

Moray Youth Justice Strategy 2009-2010

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1. Introduction

The Moray Youth Justice Strategy has been prepared by the Moray Youth Justice Strategy Group on behalf of the Implementation Group of the Smarter Theme Group of the Moray Community Planning Partnership. The Strategy Group comprises representatives from statutory and voluntary organisations working to reduce the impact of youth crime and supporting young offenders in Moray.

The scope of the strategy is consistent with the Scottish Government's guidance 'Reducing offending by Young People – a Framework for Action.' The Strategy seeks to describe:-

- (i) the organisational delivery of youth justice services;
- (ii) the priorities for those services; and
- (iii) their support and evaluation.

A series of SMART objectives promote the continuous improvement of youth justice services and the strategy will make a contribution to the Moray Single Outcome Agreement particularly for National Outcome 9 'we live our lives safe from crime, disorder and danger'. This is summarised in **Appendix 1**.

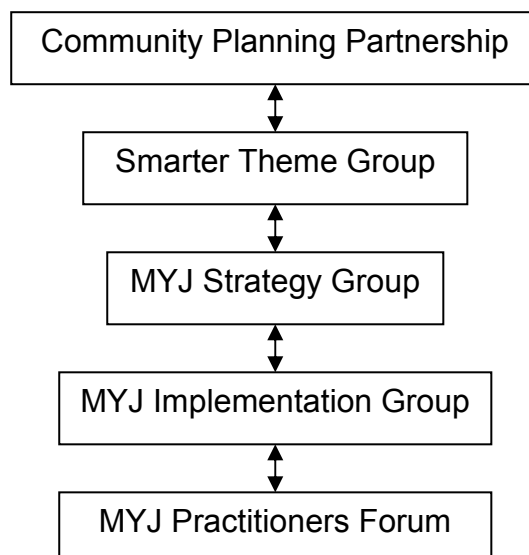
2. Aim of the Moray Youth Justice Strategy

The Moray Youth Justice Strategy has a commitment to integrated working at its heart and seeks 'to build community confidence by reducing the incidence of youth crime and particularly the risk posed by more serious offenders'.

3. Accountability Structure

The accountability structure for youth justice has the following functions to:-

- (i) Clarify accountability for the leadership, management and development of youth justice services;
- (ii) Confirm inter-agency commitment to youth justice and to prioritise operational activities; and
- (iii) Ensure that youth justice activities are connected to the community planning structure in Moray.



The Aims and Objectives of the Strategy Group, Implementation Group and Practitioners Forum are detailed in **Appendix 2**.

4. Service Priorities of the Youth Justice Service

The 2009/10 priorities for the service are as follows:-

LEVELS OF INTERVENTION

Early Recognition Stage

Threshold:

A young person vulnerable to social exclusion and not fulfilling their potential would be identified by referrals to Anti Social Behaviour Co-ordinator.

Service Delivery:

General statutory services would identify this group.

Role of the Youth Justice Team:

To co-ordinate acceptable behaviour contracts and complete ASSET.

Diversion Stage

Threshold:

Young Person has committed one/ two offences.

Service Delivery:

The Reporter to the Children's Panel and the Grampian Police Youth Justice Management Unit deliver warning letter and restorative warning.

Role of the Youth Justice Team:

Monitors young persons progress at the Young Offenders Review Group.

Early Intervention Stage

Threshold:

A young person has 2/ 3 offences or significant anti social behaviour

Service Delivery:

Intervention by Youth Justice Workers, Community Wardens and voluntary sector.

Role of the Youth Justice Team:

Undertaking assessments:- structured risk assessment and/or 6 week direct contact.

Intermediate Stage

Threshold:

Young person committed 4+ offences. Asset Score 10-25; Medium/High.

Service Delivery:

Children's Reporter will be able to make a range of disposals. Action plans for each young person would be undertaken and co-ordinated by the Children & Families Social Worker and Education.

Role of the Youth Justice Team:

To provide programmes of interventions to be delivered by other agencies. To co-work interventions relating to sexualised behaviour and parenting.

Intensive Supervision and Monitoring

Threshold:

Young person is considered by the Children's Reporter to meet the criteria for secure accommodation. An ISMS assessment or order has been requested.

Service Delivery:

Multi-agency plan.

Role of the Youth Justice Team:

Devise and implement an action plan that consists of 55 hours of direct contact with the young person and their family for up to a three month period.

5. Performance Improvement Objectives

The 2009/10 performance improvement objectives are as follows:-

- (i) Implement a more comprehensive planning and performance improvement framework.
- (ii) Establish and implement a communication strategy.
- (iii) Achieve clarity on the operation of diversionary elements ('menu of options') of the strategy.
- (iv) Assess the cost-benefit of investment in the 'gap' between the Children's Hearing System and Adult Criminal Justice.
- (v) To improve local practice regarding young people with problematic sexual behaviours.
- (vi) Improve support to victims and increase public confidence.

The accountability arrangements associated with these improvement objectives are found in **Appendix 3**.

6. Partnership

The Moray Youth Justice Strategy will be delivered through the principles of partnership working incorporating young people, families and participating agencies. The Partnership commitments are as follows:-

- to work together as equal partners;
- to share information and resources;
- to mutual accountability;
- to transparency;
- to listen to service users; and
- to respond to public concerns.

7. Training

The continuous improvement of youth justice services is underpinned by a workforce that is capable of meeting the challenges that it faces. An interagency training plan will be developed annually and for 2009/10 the priorities are as follows:-

- Proact Scip UK ongoing/ G Map Training [assessment and intervention work with young people who are sexually aggressive]
- SAVRY/ ASSET [assessment of the risk and criminogenic needs]
- Parenting training [Aberlour / MYJ]

MYJ team members are trainers in these areas. We will initially train the MYJ team and look at further training.

