



**Police and Crime Plan Priority:** Standing Up for Young People

**Title:** Standing Up for Young People

**Presented by:** Assistant Chief Constable Sarah Boycott

**Purpose of paper**

1. The purpose of this paper is to provide an update to the Strategic Policing and Crime Board on the work undertaken to fulfil sections of the Police and Crime Plan concerned with 'Standing Up for Young People'.

**Background**

2. The April 2017 SPCB *Standing Up For Young People* paper provided background to the West Midlands Police (WMP) Children and Young People Strategy (CYP). This paper provides an update on specific areas of policing activity concerning young people.
  - Young People in the Criminal Justice System and Youth Justice in light of the Taylor Report<sup>1</sup>
  - Update on WMP Offender Management Teams
  - Fairness in Policing – Youth Engagement
  - The Princes Trust Programme and other Community Based Projects
  - WMP2020 Digital Offer for Young People
  - Voice of the Child
  - Tackling Gangs and Preventing Youth Violence

<sup>1</sup> Taylor,C.(2016) *Review of the Youth Justice System in England and Wales*. London:Ministry of Justice

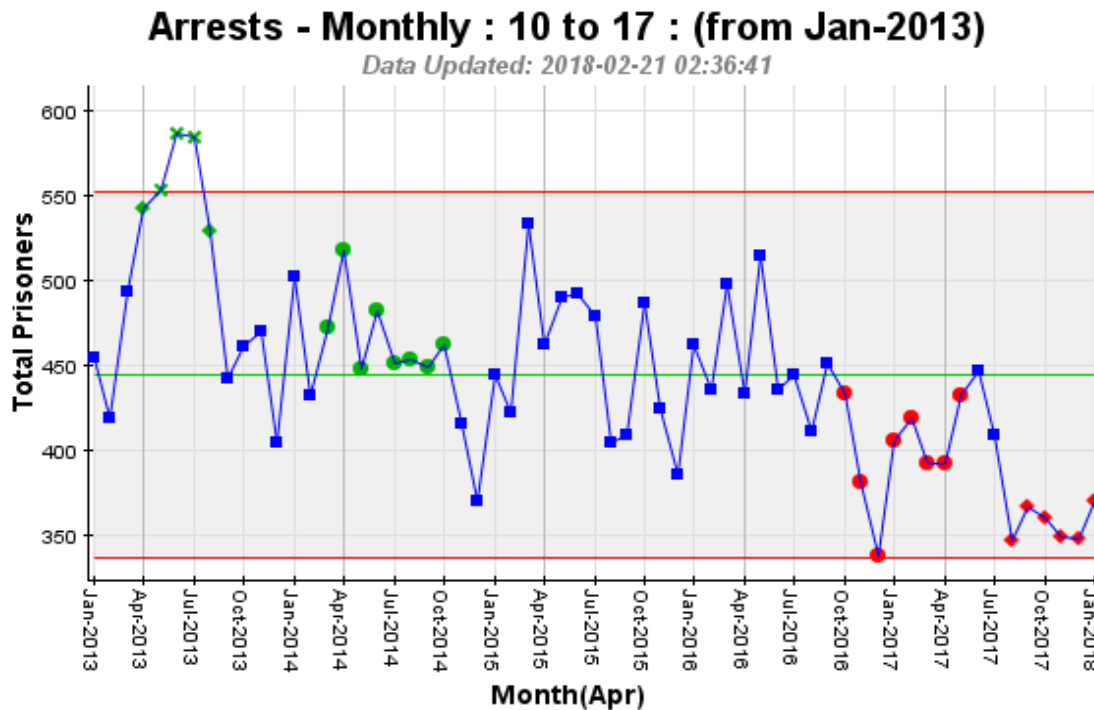
3. The CYP Strategy expanded the definition of a young person to include the 18-24 year age range, as academic research suggests this age range is still a key stage of development for the brain (independence is gained, socialising activity increases and experimentation with drugs, alcohol and sexual relationships takes place). This coincides with a time when young people are most likely to come into contact with the police.
4. For these reasons the WMP approach to children and young people (in accordance with the national strategy) now includes everybody up to and including the age of 24 years, but split into three distinct groups:
  - Under 10 – below the age of criminal responsibility
  - 10-17 years of age – subject to the majority of legislation aimed at young people and includes custody provision and Youth Courts
  - 18-24 years of age – transition to young adults
5. The strategy identifies five key statements of principle that underpin how WMP should provide a universal and consistent approach to young people:
  - Treat children first and foremost as children
  - See children as victims first and offenders second
  - Listen to the voices and needs of children and young people
  - Ensure every interaction with a child or young person builds trust
  - Work with partners and communities to protect children and young people from harm.

