

West Midlands Police

Early Intervention & Prevention:

An Approach to Youth Justice

Serving our communities, protecting them from harm



Outline

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- The UK YJ system
- Performance successes and challenges
- Taylor Review
- WMP's approach to YJS
- WMP's I&P Strategy
- Craig's Story

Why a YJ System?

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“The YJS in England and Wales works to prevent offending and reoffending by young people under the age of 18. The system is different to the adult system and is structured to address the needs of young people.”

Source: YJB annual statistics report

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/495708/youth-justice-statistics-2014-to-2015.pdf

Governance

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- The Youth Justice Board for England and Wales (YJB) is a non-departmental public body created by the Crime and Disorder Act 1998 to oversee the youth justice system for England and Wales.
- Responsible statutorily for the delivery of YOT services are CX LA's and YOT Management Board Chairs.
- The YJB works to prevent offending, reduce re-offending, protect the public, support victims of crime, and to promote the safety and welfare of children and young people in the Criminal Justice System.

YJB

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- overseeing youth justice services
- identifying and disseminating effective practice across youth justice services
- commissioning a 'secure estate' for children and young people sentenced to custody
- placing young people remanded or sentenced to custody
- advising the Secretary of State for Justice on the operation of, and standards for, the youth justice system
- making grants to local authorities or other bodies for the development of plans that support the Board's

YOT Boards

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- Performance oversight
- Budget responsibility
- Reviews of serious incidents, inspection recommendations, etc.
- Accountability for management of YOT to partners
- Statutory partners under C&D Act form Board and YOT: Police, LA's, Probation Trusts (NPS/CRC), Health, Education
- Commission annual YJ Plan

YOTs

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- Statutorily Required (C&D 1998)
- Diverse landscape of delivery models:
 - i. Traditional co-located multi-agency (WM)
 - ii. 'Integrated Youth Services' (MH, homeless, etc.) not discrete for 'offenders' (Surrey model)
 - iii. Charitable Trusts (Community Safety Glasgow)
 - iv. Commissioned services (PCCs – W.Mercia)
 - v. Private Businesses?
 - vi. Community Interest Companies?
 - vii. Free schools / academies?

Performance success

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3 Key Performance Indicators reported by
YOTs and monitored by YJB / YOT Boards:

- I. Reduce first time entrants
- II. Reduce use of custody
- III. Reduce re-offending

YOTs have been phenomenally successful
since 2007...

Police arrests

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“In the year ending March 2015 there were around 950,000 arrests for notifiable offences in England and Wales, of which 94,960 were of people aged 10-17 years. Therefore arrests of 10-17 year olds accounted for 10% of all arrests. This is the same as the proportion of young people in England and Wales of offending age.”

Source: YJB annual statistics report

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/495708/youth-justice-statistics-2014-to-2015.pdf

