Exploratory analysis of 10-17 year olds in the youth secure estate by black and other minority ethnic groups

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Ministry of Justice Analytical Services
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Introduction

In January 2016, the Prime Minister asked the Rt Hon David Lammy MP to lead an independent review, sponsored by Ministry of Justice (MoJ), to investigate the treatment and outcomes of Black, Asian and Minority Ethnic (BAME) individuals within the Criminal Justice System (CJS) in England and Wales. The Review focuses on issues arising from the involvement of the Crown Prosecution Service (CPS) onwards, including the court system, prisons and rehabilitation in the community; policing was not in scope of this review. In November 2016, emerging findings from the Review were published highlighting the high proportion of young black people in youth custody. Following this publication, the Lammy Review team commissioned MoJ to conduct specific analysis of outcomes for young black people in youth custody.

The aim of this report is to explore further the possible factors that may explain why there is a high proportion of young black people in youth custody. It concentrates on the throughput of cases in the youth justice system, the offences committed by and sentences given to young people, and their key characteristics; including identified risk factors and information on their educational background. The analysis focuses on young black people but comparisons are made throughout the report to other BAME groups and to those from white ethnic backgrounds.

The youth justice system in England and Wales is a distinct justice system that prosecutes and convicts persons 10–17 years of age who commit criminal offences. The principal aim is to prevent offending by children and young people and there is a separate sentencing framework, recognising that young people are different to adults, with an emphasis on restoration and rehabilitation. The youth justice system includes a separate Youth Court (a type of magistrates’ court) with specially trained magistrates and different sentencing powers and a higher threshold for the use of custody. Whilst a magistrates’ court can issue an immediate custodial sentence for adults of up to six months or up to 12 months in total for more than one offence, a youth court can issue an immediate custodial sentence for a maximum of 24 months.

The youth secure estate or youth custody is distinct from the adult prison estate and is for young people aged 10-17 although some 18 year olds remain in youth custody if they are close to being released. There are three youth secure sectors: under-18 Young Offender Institutions, Secure Training Centres and Secure Children’s Homes. The vast majority of young people accommodated in the youth secure estate are male and aged between 15-17 years (96% were male and 96% were aged 15-17 in 2015/16).

Approach

This report collates criminal justice administrative public data in relation to the 10-17 year olds who have been sentenced to youth custody using readily available public data and further breakdowns of published statistics.

The analysis in this paper uses descriptive statistics to identify statistically significant differences between young black people and those from other ethnic groups for the

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sentencing, custody and key characteristics data covered in the report. Where results have been shown to be statistically significant, it is at the 95% confidence level unless otherwise specified.\(^3\) Details of the statistical significance testing can be found in the supplementary tables.

At the point of sentencing, the judiciary take into account previous cautions and convictions, along with nature of the current offence and other factors, of the young person when deciding their sentence in line with Sentencing Council Guidelines.\(^4\) Statistical analysis to estimate the interaction and strength of the relationship between these variables (multivariate analysis) and control for offender characteristics (such as age, educational attainment or criminal gang affiliation) was outside the scope of this initial exploratory analysis. Therefore, it is not possible to determine the extent to which any differences identified in this report are directly attributable to ethnicity.

Ethnicity data included in this report come from a number of different administrative sources, thus recording and assessment of ethnicity varies by data source. (See Annex A for more information on data sources). For consistency with the Youth Justice Annual Statistics publications, and due to small numbers recorded in some ethnic groups, the broad categories of white, black, mixed ethnic and ‘Asian and other’ have been used.\(^5\) The only exception to this is where data from the Police National Computer (PNC)\(^6\) have been used (i.e., where it is the only viable data source for a particular piece of analysis) and no ‘mixed ethnicity’ category is recorded in this dataset. Whilst the other datasets used in this report include ethnic groups that are based upon self-defined ethnicity, the ethnic group information recorded in the PNC is police officer identified (or it can be allocated by an administration team) and is based on the suspect’s visual appearance.\(^7\)

Around half of prosecutions of young people are for summary offences, however, the completeness of the ethnicity data recorded tends to be low for high-volume summary offences in MoJ sentencing data. Therefore much of the analysis focuses on those who have committed indictable only or triable-either way offences. These types of offences are more serious than summary offences and as such are more likely to attract a custodial sentence. For 10-17 year olds indictable or triable-either way, offences can either be heard in the youth or crown court, but the majority (over 90% in 2016) are heard in the former.

Individuals with an unknown or not stated ethnicity are not included in the analysis because it is impossible to tell where they should be counted; this is consistent with other MoJ

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\(^3\) A result is considered to be statistically significant if (upon applying a statistical test) it is unlikely to have occurred simply by chance. The 95% confidence level means that of every 100 tests that show results significant at the 95% level, the odds are that five of them do so falsely. To note that majority of statistically significant differences were found to be significant at the higher 99% level.


\(^5\) When ethnicity is self-reported, it is based on either the 2001 or 2011 Census Categorisation, with five broad high-level categories: White, Black, Asian, Mixed and Chinese or Other. When ethnicity is officer identified, it has been mapped into four broad ethnicity categories: White, Black, Asian and Other. For further details, see Statistics on Race and the Criminal Justice System 2014, Annex II. Ministry of Justice, 2015.

\(^6\) The Police National Computer (PNC) is a law enforcement administrative database that stores information on individuals who have been charged or convicted of offences.

\(^7\) The MoJ Court Proceedings database for defendants proceeded against, found guilty and sentenced for criminal offences in England and Wales holds both self-identified and officer defined ethnicity measures for the same individual. Based on an analysis of all cases, the concordance between shared ethnic groups between these two measures of ethnicity was high, with: Whites (98%), Black (96%) and Asian (90%). For further details, see Statistics on Race and the Criminal Justice System 2014, Annex II. Ministry of Justice, 2015.
publications. Indeed, high levels of missing ethnicity data would be of concern, both in terms of sample sizes allowing for meaningful analysis and also because there is a risk of systematic bias. Supplementary tables in Annex B include levels of missing ethnicity for each piece of analysis.

