

<b>Institution: University of Salford</b>		
<b>Unit of Assessment: 20</b>		
<b>Title of case study: Resettlement of children after custody: improving youth justice policy and practice</b>		
<b>Period when the underpinning research was undertaken: September 2003 – December 2019</b>		
<b>Details of staff conducting the underpinning research from the submitting unit:</b>		
<b>Name(s):</b>	<b>Role(s) (e.g. job title):</b>	<b>Period(s) employed by submitting HEI:</b>
Professor Neal Hazel	Professor of Criminology and Criminal Justice	September 2003 – Present
<b>Period when the claimed impact occurred: August 2014 – December 2020</b>		
<b>Is this case study continued from a case study submitted in 2014? N</b>		
<b>1. Summary of the impact</b>		
<p>Supporting children who are leaving custody ('resettlement') is a chronic problem across England and Wales as both typical practice and reoffending outcomes have historically been recognised by Inspectors as 'shocking'. Professor Hazel's research has raised policy awareness of the issues, directly influenced government policy, driven practice improvements and informed the standards by which resettlement support for children is judged. His research forms the basis for a new cross-departmental national policy approach to resettlement, national standards for all Youth Offending Teams and custodial institutions, the Youth Custody Service's new theory of change, inspection criteria and the curriculum for youth justice staff training to support resettlement. Moreover, policymakers and practitioners are increasingly recognising the usefulness of these research findings to guiding practice beyond resettlement, including for non-custodial sentences and for adult probation.</p>		
<b>2. Underpinning research</b>		
<p>Hazel's research in the mid-2000s, including evaluations of initiatives across England and Wales [e.g. 3.1], showed how appropriate support for children after leaving custody (known as 'resettlement') was critical for positive child outcomes, reduced offending and safer communities. However, it also showed that their complex needs were not usually being met, and that as a direct result, children became disillusioned with support, ended cooperation, reoffended more frequently and faster than adults and were then often returned to custody.</p> <p>These conclusions led to the development of the Youth Justice Board (YJB) resettlement consortia to help coordinate multi-agency partnerships in seven areas, four of which were evaluated by teams led by Hazel between 2008 and 2015 [e.g. 3.2, 3.3]. These evaluations showed how enhanced resettlement support can reduce reoffending by half and built an extensive knowledge base of protective elements of support associated with success. However, Hazel also continued to show how these elements of good practice (e.g. temporary release, provision set-up prior to release, planning support for beyond the sentence) were still usually absent or unsuitable [3.2 – 3.5]. Moreover, when unsuitable, such increased support ironically meant children were more likely to be recalled to custody for non-cooperation [3.2]. Inspectors, using inspection criteria based on Hazel's research, found that these protective elements were still often ignored more widely across the country, leading to persistently 'shocking' practice and outcomes. Hazel concluded that professionals were often failing to engage with or apply suitable support through lack of common understanding of how such provision helped rehabilitation [3.3].</p> <p>The Beyond Youth Custody research programme (BYC, 2012 – 2018) found that poor practitioner understanding of resettlement was due to a weakness with the dominant 'risk</p>		

paradigm' - existing policies and guidance focused on meeting decontextualised structural needs (e.g. housing and some education), without a common theory of change [e.g. 3.4, 3.5]. This focus on structural needs also undermined children's sense of agency. Other findings included how children leaving custody without sufficient support suffered a period of disorientation with post-traumatic stress symptoms [3.6].

BYC reconceptualised successful resettlement as a pro-social identity-shift, mirroring 'secondary desistance' in adults. Thus, facilitating a child to make this shift should be the common role of all support services. The resulting BYC Framework to promote effective resettlement consisted of:

- (1) a two-stage casework model where (a) *personal support* that guides the child's identity-shift informs any (b) *structural support* needed to enable it
- (2) a set of principles that reinterpreted existing risk-based research messages derived from Hazel's previous work (above) through an identity lens, with new principles added to guide a child's desistance journey (known as the '5Cs' of Consistent, Coordinated, Customised, Co-created and Constructive support)
- (3) a model of 'identity awareness' for practitioners to manage messages about the self to and from the child
- (4) a 'Fresh AIR' model for understanding the building blocks for identity-shift, through constructive **Activities, Interactions and Roles** [e.g. 3.4, 3.5].