### **Young People in the Criminal Justice System and Youth Justice in light of the Taylor Report**

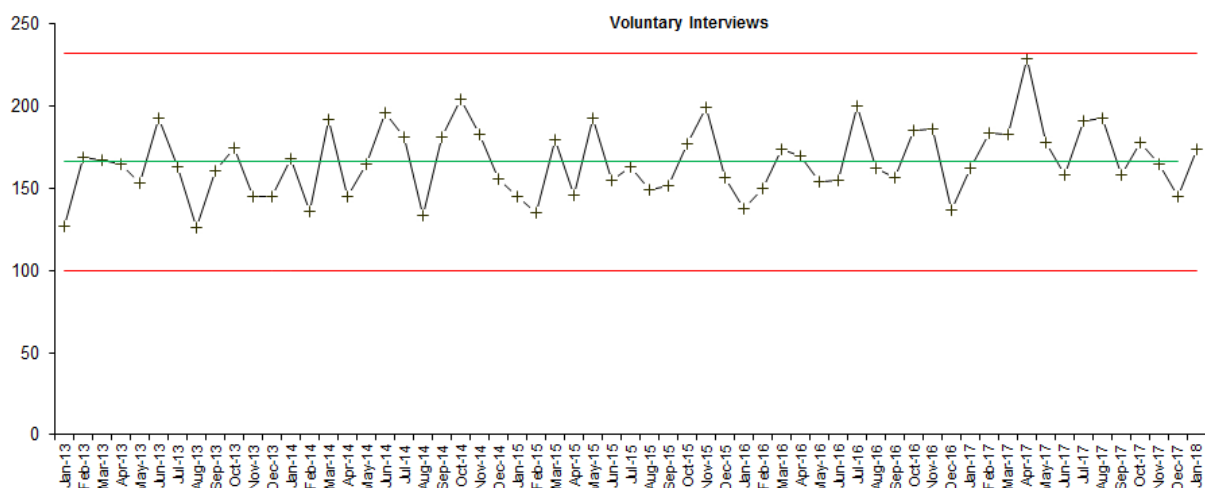
6. In December 2016 the Ministry of Justice published the Taylor Review which examined the effectiveness of the Youth Justice System across England and Wales. Taylor's report concentrated on the longer term custodial treatment and needs of young people including addressing educational and medical requirements with an aim to reducing reoffending. The main points relevant to the police service are:
  - The police should see under 18s as children first and offenders second
  - The police should avoid bringing children into police stations if at all possible
  - Children should only be arrested and detained in police custody where absolutely necessary and for the shortest possible period of time
  - Alternatives such as home or school visits, voluntary attendance interviews or bailing children should always be considered
7. WMP has seen a reduction in the number of children brought into custody over the last five years. Training, awareness, voluntary interviews and the use of out of Community Resolutions have all contributed to this reduction. The emphasis on alternatives to

custody has been reinforced by the changes to the Police and Criminal Evidence Act (PACE), which introduced a 'necessity to arrest' criteria.

