

Review: Emerging trauma and poverty informed strategies among police and crime commissioners





Acknowledgements

This review has been written by Burcu Borysik.

Thanks to the members of the New Generation Policing Advisory Board for sharing their expertise and contributing to this report: Chief Constable Mark Collins, Chief Constable Andy Rhodes, HMI Wendy Williams, Prof. Kieran McCartan, Prof. Huw Williams Dr Eamonn O'Moore, Neena Samota and Myron Rogers.

Particular thanks to Elsa Corry-Roake and Nathan Dick for their comments on earlier drafts.

About Revolving Doors Agency

Revolving Doors Agency is a national charity that aims to change systems and improve services for people 'in the revolving door' – people who come into repeat contact with the criminal justice system due to multiple unmet needs such as mental ill-health, substance misuse, homelessness, poverty and other traumatic life events.

We work to create a smarter criminal justice system that makes the revolving door avoidable and escapable. We do this by working alongside national and local decision-makers. We combine lived experience insight, robust research, and system knowledge to create policy and practice solutions that work.



Introduction

This review assesses how Police and Crime Commissioners (PCCs) are planning to, or are practically addressing, poverty and trauma in the local criminal justice system landscape; focussing on how that work supports young adults at risk of entering the revolving door of crisis and crime.

People in the revolving door are characterised by repeat low-level, non-violent offences, such as theft and minor drug offences, which are driven by multiple unmet needs, including mental ill health, problematic substance use, homelessness and domestic abuse. Their health, care and offending-related needs go hand in hand with trauma, persistent poverty, long-term unemployment, and social exclusion. Evidenceⁱ shows that these offences are driven by persistent poverty and profound trauma.

We have previously published a reviewⁱⁱ of all Police and Crime Plans across England and Wales which explored how PCCs address the issue of people trapped in the 'revolving door', who as a result of homelessness, poor mental health and substance misuse, come into repeated contact with police and courts, and how they support young adults to grow out of crime. We also recognise that racism and discrimination pull people into the Criminal Justice System, but this review does not look at those issues. The Black Training and Enterprise Group published the first Race Equality Audit of Police and Crime Plansⁱⁱⁱ, which highlighted that three quarters of police and crime plans lack any reference to race equality or improving outcomes for people from Black, Asian and Minority Ethnic communities.



Methodology

The review took a three-pronged approach:

- **Desktop review:** The primary source of this review is the most recent Police and Crime Plans for each PCC the principal document that sets out for the public what PCCs are prioritising in their areas. As part of our desktop review, we tried to incorporate, as much as possible, any publicly available information, including meeting notes of Community Safety Partnerships, interviews with local newspapers, and news releases on PCC websites to get an overview of activities in this area.
- **Survey:** We contacted each PCC's office to fill out a short survey to share their strategic activities, to address the combined impact of poverty and trauma, to break the cycle of crisis and crime. This was done to give PCCs and their office an opportunity to comment on the activities which may not be referred to in the published Police and Crime Plan or other publicly available information.
- Interviews: We interviewed staff at 20 PCC offices in the development of this review.

Key findings

- Trauma is increasingly recognised as a key issue for victims: Across the country
 police and crime plans demonstrate an increasing recognition of the trauma victims of
 crime experience and make commitments to provide good quality support for victims of
 crime. Encouragingly, the victim support strategies developed by PCCs demonstrate a
 clear understanding of the traumatic impact of domestic violence on women and
 children.
- There is a great divide between victims and offenders: There is a great divide between PCCs' victim support strategies and reducing reoffending strategies, with little or no recognition of the links between victimisation and offending/reoffending. There appears to be a discrepancy in how PCCs plan to support people who present only as victims and people who present as victims and offenders. However, there are



exceptions, and interestingly these are all areas with a well-established women's centres: Avon and Somerset, Greater Manchester, MOPAC, Norfolk and Nottinghamshire.

