

ANNEX A

THE NEED FOR SECURE ACCOMMODATION IN SCOTLAND

27 June 2003

This paper shows the evidence used to decide the level of increase of the secure estate required in Scotland

The tables in this report show:

Table One: The responses provided by Local Authorities in response to the Executive's request for information in September 2001 and August 2002. The Executive asked Council to number the number of male and female young people they had placed in secure accommodation and the number of young people with "unmet places."

Table Two: Source: Scottish Prison Statistics. This demonstrates the number of young people at 16 and under remanded under an unruly certificate.

Table Three: Source Scottish Prison Statistics: Young People sentenced by the Courts to YOI/Cornton Vale

Table Four: A variety of named sources. This compares the number of admissions to the secure schools with the number of secure authorisations by children's panels. There is also information on the number of young people placed in secure through the courts.

Table Five: Estimates of the geographical distribution of need for secure places, using deprivation and population indicators. This work was prepared by statistical and economics experts in the Executive.

Other information taken into account:

- Contact with all England and Wales secure schools found that seven young people had been placed from Scotland in 2002. This does not include specialist NHS provision in England.

The conclusions that we drew from this data were that:

- In 2001-02, 71 young people could not be found a secure place or were not found eligible by the Chief Social Work Officer, even though authorised by a Panel. Young people spend an average of 16 weeks in secure, we therefore concluded that this suggested the need for a little over 20 places. At peak remand more than 60 young people aged 16 and under who were placed in prison on an unruly certificate, might have benefited from a secure place. These young people spend an average of 33 days in custody, leading us to conclude the need for up to 5 extra places.
- Recent Joint inspection reports have highlighted a correlation between the development of specialised programmes, for sexually aggressive young people, for example, and increased length of stay. This is expected to have an ongoing impact on the availability of secure.
- It is sensible to consider there should be some capacity in the secure estate to provide places in an emergency.

- We aim for young Scottish people to be able to be placed in this country.
- Increasing specialisation of units means that not all places will be fully flexible

Table One - Unmet demand:

Defined by: The Number of young people who were authorised by panels; referred by the courts on remand or on an unruly certificate; or, confirmed by local authorities (reason unspecified) as requiring secure but no place identified

Table One

Local Authority	Secure Authorisations made/continued				Number of Female Places			Number of Male Places			Unmet Places	
	2000/01		1999/00		1999/00	2000/01	2001/02	1999/00	2000/01	2001/02	2000/01	2001/02
	M	F	M	F								
Aberdeen	12	2	15	8	8	9	7	22	11	12	12	13
Aberdeenshire	1	4	2	2	1	4	0	3	1	0	0	2
Angus	3	5	2	5	5	5	4	2	3	1	0	0
Argyll and Bute	0	2	0	2	1	1	1	0	0	0	NR	NR
Borders	1	0	0	0	0	0	0	1	1	1	1	1
Clackmannanshire	3	0	2	0	0	0	0	0	1	0	0	0
Dumfries and Galloway	5	0	4	0	0	0	0	2	3	0	1	1
Dundee	19	8	5	6	0	5	2	0	10	9	0	0
East Ayrshire	10	1	16	5	1	0	0	4	16	0	0	2

(at.01/

East Dumbartonshire	0	0	0	0	0	0	0	11	2	0	0	0
East Lothian	1	0	0	0	0	0	0	5	6	0	0	0
East Renfrewshire	0	0	0	0	0	0	0	0	0	0	NR	NR
Edinburgh	38	17	35	6	0	21	12	23.5	36	21	24	5
2001-02 figures:												
Jan-Sept 02												
11F/16M in own secure												
April 02-Sept.02:												
5M/1F secure outwith City												
Falkirk	6	9	12	5	2	7	3	8	5	9	2	14
Fife	8	2	12	1	1	2	2	8	6	6	0	3
Glasgow	50	8	34	16	16	10	8	29	33	32	18	0
					1999	2000		1999	2000			
Highland	4	0	3	0	2	0	0	1	3	0	0	0
Inverclyde	1	0	3	0	0	0	0	0	0	0	NR	NR
Midlothian	3	4	3	2	0	0	1	0	0	0	2	2
Moray	0	0	1	0	3	1	0	0	0	0	0	0

North Lanarkshire	6	1	9	2	1	2	1	5	3	5	3	3	
North Ayrshire	7	0	5	1	0	0	1	0	0	4	0	7	
Orkney	0	0	0	0	Not sought place in last 5 years			0	0	0	0	0	
Perth and Kinross	1	2	0	3	0	2	3	0	1	1	0	0	
Renfrewshire	2	1	3	2	0	1	1	4	4	5	1	4	
Shetland	0	0	0	0	Not sought place in last 5 years			0	0	0	0	0	
South Ayrshire	0	0	0	1	1		0	2	2	2	2	2	
South Lanarkshire	1	5	0	2	0	2	1	0	3	9	4	4	
Stirling	9	1	2	0	1	1	0	2	4	2	0	8	
W/Dumbartonshire	1	0	4	0	0		0	0	0	0	NR	NR	
West Lothian	10	2	6	2	3	2	0	2	3	0	0	0	
Western Isles	0	0	0	0	Not sought secure place in last 2/3 years			0	0	0	0	0	
Totals										At Sept. 02		70	71

Areas marked NR did not respond

A summary of some of the comments made by local authorities to our August 02 Request:

- On occasions there may have been a few days wait for a place
- In some instances it has not been possible to place .. a small group of young people who have serious mental health problems
- We are being forced to look further afield - north of England and Midlands
- There have been periods when there has been a number of children whose admission...has been delayed
- Occasionally, secure authorisations...are not implemented by the Chief SWO
- Regularly experiences difficulties in obtaining secure placements
- Between October 2000 - 2002..8 young people..where a placement not available. 1 placement in England
- in most occasions (within 10 days) a place has been found

NB: These comments show that the position is not uniform nationally, with some areas experiencing more difficulty than others. Delays in placing young people due to lack of immediate availability does not specifically mean that those areas have requested increased provision or would necessarily support it.