8. Communication

The Youth Justice Strategy Group has agreed to a strategic approach to communication recognising it as an important improvement objective. The aim of the Communication Strategy is to 'promote the activities and development of Moray Youth Justice in an inclusive way'. The full strategy is set-out in **Appendix 4**.

9. Evaluation

The Moray Youth Justice Strategy will be evaluated by CTC Associates. The evaluation and development activities during 2009/10 will include:-

- Preparation of the second annual report
- Training with area social work teams
- A single service evaluation
- A critical evaluation of work undertaken in Moray in 'Getting it right for children & young people with problematic sexual behaviour' (Strategic Objective 5).

CTC Associates will work in conjunction with the Youth Justice Management Unit of Grampian Police and the State University of New York at Buffalo in preparing the annual reports. The first year report prepared by CTC Associates is attached to this document as **Appendix 5**.

The Youth Justice Strategy will be reviewed from November of each year. The Business Planning Cycle for the Strategy is included as **Appendix 6**.

Moray Single Outcome Agreement

National Outcome 9 – We live our lives safe from crime, disorder and danger.

Local Outcomes	Relevant Indicators	Frequency / Type / Source	Baseline 2006/07	2007/8	Local Targets & Timescales
The number of children and young people who offend will reduce	Number of Crimefiles (incidents to which Police called)	Grampian Police, Criminal Justice and Support Division, Youth Justice Management Unit	Total = 1468 Under 16 = 881 16 & 17 = 587	Total = 1018 Under 16 = 591 16 & 17 = 427	There will be a reduction in the number of incidents to which Police called
	Number of Charges (could be several charges per incident)	Grampian Police, Criminal Justice and Support Division, Youth Justice Management Unit	Total = 2711 Under 16 = 1669 16 & 17 = 1042	Total = 1928 Under 16 = 1116 16 & 17 = 812	There will be a reduction in the number of charges
	Number of young offenders	Grampian Police, Criminal Justice and Support Division, Youth Justice Management Unit	Total = 947 (726M, 221F) Under 16 = 599 16 & 17 = 348	Total = 692 Under 16 = 434 16 & 17 = 258	There will be a reduction in the number of young offenders
	The number of young persistent offenders	Grampian Police, Criminal Justice and Support Division, Youth Justice Management Unit	Total = 37	Total = 24	There will be a reduction in the number of persistent young offenders
	Reduction in re-offending by persistent offenders	Quarterly – Moray Council/ Grampian Police Moray Youth Justice	Within programmes – 75% 6 months after programme – 60%	Within programmes – 74% 6 months after programme – 87%	Increase to above 75% for young people in programmes. Increase to above 65% for young people 6 months after intervention.
Integrated Service Plan for Children & Young People	For young people who offend increase the proportion where this occurs only once.	Quarterly – Moray Council/ Grampian Police	Offending once = 60.8%	Offending once = 63.9%	Increase the percentage of those offending once.

Youth Justice Strategy Group

Aim

To provide overall direction to the Moray Youth Justice Strategy.

Objectives

1. To produce an annual report in the area's Youth Justice Services;
2. To identify and co-ordinate the resources available from the partner agencies to ensure effective delivery of Youth Justice Services;
3. To provide guidance and direction to the Implementation Group and Forum who will have operational responsibilities for the delivery of the strategic priorities;
4. To produce an update annually a Communications Strategy for the area's Youth Justice Services; and
5. To ensure good coherence to other strategies and plans.

Composition

At Chief Officer/ Strategic Manager level

- The Moray Council (Social Work, Education and Housing)
- Grampian Police
- NHS Grampian
- Action for Children
- Aberlour
- The Area Children's Reporter
- Three Elected Members with Committee/ Community Planning responsibilities in relation to Community Safety, Children and Young People and Criminal Justice

Frequency

Quarterly.

Youth Justice Implementation Group

Aim

To provide a focus for youth justice service providers to ensure a cohesive approach to the implementation of the Youth Justice Strategy.

Objectives

1. To ensure that the operational appropriate activity is taking place to develop and implement the priorities set by the Strategic Group;
2. To ensure that a cohesive and cross referencing approach is adopted between agencies in delivering the Youth Justice Strategy;
3. To establish systems that provide information on service use and effectiveness including a performance management and reporting framework; and
4. To feedback information and data to the Strategy Group to facilitate informed planning.

Composition

At Service Manager level or equivalent

- The Moray Council (Social Work, Education, CLD and NEET)
- Grampian Police
- NHS Grampian
- Action for Children
- Aberlour
- Careers
- The Area Children's Reporter

Frequency

One or two meetings between each Strategy Group.

Youth Justice Practitioners Forum

Aim

To provide means by which frontline practitioners working with children and young people at risk of or engaged in offending behaviour are enabled to directly inform the planning process for Youth Justice Services.

Objectives

1. To promote integrated working in the delivery of youth justice services;
2. To identify key gaps in provision and resources in the development of services over time;
3. To share, develop & promote good practice across agencies; and
4. To identify training needs.

Composition

At Practitioner or First Line Manager level

- The Moray Council
- Grampian Police
- NHS Grampian
- Action for Children
- Aberlour

Frequency

Twice yearly.