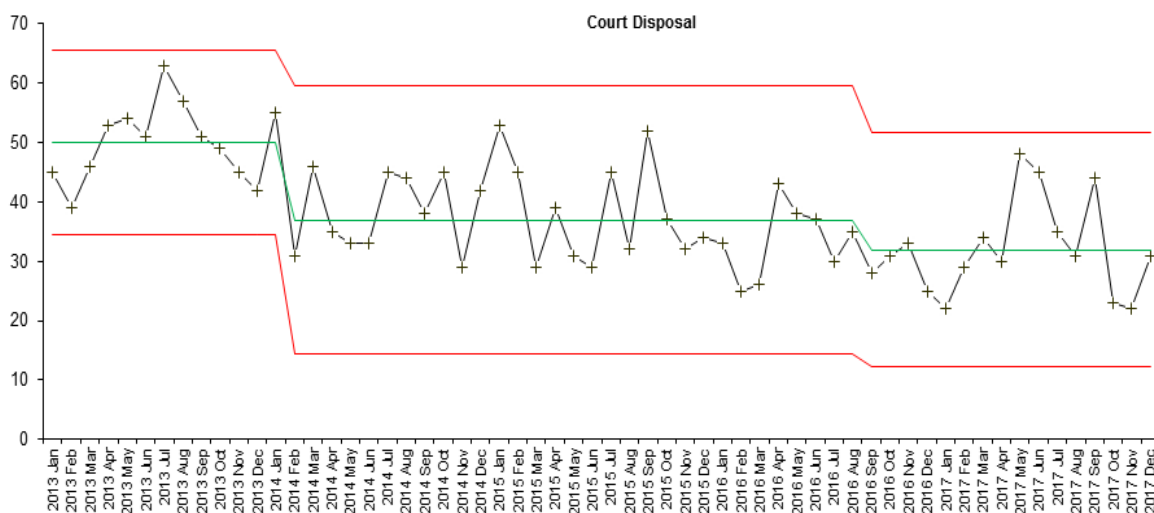
- The following graph shows a substantial reduction in the amount of young people brought into police custody over the last five years.



- The following graph shows a slight average increase in the amount of young people interviewed voluntarily (as opposed to being arrested). All other cases will have been dealt with outside of police stations (at school or home address).



- There are occasions where young people are charged with offences and the circumstances are such that their continued detention is required, to be put before the next available court (this will include the most serious offences of homicide, serious assaults, firearms, robbery, serious sexual offences). The below graph shows an average reduction in the number of young people remanded in custody after charge.



11. When a young person is remanded in custody post charge, a subsequent transfer to Local Authority care is legislated by both S38(6) (PACE) and S21 Children Act 1989. Unfortunately on most occasions where such a transfer is required, it does not occur due to a lack of suitable facilities available to the Local Authority and the individual remains in police custody.
12. The below table shows the number of young people charged and remanded within WMP during the period of April 2017 to December 2017 and their subsequent accommodation pending appearance at court. Where the offence or circumstances mean the young person poses a serious threat to the community, secure local authority accommodation is required.

	Apr-17	May-17	Jun-17	Jul-17	Aug-17	Sep-17	Oct-17	Nov-17	Dec-17
<b>Remanded after charge</b>	22	43	41	32	27	40	20	20	28
<b>Local Auth. beds needed</b>	18	32	33	23	17	33	18	17	23
<b>Requested-Pace</b>	13	9	10	6	9	19	7	4	11
<b>Granted-Pace</b>	2	2	1	2	2	4	0	2	1
<b>Requested-Secure</b>	5	22	21	17	8	14	11	11	12
<b>Granted-Secure</b>	0	1	0	0	0	1	3	2	1

13. The Taylor review recommended that children should not be held in custody for longer than six hours, unless the seriousness and complexity of the case requires it. WMP has seen the number of young people arrested reduce significantly over the last five years, with the reductions mainly around lower level offences. This means the remaining arrests are likely to be classed as serious or complex and therefore will require a more in depth investigation. On average, young people are held in custody for consistently less time than adults, despite often having complex needs and the requirement for an Appropriate Adult.

	Dec-16	Jan-17	Feb-17	Mar-17	Apr-17	May-17	Jun-17	Jul-17	Aug-17	Sep-17	Oct-17	Nov-17	Dec-17	Jan-18
<b>Average Young Person Detention</b>	11:18	10:44	11:19	11:44	14:35	14:16	11:45	13:57	12:37	13:25	11:05	12:38	13:27	14:14
<b>Average Adult Detention</b>	15:30	14:05	14:34	14:53	16:32	16:18	16:52	17:05	16:03	16:49	16:16	16:40	16:15	16:40

14. All custody staff receive in depth training prior to commencement of their role within the organisation, which includes legislation and policy. In addition to this, specific training is provided on risk assessments of detained people, in particular those that may be the most vulnerable, including young people.