Table Two

Source: Prison Statistics Scotland: Young People 16 and under: Unruly Certificate Remands

Age	1996	1997	1998	1999	2000
Total	64	47	32	14	17
14	9	10	3	1	4
15	37	31	16	8	10
16	18	6	3	5	3

Table Three

Source: Prison Statistics Scotland: Young People Sentenced to Prison/YOI

Age	1996	1997	1998	1999	2000
Under 16	4	3	7	3	1
16	226	196	199	164	86 (prov.)
Girls	0	0	0	0	0

Table Four

Young People in Secure or authorised for Secure

	1996-7	1997-98	1998-99	1999 -00	2000-01	2001-02
The Number of Secure Authorisations Source: SCRA Annual Report 2001-02	250	313	306	200	294	Not Available
The Number of secure admissions (includes all children, regardless of source of placement) Source: Scottish Executive Annual Statistics: Young People in Residential Schools	244	264	265	264	218	230
The number placed in secure through the courts (This does not cover those placed on remand) Source: Scottish Executive Justice Department	28 (1996)	23 (1997)	16 (1998)	18 (1999)	16 (2000)	15 (2001)

Geographical distribution of additional Secure Accommodation places

- The evidence used here to determine geographical distribution of secure accommodation places can only provide an indicative allocation as many other factors will also influence demand and supply. As such, this analysis of the need for secure accommodation across Scotland is, by its nature, a broad-brush exercise. To facilitate this work, Scotland has been divided into 4 broad regions. The geographical regions chosen in part reflect the geography/population distribution in Scotland. However, the current distribution of secure accommodation places has also been taken into account. The regions (with secure accommodation units shown in brackets) are:
- North/North-East (Rossie): Aberdeen City, Aberdeenshire, Moray, Angus, Highland, Orkney, Shetland and Eilean Siar.
- Central (The Elms): Falkirk, Stirling, Clackmannanshire, Fife, Perth and Kinross and Dundee. Perth and Kinross is also identified to use Rossie School
- Edinburgh/Lothians (St. Katherine/Howdenhall): East and West Lothian, Midlothian, Edinburgh City, Scottish Borders
- Greater Glasgow/South-West (St. Mary's Kenmure + Kerelaw): East and West Dunbartonshire, Glasgow City, East Renfrewshire, Renfrewshire, Argyll & Bute, Inverclyde, North and South Lanarkshire, North, East and South Ayrshire, Dumfries & Galloway
- The table below summarises some key statistics in relation to secure accommodation for the 4 broad regions.

Table Five:

Distribution of secure accommodation places and key statistics

Region	Unit	Current	Current distribution of places	Local resource (estimate) ¹	Distribution of local resource	% of all free school meal entitlement pupils	% of children's population	Current distribution of admissions
North/ North-East	Rossie	24 +1 emergency	26%	13	23%	10%	18%	13%
Central	The Elms	4	4%	4	7%	15%	18%	16%
Greater	St. Mary's	55	57%	27	48%	60%	48%	37%

¹ Kerelaw, St Mary's and Rossie are assumed to provide about 50% of their places as a national resource and 50% to their local region. Based on considerations of the assessment panel.

Glasgow / South-West	Kenmure and Kerelaw							
Edinburgh/ Lothians	St. Katherine/ Howdenhall	12	13%	14%	16%	14%	16%	34%
TOTAL		96	100%			100%	100%	100%

- The table shows some clear trends if the country is divided into these 4 broad regions:
- **If population or deprivation is the main factor in assessing need, Greater Glasgow/South-West has a good case for additional places.**
- **If current admissions are the main factor in assessing need, Edinburgh/Lothians has a good case for additional places.**
- **Central will need access to additional places if the estate expands**
- **The North/North-East has an over-supply of places.**

There are some additional factors, which need to be taken into account:

- *The nature of secure provision in Central and Edinburgh/Lothians is different from the rest of the country. The providers here are only registered to provide secure care for a maximum of six months. They will generally refer young people who need more intensive secure care to one of the national units.*
- *There is variation across Scotland in decision-making among children's hearings. The quality of information provided to hearings on whether or not secure is required will also vary. Using current demand for secure places might thus be misleading.*

Conclusions

- The actual proposals received for the extension of secure accommodation influenced the feasibility of using geographical factors to distribute additional places.
- The additional planned national provision; in particular at St Philip's School in Airdrie and the increase in girls-only places will alleviate some of the Central areas demand for places.
- On the basis of population and deprivation, it was recommended that the secure estate should be expanded in the Greater Glasgow/South-West region.