- wultiple needs: The Fulfilling Lives programme and the Making Every Adult Matter partnerships that aim to improve support available for people who experience multiple disadvantage have a tangible local impact on the recognition of complex trauma as a key contributing factor that brings people into the revolving door. We found emerging good practice supported by the Police and Crime Commissioners of Avon and Somerset, Cambridgeshire, Surrey and Nottinghamshire. However, it is important to note that these programmes are designed to support all adults, and their reach to people aged 18-24 can be limited. For example, a recent evaluation of Fulfilling Lives programme found that less than 7% of all people in the programme are aged between 16-24.
- Adverse Childhood Experiences (ACEs) is a growing area of interest: We found five PCC's (Cleveland, Greater Manchester, Merseyside, South Yorkshire and MOPAC) police and crime plans include specific commitments to address ACEs as part of their ambition to reduce the level of first-time entrants in the criminal justice system. However, it is not clear how an adversity-informed framework will support children and young adults who have already had multiple contacts with police.
- Adversity-informed practice does not reach beyond children: There is some
 evidence that ACE- informed practice is developing in a handful of local areas, including
 Dorset, Hampshire, Lancashire, Northumbria, and Staffordshire. However, the practice
 is currently focused on generalist support for children, rather than children in the
 criminal justice system or young people transitioning into adulthood.
- Youth violence is dominating policing concerns: The recent Home Office Early Intervention Youth Fund is making a difference in acknowledging the link between trauma and economic disadvantage and serious crimes. The PCCs for who were awarded the Home Office Early Intervention Youth Fund to develop partnerships to

¹ Avon and Somerset, Cambridgeshire, Cleveland, Derbyshire, Devon and Cornwall, Essex, Gloucestershire, Greater Manchester, Hampshire, Lancashire, Merseyside, MOPAC, Norfolk,

prevent and tackle serious violence and there is emerging good practice in these areas. However, these initiatives have not yet translated into diversionary activity or tailored support for young adults who are entering the revolving door, i.e. those who commit repeated low-level, non-violent offences.

- The link between crime and poverty is often overlooked: Only six police and crime plans (Cleveland, Greater Manchester, Humberside, Lancashire, North Yorkshire and MOPAC) explore the relationship between poverty and crime. This group of PCCs report on inequalities in education and employment opportunities, inequalities in income (particularly in-work poverty), deprivation and housing density, and consequently inequities in health as contributing to involvement in the criminal justice system, higher rates of offending, and higher rates of victimization; not just at the individual level but also for neighbourhoods. The police and crime plan for Lancashire is particularly interesting in the way it assesses need both in terms of income and ethnic inequalities.
- Place-based assessments are rare: In Cheshire, we found an example of place-based assessment of multiple indices of deprivation, crime and victimisation. The PCC for Cheshire does not refer to this strategy in their police and crime plan, however the Pan-Cheshire Crime and Disorder Strategy^{vi} (which acts as a single plan for PCC, local authority leaders and Community Safety Partners) evaluates the relationship between social and economic disadvantage and crime to inform commissioning activity.

Northamptonshire, Northumbria, Nottinghamshire, South Yorkshire, Suffolk, Sussex, Thames Valley, West Midlands and West Yorkshire

Emerging trauma informed practice in the CJS

WEST MIDLANDS

sentenced to custody.

AVON AND SOMERSET

the cycle of crisis and crime.