#### **Update on WMP Offender Management Teams**

15. The Taylor Review states there should be widespread recognition from the police and the courts that youth offending should be dealt with at the lowest possible level, avoiding the unnecessary escalation that will bring children further into the system and damage their life prospects.
16. WMP work closely with the Youth Offending Service (YOS) to divert young people from the Criminal Justice System wherever possible. Processes are in place to ensure that all but the most minor of offences are referred to the Youth Offending Team (YOT) for assessment prior to any disposal decision. The young person is offered support and/or diversionary inputs tailored to their circumstances and offending behaviour.
17. There are 5 core themes to Youth Offender Management:
- Intelligence and information sharing
  - Early intervention and prevention
  - Youth caution and youth conditional caution delivery
  - Offender management
  - Partnership working
18. The Youth Crime Officer (YCO) role is a statutory function that is underpinned by legislation to deliver and manage out of court disposals (OOCs) and has been part of local offender management teams for some time.
19. The Youth Offender Manager (YOM) is a new role within offender management. The YOM role is unique to WMP and has been created to support the WMP2020 change programme vision on intervention and prevention, addressing Adverse Childhood Experiences (ACE's) and ensuring there is an appropriate information exchange amongst partner agencies. The role came into being from November 2016.
20. The WMP Efficiency and Effectiveness thematic review of Youth Crime between August-December 2017 undertook examination of youth functions within the policing model, namely YCO and YOM roles and latterly the Young Person's Officer (YPO) role. The findings of the review identified that a more consistent approach would bring opportunities for efficiency and effectiveness through a standardised pathway offer regarding child criminality, exploitation and vulnerability, CSE, Multi-Agency Public

Protection Arrangements (MAAPA) (Violence and Sexual), Organised Crime Gangs and Urban Street Gangs. The following recommendations were made to the panel, which provides an efficiency saving of £292,000:

- The current levels of YCO's were to remain
- De-establish 6 of the 22 YOM posts
- Revise the roles for the 9 YPO's with a focus on approved schools and school panels.

21. The panel also recommended that WMP develop the Youth Strategy with closer links into the work of the OPCC and forthcoming legislative changes and processes, to create a governance structure and a performance framework, which includes evidenced based outcomes

### **Princes Trust Update**

22. WMP have a unique partnership with the Princes Trust and four local colleges in that they are the only police service in the country to deliver the 12 week team programme from police stations using WMP staff as team leaders.

23. There are currently nine schemes running, each delivering three courses per year. WMP staffing includes seven Neighbourhood Policing Unit (NPU) constable posts and 11 PCSO posts as delivery officers, in addition to one Central Integrated Offender Management (IOM) constable co-ordinator. The 'cost of crime' data savings after staff cost deduction highlight a potential saving of £1.2m per year to the Criminal Justice System. On average there are 10 young people that finish each course meaning about 270 young people are positively influenced a year with offenders making up 36% of the cohorts. 22% of all those taking part are referred onto the programmes by the police and nearly a third of all cohorts are from self-referrals. 33% of those who completed the course went into employment and 31% went into training or apprenticeship.

24. Following the Efficiency and Effectiveness Review, a number of recommendations were made:

- To reduce the team programme to five courses across the WMP area
- Formal governance to be via the Youth Crime Senior Responsible Officer
- Re-alignment of course delivery from Neighbourhood Teams to local Offender Management Units. This will enhance line management and bring a wide range of WMP youth crime intervention options under the same section to improve effectiveness
- Future cohorts should be consistently 50% offenders/ex-offenders with the other 50% vulnerable people or victims of crime.
- Remove all constable posts making delivery by PSCO posts only. Discontinue the Central IOM Constable Co-ordinator role, releasing eight constables and one PSCO post.

25. The increase in the balance offenders/ex-offenders onto the cohorts ensures the benefits from the programme are enhanced even though the resourcing costs are reduced. The Princes Trust Team Programme will be subject to an evaluation of the benefits of the new model and discussions are taking place with the Princes Trust to design the parameters and measures.
26. The new implementation model is being designed with the assistance of Princes Trust managers and will commence in September 2018, ensuring WMP will continue to support the programme for this academic year.
27. The new governance will also facilitate arrangements to be developed to access the other eight programmes the Princes Trust run so that WMP can refer young people and positively influence more lives.