CJ Disposals

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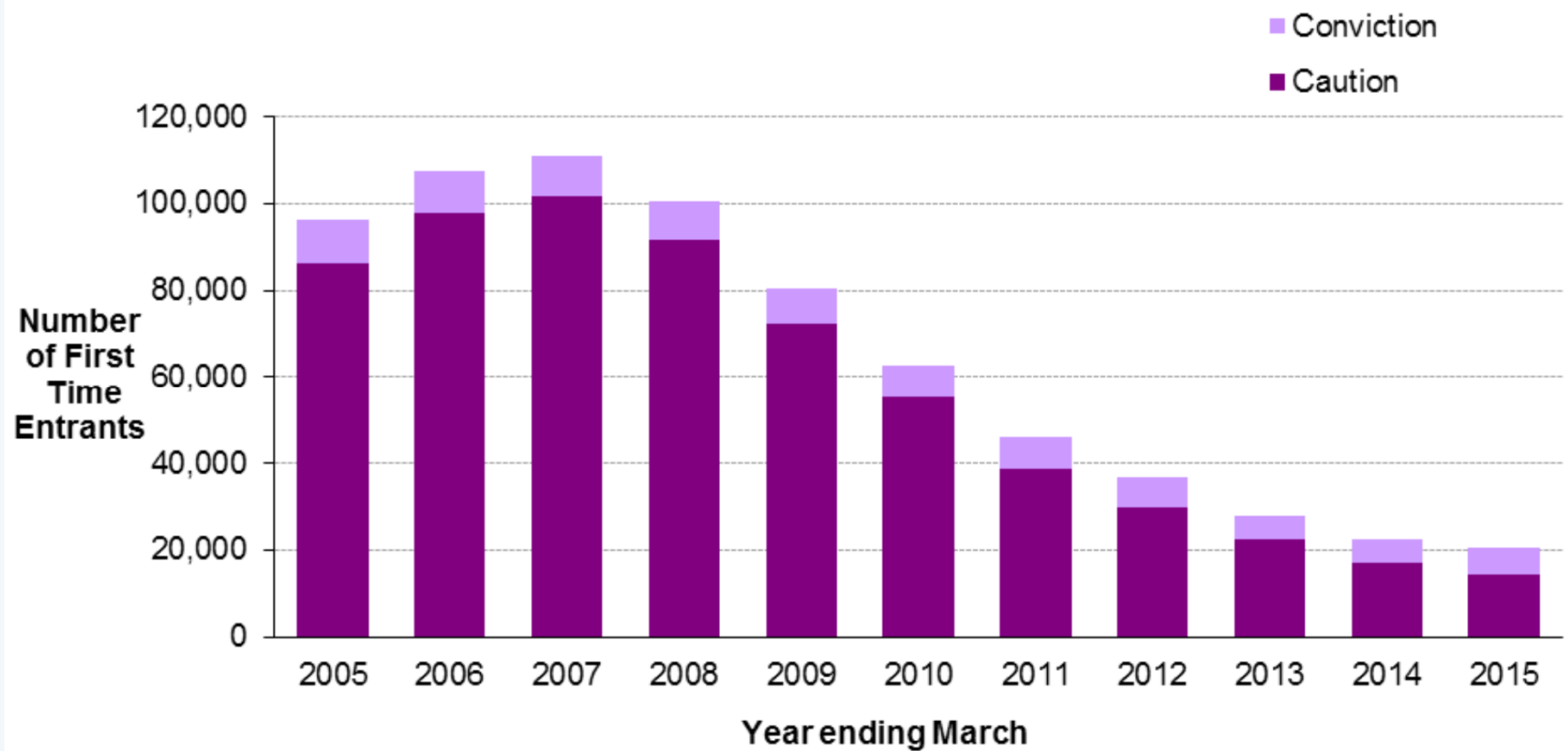
“In the year ending March 2015, the Police issued 20,080 youth cautions (previously reprimands and final warnings)... Overall young people were convicted of 87,160 proven offences (those resulting in a caution or conviction) in the year ending March 2015. The number of proven offences has been decreasing; it has fallen by 70% since the year ending March 2005.”

Source: YJB annual statistics report

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/495708/youth-justice-statistics-2014-to-2015.pdf