Caveats and limitations

- This report explores differences between ethnic groups; averaged outcomes are used that do not take into account the unique sub-set of circumstances pertinent to each case. Inferences cannot be made about individuals as this is group-level data. Hence, statistics presented in this report cannot show the typical experience of a person or a particular ethnic group through the Youth Justice System, but can highlight areas where further investigation or mixed-methods research may be warranted.

- A degree of caution needs to be applied when interpreting some of the results due to the small numbers involved for certain data categories for some ethnic groups. Further information on the sample sizes used for the comparisons can be found in the supplementary tables.

- Where court sentencing data have been analysed, reported volumes and proportions are based on the number of separate sentencing occasions within each calendar year. This means an offender could receive more than one sentence during each year. However, where an offender is sentenced for more than one offence as part of a single trial, they will only be counted as being sentenced once. For simplicity, the analysis has been described in terms of ‘number and proportion of offenders’ in the accompanying text as per standard practice in related MoJ publications.

- The data used in this report are reported on the principal offence and principal sentence. Where proceedings involve more than one offence, the principal offence is reported.8 The offence shown for each court proceeding is the one for which the court took its final decision and is not necessarily the same as the offence for which the defendant was initially prosecuted. The sentence shown is the most severe sentence or order given for the principal offence (i.e. the principal sentence) unless otherwise stated.

- Population data used in this analysis comes from the 2011 Census which is the most recent well-validated source of information about the ethnic composition of England and Wales. This data source is becoming increasingly out-of-date with each passing year. Where comparisons have been made to the general population, the figures and the related analysis have been adjusted to remove those with unknown ethnicity. To enable a more accurate comparison with the general population. The term ‘general population’ refers to those 10-17 years old in England and Wales from the 2011 Census.

- Figures on proven offences committed by young people are presented by high-level offence groups due to small volumes when the data are broken down into individual offence types. There is, however, a wide variety of offence seriousness within these offence groups (e.g. murder and common assault are both violence against the person

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8 The basis for selection of the principal offence is as follows: i. Where a defendant is found guilty of one offence and acquitted of another, the offence selected is the one for which they are found guilty; ii. Where a defendant is found guilty of two or more offences, the offence selected is the one for which the heaviest sentence is imposed; iii. Where the same disposal is imposed for two or more offences, the offence selected is the one for which the statutory maximum penalty is the most severe.
offences), and patterns of offending and outcomes are known to vary by ethnicity at the level of specific offences as well as by broad group.9

- Finally, this analysis does not take into account other important factors involved in sentencing, such as the specific actions of the offender, whether they plead guilty, or any associated mitigating or aggravating factors. Without accounting for these factors, it is not possible to determine whether differences observed in sentence types or lengths reflect disproportionality in sentencing decisions or differences in the cases heard at court.

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Key findings

- Overall, the number of young people, aged 10-17, held in custody has reduced substantially between the peak in 2007/08 and 2015/16, and falls have been seen across all ethnic groups. BAME group volumes have been falling at a slower rate, than the white group, and their share of the custodial population has increased over the past ten years.

- Approximately 9 in every 10,000 young black people in the general population were in youth custody in 2015/16, the highest proportion of any ethnic group. This compares to 1 in every 10,000 for young people from white ethnic backgrounds, 4 in 10,000 mixed ethnic young people, and 2 in 10,000 ‘Asian and other’ young people; the difference between every ethnic group is statistically significant.

- The analysis in this report indicates that the high proportion of young black people in custody is likely to be driven by arrest rates (i.e. the gateway to the criminal justice system), custodial sentencing at the magistrates’ court, and the fact that they have spent longer in the custodial estate on average than other groups in the past four years.
  - The Lammy Review emerging findings report found that arrests of young black people are a likely contributing factor to the high number of young black people sentenced to custody, although there was also evidence of disproportionality in custodial sentences at the magistrates’ court.
  - In the last four years, young black people have spent longer in custody than young white people with sentence lengths for violence against the person, theft and possession of weapons driving this trend. Between 2012/13 and 2014/15, young black people were also spending longer in custody than other BAME groups but this gap has closed in 2015/16.
  - A high proportion of young black people are remanded in custody. However, in 2015/16, young black people on remand were not particularly more or less likely to be acquitted or receive a non-custodial sentence when compared to the white and mixed ethnic groups.

- Proven reoffending rates for young white people who left custody between 2010 and 2014 and returned to custody within 6 months and 12 months were higher than for young black people with the differences consistently statistically significant. Therefore high proven reoffending rates for those returning to custody are unlikely to be a contributing factor in the disproportionately high number of young black males in custody.

- Young black people were more likely to be identified with ‘gang concerns’ and be considered a ‘risk to others’ on entry to custody than any other ethnic group between April 2014 and March 2016.

- Ethnic groups were compared across a range of measures including: educational attainment, looked after child status (LAC), free school meals (FSM), special educational needs (SEN), persistent absence and permanent exclusion. Overall there were few statistically significant differences between groups, and no consistent differences across measures and sentence lengths.
1. Number and proportion of young black people in youth custody

- Overall the number of young people aged 10-17 held in custody has reduced substantially between the peak in 2007/08 and 2015/16, and falls have been seen across all ethnic groups. BAME group volumes have been falling at a slower rate, however, than the white group, and therefore their share of the custodial population has increased over the past ten years.

- Approximately 9 in every 10,000 young black people in the general population were in youth custody in 2015/16, the highest proportion of any ethnic group. This compares to 1 in every 10,000 for young people from white ethnic backgrounds, 4 in 10,000 mixed ethnic young people and 2 in 10,000 ‘Asian and other’ young people in the general population. The difference between every ethnic group in 2015/16 is statistically significant.