LANCASHIRE **NORTHUMBRIA** The PCC for Lancashire provides grants to The Office of the PCC for Northumbria works closely with Health and Wellbeing schemes that aim to support previous Board and the Police to address the impact of Adverse Childhood Experiences. offenders and work to prevent and reduce This work includes improving mental health pathways to ensure that their mental reoffending. The most recent tender for the health services are trauma informed and all interventions include ACE screening; Commissioner's Reducing Reoffending analysing the impact of school exclusions, crime and other key indicators of high Fund, which closed on 2 December 2019, need on individuals and the wider family. specifically asks providers to demonstrate **NORTHUMBRIA** how they take a prevention-based approach to crime reduction, focus on early action as well as a trauma informed approach. NOTTINGHAMSHIRE The Police and Crime Plan states that: "The changing nature of crime requires different types of support, for example therapeutic DURHAM support services for victims dealing with the impact of trauma, particularly young people and male victims of abuse and **CUMBRIA** CLEVELAND exploitation...The proportion of young offenders with complex **STAFFORDSHIRE** needs and vulnerabilities linked to mental health, substance Staffordshire PCC uses Proceeds of Crime Act and People misuse and family and relationships has increased." Power Fund to implement a prevention and early intervention programme including support for adverse childhood experiences. They use a "Routine Enquiry about Adversity in **NORTH YORKSHIRE** Childhood (REACh)" process which involves systematically asking individuals about traumatic/adverse experiences during routine assessments with a view to responding positively, following any disclosures. The Office of the PCC, in NORTHAMPTONSHIRE conjunction with Stoke-on-Trent City Council and Lancashire The PCC for Northamptonshire has been awarded the Care Foundation Trust, is looking to assist three Staffordshire **LANCASHIRE** Home Office Early Intervention Fund to provide **I HUMBERSIDE** organisations to pilot this approach with their service users. targeted interventions to young people involved in or at WEST YORKSHIRE risk of becoming involved in serious violence, particularly where there is a link to gang involvement. A dedicated resource from within the local careers service GREATER MANCHESTER will provide bespoke support to the cohort to get them into suitable and sustainable post-16 education and MERSEYSIDE SOUTH YORKSHIRE training provision. Youth offending teams in the West Midlands are working beyond current DERBYSHIRE CHESHIRE LINCOLNSHIRE assessment frameworks to explore wider childhood adversities. They are also exploring new ways of working. This includes purchasing resources relating to NOTTINGHAMSHIRE neuropsychology and brain development including a building resilience NORTH WALES informed practice. Others are translating practice into arts based **GREATER LONDON** Police and Crime Plan says: "If we ignore [young therapeutic services and using sport as an intervention. One of the people's] needs as victims then we risk perpetuating fundamental changes some practitioners have made is asking children, 'what STAFFORDSHIRE their offending as they seek to cope, by themselves, has happened to you' rather than 'what have you done'. In some areas this with the trauma of being a victim of crime. Only by has led to a reduction in those children breaching orders and being LEICESTERSHIRE addressing these two in parallel will we be able to help NORFOLK WEST WEST MERCIA CAMBRIDGESHIRE NORTHAMPTONSHIRE SUFFOLK WARWICKSHIRE **KENT** DYFED-POWYS As part of the Community Safety and Criminal Justice The PCC for Avon and Somerset brought together the BEDFORDSHIRE Plan, the PCC for Kent makes a commitment to provide Integrated Offender Management (IOM) Services and Early more specialist support services for victims presenting Intervention capabilities to embed ethos of IOM at all levels of policing from prevention to reducing harm. Currently the IOM with complex and specialist needs. These services scheme operates as part of Bristol Fulfilling Lives programme, include support for domestic abuse victims. **ESSEX** GLOUCESTERSHIRE HERTFORDSHIRE underrepresented groups, sexual assault victims, or which aims to develop and sustain trauma informed trauma counselling. **GWENT** approaches to support people with multiple needs and break SOUTH WALES THAMES VALLEY GREATER LONDON WILTSHIRE **HAMPSHIRE** A partnership bid to the Home Office Early Intervention Youth Fund, led by SURREY KENT AVON & SOMERSET **HAMPSHIRE** SUSSEX

DORSET

DEVON &

CORNWALL

DORSET

The PCC for Dorset funds the pan-Dorset Tackling Child Sexual Abuse Project, which aims to raise awareness of and improving responses to child sexual abuse. The project also involved developing data to better understand the scope and nature of child sexual abuse locally and the mapping of the service pathways available to support victims and their families.

