficiency and cost savings associated with this approach. LPT have been able to access resources and diverse funding streams from other agencies and bring them to a central location. The Voluntary and Community Sector, as well as other statutory partners, have been able to access funding and other resources that LPT could not have accessed on their own.

Why working with the Voluntary and Community Sector is crucial

All the T2A pilots agreed that working together across sectoral boundaries led to better services for young adults. For example, some of the reported benefits of working with local Voluntary and Community Sector organisations in the development, design and delivery of services included:

- A purely voluntary agreement to participate that led to a trusting relationship not bound to formal supervision as part of court orders
- The capacity to be led by the needs and aspirations of the service user
- Long-term working, well beyond the expiry of the service user's Licence or Order
- Specialist services that responded to, and directly involved, the local communities within which they worked
- Service user involvement in the design and delivery of services
- Support offered outside traditional office-based appointments (for example, meetings in community settings or in the home)
- Flexible advocacy, achieved by (for example) accompanying service users to appointments with other agencies
- Successful recruitment, training, management and involvement of volunteers
- The potential to access resources not available to the statutory sector.



2

Developing Bronze, Silver and Gold services

The Bronze, Silver and Gold approach provides a step-by-step outline of the route towards establishing a fully-fledged service for young adults. T2A has developed a flexible approach that can meet the diverse social and economic needs of young adults in different parts of the country. This includes the significant differences between rural and urban service settings. Regardless of the context or scope of any initiative it is important that the ten T2A key values are embedded in the service (see page 8).

This approach recognises different resource levels and allows services to start at a basic level with staged progression to a Gold standard. There are simple steps

that can be taken with minimal demands on resources, progressing to more significant developments that require additional investment. If the Bronze and Silver steps are undertaken it will create a robust business case, with sufficient evidence of the need and impact to persuade key stakeholders that a commissioned service is worth investing in.

The T2A *stepping stones* on the next page provide a quick reference guide to the activities that make up the bronze, silver and gold approaches.

T2A Stepping Stones – an overview

Activities

Bronze

Silver

Gold

Initiate multi-agency talks and strategic planning

Establish the specific needs in the local area by data gathering and analysis (including consultation with young adults and their families)

Develop joint procedures, protocols and policies across agencies

Improve case transfer systems, include improved case transfer arrangements between youth and adult service providers

Support practitioners and improve practice by:

- providing training on the of needs young adults
- implementing a protocol for case transfer between youth and adult services
- Producing a directory of services for young adults
- Develop a handbook/toolkit on working with young adults

Configure a young adult team or specialist(s) to develop expertise in working with young adults

Develop a volunteer scheme to offer additional support to young adults

Spot purchase additional services from non-statutory partners for some young adults

Trial a T2A service in one local area; evaluate the results

Conduct further consultation with young adults and their families alongside the evaluation of a trial T2A service

Assess whether the specific needs of marginalised groups are being met; ensure that the service is inclusive (for example, the diverse needs of girls, women and BAME communities)

Construct a clear business case that highlights the needs of young adults and the services that need to be provided

Engage with a diverse range of commissioners to discuss the young adult group and opportunities for co or joint commissioning

Develop a commissioning cycle that clearly sets out how services will be designed, procured, performance managed and reviewed

Define the cost of the service that is to be commissioned

Commission a full T2A service based on local intelligence

Demonstrate the evidence and impact of young adult services in order to sustain and develop the provision.



3 The Bronze stage

The Bronze level starts by understanding local needs and then identifying what can be done within existing resources to improve the transition process between youth and adult services. This may include:

- ▶ learning more about the transition processes¹⁶ in different services, for example:
 - between Youth Offending Service and Probation
 - from prison to the community
 - between Children and Adolescence Mental Health Services (CAMHS) and Adult Mental Health Services (AMHS)
 - between youth and adult drug and alcohol services
- ▶ establishing a multi-agency steering group to design and progress an action plan
- ▶ gathering and analysing local data that develops understanding of the local issues specific to young adults (specific consultation with young adults should be part of this process)
- ▶ developing a case transfer protocol between youth and adult services, including establishing referral procedures between statutory and non-statutory services and setting-up 3-way case handover meetings
- ▶ creating directories of existing young adult service provision to understand who local partners might be
- ▶ starting to build a case as to why specific young adult services are necessary and where they are needed most.

Bronze - Multi-agency strategic planning

Identify champions

Use the findings from the data analysis to initiate talks between the key agencies and identify T2A champions at senior level within these agencies. This should include a range of service providers from the statutory sector and the Voluntary and Community Sector.

Get consensus

Begin with the core agencies – these are likely to be the Youth Offending Service, the Probation Trust, Prison leads (if there is a prison in the area), Police leads, relevant Voluntary and Community Sector organisations, and private sector providers.¹⁷ Get some broad agreement and then begin engaging with other key players including: courts, relevant local authority heads of services, community safety managers, health and substance misuse services, and children and families services.



If we can create an organic link between youth and adult services we can manage people out of the whole system better so that they don't come back as a 20 year old having previously given up offending at 17".

CEO Probation Trust

Create a steering group

The purpose of these talks is to establish a platform to share learning from the data analysis and gain commitment at a senior level to pursue a T2A approach. If possible, form a Steering Group with a remit to drive forward the organisational changes necessary to achieving a distinct approach for young adults. Representatives on the group should be decision-makers within their own organisations. Collectively, the strategic group must have oversight of the whole geographical area and be able to promote a vision for change. IOM strategic governing groups could provide a useful template for a forum in which young adult issues could be addressed.



High-level management support is critical in the early days – you think you have a common language across the agencies but actually you don't. Having a strategic group regularly coming together drives the vision and makes it a reality".