### **Community Based Projects**

28. There are a number of engagement projects that have recently been supported by the Active Citizens Fund, which are directed at young people. These have been low cost but have had and continue to have great positive influence on the lives of young people in the West Midlands area and remain an excellent tool for developing effective relationships between the police service and parts of the community where engagement has traditionally been more challenging. The below information provides examples on some of the most valuable schemes currently active across the Birmingham area.
29. **Alum Rock Community Club** - a football club which engages with young people to guide them towards a more positive lifestyle and is designed to help with drug issues and low self-esteem, working with children and their parents to build bridges. This scheme has been running for several years.
30. **Hope United, Weoley Castle** - a sports based project and has been supported to specifically engage with young people facing exclusion from school, poverty and those who are involved in anti-social behaviour. This project has been running for over 2 years, providing young people who attend the opportunity to engage with positive role models.
31. **RE Build It, Erdington** - a bespoke woodwork sessions for 16-25 year olds. The scheme uses experienced volunteers to teach young people useful skills to recycle unwanted pieces of furniture which are then sold on with the aim of making the project self-funding. The aim of this project is to increase the skill base young people have to draw on when considering employment, as well as building confidence.
32. **Young Women's Empowerment Group, Birmingham** - a scheme designed to engage with young women at risk from grooming from gangs, offering them a safe place to go to for support and friendship and to learn a hobby to occupy their time. Community leaders, the police service, churches and schools all actively signpost into this project.

33. **School of Hard Knocks, Moseley Rugby Club** - a 10 week coaching programme for young people in danger of re-offending, to help re-focus their lives. Attendees are referred to the project by local police officers, where they use rugby to improve skills around respect, teamwork and socialisation.
34. **Silent Victims on the Outside, West Midlands** - the aim of this project is to support families of young people in prison in understanding the processes and assist them in coping with this period in their lives. The scheme raises awareness of the impact of going to prison and uses coaching methods to deter young people from continuing in criminal activities on their release.

### **Fairness in Policing - Youth Engagement**

35. Fairness in Policing (FIP) aims to generate meaningful youth engagement across the West Midlands area. The approach has been heavily influenced by findings from the first Youth Fairness Survey undertaken in early 2017. This particular survey, which was a first of its kind, was largely Birmingham centric and elicited the views of 4000 young people in relation to their perceptions of police fairness associated with police contact, expectations of how interactions and contact should be conducted, how young people could be involved in policing and their perceptions of police legitimacy.

#### Youth Fairness Survey

36. In addition to capturing the youth 'voice' through the development and management of Youth Community Reference Groups, Fairness in Policing are coordinating a further police youth fairness survey. This is due to be launched in the next couple of weeks and will extend across those schools, colleges of further education and higher education institutions outside of Birmingham to obtain a force wide baseline position of perceptions of procedural fairness in policing, expectations of interactions involving a police officer or member of staff and perceptions of police legitimacy.

#### Youth Community Reference Groups

37. Fairness in Policing currently has seven Youth Community Reference Groups (YCRG) that meet once a term (started September 2017).

Youth Group	Area	Age	No. in Group	Ethnicity/Gender
Holte Academy	Lozells	13-16	10	Mixed
Gracelands Academy	Solihull	13-16	12	Mixed
Gracelands Academy	Solihull	16-18	7	Mixed
Tile Cross Academy	Bordesley Green	13-16	12	Mixed
Walsall Studio School	Walsall	13-17	12	Mixed
Calvary Youth	Aston	13-10	14	African Caribbean
Birmingham University	Edgbaston	19-20	23	Mixed