Performance Improvement Objectives 2009/10

Specific Objective	Measureable – how will we know...	Achievable	Realistic	Timescale	Lead Officer
1. Implement a more comprehensive planning and performance improvement framework.	1. Framework established 2. One full cycle completed 3. Satisfactory evaluation by CTC Associates	Yes. Accountability Structure established.	Yes. Task is to implement fully the established structure.	February 2010	JC Commissioning Group: Strategy
2. Establish and implement a communication strategy.	1. Strategy established 2. One full cycle completed 3. Satisfactory evaluation by CTC Associates	Yes. Strategy established.	Yes. Task is to implement the Strategy.	February 2010	JC Commissioning Group: Strategy
3. Achieve clarity on the operation of diversionary elements ('menu of options') of the strategy.	Process map produced to describe the operation of diversionary activities.	Yes. Task remitted to Implementation Group.	Yes. Task is to provide a description of how these activities operate and interlink.	September 2009	GJ Commissioning Group: Implementation

4. Assess the cost-benefit of investment in the 'gap' between the Children's Hearing System and Adult Criminal Justice.	Strategy Group has decided on the cost and benefits of providing this activity.	Yes. Initial work identified by Strategy Group.	Yes. Information available to form the judgement can be accessed.	September 2009	GW Commissioning Group: Implementation
5. To improve local practice regarding young people with problematic sexual behaviours.	<ol style="list-style-type: none"> 1. Report received by CTC Associates. 2. Recommendations for improvement implemented. 	Yes. Work can be undertaken by CTC Associated as part of current evaluation agreement.	Yes. Framework produced by Scottish Government to assess current work against.	September 2009	JM Commissioning Group: Strategy
6. Improve support to victims & increase public confidence	<ol style="list-style-type: none"> 1. Report prepared for Strategy Group 2. Recommendation implemented 	Yes but is a complex task.	Yes but is dependent on engagement by victims of youth crime	February 2010	HMc Commissioning Group: Strategy

Commissioning Group: this is the Group that the Lead Officer reports to in terms of developing the action plan for the Strategic Objective and monitoring progress.

The priorities for action included in the Evaluation of the Moray Youth Justice Strategy (First Year Report February 2009) can be incorporated into the Strategic Objectives as follows:

Priority	Specific Objective
Improve the effectiveness of the Youth Justice Implementation Group.	1
Increase the number of young people participating in the menu of programmes.	3
Evaluate in depth the effectiveness of the work with young people with problematic sexual behaviour.	5
Develop an effective service for victims and increase the use of restorative conferences.	6
Develop a pilot early intervention programme.	3
Integrate the children & families teams into the strategy through improved communication through the use of the Youth Justice Practitioners Group and through joint training.	1

Youth Justice Communication Strategy

Aim

The key strategic aim of the Communication Strategy will be to 'promote the activities and development of Moray Young Justice in an inclusive way'.

Objectives

In order to achieve this aim the Communication Strategy has the following SMART objectives:-

1. Ensure straight forward and efficient communication between the Strategy Group, Implementation Group and Practitioners Forum to effectively co-ordinate their activities.
2. Improve the accessibility of information about Moray Youth Justice and its services for all its stakeholders.
3. Develop stakeholder consultation in the evaluation and development of Moray Youth Justice and its services.

Activities

The objectives of the Youth Justice Strategy will be supported by the following activities.

1. The use of different channels of communication including:-
 - conferences, seminars and workshops;
 - maintaining a web-page; and
 - press releases and production and circulation of other written material.
2. Regular evaluation of Moray Youth Justice activities by CTC Associates.
3. Providing an annual report on Moray Youth Justice activities.
4. Maintaining good links with the Scottish Government.

Principles

The Communication Strategy will adopt the following principles. Communication to be:-

1. Purposeful and timely.
2. Open and honest based on reliable information.
3. In plain English and be available in other languages on request.
4. A two-way process encouraging mutual respect.
5. The responsibility of all members of the Strategy and Implementation Groups and Practitioners Forum.

The Evaluation of The Moray Youth Justice Strategy

**First Year Report
February 2009**

**Tim Chapman
CTC Associates**

CTC

Associates

transforming your vision into value with integrity

Executive Summary

The Youth Justice Strategy

This is a strategy that is founded on research and which supports Government policy on reducing youth offending. It has a logical structure. It is clearly and concisely set out and should be easily understood by all stakeholders.

The role of the Youth Justice Team

The levels of intervention structure for service delivery usefully clarifies the role of the Youth Justice Team. The deployment of the team

- in assessing cases where there is a pattern of offending,
- in providing specialist programmes to meet risk factors or criminogenic needs,
- and in providing more intensive and specialist supervision for young people involved in serious harm and at risk of being accommodated outside Moray

represents an efficient use of a limited resource and an effective use of their specialist expertise.

The Youth Offending Referral Group

The YORG is an effective structure for sharing information and creating a common ownership of the problems of young people in Moray.

The Youth Justice Team's Model of Practice

As a result of the new strategy the work of the team has moved from a high intensity, crisis driven approach to a more planned and managed model. It is based upon a range of assessment systems, a menu of structured programmes and specialist expertise in working with sexualised behaviour. This model is not yet fully in operation.

Leadership and Management Arrangements

A structure of accountability has been established. The Youth Justice Strategy Group is functioning well. It could take more of a lead in informing the public about the positive achievements in youth justice in Moray.

The Youth Justice Implementation Group has a critical role in the delivery of the strategy. It needs to improve levels of attendance and participation and to adopt a more pro-active problem solving model

ensuring that the potential of its multi-agency composition is fully exploited.

The Youth Justice Practitioners Group should be convened to engage stakeholders such as social workers in seeing the benefits of the Youth Justice Strategy and in understanding their role in it.

Staff Development

The Youth Justice Strategy has been supported by a substantial training programme. Staff in the Youth Justice Team report that they are satisfied with the level of supervision and support that they receive.

There is a need to offer core youth justice training (using the Time to Grow model) to social workers. This training should take place in the autumn of 2009. There should also be further training aimed at developing competence and confidence in using a range of assessment tools.

In the coming year there should be a more active plan to communicate what the Youth Justice Team offers to social work teams and to promote Team expertise more widely. The team should present its work with sexual harm perhaps through a national conference.

Performance and Outcomes

The Moray Youth Justice Strategy can demonstrate substantial progress in reducing youth offending. Grampian Police Youth Justice Management Unit report that, based upon baseline figures during the year 2006-2007, the number of youth offenders have reduced by 37%, the number of detected crime files have reduced by 37.3% and the number of crime files have reduced by 36.3%.