Operational Manager, T2A Birmingham, Staffordshire and West Midlands Probation Trust

16. This could be achieved by setting up inter-agency discussion forums, information-sharing events or job shadowing.

17. To find local services you can search Clinks' Working with Offenders Directory. The Directory includes services run by over 450 organisations. It has a search function which allows users to find a particular service in their local area. <http://www.clinks.org/services/wwod>

In practical terms, the steering group will establish terms of reference, setting out its over-arching role and specific objectives. It should be chaired by one of the key agencies with a good balance of members, including representatives from charities and social enterprises to other private or statutory sector providers. One function of the group will be to raise awareness of the value of developing a tailored approach for young adults to a wider range of agencies and service providers. The group could:

- identify the priorities for the area and agree the necessary first steps using the Bronze, Silver and Gold model of change
- assess the costs and benefits of developing the approach, including identifying risks, and produce a concise business case for change
- identify and secure the resources required to implement decisions
- develop and sign-off protocols for information sharing and case transfers from youth to adult justice services
- hold agencies accountable for their contributions to achieving the model of change
- monitor and review progress
- develop a communications strategy that promotes the model of change

Use existing strategic partnerships

Key local strategic partnerships will have developed around the governance and implementation of the national Drug Interventions Programme (DIP), the Prolific and Other Priority Offender (PPO) Programme and local Integrated Offender Management (IOM) schemes. It may be possible to introduce a special focus on young adults to the work already being done by these partnerships.

Clinks and the Home Office have jointly published a series of guides intended to help local IOM schemes involve a broader range of partners, including those from the Voluntary and Community Sector. These resources can be of use in understanding how to utilise and expand existing multi-agency partnerships like IOM to support a more diverse range of service users.¹⁸

GOOD PRACTICE

Influencing others

One of the keys to success for the T2A pilot in West Mercia, led by YSS, is the ability to influence strategic decision makers in other local agencies. YSS identified early on the need to spread an understanding of why bespoke services for young adults were necessary. For YSS this meant prioritising the establishment of, and participation in, multi-agency, cross-sectoral strategic partnerships and joint strategic planning. As a charity YSS needed to broker a relationship with local statutory sector partners. Additionally they sought to bring together statutory agencies from different departments, with different priorities. Where YSS identified existing strategic partnerships to engage with they did so, however, it was not straightforward for a Voluntary and Community Sector organisation to gain a seat at the table.

"In West Mercia there are four local authorities and one criminal justice area. YSS sit on all the IOM groups and the Joint Agency Groups. To some extent, we have forced our way onto these boards due to sheer persistence and the fact that we have been around a long time and have credibility."

(Senior Manager, YSS)

YSS's determination to participate, and their tenacity in seeking to do so, ensured they were positioned to influence both policy and practice. This gave them the opportunity to encourage new ways of working with young adults.

"I would say respect and relationships are key between statutory and voluntary organisations. We have been away together on a residential and that broke down assumptions and stereotypes about ability and lack of ability. [The] statutory sector generally assumes [the] VCS is second rate because it's cheap, [the] VCS assumes the statutory sector wastes money. Working with T2A has been positive and the partnership working has had just as much impact on the two sectors as on the young people."

(Senior Manager, Voluntary Sector Consortium, Birmingham)

YSS have managed to coordinate a steering group that puts a spotlight on young adults in the West Mercia area. This group brings together senior representation from Criminal Justice agencies; including representation from the statutory and Voluntary and Community Sector. They have also begun to broker relationships with other parts of the system such as mental health services.



18. Clinks (2012), *Building Voluntary and Community Sector Involvement in Integrated Offender Management*: <http://www.clinks.org/publications/guides-resources/iom-resources>

Bronze - Data gathering and analysis

As part of the multi-agency strategic planning an action-plan should have been created to identify the precise data and intelligence needed to plan a T2A approach. The plan should also identify who in each agency will have lead responsibility for gathering information and identifying gaps in the data.

One of the earliest tasks will be to identify and analyse existing sources of local data that help to map the extent and nature of crime caused by young adults in a specific geographical area.

The next step is to collate wider data that increases understanding of the factors that influence offending by this group. This should include consideration of factors relating to gender and ethnicity as well as age. Data can be accessed from a number of sources, some obvious - youth offending service, police, courts, probation, prisons, health, drug and alcohol service providers, Voluntary and Community Sector providers - and some less so, such as local housing providers, A&E services, gender specific services or specialist BAME services.

When thinking about data collection it is important to differentiate between young adults on the basis of gender and race. Evidence clearly shows that the experiences of young adults as well as their offending behaviour and the underlying causes of this offending will vary depending on whether they are male or female, and on their ethnicity. Local areas will need to think about how they respond to these differential needs.

✔ See above for some examples of the data that could be collected. Some of this data will be readily available through one or more of the local agencies. Other data may be more difficult to gather, necessitating further research.

Datasets to explore

- ✔ Number, location, ethnicity and gender of young adults arrested, subject to out of court disposals or charged, sentenced through the courts, disposals, levels of reoffending and crime types

- ✔ Number, location, ethnicity and gender of young adults transferred from the Youth Offending Service to Probation and outcomes for this group

- ✔ Number and location of young adults discharged from custody into the area, outcomes for this group and barriers to resettlement/rehabilitation

- ✔ Number, location, ethnicity and gender of young people leaving care, the outcomes for this group and the barriers to establishing successful lives

- ✔ Levels of young adult unemployment, barriers to employment for this group

- ✔ Nature and extent of health problems (including mental health and substance/alcohol misuse) among young adults

- ✔ Nature of family relationships and the extent to which issues are linked to family breakdown

- ✔ Levels of victimization for this group (in terms of being victims as well as offenders)

- ✔ Specific issues impacting on particular groups of young adults, for example, histories of exploitation and sexual violence for young women

- ✔ The ethnicity of young adults convicted of criminal offences and whether or not they are over-represented in the criminal justice process

- ✔ Statutory services being provided for young adults

- ✔ Non-statutory services for young adults provided by local Voluntary and Community organisations.

The next stage is identifying some of the protective factors that can help build resilience and, where there have been any local consultations with young adults, taking their views into account.

Demographic, social and economic data can provide insight into the wider factors likely to impact on a service geared to improved outcomes for a specific group of people experiencing multiple disadvantage.

Equalities and inclusion issues likely to impact on young adults are also important – race, gender, religion and disability (including learning disability) in particular.

The data should help to identify current gaps in local services and indicate where improvements can be made in services for young adults. The specific problems that arise in transferring a case from youth to adult services, such as the Youth Offending Service to the Probation Trust, will require special attention.

Bronze - Developing joint procedures, protocols and policies

Once a multi-agency steering group is established it becomes easier to develop procedures or policies to improve services for young adults and to smooth the transition between agencies from different sectors.

Collaborating to produce written agreements, policies or procedures to which agencies can sign up is a simple way to co-ordinate services.