F T Entrants

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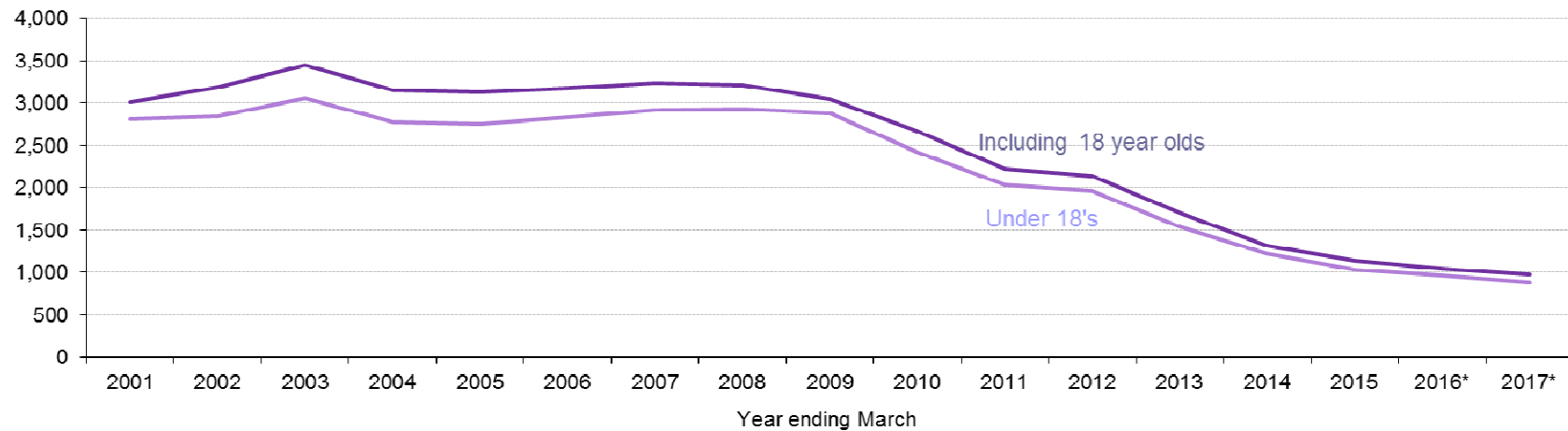
Use of custody

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Custody Snapshot Comparison	This Month	Previous Month		Previous Year	
	Oct-16	Sep-16	Difference †	Oct-15	Difference †
Custody Population (Under 18)	875	877	-2	1,000	-125
Custody Population (Inc 18)	966	964	+2	1,074	-108
Beds Available	1,168	1,149	+19	1,264	-96
Beds Commissioned	1,245	1,244	+1	1,351	-106
Occupancy Rate	82.7%	83.9%	-1%	85%	-2%

Chart 3. Average Secure Estate for Children and Young People Population, 2000/01 - 2016/17*



Court Remands

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“Young people were remanded at court on 18,414 occasions in the year ending March 2015 (down by 12% on the previous year). Two thirds (66%) of these did not result in a subsequent custodial sentence.”

Source: YJB annual statistics report

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/495708/youth-justice-statistics-2014-to-2015.pdf

Performance challenges

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- Since 2007 YOTs have been extremely successful: reducing first time entrants; use of custody; and the number of reoffenders and re-offences... **BUT ...**
- **Stubborn challenges remain...**

Challenges

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- I. ***SMALLER, BUT MORE COMPLEX, COHORTS*** - YOTs are not as well resourced to deal with the cohort with complex social emotional needs...
- II. ***Over-representation*** of disadvantaged population groups
- III. Evidence of ***poor reoffending rates***
- IV. Proliferation of (re)offending in ***young adult age group (18-24)*** (age-crime curve peaks at 24)

Complexity

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SEMH cohort of children from a PRU 2008/9:

- 75 pupils (45%) have at some point entered the Criminal Justice System
- 34% of these pupils were not in the CJS when they were placed at the school
- Those 75 pupils have been responsible for 599 offences; received 243 Community Orders and 19 of them have collectively received nearly 40 years of Custodial Sentences
- The CJS cost of the 75 pupils is estimated to be £3,125,766
- 66% experienced violent abuse
- 24% or 36 pupils have issues related to Sexually Harmful Behaviour
- 31% or 47 pupils or their families are affected by Alcohol or Substance Misuse Issues

From the previous cohorts (2003-4), 91 pupils were connected with 2,621 offences

Craig's Story

2010 - 2017



Ron was 26 and Kate was 14 and in care when they met. Ron had been committing crime since his teens and was a heroin user. Kate was also addicted to drugs.

We don't know very much about the family when Craig was very young. In total Kate had 6 children in 7 years. Craig's older brother was born the same month that his dad went to prison for three months. The family moved home 5 times in 2 years.