The Youth Justice Team is engaging with very vulnerable young people some of whom are at a potentially high risk of harming themselves or others. This requires intensive and skilful interventions.

The team has been under strength for most of the year due to health problems and two members changing their working arrangements to part-time. Once the team is fully staffed the team will be in a position to increase its workload substantially.

Professor Kazi of the State University of New York at Buffalo has been conducting a case by case evaluation of the Youth Justice Team's work over several years. He has found that in relation to the young people with

whom the team work, Asset scores indicate that the team is effective in meeting their needs and reducing the risk of their re-offending. 73.9% of cases improved and 17.9% became worse. Kazi's research has found that the average number of offences reduced from 12.24 during the baseline to 5.76 during the intervention. 83.3% of offenders substantially reduced the number of offences during the intervention. 30.3% did not commit any offences during the intervention, and 42.7% continued not to offend in the first 6 months after the intervention. This provides evidence that the interventions are effective in not only reducing offending, but also in maintaining this reduction for at least 6 months after the intervention and that the interventions are also effective in helping at least a third of the offenders to stop offending altogether.

14 young people, 9 parents or carers and 4 victims were consulted. Although not every young person or parent is positive about the service that they received, the responses from the users of the services delivered by the Youth Justice Team indicate a generally high level of satisfaction. The few victims who responded indicated the need for a victim centred service and for restorative responses.

Progress on performance improvement objectives

The comprehensive planning and performance improvement framework has been established and is operational. As mentioned above further efforts are required for it to fulfil its potential.

A Youth Justice Communication Strategy has been prepared and circulated. It has a clear aim, a set of objectives and activities and is underpinned by sound principles. There is, however, evidence that a full understanding of the strategy has not been achieved with many key stakeholders. In the coming year there should be a more active plan to communicate what the Youth Justice Team offers to social work teams and to promote Team expertise more widely. The team should present its work with sexual harm perhaps through a national conference.

The 'menu of options', (a curriculum of research based programmes to address risks of offending and to meet the needs of young people at risk,) has been established and staff have been trained to deliver them. However, very few young people are engaged in these diversionary programmes.

Work has begun to address the transition between the Children's Hearing System and the Adult Criminal Justice System. No substantial initiatives have emerged yet.

The Youth Justice Team has increased its expertise in working with young people with problematic sexual behaviours and has introduced the AIM 2 assessment system and the G Map programme.

The Youth Justice Team have begun to consult victims of youth crime to ascertain their needs and what support they would like to receive. They are doing this with the cooperation of Victim Support and Grampian Police. A new model of meeting victims' needs will emerge from this exercise.

Young people with problematic sexual behaviour

The Youth Justice Team is making good progress towards responding effectively to the challenge of the disproportionate quantity of young people with problematic sexual behaviour in Moray.

These developments should be closely monitored over the coming year and their outcomes evaluated. This concentration of young people with problematic sexual behaviour and the growing expertise of the team offer an opportunity learn much about effective practice in this area.

Conclusions and recommendations

The year 2008 has been productively spent in developing the Youth Justice Strategy and putting in place structures and services to support it. Much has been achieved:

- Youth crime continues to reduce in Moray and at a quicker rate than surrounding areas;
- The Youth Justice Team can provide evidence that they continue to reduce the re-offending of the young people with whom they engage;
- A structure for directing and implementing the strategy has been set up;
- The Youth Justice Team has developed expertise in assessment and engaging with young people with high risk of harming themselves or others;
- The Youth Justice Team can offer a menu of programmes to meet the needs of young people who offend.

During the year 2009 the focus should be on implementation, making the accountability structure work and the achievement of outcomes for young people at risk and their victims.

This report has identified several priorities for action:

1. Improve the effectiveness of the Youth Justice Implementation Group;
2. Increase the number of young people participating in the menu of programmes;
3. Evaluate in depth the effectiveness of the work with young people with problematic sexual behaviour;
4. Develop an effective service for victims and increase the use of restorative conferences;
5. Develop a pilot early intervention programme;
6. Integrate the Children and families team into the strategy through improved communication, through the use of the Youth Justice Practitioners Group and through joint training.

1. Introduction

The evaluation process began in June 2007 with discussions on the review of the Youth Justice Strategy for Moray. This was followed up with an inter-agency conference to review the strategy and to revise leadership and management arrangements. These discussions took place when the new government's policies on youth justice were still unclear.

The evaluation reports on the development and delivery of the Youth Justice Strategy and its outcomes up until December 2008. It is based upon Grampian Police data, Professor Kazi's, (State University of New York at Buffalo,) realist evaluation of the work of the Youth Justice Team, Moray Council documentation, meetings with stakeholders, observations of the Youth Justice Strategy Group, the Youth Justice Implementation Group and the Youth Offending Referral Group, meetings with the Youth Justice Team, and consultations with young people, their parents or carers and their victims.

2. The Youth Justice Strategy

This section comments on the key outputs set for the Youth Justice Strategy.

(i) A clear strategy on youth crime

The Moray Youth Justice Strategy Group agreed the Youth Justice Strategy on behalf of the Smarter Theme Group of the Moray Community Planning Partnership in August 2008. The strategy supports the Scottish Government's 'Reducing Offending by Young People – A Framework for Action'. It contributes to the Moray Single Outcome Agreement particularly to the National Outcome 9 – 'We live our lives safe from crime, disorder and danger.'

The strategy sets out five levels of intervention:

- Level 1 Support Services – offered by Anti-Social Behaviour Coordinator, Health, Education, and Housing to young people vulnerable to social exclusion and not fulfilling their potential.
- Level 2 Preventative Services – young people who have committed one or two offences are reviewed by the Youth Offending Referral Group and generally dealt with by Grampian Police issuing a warning letter and offering restorative warnings.
- Level 3 Early Intervention Services – young people who are beginning to establish a pattern of offending will be engaged by the Youth Justice Team in time limited interventions.
- Level 4 Intermediate Services – young people who offend persistently will be engaged in a formal voluntary intervention or a Supervision Order. The work will be undertaken and coordinated by Children and Families social work and education supported by structured programmes targeting specific issues delivered by the Youth Justice Team.
- Level 5 Intensive Supervision and Monitoring – a highly intensive intervention delivered by the Youth Justice Team as an alternative to detention in a secure unit.