This section presents administrative figures on the number and proportion of young people, aged 10-17 years, in the youth secure estate by recorded high-level ethnic group. This analysis highlights key trends over a ten year period and frames the findings set out in the rest of the report.

Figure 1 shows the overall number of young people aged under-18 accommodated in the secure estate peaked in 2007/08 at 2,932, then declined each year to 959 in 2015/16 (a 67% decrease). Whilst falls have been observed across all ethnic groups, the rate of decrease has varied. Since the peak, the largest reductions were seen for those from the white ethnic group (-73%), followed by mixed (-55%), then black (-49%) and the smallest decrease (-16%) was for the ‘Asian and other’ group. As a consequence of BAME group volumes falling at a slower rate than the white group, their share of the custodial population has increased over the ten year period (see Figure 2).

Figure 1: Volume of under-18 people in custody in England and Wales, by ethnic group, 2005/06 to 2015/16


Figure 2 shows the proportion of young people in custody with known ethnicity, over a ten year period. The proportion of young people from a black ethnic group increased gradually from 13% to 17% between 2005/06 and 2011/12, followed by a step-increase to 22% in

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2012/13, and then remaining fairly constant at 21-22%. This is much higher than the equivalent figure for the general population (4%) and for those in the Youth Justice System (10%). Similarly the proportions of the mixed and ‘Asian and other’ groups have increased, from 7% and 5% respectively to each making up 10% of the custodial population in 2015/16.

Figure 2: Proportion of under-18 people in custody in England and Wales, by ethnic group (where known): 2005/06 to 2015/16

When comparing the youth custody population to the general population, it is useful to express this as a ratio to observe differences between ethnic groups. This shows that approximately 9 in every 10,000 young black people in the 10-17 general population were in youth custody in 2015/16 compared to 1 in every 10,000 for young people from white ethnic backgrounds, a statistically significant difference. The difference between these proportions has been statistically significant for all years between 2005/06 and 2015/16.

The ratio of mixed and ‘Asian and other’ ethnic groups in custody compared to the general population was higher than for white young people but lower than those from a black background. In 2015/16 approximately 4 in 10,000 mixed ethnic young people in the general population were in custody, and 2 in 10,000 ‘Asian and other’ young people. For the mixed ethnic group, the ratio has consistently been statistically significantly higher than the ratio for young white people since 2005/06. For the ‘Asian and other’ group, the ratio has only been higher than the white group for the last four years and only statistically significantly higher than the white group in 2015/16. The ratios for these groups were both statistically significantly lower than for black young people in 2015/16.

The rest of this report sets out analysis, from 2010/11 to 2015/16,\textsuperscript{10} to explore possible explanations for the recent changes in the proportion of young BAME and especially those from a black background in youth custody.

2. Number of young black people sentenced to custody

- Between 2010 and 2016, 12\% to 15\% of immediate custodial sentences for young people were given to those from a black ethnic group. Whilst the proportion of the youth custody population that are black is around 21-22\%.

- The Lammy Review emerging findings report looked at specific ‘pinch points’ across the CJS where there was evidence of some ‘disproportionality’ in outcomes. This research found that arrests of young black people are a likely contributing factor to the high number of young black people entering the justice system and going on to be sentenced to custody.

- The emerging findings from the Review also showed evidence of disproportionality in sentencing to custody at the magistrates’ court.

The number of young people in custody is a product of the volume of young people sentenced to custody and the length of time they spend in custody. This section looks at court sentencing data to see whether the proportion of young black people in the custody population is being driven by the throughput from the courts into youth custody.

Between 2010 and 2016, the proportion of immediate custodial sentences given to young black people ranged from 12\% to 15\%, averaging at around 14\%. When this figure is compared to the proportion of the youth custody population that are black (around 21-22\%), it suggests that the disproportionality of young black people in custody is, to some extent, being sustained by the volumes of young people sentenced to custody in the courts but there may be other factors such as length of sentence and the impact of remand.

However, high volumes sentenced to custody does not necessarily mean young black people are being treated differently in court. The analysis included within the emerging findings from the Lammy review looked specifically at ‘disproportionality’ at different points in the YJS using a technique called Relative Rate Index (RRI) modelling.\textsuperscript{11} Table 1 shows the outcome of this analysis for young black males relative to young white males. A score greater than 1 shows that young black males are more likely than young white males to experience the outcomes described in the heading of the table.

<table>
<thead>
<tr>
<th></th>
<th>Arrests</th>
<th>Against at mags</th>
<th>Convicted at mags</th>
<th>Custodial at mags</th>
<th>Tried at Crown</th>
<th>Plead not guilty at Crown</th>
<th>Convicted at Crown</th>
<th>Custodial sentence at Crown</th>
</tr>
</thead>
<tbody>
<tr>
<td>Young black males</td>
<td>2.77*</td>
<td>1.22*</td>
<td>0.97*</td>
<td>1.23*</td>
<td>1.56*</td>
<td>1.28*</td>
<td>0.95</td>
<td>1.15</td>
</tr>
<tr>
<td>All BAME males (known)</td>
<td>1.35*</td>
<td>1.15*</td>
<td>0.98</td>
<td>1.21*</td>
<td>1.72*</td>
<td>1.29*</td>
<td>0.96</td>
<td>1.03</td>
</tr>
</tbody>
</table>

Notes: * indicates a statistically significant difference, ‘--’ means RRI could not be calculated due to either too few ‘at risk’ or experiencing the event analysed.

\textsuperscript{10} This time period has been selected to focus on recent trends; however, the years selected to analysis may vary depending on the specific dataset and the availability of data.