By the time Craig was 7, Ron had taught him how to steal from houses and cars

Now Craig is 18 and has left the specialist unit, he has a girlfriend and wants to have a different life from now on. He can't find a place to live of his own. He couldn't afford to live in assisted accommodation. He is now sleeping on friends' sofas, and has found it difficult to find work, partly because of his dyslexia. He is trying to avoid crime, but other young people often ask him to go with them to steal.

The children were taken into care and separated into different care homes. They still remained in contact. The four oldest children were angry and damaged property and hurt staff and residents.

Kate was sent to prison for neglect and child cruelty. Ron was released from prison but only three days later was arrested for serious violence and returned to prison again.

Craig's primary school made two referrals in nine months and then started a Pastoral Support Programme and invited social services to attend.

Craig spent 3 years in a specialist unit and received behavioural therapy. He was kept safe from hurting himself and others. While there, he started to mentor other children and think about what kind of a life he wanted for himself when he was released. Craig found out that he was severely dyslexic.

Craig continued to steal things from cars and houses. He started to commit robberies using violence and knives.

When Craig was 11, British Transport Police found Craig on a railway embankment near his school. The officers took him home but he didn't want to go. He said that his mum hits him, does not feed him, and was staying with her crack cocaine dealer. Craig said that he would prefer to be in care. He was issued with a penalty notice for trespass on the railway.

When he was 8, Craig was found by the police playing alone with rubbish on a derelict site. He did not know his address or when his mum would return for him.

Social workers said that Craig needed a placement in a therapeutic residential unit as soon as funding could be found. This didn't happen and the places he was sent to could not cope with his behaviour, so he was moved 8 times in 4 years.

Craig started to misbehave and officers from the Youth Offending Service tried to meet with Kate to offer help and support. But she wouldn't talk with them and the case was closed.

While Ron was in prison for robbery, his mother went on holiday and left the children with a man she knew. One of Craig's younger brothers fell out of an upstairs window as he tried to throw stones at a visitor. He had life threatening injuries and at one point was not expected to live. It was found that the children did not have enough food or proper clothing, and they were taken into emergency care.

Craig was arrested for attempt murder, and sent to prison for 6 years.

On the way to Birmingham to visit his father, Craig was arrested after hitting the train conductor who asked him for his ticket.

Soon after the children were returned to Kate. She again left them with another male she knew. Some of the children were found naked in the man's bed and they were all dirty. One of the boys was found sleeping in the garden shed with pornographic magazines. The children were taken into care for a few weeks.

Ron was released from prison but continued to commit crimes including making threats, damaging property, stealing cars and being violent. So he was returned to prison.

When Craig was 15 he helped his friend stab a man who just happened to be in the street at the same time as Craig and his friends.

Over-representation

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1. Gender
2. Looked After Children (Laming Report)
3. Neurodisability (Hughes et al)
4. Black Asian Minority Ethnic

Gender

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October 2016 – custody

- 875 total children
- Only 30 girls...



“Up to half of all children in custody have been in care at some point. This is a tragic waste of young lives” Lord Laming

“Since July 2013 I have been to 16 schools and I have been in 15 different placements all around the country ... All of my offending has been whilst in care.” Young review panel member, aged 15 years, 25 June 2015

<http://www.prisonreformtrust.org.uk/Portals/0/Documents/In%20care%20out%20of%20trouble%20summary.pdf>

In financial terms it costs over £200,000 each year to keep a young person in a secure children’s home – equivalent to 6 years at Eton College...

Neurodisability

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Hughes, N. (2015) 'Neurodisability in the youth justice system: recognising and responding to the criminalisation of neurodevelopmental impairment'