Six performance improvement objectives were set for 2008/2009.

1. Implement a more comprehensive planning and performance improvement framework.
2. Establish and implement a communication strategy.
3. Achieve clarity on the operation of diversionary elements ('menu of options') of the strategy.

4. Assess the cost-benefit of investment in the 'gap' between the Children's Hearing System and Adult Criminal Justice.
5. To improve local practice regarding young people with problematic sexual behaviours.
6. Improve support to victims.

The strategy also addresses principles for effective partnership working, for training, communication and evaluation.

Conclusion

This is a strategy that is founded on research and which supports Government policy on reducing youth offending. It has a logical structure. It is clearly and concisely set out and should be easily understood by all stakeholders.

(ii) A clear role for the Youth Justice Team, other teams and agencies

The levels of intervention structure for service delivery usefully clarifies the role of the Youth Justice Team. The deployment of the team

- in assessing cases where there is a pattern of offending,
- in providing specialist programmes to meet risk factors or criminogenic needs,
- and in providing more intensive and specialist supervision for young people involved in serious harm and at risk of being accommodated outside Moray

represents an efficient use of a limited resource and an effective use of their specialist expertise.

(iii) A consistent framework of practice to which the strategy is committed.

The Young Offenders Referral Group (YORG) meets every month to review those young people who have come to the attention of the police and to determine what to do in each case. The YORG is multi-agency representing:

- Grampian Police Youth Justice Management Unit (YJMU) who manage the YORG;
- Grampian Police;
- Moray Youth Justice Team;
- Social work teams;
- Aberlour Child Care Trust;

- Criminal Justice Social Work;
- Education;
- Action for Children;
- SCRA;
- Anti-Social Behaviour Coordinator.

The YORG is well attended and the standard of exchange of information on each young person and discussion on the appropriate response is high. The Group has a robust Protocol and Procedures for Information Sharing. It has proved difficult to gain the regular attendance of Health and Criminal Justice Social Work, both key to a holistic approach. The YORG feels that it liaises with the Resource Panel and the Education Inclusion Support Service but that coordination could be improved.

The YORG is an effective structure for sharing information and creating a common ownership of the problems of young people in Moray.

The Youth Justice Team's model has become more structured and evidence based. This facilitates planned interventions based upon need and risk of offending and harm. It is based upon the five levels of intervention in the Youth Justice Strategy. This marks a significant change from previous policy which was based simply on previous offences.

The new approach requires the use of appropriate assessment systems and the team has developed a high level of expertise in the implementation of these systems. Asset, a general risk and needs assessment is administered for most young people. Asset is a research based system which enables the practitioner to identify needs in a young person's life that relate to offending. The system allows the worker to score needs and to calculate the risk of re-offending. This assessment should determine both level and content of service to be delivered in each case. Similar approaches have been designed for specific offending patterns. AIM is employed for sexualised behaviour and SAVRY for violent behaviour.

The team receives referrals from social workers and the YORG to undertake an in depth assessment over a six week period. Arising from this assessment the team may offer a direct intervention or suggest a more appropriate service.

The team has prepared a range of programmes, 'the menu of options', to meet the needs identified through these assessments:

1. Victim focused restorative interventions;
2. Drug and Alcohol misuse;
3. Anger management;
4. Independent living skills;
5. Health and mental well being;
6. Parenting support;
7. Interpersonal Relationships;
8. Self Esteem.

Each member of the team has developed a specific specialism. However, these programmes have yet to be fully implemented. In the case of structured interventions such as restorative justice, which had previously been used successfully, there has been a reduction in output.

The Youth Justice Team are responsible for assessing and managing young people who present a significant risk of harm to themselves or others where the primary behaviour is offending. There are a significant number of young people in Moray who have engaged in sexually harmful behaviour. This, then, is an important role for the team. As a consequence the team has developed its expertise and practice in this area.

The team are committed to developing a service to engage victims of youth crime in expressing their views, feelings and needs.

As a result of the new strategy the work of the team has moved from a high intensity, crisis driven approach to a more planned and managed model. Staff feel less under pressure and well supported and supervised. The challenge for the team presented by this model is to balance its structured, programme orientation with the building of supportive relationships with the young people.

(iv) Leadership and management arrangements that will drive the strategy forward.

The strategic conference in September 2007 agreed to create the following structure:

1. Youth Justice Strategy Group – providing direction at Chief Officer level and ensuring links to other local planning structures.

2. Youth Justice Implementation Group – implementing the strategy at lead service manager level and reporting to the Strategy Group.
3. Youth Justice Practitioners Forum – meeting twice yearly to engage a broad range of frontline staff in expressing their views on service delivery and informing both implementation and strategy.

This structure has a clear line of accountability to the Smarter Theme Group and the Community Planning Partnership.

The Youth Justice Strategy Group meets regularly. Attendance is good though the Procurator Fiscal does not attend and it has proved difficult to identify a representative from Health.

The Youth Justice Strategy Group acknowledges that it should be proactive in communicating positive developments and results to the public. Positive messages include evidence that the Youth Justice Team reduces re-offending and in the future the development of a new approach to victims of youth crime.

The Youth Justice Implementation Group has also met regularly. However, attendance is not consistent and numbers are often low. This has made it difficult for the group to develop an active agenda and to follow a plan of action. Those that do attend see the opportunity that the Group offers to share ideas on common problems and to pursue a pro-active, targeted and collective response to meeting young people's needs.