38. The purpose of the Youth Community Reference Groups (YCRG) is to build a new set of relationships with young people, generate dialogue, provide young people with the confidence to give an informed view and voice on policing methods and approaches and most importantly their views on police legitimacy and the approaches, methods and ways in which levels of police legitimacy can be improved moving forward.
39. Young people voluntarily agree to participate in the discussions. A single trained police facilitator coordinates and acts as the WMP interface with each group supported by a representative from the local neighbourhood policing team or partnerships engagement officer. This ensures consistency in terms of delivery, messages and setting and managing expectations. Three of the reference groups constitute young people from the black community. This is extremely important as surveying has illustrated that perceptions of police legitimacy are lowest amongst this ethnic group and age range.
  - The target age range: 13-21yrs
  - Area targeted to date: Aston, Lozells, Solihull, Bordesley Green, Edgbaston and Walsall
40. WMP is currently working with a 40 strong cohort of criminology students at Birmingham University who have had an introduction to Fairness in Policing and who are presenting responses to the challenge of changing perceptions in March 2018. WMP will be expanding to Wolverhampton University, Birmingham Central University, Coventry University and Aston University.
41. As engagement grows and perceptions are understood, the data collated and analysed in the baseline survey will be used alongside other methods of engagement to inform thinking in respect of engagement, service delivery, learning and development, by capturing and using the voice of young people in future service design and delivery. Participants will be re-surveyed at 12 month intervals to establish whether perceptions change over time.
42. The ambition associated with this youth engagement activity is to generate and capture the voice of young people, harness and use the important perspectives and contributions that they can offer to policing and also challenge and change the perception of young people toward the police. Fundamentally, this investment in engagement is focused on building public legitimacy by integrating youth 'voice' into future service design and delivery.

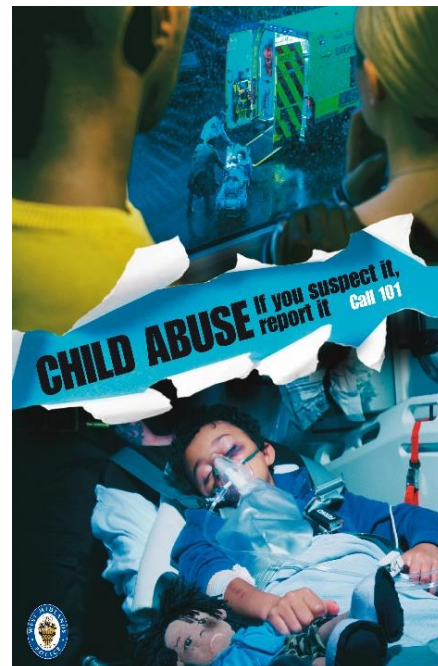
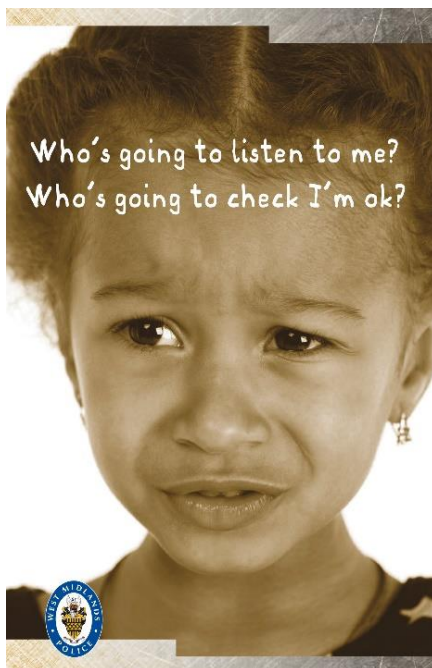
#### **WMP2020 Digital Offer for Young People**

43. Part of the WMP2020 programme vision was to enhance the citizen's digital experience and establish new ways for WMP to communicate and connect with the public. Local surveying has demonstrated increased public appetite to communicate with WMP over a wide range of digital channels. This expectation is particularly true of the younger generation. Due to data protection laws, WMP are not able to capture the volume of those under the age of 18 years visiting the website.