\textsuperscript{11} Ministry of Justice (2016) Black, Asian and Minority Ethnic disproportionality in the Criminal Justice System in England and Wales.
Table 1 shows that disproportionality for young black males is most evident at the arrest stage (i.e. the gateway to the criminal justice system), with young black males almost three times more likely than young white males to be arrested. Stop and search is an important context with which to view these findings; the black stop and search rate was almost four and a half times higher relative to the white ethnic group in 2013/14. The arrest rate following stop and search was lower for the black ethnic group than the white ethnic group between 2009/10 and 2011/12. Between 2012/13 and 2013/14, however, the trend reversed and the rate was higher for black people in comparison to white people. Young males from a BAME background were also more likely to be arrested than their white counterparts, although the difference was less marked than for black ethnic group.

There was also disproportionality in the magistrates’ court in 2014. For every white young male sentenced to custody, 1.23 young black males were sentenced to custody and this difference is statistically significant. At the Crown Court, disproportionality in convictions and custodial sentencing was not statistically significant. Similarly for the BAME male group overall, there was statistically significant disproportionality in custodial sentencing at the magistrates’ court but not the Crown Court.

3. Time spent in custody and custodial sentence lengths

- Between 2012/13 and 2014/15, young black people have, on average, spent longer in youth custody than other ethnic groups.
- However, there is a convergence in the trend in 2015/16 with young mixed ethnic and ‘Asian and other’ young people spending, on average, slightly longer in custody compared to young black people.
- Conversely, young white people have, on average, spent the shortest time in custody over the same time period.

This section explores whether longer custodial sentences could be contributing to the high proportion of young black people in custody, compared to other ethnic groups. The analysis set out below looks at time spent in custody and lengths of immediate custodial sentences, by ethnicity, to determine if young black people are spending longer in custody.

As Figure 3 indicates, in all years apart from 2015/16, young black people had the highest average days spent in youth custody compared to other ethnic groups. However, since peaking in 2013/14 at 137 days, the average days spent in custody by young black people has decreased to 123 days in 2015/16.

In all years from 2012/13 to 2015/16, young white people have had the lowest average number of days spent in custody, but this has increased from 95 days in 2012/13 to 115 days in 2015/16. In 2015/16 there was an increase in the average number of days spent in

13 It is important to note that the Youth Justice System differs from the adult system in that the youth court (a type of magistrates’ court) can sentence 10-17 year olds up to 24 months in custody, and few young people are tried at the Crown Court - in 2016 only 4% of youth cases were prosecuted at the Crown Court.
14 Published data not available prior to 2012/13. Only the arithmetic mean is provided in published data which as a measure of central tendency, may be affected by outliers. Other measures such as the median and mode are not available in published data.
custody by young mixed ethnic and ‘Asian and other’ ethnic people, and a decrease for young black people; this meant that the former two ethnic groups had slightly higher average days spent in custody than black young people.

**Figure 3: Average (mean) days in the youth secure estate, by ethnicity, 2012/13 to 2015/16**

![Graph showing average days in custody by ethnicity from 2012/13 to 2015/16](image)

Source: Youth Justice Statistics, YJB/ MoJ, 2015-16.

This analysis suggests that in general, young black people have spent longer in youth custody than other ethnic groups, although there was some convergence in 2015/16. Figure 4 presents court sentencing data for 2012 to 2016 and shows for each ethnic group, the proportion of those sentenced to custody where the sentence was longer than 12 months to see if a similar pattern exists.

**Figure 4: Within each ethnic group, the proportion of those sentenced to immediate custody that were given a sentence longer than 12 months in England and Wales, 2012-2016**

![Graph showing proportion of sentences longer than 12 months by ethnicity from 2012 to 2016](image)


Figure 4 shows that in every year from 2012 to 2016, a greater proportion of young black people sentenced to custody have been given sentences longer than 12 months than young white people. However the gap is narrowing. In 2013, the gap was 17 percentage points but has reduced to just 3 percentage points in 2016. Between 2012 and 2015, the difference
between the proportions for young black and white people was statistically significant but this was not the case in 2016. This alignment in the proportion of young black and white people receiving long custodial sentences is likely to be contributing to the convergence in average days spent in youth custody for these two groups over a similar time period (see Figure 3).\textsuperscript{15}

Figure 4 also shows that in 2016, for the first time in the last five years, both the mixed and ‘Asian and other’ groups received a higher proportion of longer sentences than the white and black groups. This is also consistent with the trend seen in Figure 3.

4. Proven offence type

- Results show that young black people are in custody for committing a different mix of offences compared to other ethnic groups and are receiving longer custodial sentences within some offence groups.
- In the year ending March 2016, 68% of young black people in youth custody had a recorded principal offence of violence against the person or robbery. Whilst 53% of young white people in youth custody had committed these offences – a statistically significant difference overall.
- During 2015 and 2016, in comparison to young white people, young black people were receiving fewer sentences of 12 months or less, and more sentences of 12 months or longer for violence against the person offences, theft offences and possession of weapons offences; the opposite was true of robbery offences. These were all statistically significant differences.
- When considering these results it is important to note that the range of offences within each offence group vary widely and this analysis does not take in to account the specific actions of the offender or any associated mitigating or aggravating factors. Without consideration for these factors, it is not possible to determine whether differences observed in sentence types or lengths reflect disproportionality in sentencing decisions or differences in the cases heard at court.

This report has highlighted that 9 in every 10,000 young black people in the general population were in youth custody in 2015/16 compared to 1 in every 10,000 for young people from white ethnic backgrounds. This difference is driven, in part, by custodial sentencing at the youth court, but it is also affected by the high proportion of arrests of young black people. Young black people have also historically spent longer in custody, although the most recent data shows that other ethnic groups are increasingly spending longer in custody.