This can lead to easier communication between agencies, clearer protocols for sharing information on service users, better risk and needs analysis, and clearer ways in which the transition between youth and adult services are managed. There are likely to be issues arising from incompatible IT systems and solutions may be difficult to achieve locally. However these issues can be highlighted through the strategic group for inclusion in any national work being undertaken to address systemic problems. The T2A alliance is available to support local areas to raise issues at a national level.

Bronze - Improving case transfer systems

A key benefit of joint strategic work is the scope to identify ways in which transferring cases from the Youth Offending Team to the Probation Offender Management Unit can be handled more effectively. The use of three-way handover meetings, involving an appropriate voluntary sector service provider is a good place to start. This can act as a catalyst for ensuring that all relevant information is shared and relevant agencies informed.

Transfers from one geographical area to another (for example when a young adult is released from custody) can be difficult. There may be variations in public protection arrangements, different processes and different paperwork, all of which make risk assessment and management less effective.

In order to grasp where transfer arrangements could be improved, it will be useful to gain the best possible understanding of transitional issues in your area. You may want to ask some of the following questions:

GOOD PRACTICE

The Youth to Adult (Y2A) Portal

The Y2A Portal is a web based application which is used to transfer a young person's information securely from a YOT to a Probation Trust. The Y2A Portal improves the effectiveness and efficiency in which information is shared between YOTs and Probation Trusts.

On occasions, information sharing between YOTs and Probation Trusts has been inadequate or incomplete which has led to adverse effects on assessing the risks and needs of young offenders. The Portal allows for important up-to-date information to be consistently transferred in a timely and structured manner. This leads to better informed risk assessments for young offenders supervised by Probation. Consequently, if risk assessments are improved then better offender management controls will be in place which reduces the risk of harm to the public and provides increased safeguarding measures.

The Youth Justice Board's Y2A Portal completed a successful three-month pilot in December 2011 and approval has been given for a national roll-out by the Youth Justice Board. The national solution will include extending the Portal to cover Community Payback (unpaid work), electronic monitoring, and information sharing between YOTs and to adult prisons.

- ✔ Where are young adults experiencing difficulties in transfer between youth and adult services? For example, between youth and adult services in the criminal justice system as well as between health, housing, education, employment, welfare and benefits services.
- ✔ Which agencies need to collaborate to improve transitions for young adults and how could they be brought together to discuss the issues?
- ✔ Where are practitioners experiencing difficulties in managing a young adult's transition?
- ✔ What are the implications for information sharing between agencies?
- ✔ How many cases are transferred annually?
- ✔ Are there key geographical areas in which the service should be placed?
- ✔ What are the proportions of young adults that are low, medium or high risk of harm and which group will your T2A approach target?
- ✔ Are there any existing services that are successfully addressing the needs of young adults in transition and how could their practice be shared or expanded?

GOOD PRACTICE Case Transfers

In Birmingham, the T2A project led by the probation service identified that the transfer of cases from Youth Offending Services (YOS) to the Probation Trusts was complicated and time consuming for both services. Young people were often moved from youth offending teams to probation through administrative procedures with very little direct communication between the services and the young people through the transition period.

A new protocol was agreed by heads of the YOS and Staffordshire and West Midlands Probation Trust and was then introduced to Youth Offending Teams and Probation staff throughout Birmingham. The protocol set out the following requirements;

- ✔ Transfer documents are forwarded from the Youth Offending Team (YOT) to a specialist T2A unit
- ✔ A T2A keyworker is allocated to the case and arranges an initial meeting with the responsible YOT case manager and Probation officer to discuss the transfer
- ✔ Any concerns or anxieties about the young person who is transitioning between services are raised well in advance of the transition date and addressed
- ✔ The T2A key worker will arrange a multi-agency professionals' meeting to discuss transition issues. This includes the YOT case manager and Probation officer and other agencies providing services such as mental health, drugs and alcohol support and accommodation)
- ✔ A final three-way meeting with the young person, the YOT case manager, the Probation Officer is arranged in order to complete the transfer

This transfer process has improved relations between YOS and Probation, smoothed the transfer process, and increased cooperation. It has benefited the young person by providing continuity and a good understanding of the expectations of probation services, this has increased compliance with orders and reduced breach rates.



Bronze - Supporting practitioners and improving delivery

Training for staff

The findings from data analysis and the improved understanding of the issues affecting young adults can be used to devise training for staff across all relevant agencies. This will help foster partnership work and improve cross-sectoral understanding.

The focus should be on improving services to young adults. The training will be targeted at service managers, offender managers, supervisors, caseworkers, health practitioners and support workers. The training should explore how existing services can be altered to produce better outcomes for young adults.

The content could include information about why there is a need for a distinct approach, what benefits can be secured, and how to deliver a differential service.

Introducing protocols

The newly established protocols for information-sharing, improved case transfer systems and joint working can be introduced to staff along with access to resources, such as directories of services for young adults (often available from voluntary organisations) and information about how practical help and support can be provided through the involvement of volunteers.

Developing a handbook

Alongside the training, within a relatively limited budget it may be possible to develop a resource for staff that could be in the form of an online guidance manual or handbook. This would ensure that the improved skills and knowledge generated through the training were sustained. The handbook could be developed using existing publications available from the T2A website (www.t2a.org.uk) and resources could be added as new material on effective practice emerged.

A key additional benefit of multi-agency training is the potential for breaking down cultural differences between agencies and sectors. As well as increasing understanding, the training will help to build relationships and promote trust between people and organisations as well as allowing agencies to think how they could innovate to provide better services within existing resources.

BRONZE - EXAMPLE ACTION PLAN

Element

Multi-agency strategic planning (including joint procedures and policies)

Action

Identify key strategic leads and initiate informal discussions with partners

Produce a paper setting out the proposed way forward for strategic planning

Agree a formal initial meeting to consider draft proposals

Identify terms of reference for the strategic planning group

Work towards establishing a formal steering group

Map the strategic objectives of all partners

Set objectives for the steering group and establish a work programme

Create and sign-off an action plan that identifies who will do what and when

Draft and agree protocols for information-sharing between agencies

Draft and agree new arrangements for case transfer systems

Identify T2A Champions to maintain young adults as a priority group across the local partners

Resources

Time, expertise and commitment from senior strategic leads

Administrative support to enable steering group to function

Staffing resources to lead on delivering activities in action plan

Time committed by T2A champions to support the engagement of other agencies and commissioners

Outcome

The establishment of a strategic forum that drives forward the creation of a T2A approach.