Subsequent work [e.g. 3.7] has identified how the BYC Framework might be applied more widely than resettlement support, in order to structure more constructive youth justice practice, including for education in custody and for community-based interventions.

### 3. References to the research

**3.1. Hazel N**, Liddle M and Gordon F (2010) Key lessons from the RESET programme: recommendations for the resettlement of young offenders, London: Rainer. Available at: <http://usir.salford.ac.uk/id/eprint/11318/>

*Example of Hazel's third sector published evaluation report. Peer reviewed for publication. Funded by European Equal for the amount of GBP130,000.*

**3.2. Hazel N**, Wright S, Liddle M, Renshaw J and Gray P (2012) Evaluation of the North West Resettlement Consortium: Final Report, London: Ministry of Justice. Available at:

[https://www.academia.edu/4049886/Evaluation\\_of\\_the\\_North\\_West\\_Resettlement\\_Consortium\\_Final\\_Report\\_youth\\_justice](https://www.academia.edu/4049886/Evaluation_of_the_North_West_Resettlement_Consortium_Final_Report_youth_justice)

*Example of Government published evaluation report. Peer reviewed for publication and inclusion on YJB Practice Resource Hub (by panel led by Prof. Kevin Haines). Available on Government website. Funded by Manchester City Council / YJB for the amount of GBP50,000.*

**3.3. Hazel N** and Hampson K (2015) Youth resettlement in North Wales, and the Resettlement Broker Project, Cardiff: Llamau/YJB Cymru. Available at: <http://usir.salford.ac.uk/id/eprint/38162/>

*Third sector published report. Peer reviewed for publication.*

The following are publications from the Beyond Youth Custody (BYC) research programme [with Nacro, ARCS UK and University of Bedfordshire] (2012 – 2018) and funded by Big Lottery Fund for the amount of GBP1,500,000. (<http://www.beyondyouthcustody.net/resources/publications/>)

**3.4. Bateman T** and **Hazel N** (2018) Promoting shifts in personal narratives and providing structures of support: transitions of incarcerated children in England and Wales. In O'Neill S (ed.) *Incarcerated Youth Transitioning Back to Community - International Perspectives*. Sydney: Springer. [https://doi.org/10.1007/978-981-13-0752-2\\_11](https://doi.org/10.1007/978-981-13-0752-2_11)

*Peer reviewed chapter in an international book.*

**3.5. Hazel N** and Bateman T (2020) Supporting children's resettlement ('reentry') after custody: Beyond the risk paradigm, *Youth Justice*. <https://doi.org/10.1177/1473225420923761> (REF2)

*Peer reviewed journal article.*

**3.6. Hazel N** and Bateman T (2015) *Custody to community: How young people cope with release*, London: Nacro. Available at: <http://www.beyondyouthcustody.net/wp-content/uploads/BYC-Custody-to-community-How-young-people-cope-with-release.pdf>  
*Third sector published report. Peer reviewed for publication.*

**3.7. Case S** and **Hazel N** (2020) Child first, offender second – a progressive model for education in custody, *International Journal of Educational Development*, 77, p. 102244.  
<https://doi.org/10.1016/j.ijedudev.2020.102244> (REF2)  
*Peer reviewed journal article.*

#### 4. Details of the impact

Policymakers have recognised that Hazel's work has '*provided an excellent evidence base that has underpinned significant and widespread development of resettlement support over several years*' and '*clear messages that have been fundamental to the continuing development*' of policy and practice [5.1]. The Secretary of State for Justice referred to research from the BYC consortia [e.g. 3.4 – 3.6] as bringing '*an important evidence base upon which we can continue to build our learning*' [5.2]. Based on his research, Hazel was appointed HM Deputy Chief Inspector of Probation (2014 – 2015) and as a member of the Youth Justice Board for England and Wales (YJB, which has statutory oversight of the youth justice system) with lead responsibility for resettlement (2018 onwards).

##### 4.1. Impact on youth resettlement policy

Hazel's early work [e.g. 3.1 – 3.3] '*raised policy awareness*' of the importance of addressing resettlement to help children's outcomes and he has helped **maintain it as a policy priority** until today [5.1]. That early work '*fundamentally informed*' the YJB's lasting model of funded enhanced 'resettlement consortia' projects [5.1].