The following analysis looks at offence group level data to explore variations in the type of offence committed by each ethnic group, and the length of sentence received for specific offence groups. Understanding the seriousness of offences committed is an important factor in explaining the proportion of custodial sentences given to each ethnic group as well as the sentence lengths received. For example, if young black people are in custody for more serious offences, this may go some way to explain the high proportion of young black people

\textsuperscript{15} It is important to note that these data have been analysed on a principal offence basis (as is standard with MoJ publications).
in the custodial population. Figure 5 shows a breakdown of the average youth custody population in 2015/16 by ethnic group and principal offence group:

**Figure 5: Proportion of average under-18 youth custody population by principal offence group within each ethnic group, year ending March 2016**

![Figure 5: Proportion of average under-18 youth custody population by principal offence group within each ethnic group, year ending March 2016](image)

Source: Youth Justice Statistics, YJB/ MoJ 2015/16.

Figure 5 indicates there are differences in the offence group profile of black and white young people in custody. In the year ending March 2016, 42% of young black people in youth custody had a recorded principal offence of violence against the person whilst 30% of the equivalent white group had committed these offences – a statistically significant difference overall. This may indicate that young black people in custody, in the year ending March 2016, had committed a greater proportion of violent offences. However, it is important to note that the violence against the person offence group may include summary offences such as common assault, which are considered less serious, although these are less likely to lead to a custodial sentence.

The next set of charts in Figure 6 explores whether young black people are receiving longer sentences within the same offence groups than those from other ethnic backgrounds. The analysis focuses on the four most common offence groups in the court sentencing data to see if any of these offence groups are potential drivers for the high proportion of young black people in youth custody. These groups are; (i) violence against the person, (ii) robbery (both considered serious and potentially triable either way), (iii) theft offences (domestic burglary) often involving less serious offences and usually heard in the youth court and (iv) possession of weapons.

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16 It is important to note that once the data are broken down by ethnic group small numbers preclude further disaggregation by offence type (see Appendix B for supplementary tables).

17 It is interesting to note that MoJ court sentencing data indicates that for both black and mixed groups the proportion of custodial sentences received for violence against the person offences has been increasing since 2010, although the proportion of these sentences for young black people fell in 2016. In contrast, the proportion of immediate custodial sentences received by young black people for theft and robbery have been declining between 2009 and 2016. There was also a step increase in the proportion of immediate custodial sentences received by young black people for possession of weapons from 18% in 2015 to 32% in 2016. See Criminal Justice System Statistics Quarterly, MoJ, 2016 for more detail.

18 To note that there are some minor differences between the offence group classifications in the YJB youth custody population administrative data and the MoJ court sentencing data. For example, common assault is recorded under ‘violence against the person’ in YJB data and as ‘summary non-motoring’ in MoJ court data.
Figure 6: Proportion of immediate custody sentences given to under-18 people within offence group, by sentence length and ethnicity, totalled over 2015 and 2016


Figure 6 is based on 2015 and 2016 data combined.\(^{19}\) Statistical significance tests showed that young black people were receiving significantly fewer sentences of 12 months or less in comparison to young white people, and significantly more sentences of 12 months or longer for violence against the person, theft and possession of weapons. The opposite was true of robbery offences, with young black people receiving fewer long sentences and a higher proportion of shorter sentences (for more detail, see the Supplementary tables in Appendix B).

It is interesting to note that black and BAME and young males are statistically significantly more likely than their white equivalents to be tried at Crown Court (see Table 1).

When considering these results, it is, however, important to note that the range of offences within each offence group vary widely – for example, both murder and common assault are forms of violence against the person – and patterns of offending and outcomes are known to vary by ethnicity at the level of specific offences\(^{20}\) as well as by broad group.\(^{21}\) Additionally, this analysis does not take in to account other important issues involved in sentencing, such

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\(^{19}\) Data combined for 2015 and 2016 due to relatively small numbers once the data was broken down by offence group and ethnic group.

\(^{20}\) To note that analysis of individual offence level data does not provide meaningful conclusions due to the low volumes associated with each individual offence.

as the specific actions of the offender or any associated mitigating or aggravating factors. Without consideration of these factors, it is not possible to determine the extent (if any) to which the differences observed in sentence types or lengths reflect disproportionality in sentencing decisions rather than differences in the cases heard at court.

5. Criminal histories of young black people in custody

- This analysis shows that in 2016, young black people had shorter criminal histories (fewer previous cautions and convictions) than white young people prior to receiving a custodial sentence.
- For those young black people sentenced to youth custody in 2016, over two thirds had 6 or fewer previous cautions or convictions compared to just over half of young white people. For the ‘Asian and other’ category, the proportion with 6 or fewer previous cautions and convictions was even higher at 84%. However, what these statistics do not describe is any measure of severity of previous cautions and convictions.
- Over a quarter (28%) of those from the ‘Asian and other’ group had no criminal history prior to being sentenced to custody in 2016. This compares to 10% and 8% for young white and black people respectively. The difference between the ‘Asian and other’ group compared to the white and black groups is statistically significant.

Another factor which could, to some extent, explain the high proportion of young black people in custody is their criminal history. At the point of sentencing, the judiciary will take into account the previous cautions and convictions, along with nature of the current offence and other factors, of the young person when deciding their sentence in line with Sentencing Council Guidelines.\textsuperscript{22} Therefore prolific offenders or those with a serious previous conviction may be more likely than those with few or low-level previous offences to receive a custodial sentence.

Figure 7 shows the criminal histories of those sentenced to immediate custody in 2016 for different ethnic groups. The criminal history is banded based on the number of previous cautions and convictions.