Further outcomes from this could include:

- Identified priorities for the area
- Clarity about first steps using the Bronze, Silver and Gold model of change
- An action plan that identifies commitments by key agencies
- Understanding of the costs and benefits of developing the approach
- A written business case for change that all agencies sign-up to
- Clarity about the resources required and agreement about how these will be secured
- Agreed new methods of information sharing and better case transfer systems
- A structure for monitoring and reviewing progress
- A communications strategy for raising awareness of the issues for young adults and further promoting change

<p>Understanding the need: strengthening intelligence through data gathering and analysis</p>	<p>Identify existing data sources Collect, collate, and analyse existing data Produce a summative report outlining the findings and key issues arising Include any data that is drawn from consultation with young adults in the CJS or other vulnerable groups, such as young adults with a history of care Examine what currently causes problems at the point of transfer from the youth to the adult justice system Examine what other transitions young people face and whether any difficulties in transition exist Produce a report on existing services and identify gaps in provision</p>	<p>Time and expertise in data collection and analysis (a dedicated staffing resource to undertake this work) Negotiate access to information produced by a range of organisations Ensure strategic leads have the time to reflect upon the results of the data analysis</p>	<p>A report of findings about the population of young adults vulnerable to offending in your area that enhances understanding of the needs of young adults and gaps in services</p>
<p>Establish links with multi-agency partnerships to develop a focus on young adult services</p>	<p>Identify existing multi-agency strategic partnerships (e.g. IOM) Mirror these arrangements or include young adults on agendas for existing meetings Utilise existing data to create a strategic focus on young adults and the services required to meet their needs</p>	<p>Staff resource to champion the needs of young adults at local multi-agency partnerships Engage relevant leads to table agenda items and raise issues relating to young adults at local meetings Time to assess how young adults could be better catered for within existing delivery models</p>	<p>Young adults given some focus within existing multi-agency approaches and possibly afforded some priority</p>
<p>Element</p>	<p>Action</p>	<p>Resources</p>	<p>Outcome</p>

Element	Action	Resources	Outcome
<p>Increase staff awareness and improve service delivery</p>	<p>Use the findings from the data analysis to devise training for staff</p> <p>The training content could include information about why there is a need for a distinct approach, what benefits can be secured, and how to deliver a differential service, newly established protocols for information-sharing, improved case transfer systems and joint working arrangements</p> <p>This training can be cascaded to other staff utilising resources such as guidance, policies, toolkits, directories of services, and other relevant resources for young adults</p> <p>Offer the training and resources to other agencies and service providers</p> <p>Arrange multi-agency training sessions to bring together the staff from different organisations (including managers and key workers)</p>	<p>Dedicated staff resource or commissioned service</p> <p>Trainer(s), venues, catering, travel costs</p>	<p>Improved understanding of how services can be improved to better meet the specific needs of young adults</p> <p>Staff made aware of new systems for information-sharing and case transfer protocols</p> <p>Trust and confidence developed between staff from different agencies and sectors</p> <p>Stronger understanding between staff from different agencies</p>
<p>Produce a directory of services for young adults</p>	<p>Gather information on services available to young adults (include health, drugs and alcohol, housing, education, training and employment, financial advice and money management, relationships and family support, mentoring and befriending)</p> <p>Collate this information into an accessible format and make it available to practitioners (electronic resources are most easily kept updated)</p>	<p>Dedicated staff resource or commissioned service</p> <p>Annual or rolling update will require dedicated time/staffing resource</p>	<p>A directory of services for young adults that practitioners can use to sign-post them into additional sources of support</p> <p>A better understanding of local service provision for young adults, leading to increased partnership working</p>
<p>Develop a handbook for working with young adults</p>	<p>Identify existing material that could be included as part of a staff handbook</p> <p>Plan content and draft handbook</p> <p>Test material with practitioners, circulate for comments, revise and produce final version</p> <p>Upload to web sites and make hard copies available</p> <p>Make the resource available to partner agencies</p>	<p>Dedicated staff resource (with appropriate expertise) or a commissioned service</p>	<p>A useful tool that will improve practitioners' ability to work effectively with young adults and sustain the benefits of training</p>



4

The Silver stage

Silver assumes the allocation of some resources to a T2A approach and goes beyond improving processes, procedures and staff expertise. A silver approach should include some level of tailored service provision. This will require resources to design and implement changes in service delivery. This includes:

- ▶ re-configuring probation local delivery units (LDUs) to create specialist young adult teams
- ▶ formally involving volunteers to offer young adults more one-to-one contact time
- ▶ identifying a budget to allow for the spot purchasing or grant funding of services from non-statutory service providers
- ▶ undertake a specific consultation with young adults at different stages in the criminal justice process
- ▶ run a trial T2A scheme in one area and publish results
- ▶ addressing the specific needs of marginalised groups

“ *The distinct approach allows risk to be managed more appropriately. Age is very relevant and to type of offending and how risk is perceived. T2A helps to accurately access risk at point of transfer.*

Probation Senior Manager

Silver - Creating capacity to provide specialist services

Work to re-configure for example, Probation offender management teams or local delivery units could be undertaken to ensure that each unit has the capacity to offer a degree of specialism to young adults. This might entail having a designated member of staff to act as single point of contact and lead officer for all young adults. The role would require specialist skills and knowledge to facilitate effective needs and risks assessment and enable sign-posting of young adults into further sources of appropriate help and support.

A community outreach worker role could also be developed. Working across several units, this post could lead on brokering relationships with voluntary sector services, referring young adults into these services and promoting engagement through direct support. It makes sense to find out if young adults could be given some prominence in other multi-agency arrangements, such as Integrated Offender Management schemes, which would help to inform the development of a specialist Young Adult provision within existing resources.

Silver - Developing a volunteer scheme

Involving volunteers can be a cost-effective way of providing individual one-to-one support to young adults. However, a volunteer scheme requires planning, resourcing, and ongoing management. Furthermore it does not replace the role of professional paid staff and it should be seen as an extension, rather than a replacement, of existing services.

It may be possible to access volunteers for some young adults via existing schemes operated by voluntary and community sector organisations, or for a voluntary organisation to apply for funding to set up a scheme specifically as part of a wider T2A approach. A successful scheme will at the very least require a staff post, such as a Volunteer Coordinator to manage the recruitment, selection, training and on-going supervision and support of volunteers.