The YJB's current overall policy approach to organising all resettlement across England and Wales, '**Constructive Resettlement (CR)**', is the **direct application of the BYC research framework**, including constructive casework, identity-focus and the '5Cs' model [e.g. 3.4 – 3.5], which has been **endorsed by the Ministry of Justice** [5.2, 5.3]. The 2019 Welsh Government/Ministry of Justice *Blueprint for Wales* also explicitly adopts the CR approach, specifying that all work with children from Wales leaving custody must follow the '5Cs' model [5.1]. Applying the '5Cs' model to policy has '**led to specific initiatives directly impacting on children in custody**' [5.1], including a new escalation process when support is not in place before release and better wellbeing support for children on first entering custody [5.1].

The BYC/CR Framework '*has been extremely influential in informing the design and direction of [the Youth Custody Service for England and Wales (YCS)] and continues to have a major impact across the organisation*' [5.4]. In 2019, **the YCS adopted the BYC/CR Framework as its theory of change underlying all of its operations for children in custody**. This enabled a sector-wide reform programme for custody to become more 'child-focussed', providing '*an extremely valuable operational narrative to direct services*' and '*an important cultural steer*' [for the workforce] [5.4]. Practically, the BYC/CR Framework has since been used as a '*key reference point*' for (a) considering all interventions, activities and approaches with children, (b) commissioning any services or institutions, (c) senior decision making [5.4]. It allowed **YCS to reform its casework model** for helping children progress (around 'Constructive Casework') and **informs the basis of its revised Behaviour Management Strategy** [5.4]. BYC/CR also underpins a new approach for supporting 18-year-olds who are transitioning to the adult estate [5.4]. The Framework has provided YCS with a much needed '*common language and sense of purpose*' on which it now conducts its multi-agency working with community partners [e.g. 3.4, 3.5, 3.7, 5.4].

In Scotland, Hazel's research, including that showing disorientation after custody [3.8], '**influenced and informed the development of both strategy and practice**' for the Scottish

Prison Service's new vision and policies which commit to '*addressing the potential trauma of liberation*' ('Vision for Young People in Custody' - 2014) [5.5]. It also **directly informed the development of new quality indicators for youth custody across Scotland** [5.5].

#### 4.2. Impact on youth resettlement governance

Research messages from the evaluations of the resettlement consortia [e.g. 3.2] and early BYC project findings were **adopted as the inspection criteria for judging the quality of resettlement provision** across England and Wales, ensuring that Hazel's body of research frames the quality assurance and governance of all youth resettlement provision across the country [5.6]. The first inspection using these criteria (2015) created 30 policy and practice recommendations sent to the Secretary of State for Justice, requiring responses from key agencies. These led directly to **required policy 'actions to address'** that include:

- Custodial institutions now contractually bound to make early resettlement planning a priority for all children and begin on entry
- A new operational framework to encourage temporary release on licence
- A requirement that Secure Training Centres' strategies now include engaging with community partners and how information will be shared [5.7].

The '**National Standards**' for youth resettlement (2019), set by the Secretary of State for Justice, are **based on the BYC/CR Framework** [5.1, 5.8]. As such, all Youth Offending Teams (YOTs, delivering services across a local authority) and secure establishments are **required to produce a customised plan for all children in custody** that sets out the personal and structural support to be made available to support the child in developing a pro-social identity. The National Standards provide a link to a BYC research publication for '*how to apply the standards*' [5.8].

#### 4.3. Direct impact on youth resettlement practice

The summary of policy and practice messages from Hazel's research to 2012 is the **main resettlement guidance** on the YJB resource hub for practitioners (1415 reads since 2018) [5.1].

The BYC project translated research reports into **policy briefings and practitioners' guidance documents**. Practitioners have stated that these publications are '*helping to shape our approach to resettlement*' and that '*both staff and young people have felt empowered and stronger*' by providing '*different ways of thinking*' [5.9]. BYC findings are described by practitioners as '*incredibly useful [...] influenced our progress on resettlement pathways, girls in custody, accommodation, young people's voice, education*' etc. and '*provides a structure to audit practice against*' for YOTs [5.9].