44. In 2017, in response to this demand, WMP released a new website and portal with a number of new features, including capability for the public to report some crime types on-line and to digitally track the ongoing progress of their cases. There is also the ability to upload digital evidence, such as photographs and CCTV in a seamless way and to sign a witness statement digitally through their on-line account. Because of the need to assess the potential for vulnerability in reports of crime made by those under 18 years of age, young people cannot currently make reports via the online platform. However, there is work ongoing to revisit the principles of the threat and harm risk assessment which forms part of any report to consider whether these can be applied safely to those aged 16 years and over. This desire appears realistic as other police forces that provide an online reporting facility do not have age restrictions.
45. The next phase of the programme involves the further development of the web site through the provision of additional online services, the introduction of a webchat option and to more widely market it to targeted groups, particularly young people, to encourage greater digital engagement.
46. Another digital service delivered through the WMP2020 programme is the WMNow social media application. WMNow is part of a wider approach to transform the way WMP listen and engage with the public. This platform enables WMP to learn and work with people of all ages who are active in our communities and allows local officers to target messages to specific areas and locations and members of the public to select the type of messages they would like to receive. There is currently work ongoing to increase the volume of young people signed up to this platform, with over 1650 under 18's registered.
47. WMP use a number of different social media channels to keep in touch with young people. Whilst Facebook and Twitter are used, there is currently a migration to visual content platforms such as Snapchat and Instagram to engage with young people in the region. Recognising the younger generation use #hashtags to search and access content, WMP post content using relevant #hashtags to reach out to a wider and younger audience and not just those who follow the WMP accounts.
48. Snapchat has a much younger audience and is key for campaigns aimed at children and young teenagers, for example CSE awareness day and Safer Internet Day. News stories which are relevant to young teens and tweens are shared on Snapchat as is other content such as missing appeals, the winning road sign designs drawn by Coventry schoolchildren, gifs and CSE awareness gifs.
49. Instagram Stories, a platform that mimics the Snapchat model, has exploded in popularity. It has the option to go 'live' and WMP have used this alongside Facebook Live with the Central Motorway Police Group (CMPG) and National Police Air Support (NPAS). This platform is regularly updated with fun and engaging videos and has been used in the past for Pride and Crufts.
50. Moving forward, WMP is working with young people who may be interested in 'taking over' the regularly used platforms and deliver content on specific topics, for example road safety and knife crime.

## **Voice of the Child**

51. Voice of the Child (VOC) is a growing thematic initially used in family law, but has now been incorporated into general safeguarding by a number of agencies. Over recent years WMP has focused both internal training and external awareness on the need to consider the VOC. Officers and staff are encouraged to consider the 'lived experience' of the child or young person when they come across them in a variety of environments and locations. WMP stress listening to what children are saying and importantly what they are not saying to ensure that we take the most appropriate action. We show our understanding of the child in our records and share that we work with partners to protect and prevent harm to children.
52. 'Sentinel' is a long term police initiative that was implemented in 2013 to raise awareness of hidden crime, including VOC. Feedback confirms that Sentinel is now embedded locally and nationally and is recognised as a brand in its own right in relation to hidden crime. The initiative is aimed at enhancing the service provided by WMP and its partners to victims across the force area, who remain hidden and silent for a number of reasons.
53. Sentinel has given particular focus during planned periods to the following hidden crimes: Domestic Abuse, Child Abuse, Child Sexual Exploitation, Modern Slavery, Human Trafficking, Forced Marriage, Honour Based Abuse and Female Genital Mutilation.
54. Within Sentinel, force departments and NPUs have developed their own programme of training and plans to improve officer's recognition of VOC in their actions and decisions. Child Abuse Investigators receive bespoke training and accreditation to allow them to conduct their role, which is supported by annual development days, joint partnership training and inputs to ensure practitioners are informed of updates and to improve consistency of service.
55. The 2017 Sentinel evaluation relating to VOC, found the majority of incidents were rated as good or adequate and that there had been an increase in the proportion of incidents which mention VOC and where a child was spoken to. The HMIC inspection also highlighted there is good awareness of VOC, although WMP needed to continue to monitor, raise awareness and share learning around VOC.
56. Corporate Communications have created several packages and campaigns to raise awareness. An ongoing campaign is the internal and external poster campaign, designed to be highly impactful using physical posters and links via a variety of social media outlets.



57. WMP now has a network of over 250 *CSE Ambassadors*. The scheme was launched in December 2017 and focussed on getting staff to listen to and understand the VOC. The event included inputs from Phillipa Cresswell (regional CSE coordinator), the Children's Society (how best to communicate with young people) and Sammy Woodhouse, who is a survivor of CSE from Rotherham. The marketing for CSE Ambassadors has ensured there are trained staff across all departments and neighbourhoods, including police officers and police staff. Ambassadors have already delivered local inputs and developed contacts in schools and support local initiatives.
58. In February 2018, CSE Ambassador Caroline Miller (HR Advisor as a day job) joined the 'lock up event' at the old custody block museum, Steelhouse Lane. Caroline seized the opportunity of having 700 visitors 'in custody' to provide information and advice to parents and children on a number of CSE related matters, including online safety.