A comprehensive guide to volunteer management in the criminal justice system has been published by Volunteering England and Clinks.¹⁹

19. Managing Volunteers, Clinks (2010): http://www.clinks.org/publications/reports/vol_guides

GOOD

PRACTICE

Peer involvement

The use of peer support or role modelling is highly effective in creating a belief in the possibility of change. The London T2A pilot, led by the St Giles Trust, uses tried and tested methods of deploying ex-offenders as both volunteers and staff. This is partly about having integrity and “*practicing what we preach*” – giving reformed offenders the opportunity to develop skills and take up employment. The living reality of a former offender who has left behind an offending lifestyle and is working in a professional role to support others is a powerful tool for change.

“It’s about hope. You need people to believe in you for there to be a possibility of change. You need people to have a relationship and having ex-offenders on board is massively important.”

(Senior Manager, St Giles Trust)

Former offenders can offer a credible role model to those who feel stuck and also have the ability to challenge from a position of direct knowledge and experience.

A proper recruitment, training and support programme ensures that ex-offenders are effectively developed and deployed.

“We started out recruiting volunteers in prison where they took a level 3 NVQ. We created a group of ex-offenders who were interested in becoming support workers. Then it made sense to continue the link in the community, and if you asked me what Gold service was, it would be to feed this pipeline.”

(Senior Manager, St Giles Trust)



Silver - Spot purchasing additional support

A budget to enable some spot purchasing of services could be used to provide individually tailored support to promote desistance for young adults. Many voluntary organisations offer services that can be accessed without charge but in some cases the payment of a fee could facilitate an increased level of access to specific services or cover the cost of delivery for individuals or groups. For example, floating support to enable a young adult to manage a tenancy could be bought in, or specific family-centred support could be purchased from local specialist organisations. For people from specific minority ethnic groups or faith groups it may be worth exploring services provided by organisations offering culturally sensitive provision or support for people from a particular background. Peer mentoring or support from volunteers from similar backgrounds can be enormously helpful for young adults who lack positive role models. The capacity to spot purchase such services will improve the effectiveness of your T2A approach.

Silver - Run a trial T2A service in one local area and publish results



Good contact with a T2A team allows for a focus on individual cases at court. This helps sentencers more than general information.

Credible, tailored packages for individual offenders, and the distinctive nature of what is being offered and how it differs from traditional probation is attractive to judges.

Senior Probation Office, Crown Court

A pilot project might provide the opportunity to trial a T2A service for a limited period of time. The aim would be to enable one district or small local area to test a different approach to working with young adults. Proper evaluation is important to this approach; the results can be used to make the case for commissioning a wider service if it proves successful.

This could be achieved if agencies agree to seconding staff and a voluntary organisation was funded to provide the wrap-around support necessary for the full T2A service.

A budget would be required but the costs need not be prohibitive and would vary from area to area depending on the human resources available to make service delivery possible. Alternative funding sources could also be discussed with Voluntary and Community Sector partners. For a small investment services and outcomes could be significantly improved for young adults.

The main aim here is to fully assess the costs and test the impact of operating a T2A approach. This requires monitoring expenditure, outputs and outcomes with some evaluation of the resulting data.

The findings will be critical in building a case to secure funding for a mainstream T2A provision. This process is central to developing a bespoke service. It is also a key part of identifying targets and outcomes all of which are central to the T2A commitment to evaluation, transparency and focusing on positive outcomes for young adults.

Support with evaluation design could be provided by an academic institution and it might be possible to identify a PhD student or other suitably qualified volunteer who would be interested in assisting with conducting the evaluation.

Measuring impact²⁰

-  **Is the evaluation robust?**
Can sufficient data be collected to demonstrate outcomes?
-  **Is the evaluation realistic?**
Sometimes evaluation design doesn't take into account the complexity of working with people who have chaotic lifestyles.
-  **How much impact did the programme have?**
Impact can be measured by comparing your data with national figures and expectations for a similar group of young adults.
-  **Did the benefits outweigh the costs?**
A simple question to ask, but one that needs to be answered. A full costing of services is essential. This may include, for example, the true cost of a volunteer service.

Silver - Consulting with young adults

At Silver, rather than relying on existing service user consultations, a specific consultation could be commissioned to gather views from a particular group of young adults in your area. Voluntary and Community Sector organisations working with vulnerable young



people may be well-placed to design and deliver consultations, using innovative approaches such as peer research methodology (where people from the research target group are involved in the design and delivery of the research). This can help to encourage engagement and result in robust findings.

Voluntary organisations are also likely to have ready-made mechanisms for consultation, such as service user forums or service user representatives sitting on management boards. This can be helpful in identifying ways of accessing young people who may otherwise be difficult to engage. The results of consultations should be used to inform decision-making about changes to services. A guide to service user involvement has been co-produced by Revolving Doors Agency and Clinks.²¹

Silver - Addressing the specific needs of marginalised groups

Meeting the needs of potentially excluded groups of young adults should be a high priority at Silver. Young women need gender specific services of a kind often delivered in partnership with voluntary sector women-focused or women only services. Similarly, young Black and Asian male offenders often respond positively to interventions delivered by specialist agencies working in the area of race and ethnicity. For example, the Birmingham T2A pilot led by Staffordshire and West Midlands Probation Trust provides a mentoring service that can help to support access to specialist organisations, and if necessary they can spot purchase the provision from the Voluntary and Community Sector.