\textsuperscript{22} See for example: https://www.sentencingcouncil.org.uk/wp-content/uploads/web_overarching_principles_sentencing_youths.pdf
In 2016, a higher proportion of black young people sentenced to custody had between 0 and 6 previous cautions or convictions when compared to young white people (71% vs 54%) with the difference between these proportions being statistically significant. For the ‘Asian and other’ category, the proportion with 6 or fewer previous cautions and convictions was even higher at 84% with the difference in proportion shown to be statistically significant compared to both the black and white ethnic groups. Figure 7 also shows that 28% of those from the ‘Asian and other’ group had no criminal history prior to being sentenced to custody in 2016. This compares to 10% for young white people and 8% for young black people. The difference between the ‘Asian and other’ group compared to the white and black groups is statistically significant.
6. Background characteristics of young black people in custody

- A greater proportion of young black people were 16-17 on their sentence date than young white people in 2016.
- Young black people were more likely to be identified with ‘gang concerns’ and be considered a high or medium ‘risk to others’ on entry to custody than any other ethnic group between April 2014 and March 2016.
- Young black people were compared to other ethnic groups across a range of measures including: educational attainment, looked after child status (LAC), free school meals (FSM), special educational needs (SEN), persistent absence and permanent exclusion. Overall there were few statistically significant differences, and no consistent differences across measures and sentence lengths. Statistically significant differences to note for those sentenced to custody in 2014 that were at the end of Key Stage 4 (KS4) include:
  - **Attainment**: for academic years 2011/12 and 2012/13, young black people were more likely than young white people to have attained 5 or more GCSEs (or equivalents) graded A* to G whether they were given a shorter sentence (less than 12 months), or a longer one (12 months or more). Young black people were also more likely than young white people to have attained any pass in GCSEs (or equivalents) when sentenced to less than 12 months.
  - **SEN**: for academic years 2011/12 to 2013/14, young black people sentenced to less than 12 months were less likely to have a statement of SEN in comparison to the equivalent white and mixed ethnic groups.
  - **Persistent absence**: young white people sentenced to 12 months or longer in custody were more likely to have a previous record of persistent absence than young black people.

This section focuses on the characteristics of those sentenced to youth custody, some of which may have contributed to the sentencing decisions made at court; such as age and their perceived threat to others. Outcomes for young black people are compared to other ethnic groups.

**Age of young people sentenced to custody**

Age may have an impact on the likelihood of receiving a custodial sentence, for example being closer to age 17 allows more time to build up a criminal history and age may be considered an aggravating factor by the court. Analysis of 2016 court data\(^{23}\) shows:

- 87% of young black people were aged 16-17 on their sentence date in comparison to 79% of young white people, a statistically significant difference.

\(^{23}\) Based on a bespoke analysis of the underlying dataset used for the December 2016 Criminal Justice Statistics Quarterly publication.
Key characteristics identified on admission to custody

Key characteristics of young people are identified by Youth Offending Teams (YOTs) to inform custody placement decisions and may also feature in the pre-sentence reports completed by YOTs for the court. Of a number of possible key characteristics, the two where the proportion of young black people was higher than other ethnic groups was around ‘gang concerns’ and ‘risk to others’:

- **Gang concerns**: 34% were recorded as having ‘gang concerns’ compared to 21% for those from mixed, 11% from the ‘Asian and other’ and 5% from white ethnic backgrounds, all statistically significant differences.
- **Risk to others**: over three quarters were recorded as at least a ‘medium’ risk to others (34% in ‘medium’ and 42% in ‘high’), the highest compared to any other ethnic group and statistically significant compared to all other ethnic groups.

*Figure 8: Young people recorded as having ‘gang concerns’ and being a ‘risk to others’ on entering custody, by ethnicity, April 2014 to March 2016*

Source: Key characteristics of Admissions to Youth Custody April 2014 to March 2016, England and Wales. YJB/MoJ, 2017

Comparing the educational background of young people sentenced to custody in 2014

Findings from a recent data sharing exercise between the MoJ and the Department for Education (DfE) are presented here, with analysis on a matched cohort who were sentenced to custody in 2014 and at the end of Key Stage 4 (KS4). Previous analysis conducted by

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25 Other key characteristics were concerns around: suicide or self-harm, physical health, substance misuse, mental health, learning disability or difficulty, not engaging in education, parenthood, not engaging with carers, asylum seeker or immigrant, sexual exploitation, child protection plan and Looked After Child (LAC).

26 Pupils at the end of Key Stage 4 are typically aged 15 and 16. In order for the sample size to be large enough to break down by ethnicity, several academic years of matched data have been combined. As a result, the ages of the offenders at sentencing will be a mix of 15 and 16 year olds.

27 Analysis of attainment data focuses on those sentenced to custody in 2014 that were at the end of KS4 in the 2011/12 and 2012/13 academic year. Academic year 2013/14 data have not been included because of the reforms to vocational qualifications brought in for this year. Analysis of offender characteristics such as SEN and FSM is based on academic years 2011/12, 2012/13 and 2013/14. The total size of the matched cohort across all
MoJ and DfE focused on headline pupil characteristics collected by DfE, and showed that in general, the youth custody population has lower levels of attainment, and higher levels of Free School Meals (FSM), Special Educational Needs (SEN) status and Looked After Child Status (LAC) than the general youth population.28

Analysis shows that the educational attainment of those sentenced to youth custody was generally much lower than the overall pupil population across all three KS4 headline attainment measures and that in comparisons between ethnic groups there were few statistically significant differences.29 The results that showed statistically significant differences between ethnic groups are set out below.

- **5 or more GCSEs (or equivalents) graded A* to C:** For those sentenced to 12 months or more in custody, a greater proportion of young black people achieved this level (11%) in comparison to the young white group (4%) and this was a statistically significant difference. Sample sizes were too small for comparisons to other groups.

- **5 or more GCSEs (or equivalents) graded A* to G:** Figure 9 shows that of those young black people sentenced to less than 12 months in custody in 2014, 41% achieved this attainment threshold compared to 18% from a white ethnic background, this was a statistically significant difference. For those receiving 12 months or more, there was also a statistically significant difference between black young people and white young people of whom 47% and 29% attained this threshold respectively.