Focus of intervention

- Youth violence
- **Victims**
- Young people

the PCC for Hampshire has successfully secured funding to provide better support for young people who have experienced Adverse Childhood Experiences (or ACEs) and as a result may be at increased future risk of offending. The project will see 138 professionals trained to be trauma informed and ACE aware, and nine 'Trusted Adult Workers' will be recruited to mentor and support young people (aged 5-17 years) to deal with ACEs. The programme aims to support young people to learn coping strategies and build increased resilience to reduce future crime and victimisation.





Emerging approaches that address social disadvantage among young adults in the CJS

DURHAM

Checkpoint, which is open to those aged 18 or over and living in Durham, offers those eligible an alternative to prosecution. The four-month long offender management programme is tailor-made to the individual. giving them the opportunity to tackle underlying issues such as their mental health, alcohol and drug misuse. It aims to improve the life chances of the participants provides access to health-based interventions.

MERSEYSIDE

Police and Crime Plan reads: "It is a priority to work with schools, youth services, partners and local people to reduce the number of first time entrants into the criminal justice system, as we work together to move individuals away from 'low level' crime and anti-social behaviours and towards more positive futures."

MERSEYSIDE

CHESHIRE

WEST MERCIA

GWENT

AVON & SOMERSET

DORSET

GREATER MANCHESTER

STAFFORDSHIRE

WEST

GLOUCESTERSHIRE

WILTSHIRE

CUMBRIA

NORTHUMBRIA

DURHAM

LANCASHIRE

NORTH WALES

DYFED-

SOUTH WALES

DEVON & CORNWALL

POWYS

NORTH YORKSHIRE

DERBYSHIRE

WARWICKSHIRE

CLEVELAND

minority ethnic backgrounds reside in Preston, Pendle, Burnley and Hyndburn... Lancashire has pockets of severe social HUMBERSIDE and economic deprivation and has 5 of **WEST YORKSHIRE**

NOTTINGHAMSHIRE

LEICESTERSHIRE

NORTHAMPTONSHIRE

THAMES VALLEY

HAMPSHIRE

LINCOLNSHIRE

CAMBRIDGESHIRE

BEDFORDSHIRE

HERTFORDSHIRE

GREATER LONDON

SUSSEX

SURREY

CLEVELAND

Police and Crime Commissioner has a

commitment to implement the deferred

prosecution model to both adults (Cleveland

Divert) and young people (Youth Offending

Triage Service) providing interventions as an

alternative to prosecution. The PCC asserts

that this programme is not 'soft on criminals'

but an evidence based approach to address

the complex causes of offending behaviour

andassist offenders to make better life choices.

the top 50 most deprived areas in England, according to the Index of Multiple Deprivation 2015 (Blackburn with Darwen, Blackpool, Burnley, Hyndburn and Pendle)."

Lancashire Police and Crime Plan reads:

"Three quarters of people from Black and

NORFOLK

ESSEX

KENT

SUFFOLK

LANCASHIRE

GREATER MANCHESTER

North Yorkshire Police and Crime Plan reads: "We will develop

an improved response to the specific needs and vulnerabilities

of communities that are hard to reach, either physically, such as

isolated rural communities, or due to socioeconomic and other

circumstances. North Yorkshire's coastal region covers rural and

towns, Scarborough, Whitby and Filey. Physically isolated on the

deprived communities in North Yorkshire. The public concerns

isolated villages and farms in the North York Moors National

Park, with most of its population centred in its three major

east coast, it has some of the most socio-economically

[in this area] have been identified as drugs, anti-social behaviour, burglary, mental health and police visibility."

> GM Police and Crime Plan reads: "There are some significant inequalities in education and employment opportunities between different parts of the city region...In-work poverty is increasingly prevalent, and more than a quarter of residents rely on tax credits to support their incomes...These disparities within the labour market form one part of a wider picture of inequality, with significant differences between the most affluent and most deprived parts of Greater Manchester's population...Marked disparities between different communities can fuel anti-social and criminal behaviours."