20. Adapted from work carried out on evaluations from The Center on the Developing Child at Harvard University

21. Service User Involvement, Revolving Doors Agency & Clinks (2010): http://www.clinks.org/publications/guides-resources/vol_guides

SILVER - EXAMPLE ACTION PLAN

Element	Action	Resources	Outcome
Deploy young adult specialists	<p>Assess scope for restructuring local teams, such as offender management teams or YOTs to include young adult specialists</p> <p>Consult with staff and implement new structure</p> <p>Train and re-deploy staff</p>	<p>Management time and planning, perhaps additional salary costs depending on how new roles are achieved</p> <p>Training costs</p>	<p>Specialists available to work alongside young adults.</p> <p>A single point of contact for young adult issues.</p> <p>More effective case management</p> <p>Better understanding of young adults and the development of local expertise to inform future service design</p>
Develop a volunteer scheme	<p>Identify existing volunteer schemes and assess the possibility of working alongside them to source volunteers who could support young adults</p> <p>Identify what role volunteers would undertake</p> <p>Establish how volunteers will be recruited, trained, developed and supported</p> <p>Identify a budget that can be used to purchase the support of an existing volunteer scheme, or establish a new one</p> <p>Produce a project plan that identifies costs and resources required to develop deliver a volunteer scheme</p>	<p>Time to negotiate with external service providers</p> <p>A budget to cover the costs of the volunteer programme (including volunteer management, staffing, volunteer recruitment, training, support, supervision and expenses)</p>	<p>A pool of volunteers that young adults can be matched with.</p> <p>Volunteers providing individual support, positive role modeling and practical help</p> <p>An expansion of services to support young adults, adding value to existing services.</p> <p>Increased engagement with members of the community to support young adults where they live</p>
The spot purchasing of additional services for young adults	<p>Research specific support services available to young adults and establish their outcomes</p> <p>Establish a budget</p> <p>Decide what criteria a service provider needs to meet</p> <p>Negotiate with service providers the costs of accessing services</p> <p>Establish a process for spot purchasing</p>	<p>Staff time to carry out research</p> <p>An identified financial resource</p> <p>Staff resource to negotiate with local providers (perhaps with support from a local infrastructure body)</p>	<p>Additional support available to meet the needs of individual young adults</p>

Element	Action	Resources	Outcome
<p>Trial a limited T2A service</p>	<p>Identify a geographical area or unit of business in which a trial could be conducted</p> <p>Identify key stakeholders and partners</p> <p>Design the service so that it meets the ten T2A values</p> <p>Include young adults and their families in the design stage of services</p> <p>Establish the criteria for which young adults would be included in the trial</p> <p>Produce a project plan that includes how additional support will be provided, costs, risk assessment and outcomes</p> <p>Consider which agencies will need to be involved in the service delivery model</p> <p>Consider what referral routes will need to be established</p> <p>Agree case management structures</p> <p>Design an evaluation framework and establish indicators against which outcomes will be assessed and how data will be captured</p> <p>Explore how peer research methods could be used to carry out the evaluation</p> <p>Deliver the service</p> <p>Appoint an evaluator</p> <p>Produce a report of the findings</p>	<p>A budget to meet the full costs of carrying out the trial and evaluating the impact</p> <p>Staff resources to develop the service and negotiate with a range of partners</p>	<p>An improved service for a limited amount of young adults</p> <p>A chance to implement new services and pilot a different approach to working with young adults</p> <p>A report showing the outcomes, costs, and benefits of implementing a T2A service in one area</p> <p>Evidence to influence the future design, deliver and commissioning of services for young adults that can be used to build a case for wider implementation</p>
<p>Further consultation with young adults</p>	<p>Identify any existing mechanisms for consultation that have been delivered successfully by partner organisations</p> <p>Develop a clear model for consulting with young adult and their families</p> <p>Design the methodology (e.g. questionnaires, face-to-face interviews, focus groups)</p> <p>Hold a series of consultation activities</p> <p>Write up the findings from the consultation and share it with relevant parties</p> <p>Design a strategy for future service user involvement</p>	<p>Staff and volunteer time/expertise</p> <p>Access to organisations willing to share consultation findings</p> <p>A staff member or volunteer willing to co-ordinate consultation design and delivery</p> <p>Staff time, venue, catering and travel costs for consultation event(s)</p>	<p>A robust methodology for service user consultation</p> <p>A better understanding of the needs of young adults services</p> <p>Young adults directly influencing the design of services</p> <p>A plan to involve service users in the design and delivery of services</p>



5

The Gold stage

To achieve the Gold standard – a fully-fledged T2A service for all young adults in your area - a designated funding stream for young adult services will be required. To achieve this it will be necessary to have undertaken the tasks at the Bronze and Silver stages, thereby ensuring that the needs of young adults are clearly identified and used to inform what services or interventions are to be commissioned. In addition, the ten T2A values (see page 8) should inform and shape service design from the outset.

The commissioning landscape is ever changing and the range of commissioners that could collaborate on addressing the needs of young adults are diverse. In this section we will highlight what steps need to be undertaken to ensure the commissioning process results in a quality service being procured.

Good practice guidance on commissioning is being created and developed as more services are subject to competitive tendering. It is important for the T2A approach that good commissioning embraces a multi-agency approach and involves a range of service providers from different sectors to discuss how services should be shaped and delivered as well as how the procurement process can be made accessible and encourage partnership approaches. The National Audit Office has developed a resource for good commissioning practice which is freely available and many more sources of information and advice exist.²²

Gold - Construct a clear business case

Developing a strong business case for investing in a T2A service is critical, so that young adult services can be promoted at a local level with new and existing commissioners.

A business case requires evidence of client need, cost, benefits and the ability to deliver positive outcomes for young adults. It also demonstrates to commissioners that a service, has been thought through and delivers value for money.

Use the locally sourced data that has been collected during the development of a T2A approach in the Bronze and Silver stages. At the Gold stage this should include:

- ▶ Consultation with young adults and their families
- ▶ A needs analysis of local young adults at all stages of the criminal justice process
- ▶ The different services needed for girls and women
- ▶ The different services needed for BAME communities
- ▶ Set clear and achievable outcome targets
- ▶ Mapping of local services for young adults
- ▶ Evidence the impact of different services on the outcomes for young adults
- ▶ Evidence the benefits of local multi-agency partnership working

Gold - Engage a range of commissioners

The commissioning landscape is changing. Competition between providers is becoming the norm, with payment by results seen by some as the key to improving performance and achieving value for money. Financial transparency, the demonstration of outcomes, and a sound evidence base are essential to making good decisions about commissioning and providing services.

Probation Trusts will increasingly be expected to act as commissioners of services and the new police and crime commissioners will play a central role in local strategies to tackle crime. With resources previously allocated to community safety and Local Authorities at their disposal, police and crime commissioners will be producing five year plans to reduce crime in their areas.

22. The National Audit Office, Successful Commissioning Guide: http://www.nao.org.uk/sectors/third_sector/successful_commissioning/successful_commissioning/guide_home.aspx

During the Bronze and Silver phases people will have been working to engage a range of different public service commissioners, not just those within criminal justice developing an understanding of the T2A approach. Dialogue with commissioners about co-commissioning or joint commissioning should take place on an ongoing basis. Strategic T2A champions should be positioned to advise commissioners on different aspects of the system and on how a young adult's needs could be better catered for with new systems, structures and services.