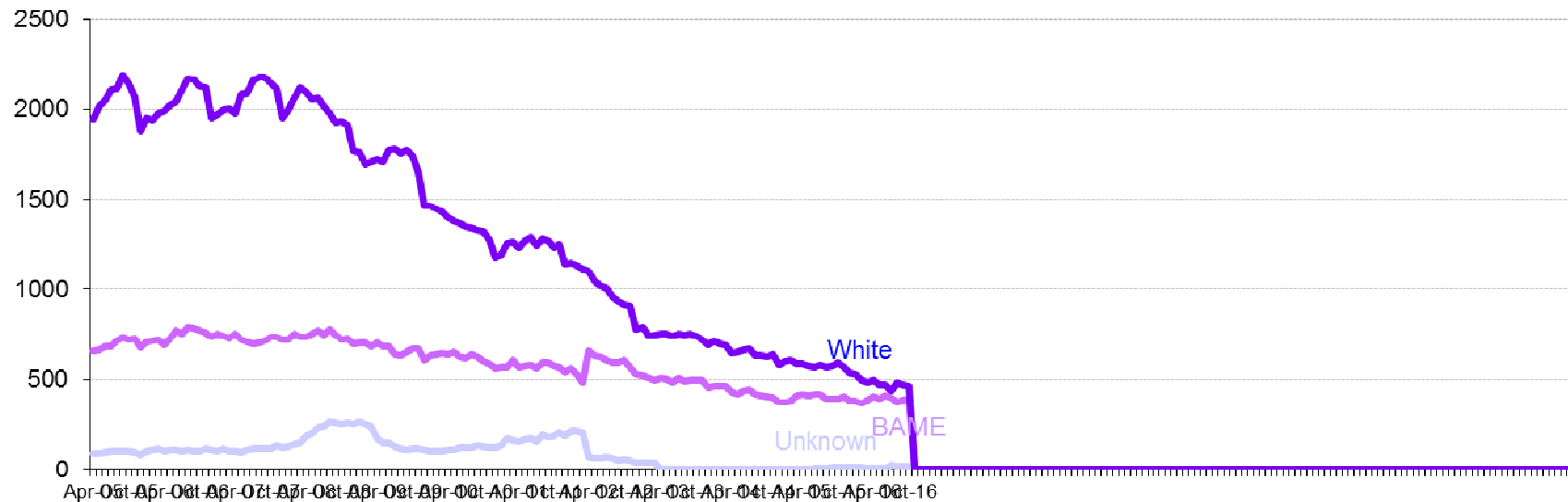
- High prevalence of neurodevelopmental disabilities within the custodial estate, e.g. 32-50% report traumatic brain injury with loss of consciousness, 23-32% assessed as having learning disability versus less than 1% - 5% in general population
- Clear and established links between specific cognitive and socioemotional functional impairments and certain types of aggressive or antisocial behaviour in particular social contexts and situations

BAME

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**Chart 7. Under 18 Secure Population by Ethnicity
2005/06 - 2016/17***



Source: YJB annual statistics report

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/495708/youth-justice-statistics-2014-to-2015.pdf

Taylor Review

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“If children who offend are to become successful and law-abiding adults, the focus must be on improving their welfare, health and education – their life prospects – rather than simply imposing punishment.”

SOURCE:

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/577103/youth-justice-review-final-report.pdf

WMP Approach

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- Fortunate timing / Perfect Storm? (summer 2012 – LASPO & OFSTED)
- Austerity - £120m in 3 years
- Building on relationships.... TRUST!
- Children's outcomes as goal... CHANGE!
- Empower staff OOCDP / Remand case conferences
- Linked to Early Help re-modelling of Social Care – family hubs

Business Case

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- Under 19's in SW = 26.4% population v 23.8% nationally
- Strategic Assessment – key risk group of offenders – aged 15-29
- 74% BDH; 82% robbery; 56% PPV; 57% All crime
- Peak Age Knife crime offenders = 15 years.....
- Peak Age Knife Crime victims = 16 years....
- 62% of all RASSO Victims
- 1/3 of under 16's in relative poverty (2/3 in priority areas)
- Highest NEETS in WM – 32%