**58 YOTs have formally adopted the BYC/CR Framework** as the model to redevelop their resettlement practice [5.1]. The first such adopter, Camden YOT's *Enhanced Constructive Resettlement* model, has reported positive early outcomes for children and families [5.10]. The importance of the CR/BYC approach to improving practice is underlined by the **GBP1,500,000 in grants secured by YOTs** specifically to embed and develop it further [5.1].

Third sector and commercial organisations have described BYC research as '*invaluable*' to their work and '*new systems and processes have been designed directly as a result of some of the BYC publications and findings*' [5.9]. Professionals have noted how using BYC research resources has '*made such a difference in many cases*' [5.9].

BYC findings have **formed the basis of professional development on custody and resettlement for staff across the youth justice sector** since 2018. Learning and assessment in the 'Custody & Resettlement' module (one of five) in the 'Youth Justice Effective Practice Certificate' is structured around the research messages [5.11]. The certificate is the **sector-endorsed professional qualification for all YOT and youth secure estate staff** across England and Wales.

#### 4.4. Impact beyond youth resettlement

Practitioners are increasingly recognising that the BYC Framework and 5Cs model have application beyond resettlement [e.g. 3.7]. Four YOTs (Medway, Kent, Lewisham, Kingston & Richmond) are now also using these to **underpin sentence planning with children on all non-custodial sentences** [5.1].

In 2018, Hazel led the **development of the new guiding principle for all youth justice policy and practice**, not just resettlement, and which now underpins the Ministry of Justice's *National Standards* for youth justice (2019). The BYC Framework was **incorporated as the principle's theory of change across the youth justice system**, which guides all work with children to be 'developing a pro-social identity' and be 'constructive and future-focused' [5.1].

During the COVID-19 pandemic, the YCS senior leadership team has used the BYC/CR as its **guiding framework** within which to consider how to respond to the emerging operational challenges in a more child-focused way. On the ground, the YCS used BYC's 'Fresh AIR model' as its 'key message' **guiding all custodial staff on how to combat lockdown isolation** for the 840 vulnerable children remaining in the youth secure estate [5.4].

In adult probation, the London Community Rehabilitation Company (CRC) and Thames Valley CRC have adopted (since 2019) the BYC Framework as their overall approach to working with their 30,000 service users at any one time. They employ training guidance, handbooks and practice tools based on the BYC Framework, **recognised by Inspectors as having improved practice and outcomes, offender engagement and sentence compliance**. Specifically, the Framework also structured the guidance to all staff on how to manage service users during the COVID-19 pandemic [5.12].

#### 5. Sources to corroborate the impact

**5.1.** Testimonial: Youth Justice Board (February 2021), on the impact of the model on resettlement policy (4.1), incorporation into national standards for resettlement (4.2), use as the main resettlement guidance, further grants secured (4.3) and impact beyond resettlement (4.4)

**5.2.** Letter: Secretary of State for Justice (24 June 2017), endorsing the BYC Framework (4.1)

**5.3.** Report: '*How to make resettlement constructive*', London: Youth Justice Board (September 2018), outlining Constructive Resettlement with reference to the BYC Framework (4.1)

**5.4.** Testimonial: Youth Custody Service, HMPPS (February 2021), on use of the BYC/CR Framework as key reference point (4.1) and as a guiding framework during the pandemic (4.4)

**5.5.** E-mail Correspondence: Scottish Prison Service (11 July 2015), on informing the strategy and practice of its vision and policies (4.1)

**5.6.** Report: '*Joint thematic inspection of resettlement services to children by Youth Offending Teams and partner agencies*', Manchester: HM Inspectorate of Probation (March 2015), on the BYC findings being adopted as the inspection criteria (4.2)

**5.7.** Letter: Youth Justice Board (18 August 2015), on youth resettlement policy actions to address (4.2)

**5.8.** Report: '*Standards for children in the youth justice system 2019*', Ministry of Justice/YJB (2019), based on the BYC/CR Framework (4.2)

**5.9.** Summary of Feedback: Beyond Youth Custody stakeholders, produced by Nacro, on the benefits of practitioners' guidance documents and policy briefs (4.3)

**5.10.** Letter: Camden Youth Offending Service (15 August 2019), on positive outcomes for children and families following adoption of the BYC/CR Framework (4.3)

**5.11. [Text removed for publication]**

**5.12.** Testimonial: London Community Rehabilitation Company (February 2021), on adoption of the BYC Framework and structured guidance to staff (4.4)