Gold - Develop a Commissioning Cycle

It is important to ensure that the procurement of a service isn't seen as the end of the road. Commissioners will be thinking about how they can develop the most effective service that tackle current needs. However, these needs will inevitably change over time. Commissioners should view the development of young adult services as a cycle of plan, do and review, rather than a one-off exercise. The diagram below, adapted from the NHS Commissioning Cycle²³ provides us with a clear visual representation of the overall process.



Strategic Planning: To achieve this it is necessary to (re)consider the needs of young adults at regular intervals, leading to the revision of current services and deciding what priorities should be set locally. This should be done with all the relevant data to hand from statutory sources such as the Police, The Probation Trust (OASys) assessments, Youth Offending Service (ASSET) assessments, Prison Service data, Local Authority Children and Family services and Health (mental health, drug and alcohol) services.

When data on the service user group have been collected and priority areas for action has been identified there should be clear and transparent mechanisms put in place to directly involve other providers from the Voluntary and Community Sector. Their involvement through consultation and face-to-face strategic engagement will help to initiate conversations about how services could best address the needs identified. In addition they will be able to support commissioners to think about how the procurement process can be designed to ensure a multi-agency approach is encouraged and unpick how smaller, specialist, community based providers can be given every opportunity to involve themselves in the procurement process.



23. Adapted from the NHS commissioning cycle, an interactive NHS commissioning cycle is available here: http://www.ic.nhs.uk/cmsincludes/i_commissioning_cycle.asp



Procurement: Once priorities have been decided services should be carefully designed in direct consultation with a range of local stakeholders. In order to encourage local innovation it must be made as easy as possible for service providers to engage in the procurement process. It needs to be transparent, encourage local collaboration, and allow a suitable amount of time so that smaller organisations can engage and partnerships can be developed. Choosing the eventual providers should be based both on value for money and, more importantly, the quality of the service and the outcomes it could achieve for the service users.



Monitoring and Evaluation: This is an ongoing process from the moment that the service is procured to the end of the contract. The commissioner should set realistic monitoring targets, ensuring that there is a clear rationale behind the data that is being collected. The data collected through monitoring will help the commissioner to monitor the progress of the service provider towards the eventual outcome of, for instance, supporting a young adult's desistance from crime and other criminal behaviour. It is essential that the views of service users are taken into account throughout the period that service user involvement is funded. Their views should be pre-eminent in deciding whether services are successful, and what should be done to improve them.

Gold Standard service:

-  recognises young adults as a distinct group
-  addresses the specific needs of girls, women and BAME communities
-  involves young adults and their families in the design and review of services
-  correctly assesses risks and needs, provides systems geared to ensure a smooth transition between youth and adult services
-  provides one-to-one support that is personalised and service user-led.

Joint & Co-Commissioning: Ideally services would be designed in a joined up way with commissioners from public health (including mental health, drugs and alcohol), Local Authorities, children and families services, housing, as well as criminal justice commissioners such as the Probation Service and police and crime commissioners. This requires a robust multi-agency approach that can enable the co-commissioning of services.

Any service specifications should be developed through full consultation with young adults and key agencies in the statutory and voluntary and community sector.

The centrality of multi-agency working to the T2A approach means it is worth developing a procurement process that ensures specific barriers to participation are removed. The procurement process should enable a range of small, medium and larger organisations to be involved.

At the Bronze stage of development we recommended the formation of a high-level, strategic multi-agency steering group. This will be the key mechanism to oversee the development of the mainstream T2A service and its future operation.

Gold – Define the cost of a service

The costs of a fully commissioned service will depend upon a range of variables, including:

- The size of your area of operation and specific demographic and geographic factors
- The particular offence types and needs of the population of young adult offenders in your area
- The numbers of young adult offenders you expect to work with each year
- The proposed delivery model and the management, staffing and volunteer structures
- The infrastructure and organisational overheads for the agencies involved in your T2A scheme.

Gold - Demonstrate evidence of impact

The key message, demonstrated by evidence, is that T2A can fix an expensive problem in a cost-effective way and produce long-term benefits that fit local commissioning priorities. Expertise and data built-up through the Bronze and Silver phases can be used to assist with the design of a service specification. This can identify the pathways, outputs and outcomes that a T2A delivery model would be based around. Criminal justice commissioners are likely to be focused on reducing reoffending outcomes but other commissioners will have different priorities, related to health and well-being or employability for example. You can show how the holistic approach of T2A delivers a wide range of outcomes.

In a context where payment-by-results is becoming more widely applied across a range of public service areas, the existing evidence can be used to show that T2A is a model that may be suited to a payment-by-results reward structure. However, it is worth bearing in mind the difficulties in measuring success based entirely on binary measures, for example a simple reoffending rate. It would be more useful (and appropriate for young adults) to include a range of indicators, such as reductions in frequency or seriousness of further offences, to illustrate progress. Your earlier work during the Bronze and Silver phases will enable you to make authoritative claims about the effectiveness of T2A and you can be clear about the range of tangible outcomes the service will deliver in your local area.

Evidence can be used to emphasise the long-term benefits of intervening positively with a group who can be diverted at a young age from a life of crime.



“ With T2A it's more, 'So OK what's your problem let's talk about it'....and that works better, it works better talking and treating us like everybody else, we are normal people. OK we have committed offences we have, but with the help of T2A we can change...

We can change, I've done it...if I can change everybody else can.

Young adult, YSS Worcester.