Windscreen Model

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IL2: PROTECT

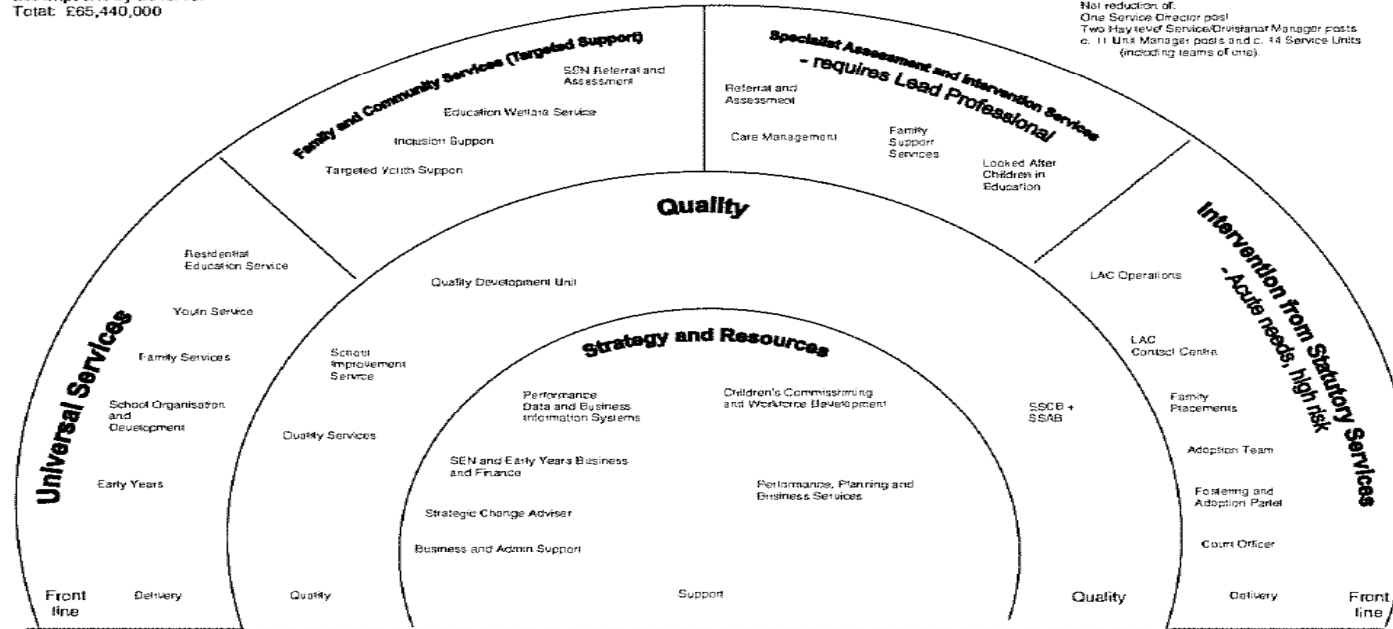
(Target + EIG + other income excluding
Troubled Families)
Budgets: based on pro-rata cuts
assumptions by 2015/16.
Total: £65,440,000