Further examples of VOC being adopted by WMP staff and the community

Project Artemis (Coventry) #HEARMYVOICE is a project that was trialled in Foleshill, Coventry by Neighbourhood Policing Team officers, to raise awareness of CSE and to provide inputs on internet safety, sexual health, sport and diet to selected young females within the community. At risk and vulnerable young people are identified by the neighbourhood team and approached to take part in these sessions. The project has been very successful in building relationships with young people and police/partner agencies in the Coventry area.

59. Delves Neighbourhood Team initiative (Walsall) #iMatterWalsall has involved £1million being awarded to Palfrey over 10 years to create a better place to live. Residents are working together and with the Delves Neighbourhood Team to create a two year plan, which includes tackling CSE. As part of the initiative the local neighbourhood team is working with a survivor of CSE and abuse, delivering inputs and raising awareness across local schools.
60. WMP Digital PCSO (Sean Long), is helping to keep young people safe online. Sean's Digital persona is run from a corporate Twitter account where he shares internet safety advice. Sean is also responsible for providing presentations on cyber security which include VOC and shares information with parents and carers to help keep young people safe online. @WMPDigitalPCSO.
61. Project Caireen involves staff from the Counter Terrorism Unit and the Public Protection Unit working with partners from Social Care to develop a safeguarding approach to domestic extremism. The development of the guidance recognises the impact of domestic extremism on families and children and sets out good practice to safeguarding.

### **Tackling Gangs and Preventing Youth Violence**

62. The Force CID Prevent Ambition Plan aims to work in partnership to prevent people entering a gang lifestyle or engaging in organised crime. The Prevent Strategy consists of six elements:
  - Tactical/Operational Leadership
  - Early Intervention
  - Vulnerable Locations and Individuals
  - Education, Training and Employment
  - Knife Crime
  - Partnership and Collaboration
63. WMP has secured a number of successful prosecutions, Gang Injunctions, Serious Crime Prevention Orders (SCPO) and Criminal Behaviour Orders (CBO) to tackle gang criminality and antisocial behaviour. However, removing gang members often leaves a void that is filled by other young people, who often do not have any previous criminal behaviour. It is important that WMP work with partners, 3rd sector

organisations and the community to prevent these young people being tempted into gangs in the first place.

#### Operation Halting and Operation Westwork

64. These operations were put in place to get 'upstream' in identifying siblings (and family members) of nominals who had been given criminal sentences or civil injunctions. Engagement with the siblings and families had mixed responses, but a number signed up to receive extra support from WMP and partners, to provide them with the knowledge, skills and training to be successful outside of the gang lifestyle. A number of these young people completed Princes Trust courses and entered further education and/or employment.

#### Operation Hirono

65. Operation Hirono is similar to the above operations, but specifically concentrates on vulnerable young females (who may or may not have a criminal background), who often get caught up in the gang lifestyle. Referrals come from a number of sources and the operation aims to provide the females with the knowledge and means to remove themselves from the gang lifestyle and the risks associated with it.

#### Operation Jigsaw

66. Operation Jigsaw is a randomised control study involving WMP and Cambridge University, aimed at supporting those identified as being involved in crime with exiting that lifestyle and offering support into employment and/or education. The two year trial ends in August 2018 and early results show the police cohort are 57% less likely to commit offences than the control group.

#### Test Purchasing

67. Working in conjunction with Trading Standards, Force CID Prevent Team use 'test purchasing' for the sale of knives to young people (under 18). As part of the recent week of action involving Operation Sceptre (national knife crime awareness campaign), a number of small and large retailers were targeted with mixed results. Those that sold to young people were given warnings and advice, followed by further visits to ensure compliance.
68. Preventing young people being either victims or perpetrators of crime remains one of the key priorities for WMP (and partners). There is a growing evidence base that supports intervention and prevention at an early age (or key stage in development), to maximise opportunities for young people and therefor reducing the risk of them turning (or being led) into crime.

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