GOLD - EXAMPLE ACTION PLAN

Element	Action	Resources	Outcome
Construct a Business Case	<p>Gather all the locally sourced data covering: evidence of need; diversity of population of young adults; expected outcomes from a T2A service; costs of the service and the wider benefits of delivering young adult services.</p> <p>Include the output/outcome of any spot purchased services</p> <p>Include the output/outcome of any piloted young adult services</p> <p>Include findings from local consultation with young adults</p> <p>Draw on national data and research evidence to add weight to the local case for change; including the T2A pilots</p>	Staff time and expertise	A well-written, evidenced based case for investing in a T2A service
Engage a diverse range of commissioners	<p>Identify and map key public service commissioners</p> <p>Start a dialogue with A range of criminal justice, health, housing, social care, education, employment and children and family services commissioners.</p> <p>Agree what outcomes are being sought</p> <p>Highlight how working with young adults at points in the criminal justice process would support the priorities of diverse commissioners</p>	<p>Staff time and expertise</p> <p>T2A Champions in a range of agencies</p> <p>Senior managers' and strategic leaders' support and commitment.</p>	Joined up local commissioners who understand the needs of Young adults and see the benefits of a specifically commissioned service.
Develop a Commissioning Cycle	<p>Decide upon commissioning priorities for young adult offenders.</p> <p>Ensure that the commissioning process is transparent and accessible for the widest range of providers including the Voluntary and Community Sector</p> <p>Take a multi-agency approach to designing young adult services.</p> <p>Involve providers with expertise of working with the client group.</p> <p>Map potential service providers and hold information events to explain how services will be procured.</p>	<p>A budget to procure services</p> <p>A forum for needs assessment and joint strategic planning</p> <p>Funds and staff time to run information events</p>	<p>The systems and structures in place to enable effective commissioning and procurement of services for young adults</p> <p>Well-designed services that are capable of achieving the outcomes sought</p>

<p>A provider (or providers) appointed to deliver high quality services to young adults</p> <p>Evidence of outcomes</p> <p>Further evidence of needs and risks on which to base future services</p>	<p>Structures to enable service design, procurement, monitoring and review</p> <p>Publicity and event costs</p> <p>An effective means of reviewing performance and measuring success</p>	<p>Encourage collaboration and partnership working between organisations form all sectors.</p> <p>Make arrangements to purchase quality services using appropriate procurement methods</p> <p>Monitor the performance of services (and consult with service users as part of this process)</p> <p>Assess the effectiveness of existing service provision towards the end of the contract</p> <p>Continually assess the needs of young adults and their families</p> <p>Decide whether to re-design, re-commission, or de-commission the service based on monitoring information</p>	<p>Element</p>
<p>An indicative budget that shows the likely costs of a scheme to meet the priorities in your area of operation</p>	<p>Suitably skilled staff with expertise in business planning and budgeting to correctly identify the costs</p>	<p>Assess the size of the area of operation, numbers of potential service users and geographical factors likely to impact on cost</p> <p>Review offence types, needs and risks of your target population</p> <p>Decide upon the numbers of young adults that will be supported and how long the intervention will be</p> <p>Identify the likely delivery model and the required management, staffing, volunteer, premises and other running costs.</p> <p>Identify the likely infrastructure and organisational overhead costs</p>	<p>Define Costs</p>
<p>A T2A service that produces multiple outcomes for a range of commissioners and meets the specific needs of young adults</p> <p>Evidence on how to develop the model in the future</p>	<p>Commissioning and procurement team resources</p>	<p>Following the steps above enables the commissioning of a full T2A service.</p> <p>Use performance monitoring data and robust evaluation findings to produce evidence of impact.</p> <p>Use the evidence of the delivery to re-assess the service model where appropriate</p>	<p>Commission a full T2A service and demonstrate evidence of impact</p> <p>Action</p> <p>Resources</p> <p>Outcome</p>

Further reading

T2A resources (www.t2a.org.uk)

Local matters, national Implications, produced by the Centre for Crime and Justice Studies, this briefing looks at the effect of a household's location on the life chances of young adults. Providing a greater understanding of why services should be targeted in particular geographic locations.

Sentencing young adults: getting it right is a briefing produced by the Criminal Justice Alliance outlining recommendations for change in the way we sentence young adults. It puts a spotlight on the need to consider a young adult's maturity when sentencing as well as the provision of specific young adult services.

Maturity final literature review, produced by Birmingham University, this review provides an account of the current research into the maturity of young adults and its impact on their behaviour.

The young adult fact files, produced by Young People in Focus, are a series of publications offering key facts on issues such as substance misuse and employment, training and education.

Made to measure, produced by Young People in Focus, examines bespoke services that have been developed for young adult and provides examples of promising practice.

Aiming Higher, produced by Revolving Doors Agency, sets out a series of good practice principles for the delivery of services to young adults with multiple needs. Young adults themselves highlighted good practice after visiting a series of local projects.

Towards a shared future, produced by Revolving Doors Agency, is a guide for commissioners and offers three approaches to improving commissioning; commissioning across age transitions, across needs, and across criminal justice settings.

Clinks resources (www.clinks.org)

Clinks' volunteering guides are a series designed to support organisations in their day-to-day work with offenders. The guides cover topics such as service user involvement and volunteer management. They have been developed with the expertise of organisations like Volunteering England, Charities Evaluation Services, Revolving Doors Agency, and the Mentoring and Befriending Foundation.

Ministry of Justice Reducing Re-offending Third Sector Advisory Group (RR3), chaired by Clinks, presents a Voluntary and Community Sector perspective on issues like youth justice, services for women, and advice on how to be inclusive of the sector when commission services.

Building Voluntary and Community Sector Involvement in Integrated Offender Management (IOM) provides clear and concise guides on how to expand the diversity of agencies working in local IOM schemes.

Do it Justice are a series of resources to advise on the diverse aspects of the Criminal Justice System and the role of the Voluntary and Community Sector within it.

Ministry of Justice Resources (www.justice.gov.uk)

Youth to Adult Transitions Framework: advice for managing cases which transfer from Youth Offending Teams to Probation Trusts, produced by the YJB, provides clear guidance and good practice examples of where transitions can be improved between community based criminal justice services.

The Transitions Process: guidance on transfers from under 18 Young Offender Institutions to young adult Young Offender Institutions, produced by HMPS and NOMS provides a clear account of the transitions process and how it could be improved with a specific focus on involving young adults and their families in the decisions taken.



CLINKS

Clinks is the national umbrella body that supports the work that Voluntary and Community Sector organisations undertake within the criminal justice system of England and Wales. Clinks' vision is of a vibrant and independent Voluntary and Community Sector working with informed and engaged communities to enable the rehabilitation of offenders for the benefit of society.

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The Barrow Cadbury Trust is an independent, charitable foundation, committed to supporting vulnerable and marginalised people in society.

The Trust provides grants to grassroots voluntary and community groups working in deprived communities in the UK, with a focus on the West Midlands. It also works with researchers, think tanks and government, often in partnership with other grant-makers, seeking to overcome the structural barriers to a more just and equal society.

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