The Group needs to increase its numbers and improve attendance. It should take ownership of an action plan and the implementation of projects to which it is held accountable by the Strategy Group. More effective communication between the Strategy Group, the Implementation Group and the Youth Offending Referral Group would facilitate this.

Police representatives would welcome a more task oriented and accountable approach to problem solving in the Implementation Group. They believe that the potential of the current system is not being realised. The Youth Justice Management Unit can provide up to date information on youth crime. The Youth Offending Referral Group offers a multi-agency forum for reviewing individual cases. The Implementation Group is in a position to analyse the information emanating from these sources and come up with collective, strategic responses.

The police problem solving model, 'SARA', could be adapted for this purpose. It involves scanning information relevant to the problem, analysing this information, determining a response and evaluating results. It is evidence based, task oriented and creates accountability. These should be the characteristics of the Implementation Group.

Examples of issues that the Implementation Group could get their teeth into would be early intervention and the gap between the Children's Hearings System and adult criminal justice system.

The Youth Justice Practitioners Group has not met. This forum could be used to inform and engage social workers and other stakeholders in the strategy and in the work of the Youth Justice Team.

3. Staff Development

The Youth Justice Strategy has been supported by a substantial training programme including:

- The Asset assessment;
- First Aid;
- Food Hygiene;
- RealCare Baby Training;
- Proact Scrip Training;
- Working with Children and young people with problematic sexualised behaviour;
- ESCAPE parenting programme training;
- Advance statement report writing and giving evidence;
- Drugs and Alcohol Training;
- G Map training (sexual harm);
- SAVRY assessment training.

Staff in the Youth Justice Team report that they are satisfied with the level of supervision and support that they receive.

On consulting the Area Team managers, it was agreed that there was a need to offer core youth justice training (using the Time to Grow model) to social workers. However, as there was a full training schedule already in process, they suggested that this training should take place in the autumn of 2009. There was also evidence that, although many people had received training on Asset, there were still a lot of staff who did not feel confident about doing assessments. Further support and encouragement would be necessary.

Training will also be offered by the Team on G Map (sexualised behaviour programme), and the AIM 2 and Savry assessment systems.

4. Performance and Outcomes

In relation to the Moray Single Outcome Agreement on the reduction of youth crime, the Moray Youth Justice Strategy can demonstrate substantial progress. Grampian Police Youth Justice Management Unit report that, based upon baseline figures during the year 2006-2007, the number of youth offenders have reduced by 37%, the number of detected crime files have reduced by 37.3% and the number of crime files have reduced by 36.3%. Moray is also reducing its percentage of offenders, crime files and detected charges in the overall Grampian Police area. Persistent offenders continue to reduce and more persistent offenders are working with the Moray Youth Justice Team or Moray Youth Action or both.

The Youth Justice Team has worked with 70 young people between January 2008 and November 2008. 18 of these had engaged with the team previously. One young person had been referred twice previously. Contact with most young people lasts between three and six months. In December 2008 the team was working with 29 active cases. The ages of the young people range from 7 to 16. The team has worked with 11 females and 59 males.

22 of the young people were subject to supervision orders. Two have been on intensive supervision and monitoring orders (ISMS). 20 of these young people have been referred due to their sexualised behaviour. This is a very high proportion of the team's work compared to other areas. Three young people have been involved in violent behaviour and several have serious patterns of substance misuse.

The Youth Justice Team comprises of a manager, a senior social worker, two social workers, five project workers and one administrator. The team are engaging with very vulnerable young people some of whom are at a potentially high risk of harming themselves or others. This requires intensive and skilful interventions.

Over the past year the team has been under strength. There is a vacancy for a social worker and there are some tasks only a social worker is qualified to perform. Two members of staff have suffered recurring health problems. Two members of staff chose to change their working arrangements from full-time to part-time. One worker is

about to leave the tea. If the team can be fully resourced with staff, it will be in a position to increase its intake of work considerably.

Professor Mansoor Kazi, State University of New York at Buffalo, has been evaluating the work of the Youth Justice Team since 2002 using the realist evaluation methodology. The results below are based on a database of 216 children in the period June 2002 to November 2008 inclusive.

177 (82%) were males, with an average age of 15 years; and 99% were British White. The highest proportion (19.9%) was from the Elgin area. The main reason for referral was their offending (61.1%), followed by crisis (11%).

78 (36%) were known to have been excluded from school at some stage. 46 (21.3%) had a history of being accommodated. 36 (16.7%) had mental health issues, 11 (5.1%) had experienced a custodial sentence. 58 (26.8%) had siblings with a history of offending. 130 (60.2%) had an offending peer group. With regard to issues in their families, it was found that 38 (17.6%) had mental health issues, 54 (25%) had alcohol issues, and 43 (19.9%) had drug issues; and 33 (15.3%) had a history of child protection orders. The largest proportion of offences was assault (37.6%), followed by theft (13.9%) and sexual offences (13.3%).

The average score for cases in the first risk and needs assessment using the ASSET system was 20.33. On average when the test was repeated the score reduced to 14.04, a decrease of 6.29 on the average scores. This indicated a significant reduction in the risk of offending. Where the ASSET had been repeated more than once, a comparison of the first (baseline) and last scores indicated that 73.9% had improved, 8.2% did not change and 17.9% had become worse

The average number of offences reduced from 12.24 during the baseline to 5.76 during the intervention. 83.3% of offenders substantially reduced the number of offences during the intervention. 30.3% did not commit any offences during the intervention, and 42.7% continued not to offend in the first 6 months after the intervention. This provides evidence that the interventions are effective in not only reducing offending, but also in maintaining this reduction for at least 6 months after the intervention and the interventions are also effective in helping at least a third of the offenders to stop offending altogether.

These results demonstrate how the Youth Justice Team is contributing to the Moray Single Outcome agreement – ‘The number of children and young people who offend will reduce.