- **Any pass in GCSEs (or equivalents):** The only significant difference at this level was for those receiving less than 12 months in custody; 93% of young black people received any pass in GCSEs, compared to 82% of the white ethnic group.

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29 It is important to note in the following analysis that there are many young people in the overall pupil population that have the characteristics described and do not go on to offend. However, we were only able to match data on those children who are both in DfE and MoJ datasets so cannot provide analysis specifically for non-offenders with these characteristics. Also, some of the proportions presented are based on small sample sizes so care should be taken when comparing results for different ethnic groups. The results presented are only for those sentenced in calendar year 2014. See Annex A for a more detailed analysis.
Figure 9: Proportion of those in the matched cohort that were sentenced to custody in 2014 and achieved ‘5 or more GCSEs (or equivalents) graded A* to G’ by ethnicity and sentence length

Source: Ministry of Justice/Department for Education Linked Data Set: 2014

Analysis of the 2014 matched offender cohort also shows that in comparisons between ethnic groups there were few statistically significant differences in the headline pupil characteristics collected in the DfE data.

- **Free School Meals (FSM):** For those sentenced to less than 12 months in custody, there was a statistically significant difference between young black people (41%) known to be eligible for FSM and young ‘Asian and other’ people (72%), but not in comparison to white young people (41%). There were no statistically significant differences between young black people and the other ethnic groups for those sentenced to 12 months or longer.

- **Special Educational Needs (SEN):** For those with SEN without a statement there were no statistically significant differences between the young black group and other groups. Figure 10 shows that, for those with a statement, 13% of black young people sentenced to less than 12 months had a statement in comparison to 33% of white young people and 37% of those of mixed ethnicity, both statistically significant differences.

- **Looked After Child (LAC):** Of those that were recorded as LAC, there were no statistically significant differences between the young black group in comparison to other ethnic groups at any custodial sentence length (see Figure 11).

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30 Only two sentence length categories have been used for analysis of the MoJ-DfE data due to small volumes when the data are broken down.
31 There was also a statistically significant difference between the black and mixed ethnic group (61%).
32 A SEN statement is a document which sets out a child’s SEN and any additional help that the child should receive. Having a SEN statement may indicate a higher level of need.
33 It is important to note that by using this measure, the analysis takes no account of how long the children were in care and does not count the young offenders who were LAC during 2014 (or previously) but were looked after specifically on 31st March 2014.
From the matched cohort, it is also possible to look at the proportion of those sentenced to custody in 2014 that have a history of being persistently absent from school or have a previous record of being permanently excluded from school. A young offender has been classified as being persistently absent from school when they have taken absences (both unauthorised and authorised) during the school year that account for more than 10% of the total number of school sessions available.

- **Persistent absence**: There were some statistically significant differences between young black people and other ethnic groups. For example, 92% of young white people sentenced to 12 months or longer in custody had a previous record of persistent absence compared to 83% of young black people given this sentence.
- **Permanent exclusion**: There were no statistically significant differences between the young black group and other ethnic groups for the proportion of the cohort with a
permanent exclusion prior to their 2014 sentence date. For both custodial sentence length categories, young black people had the highest level of permanent exclusions when compared to other ethnic groups.

7. Remand

- Along with youth custody volumes, remand volumes for 10-17 year olds have also been falling; from an average of 620 in 2005/06 to 211 in 2015/16 (a 66% decrease).
- The proportion of young people remanded in custody that are black has consistently been higher than 20% with a step-increase seen between 2011/12 and 2012/13 from 22% to 29%.
- The number of young black people remanded to custody in the magistrates’ court in 2016 for indictable and triable-either-way offences is equivalent to approximately 5% of the total number of young black people at the magistrates’ court for the same offence types. This compares to around 4% for young white people; a statistically significant difference.
- In the Crown court in 2016, the equivalent proportions were 49% for young black people and 26% for young white people; a statistically significant difference.
- Similar rates of young black people on remand to custody are acquitted or receive a non-custodial sentence when compared to white and mixed ethnic groups.

Another aspect of the court process that could have an impact on custody rates is in the decision about whether a young person should be remanded to custody or not. If a disproportionate number of young black people are remanded to custody, or spend a longer time on remand to custody than other ethnic groups, this may be a contributing factor in the overall proportion of young black people in custody.

**Figure 12: Remand population in the youth secure estate, by ethnicity, 2010/11 to 2015/16**

Along with youth custody volumes, remand volumes have also been falling; from an average of 620 in 2005/06 to 211 in 2015/16 (a 66% decrease). Figure 12 shows that the proportion...
of the black youth remand population in custody has been consistently higher than 20% with a step-increase seen between 2011/12 and 2012/13 from 22% to 29%. This coincides with a step-increase seen in these years in the overall proportion of young black people in custody (see figure 1). Then in 2015/16, the proportion of the youth remand population who are black has returned to the levels seen in 2010/11 at around 26%.  

However, a high proportion of young black people remanded to custody does not necessarily mean that they are being treated differently in court. To identify potential differences between ethnic groups, a better measure is to look at the number of young people remanded to custody as a proportion of the number of young people being tried at the magistrates’ and Crown court within each ethnic group. Lack of data on ethnicity for those being tried for summary offences means that the comparison can only be made for indictable or triable either way offences but these offence type categories are typically, more likely to result in a remand to custody due to the severity of the offences.

Based on this approach, 2016 data shows that the number of young black people remanded to custody in the magistrates’ court for indictable and triable-either-way offences is equivalent to approximately 5% of the total number of young black people at the magistrates’ court for the same offence types. This compares to around 4% for young white people, with the difference between these two proportions shown to be statistically significant. In the Crown court in 2016, the equivalent proportions were 49% for young black people and 26% for young white people with the difference between these proportions also statistically significant. This indicates that there is some difference in the rate at which young black people are remanded to custody compared to young white people. However this does not take into account the offence type or any other aggravating factors which are not explored in this paper.