Director of Children's Services

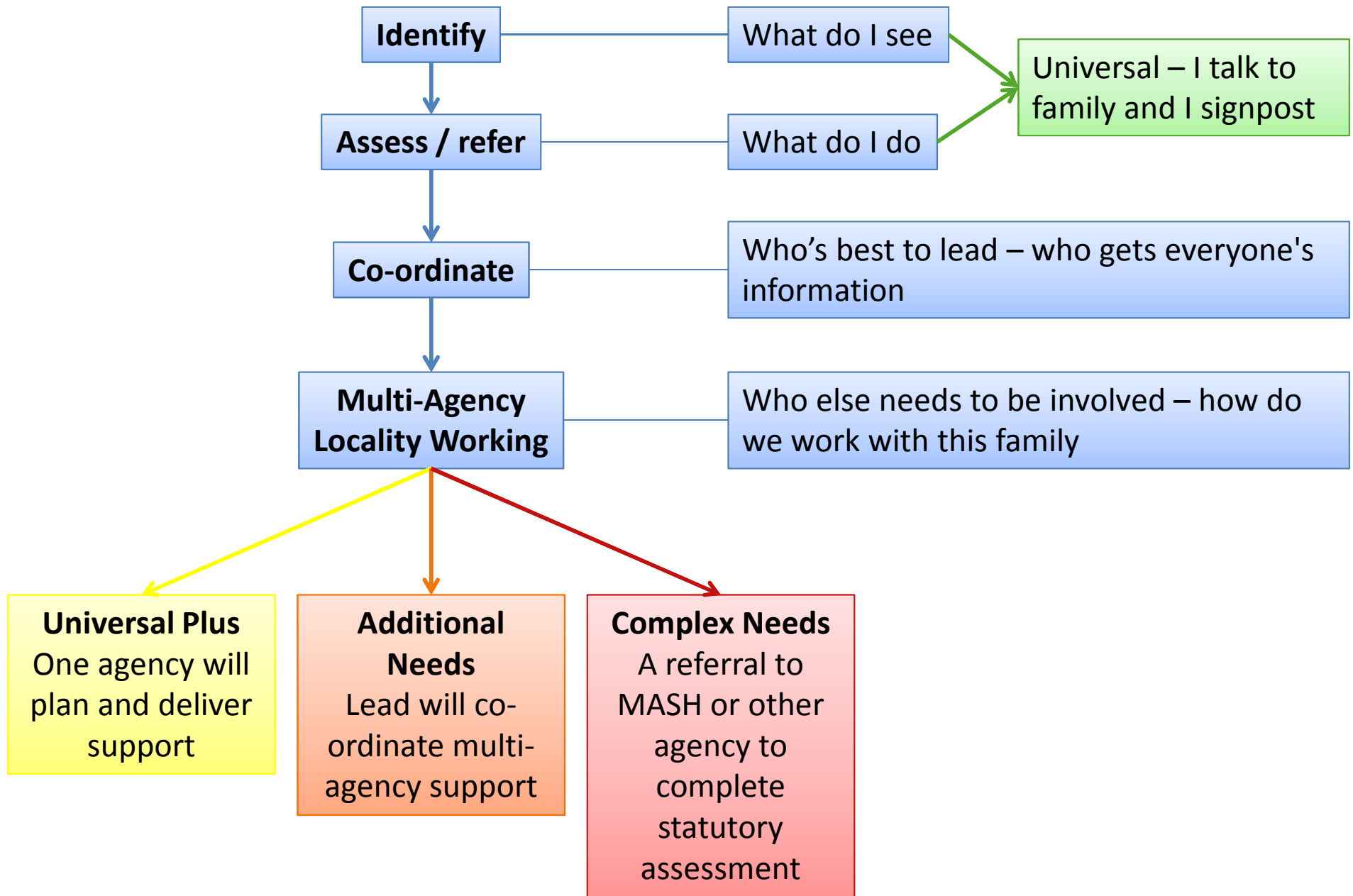
Deputy Director of
Children's Services

Possible model for a single structure, with six
service areas
Four 'Delivery'
One 'Quality'
One 'Support'

Not reduction of:
One Service Director post
Two High Level Service/Operational Manager posts
c. 11 Unit Manager posts and c. 14 Service Units
(including teams of one)



Notes:
Can we claim savings from Service Director post?
Assignment of £1.12 m Service Director C&F budgets?



Craig's Story

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SEMH Cohort - “Craig’s story” emphasises the need for early support and intervention

Source: WM Police Strategic Assessment 2016-2017

<https://www.west-midlands.police.uk/docs/keeping-you-safe/about-us/public-facing-strategic-assessment.pdf>

Devolution

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We are thinking about the YJ System in 3 distinct areas – all of which need amending to consider solutions to challenges posed...

Early intervention and prevention

Criminal justice, Police, courts and prisons

Resettlement

Is this Police work?

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“ It should be understood, at the outset, that the principal object to be attained is ‘the prevention of crime’. To this great end every effort of the Police is to be directed”

Of the £17m budget invested WMP saves at least £32m p.a. in reoffending alone...

Key Points

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- See children as children
- Be outcome focused in redesign of process
- Multi agency partnerships are key
- Strategic Leadership
- Empowering practitioners to innovate
- Quick wins and long term plan