CHESHIRE

The Cheshire Court and Divert Team has the responsibility for the delivery of out of court disposals across Cheshire. The service receives referrals both directly from the police and the court where the service receives referrals both directly from the police and the court where where a young person has appeared but not been previously considered for an out of court disposal. The Pan-Cheshire Strategy held jointly by the PCC and Community Safety Partners, make a commitment to extend the service to young adults, especially when they have additional mental health needs.



GLOUCESTERSHIRE

Children First is a diversion scheme that aims to divert children away from the formal criminal justice system. Its objectives are early intervention, practical and effective partnership working, information sharing, and the progressive replacement of criminalising sanctions with restorative practice approaches in child offender cases. A joint decision-making panel (JDP) consisting of police sergeants, youth support team managers and NHS mental health colleagues accesses information from across the partnership, in order to make informed decisions on sentencing options. The vast majority of cases are dealt with through a Youth Restorative Intervention (YRI) although the JDP are also able to recommend youth cautions or charging where appropriate. The YRI does not attract a criminal record.

DEVON & CORNWALL

The Pathfinder Scheme is an early intervention scheme for low level offenders that are offered a four month contract designed to reduce harm and reoffending, proactively promoting Restorative Justice and encouraging positive action by offenders for the good of their community. The Pathfinder Scheme is an innovative culture change programme that has had significant impact and provides opportunities for further development in diversion.

Focus of intervention

- Strategic commitment to young adults
- Multiple deprivation

THAMES VALLEY

NORTH YORKSHIRE

Reading-wide 'Joining the Dots' project brings together the public, private and charitable sector in order to reduce reoffending by embedding a trauma informed and public health approach to policing. They created a strategic management group of cross-sector partners to to effectively share information, knowledge and data in order to identify vulnerability and opportunity. This includes wide use of data sharing agreements, with a whole family approach to understanding the issues. They capture emerging data from interventions to understand the needs and issues of those most affected, linking with the Reading Troubled Families Programme and the local youth offending services.

GREATER LONDON

crime and vulnerability come together and limit the life chances of the individuals living there, creating a cycle of offending and victimisation." The plan also includes a specific commitment to partnership working to improve outcomes for young adults.

MOPAC Police and Crime Plan reads: "Deprivation,





References

Revolving Doors Agency. 2018. "1,800,000 Opportunities". http://www.revolving-doors.org.uk/file/2317/download?token=cS_ocem7

- "Revolving Doors Agency. 2017. "Spotlight: Review of Police and Crime Commissioner Plans" http://www.revolving-doors.org.uk/blog/under-spotlight-review-police-and-crime-plans
- **BTEG. 2017. "Police and Crime Plans: A Race Audit" https://www.bteg.co.uk/sites/default/files/08%20POLICE%20%20CRIME%20PLANS%2001.7.pdf
- "NEF Consulting.2020. "The final evaluation of the Fulfilling Lives programme" https://changingfuturesbham.co.uk/wp-content/uploads/2020/04/Overall-evaluation-report-FINAL.pdf
- ^v See for example APCC. 2019. 'PCCs Making A Difference: Serious Violence in Focus'. London. APCC https://www.apccs.police.uk/media/1434/pccs-making-a-difference-serious-violence-in-focus-final.pdf
- vi Pan Cheshire Community Safety Strategic Needs Assessment. 2019. https://www.warrington.gov.uk/sites/default/files/2019-09/csna-community-safety-needs-assessment-pan-cheshire-final.pdf



Revolving Doors Agency

South Bank Technopark 90 London Road London SE1 6LN

T 020 7407 0747

E admin@revolving-doors.org.uk

@RevDoors

Revolving Doors. Charity Number: 1030846 Registered in England and Wales No: 2845452