In terms of outcomes following the period on remand, in 2015/16 there were no significant differences between the proportion of young black people who were acquitted or given a non-custodial sentence when compared to the white and mixed ethnic groups (see Figure 13). In other words, the higher proportion of young black people remanded did not lead to differences in final court outcomes with very little difference between young black, white and mixed people.

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34 It is interesting to note that the increase in the proportion of young black people remanded after 2011/12 and the decrease in the proportion of young white people remanded at that time coincides with the introduction of the Legal Aid, Sentencing and Punishment of Offenders (LASPO) Act 2012. This prescribed that from December 2012 offenders aged 12 to 17 years could no longer be remanded securely without a real prospect of a custodial sentence if convicted or they have committed certain specified offences.
Figure 13: Court case outcomes for those young people remanded to custody by ethnic group, 2015/16

![Bar chart showing court case outcomes for young people remanded to custody by ethnic group, 2015/16]

Source: Youth Justice Statistics, YJB/ MoJ, 2015-16.

8. Proven reoffending and return to custody

- Of those released from custody in 2014, 23% of young black people were proven to have re-offended resulting in a return to custody within 12 months compared to 35% for young white people. Over the first 6 months after release, the equivalent figures were 15% for young black people and 21% for young white people. The differences between the rates are statistically significant at 6 and 12 months.

- The ‘return to custody’ reoffending rates for young black people have been consistently lower than for young white people for those released from custody between 2010 and 2013, with the differences also statistically significant.

A further possible explanation for the high proportion of young black people in custody could be that there is a large group of young black people that repeatedly re-offend resulting in regular periods in youth custody. Based on the MoJ standard way of measuring proven re-offending, published statistics for the October 2014 to September 2015 cohort shows that 47% of young black people re-offended within 12 months; higher than any other ethnic group (38% for the white group and 34% for the ‘Asian and other’ group). However, it is important to note that proven re-offending counts any type of disposal, including cautions and not just those that return to custody.

To assess if the proven reoffending of those returning to custody is contributing to the high proportion of young black people in youth custody, this section uses a slightly different reoffending definition. It assesses the proportion of young offenders that reoffend and return to custody within 6 and 12 months after leaving custody. Figure 14 compares this measure for young black, white and ‘Asian and other’ ethnic groups.
Figure 14: Proportion of young offenders released from custody who then return to custody within 6 months and 12 month, by ethnic group, 2010 to 2014


Figure 14 shows that in 2014, the proportion of young black people who leave custody and then go on to commit a proven re-offence that results in their return to custody is 15% over the first six months after release and 23% over the first 12 months after release. Both of these rates are lower than for the white ethnic group with the difference statistically significant.

In fact, the return to custody reoffending rate has been lower for young black people than young white people for all reoffending cohorts between 2010 and 2014 with the differences in proportions statistically significant in all cases. The rate for the ‘Asian and other’ group has been consistently lower than the black and white ethnic groups between 2010 and 2014.

Generally, when compared to young white people, the figures do not show a higher rate of return to custody within 6 and 12 months amongst young black people. This suggests that this factor is unlikely to be a key driver in explaining the high proportion of young black people in custody.
Conclusion

This report has identified a number of factors that may contribute to the high proportion of young black people in custody, however, it is important to note that this is a descriptive analysis of public data and there are limitations to the conclusions that can be drawn (see Caveats and limitations). In particular, statistical analysis to estimate the interaction and strength of the relationship between a number of variables and control for offender characteristics (such as age, educational attainment or criminal gang affiliation) was outside the scope of this initial exploratory analysis. Therefore, it is not possible to determine what proportion of any differences identified in this report are directly attributable to ethnicity.

Overall the number of young people held in custody has reduced substantially between the peak in 2007/08 and 2015/16, and falls have been seen across all ethnic groups. This report has shown that BAME group volumes have been falling at a slower rate, however, than the white group, and therefore their share of the custodial population has increased over the past ten years.

Approximately 9 in every 10,000 young black people in the general population were in youth custody in 2015/16, the highest proportion of any ethnic group. This compares to 1 in every 10,000 for young people from white ethnic backgrounds, 4 in 10,000 mixed ethnic young people and 2 in 10,000 ‘Asian and other’ young people; all statistically significant differences.

The analysis in this report indicates that the high proportion of young black people in custody is likely to be driven by a number of factors such as arrest rates, custodial sentencing at the magistrates’ court, and the fact that they have spent longer in the custodial estate on average than other groups in the past five years.

There were some differences in the background characteristics of young black people in comparison to other ethnic groups, which may possibly have had some influence in sentencing decisions. For example they were more likely to be identified with ‘gang concerns’ and be considered a ‘risk to others’ on entry to custody than any other ethnic group between April 2014 and March 2016. In general, however, there were few statistically significant differences between ethnic groups in terms of educational attainment and factors such as looked after child status (LAC), free school meals (FSM), special educational needs (SEN), persistent absence and permanent exclusion. These factors provide some insight into the nature of young peoples’ background and there is a body of research literature, which suggests that some of these characteristics can be linked to young person’s offending behaviour.35

Given the results set out in this report, the drivers of the high proportion of young black people and indeed those from other ethnic backgrounds in custody warrants further consideration.

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## Annex A- Data sources

Table A: Data sources for each chapter. In some cases analysis has been performed on the underlying data behind the publications with the results presented in the supplementary tables for this publication.

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<th>Section</th>
<th>Data Sources</th>
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• Census data, DC2101EW - Ethnic group by sex by age, ONS, 2011.  
<p>| <strong>6. Background characteristics of young black people in custody</strong> | • Youth Justice Statistics, Youth Justice Board, Ministry of Justice, 2012/13- 2015/16, |</p>
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