Drug and alcohol issues were the most significant factors directly associated with offending during the intervention, indicating that more needs to be done to meet the needs of those with drug and alcohol issues in order to increase the numbers of young people who stop offending during the intervention.

Views of service users

Four young people and three parents were interviewed for this evaluation. 10 young people and six parents or carers completed questionnaires. 4 victims of youth crime also completed questionnaires.

The young people were generally clear about why they were referred to the Youth Justice Team. Only one young man said that he did not know why he had been referred. One felt he was coerced to work with the team and was not sure what it would achieve. He disliked giving up free time to attend and having to answer personal questions. He claimed that he knew he would not re-offend. He says his life is much happier now but does not credit that to the team’s work.

Young people knew that the purpose of the work was not to get into trouble again. Most of them appreciated the chance to talk about their problems and receive advice and ‘sort out why I did what I did’. They got along with the staff well describing them as ‘friendly’, ‘not scary’. One young person commented about a member of the team: “One of the nicest guys I have ever met. If it wasn’t for him my life would be a mess.”

Two did not enjoy the programme but attended all the same and did stay out of trouble. Most believed that the programme had helped them stay out of trouble - “made me more aware of stuff. Made me think more about stuff before it happens”.

Young people were asked to assess whether their life had improved and to score the team. All young people reported that their life was better and they gave the team an average score of 8.5 out of 10

One parent commented that the service was “absolutely excellent. He went from being not a confident person to seeing an improvement.” Another said: “I’m glad he’s getting himself sorted out. Teaching him how to keep himself safe which is quite important.”

One parent stated that she did not notice a great deal of difference in her son. She felt that his problem was peer pressure and that a good job would have been more beneficial. Another wrote in the questionnaire: “He has learned a lot from the team. How to behave towards other people. Does not always stick to it but better than before”.

One parent really appreciated the support she received for the worker during a very stressful time. She concluded: “My son has his life back and is doing 100 times better. He is a better person and knows what he wants from life. Life is not perfect but a lot better and more settling.” Another mother wrote that her daughter “tries to walk away from trouble. When told she tries very hard and is starting to understand more.” One parent reported “I feel my life and kid’s life aren’t any better.”

The victims who responded to the questionnaire were all connected to schools. Victims expressed distress over what happened to them and frustration that young people are not punished or held accountable for the harm they cause and that victims are not informed about what has been done about the offence. They were all willing to participate in a restorative conference in order to get some satisfaction.

Although not every young person or parent is positive about the service that they received, the responses from the users of the services delivered by the Youth Justice Team indicate a generally high level of satisfaction. The few victims who responded indicated the need for a victim centred service and for restorative responses.

Progress on performance improvement objectives

1. The comprehensive planning and performance improvement framework has been established and is operational.

2. A Youth Justice Communication Strategy has been prepared. It has a clear aim, a set of objectives and activities and is underpinned by sound principles.

The strategy has been circulated. But it appears that key stakeholders such as social workers and police officers are not fully versed in it. Most people consulted were aware of the strategy but also stated that not everyone was familiar with it. The evaluator arranged to meet the managers of the Children and Families area teams. Representatives of two teams attended. Two of the teams sent their apologies.

Those present thought that awareness of the Youth Justice Strategy was generally low. The teams had received the strategy document but area social workers feel overwhelmed by the volume of information they receive. They also have more pressing priorities such as the recent inspection. This is a concern as social workers are the key source of referrals to the Youth Justice Team.

On the whole area teams report that they do not engage with many young people involved in a high level of offending. They are concerned that a referral to the Youth Justice Team would label some young people who should be kept out of the system. Yet social workers acknowledge that some young people require early intervention. These are complex cases who have not become heavily involved in offending yet who have all the risk factors of a future persistent offender.

In the coming year there should be a more active plan to communicate what the Youth Justice Team offers to social work teams and to promote Team expertise more widely. The team should present its work with sexual harm perhaps through a national conference.

The Team continues to have excellent working relationships with Grampian Police who respect its openness to new ideas and its proactive offers of support. They also relate to the team's model of practice which not only offers support to young people but also holds them accountable for their behaviour.

3. The 'menu of options' or research based programmes has been established and staff have been trained to deliver them.

However, very few young people are engaged in these diversionary programmes.

4. Work has begun to address the transition between the Children's Hearing System and the Adult Criminal Justice System. No substantial initiatives have emerged yet.
5. The Youth Justice Team has increased its expertise in working with young people with problematic sexual behaviours and has introduced the AIM 2 assessment system and the G Map programme.
6. The Youth Justice Team have begun to consult victims of youth crime to ascertain their needs and what support they would like to receive. They are doing this with the cooperation of Victim Support and Grampian Police. A new model of meeting victims' needs will emerge from this exercise.

The model will entail a member of the team meeting with appropriate victims as soon as possible after the offence to listen to their needs and advise them of services available including Victim Support. It offers an opportunity to offer a restorative response where appropriate. This model will need robust arrangements for partnership between the Youth justice Team, Grampian Police, the Children's Reporter and Victim Support. Protocols will be required with Grampian Police and the Children's Reporter to clarify procedures.

This initiative offers the opportunity to both satisfy the needs of victims and to increase the use of restorative conferences with young people responsible for harming them.

5. Developments in Practice - 'Getting it Right for Children and Young People with Problematic Sexual Behaviour'.

The Youth Justice Team is making good progress towards responding effectively to the challenge of the disproportionate quantity of young people with problematic sexual behaviour in Moray. Grampian Police Youth Justice Management Unit reports that during the year 2007-2008 there were 33 young people who were detected as having committed 55 offences of a sexual nature. This compares in the same year to 19 young people in Aberdeen, 21 in North Aberdeenshire and 12 in South Aberdeenshire. The most common offences were indecent assault, lewd and libidinous behaviour and sex with a female under the age of 16.

Training has been offered in assessment, AIM 2 (sexualised behaviour) and Savvy (violent behaviour). AIM guidance on the management of sexualised behaviour will be phased into schools, residential units and with carers. A member of the team is now a trainer of the G Map programme which addresses sexualised behaviour through the 'Good Lives' model. Training in this will be offered to staff in Moray. 20 young people in Moray have received a skilled, research based intervention for their sexualised behaviour during 2008.

These developments should be closely monitored over the coming year and their outcomes evaluated. This concentration of young people with problematic sexual behaviour and the growing expertise of the team offer an opportunity learn much about effective practice in this area. At present the bulk of the expertise lies with the managers of the team. The appointment of a new social worker within the team provides an opportunity to develop the service for young people with problematic sexual behaviour.

This is an area of practice through which the youth justice team can make a major contribution to the protection of children in Moray. It also provides an opportunity to generate knowledge about what works with this challenging group of young people. For example the G Map approach could be implemented and evaluated over the coming years.

6. Conclusions and Recommendations

The year 2008 has been productively spent in developing the Youth Justice Strategy and putting in place structures and services to support it. Much has been achieved:

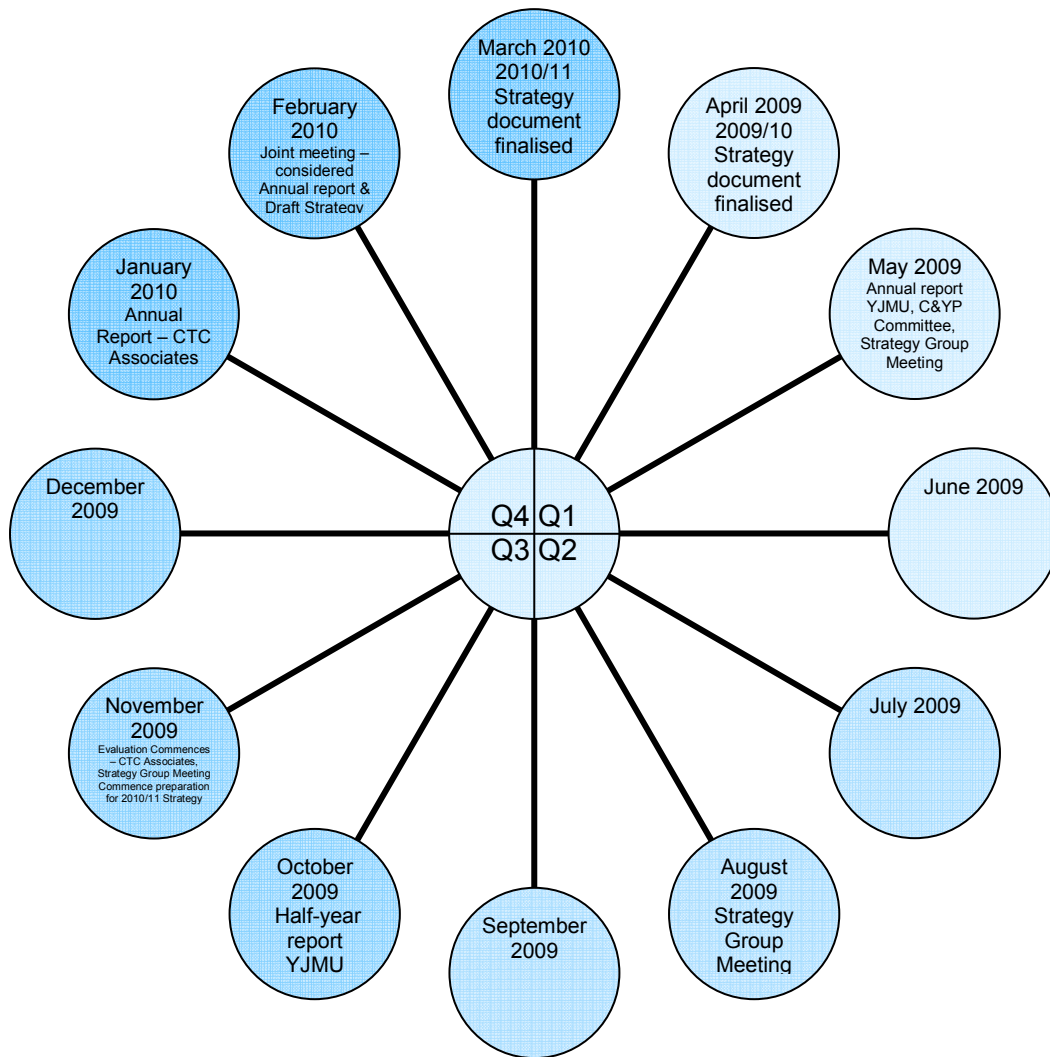
- Youth crime continues to reduce in Moray and at a quicker rate than surrounding areas;
- The Youth Justice Team can provide evidence that they continue to reduce the re-offending of the young people with whom they engage;
- A structure for directing and implementing the strategy has been set up;
- The Youth Justice Team have developed expertise in assessment and engaging with young people with high risk of harming themselves or others;
- The Youth Justice Team can offer a menu of programmes to meet the needs of young people who offend.

During the year 2009 the focus should be on implementation, making the accountability structure work and the achievement of outcomes for young people at risk and their victims.

This report has identified several priorities for action:

1. Improve the effectiveness of the Youth Justice Implementation Group;
2. Increase the number of young people participating in the menu of programmes;
3. Evaluate in depth the effectiveness of the work with young people with problematic sexual behaviour;
4. Develop an effective service for victims and increase the use of restorative conferences;
5. Develop a pilot early intervention programme;
6. Integrate the Children and families team into the strategy through improved communication, through the use of the Youth Justice Practitioners Group and through joint training.

Business Planning Cycle



Consultation period for 2010/11 strategy will be December 2009 & January 2010.