

Moray Youth Justice Plan 2010-2012

Contents

1. Introduction.....	3
2. Aim of the Moray Youth Justice Plan.....	3
3. Accountability Structure.....	3
4. Performance Improvement Objectives	4
5. Partnership	4
6. Communication	4
7. Evaluation.....	4
APPENDIX 1	6
APPENDIX 2	7
APPENDIX 3	11
APPENDIX 4	13
APPENDIX 5	14
APPENDIX 6	39

1. Introduction

The Moray Youth Justice Plan 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.

A series of SMART objectives promote the continuous improvement of youth justice services and the plan 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**.

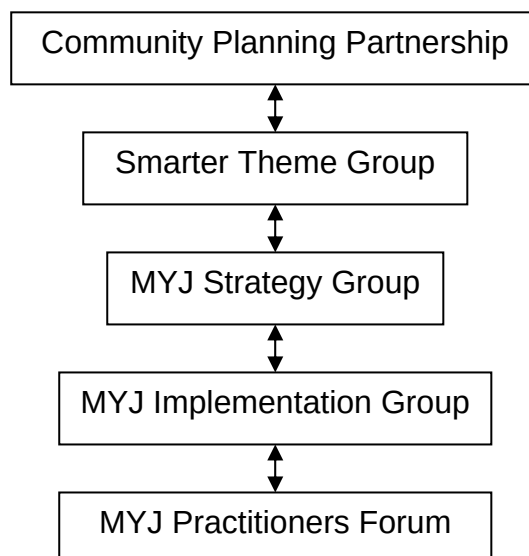
2. Aim of the Moray Youth Justice Plan

The Moray Youth Justice Plan 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 Local Delivery Action Plan for 2010-11 can be found at **Appendix 2**.



The Aims and Objectives of the Strategy and Implementation Groups are detailed in **Appendix 3**.

4. Performance Improvement Objectives

The interagency 2010/11 performance improvement objectives are as follows:-

- (i) Implement the Moray Youth Justice Transitions Project;
- (ii) Implement the Support to Victims/ Public Confidence Project;
- (iii) Develop a Performance Management Framework (PMF) linking the Strategy & Implementation Groups;
- (iv) Complete the analysis of local practice with young people having harmful sexual behaviours and implement agreed recommendations;
- (v) Analyse current intervention and arrangements that address alcohol issues for young people who offend and implement agreed recommendations; and
- (vi) Establish and implement a calendar of communication training and staff development activities for practitioners on an interagency basis (as a Practitioners Forum).

The accountability arrangements associated with these improvement objectives are found in **Appendix 4**.

5. Partnership

The Moray Youth Justice Plan 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.

6. 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 5**.

7. Evaluation

The Moray Youth Justice Plan will be evaluated for 2010 by CTC Associates. The evaluation will include:-

- Preparation of the third annual report

- Completion of 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 report. The second year report prepared by CTC Associates is attached to this document as **Appendix 6**.

The Youth Justice Plan will be reviewed from November of each year. The Business Planning Cycle for the Strategy is included as **Appendix 7**.

Appendix 1

Local Outcome: To reduce the number of young persons who offend.

Relevant Indicators	Baseline 2006/07	2007/08	2008/09	2009/10
National Indicator – Number of recorded crimes (not including Group 7 - road traffic offences) committed by 8 – 17yr olds.	Total = 1726	Total = 1304	Total = 1183	Total = 802
National Indicator – Number of young persons (8 – 17yr olds) who have committed crimes (not including Group 7 - road traffic offences).	Total = 892	Total = 724	Total = 622	Total = 464
Local Indicator – Number of Crime Files committed by young persons (8 -17 yrs).	8-16 = 881 16-17 = 587 Total = 1468	8-16 = 591 16-17 = 427 Total = 1018	8-16 = 495 16-17 = 475 Total = 970	8-16 = 380 16-17 = 321 Total = 701
Local Indicator – Number of Detected Charges by young persons (8 – 17 yrs).	8-16 = 1669 16-17 = 1042 Total = 2711	8-16 = 1116 16 -17 = 812 Total = 1928	8-16 = 897 16 -17 = 967 Total = 1864	8-16 = 673 16-17 = 571 Total = 1244
Local Indicator – Total number of young persons (8 – 17 yrs) who committed crime.	8 -16 = 599 16-17 = 348 Total = 947 M = 726 F = 221	8-16 = 434 16-17 = 258 Total = 692 M = 539 F = 153	8-16 = 341 16 -17 = 285 Total = 626 M = 480 F = 146	8-16 = 280 16-17 = 231 Total = 511 M = 370 F = 141
National Indicator – Number of persistent young offenders (SCRA criteria).	Total = 39	Total = 27	Total = 25	Total = 10

National Outcome 8 – We have improved the life chances for children, young people and families at risk

Local Outcome 15 – Life chances for children, young people and families at risk in Moray will improve

KEY ACTION	Youth Justice Strategy Group	
Achievements in 2009/10 • Youth Justice Strategy 2009-10 approved. • Youth Justice Implementation Group established. • Youth Justice Evaluation report 2009 published in March 2010 • Transitions & victim support projects presented to Youth Justice Annual Joint Meeting • Practice analysis regarding young people who are sexually aggressive with external evaluator. • Draft 2010-11 performance improvement objectives identified. • Further reduction in youth offending in Moray.		
SMART Targets for Key Action		
The Youth Justice Strategy Group will ensure positive results by achieving the following targets – Targets: • Reduce the number of charges involving young people. • Reduce the number of young offenders. • Reduce the number of persistent young offenders. • Reduce the number of young people offending more than once.		
Quarter 1 Milestone	Date	
Draft 2010/12 Youth Justice Strategy prepared. Communication exercise completed Strategy finalised First youth justice practitioner’s forum	April 2010 June 2010 June 2010 June 2010	
Quarter 2 Milestone	Date	
Transition project approved for implementation Support to victims/public confidence project approved for implementation Recommendations for action agreed for practice with young people who are sexually aggressive.	July 2010 July 2010 Sept 2010	

Quarter 3 Milestone	Date
Transition project implemented Support to victims/public confidence project implemented Performance management framework completed.	Oct 2010 Oct 2010 Dec 2010
Quarter 4 Milestone	Date
2010 Youth Justice evaluation report prepared Draft revisions to the 2010/12 Youth Justice Strategy prepared.	Feb 2011 March 2011

Expected outcome/contribution to the local and national outcome				
The number of children & young people who offend will reduce. Continued reduction in key indicators 1-3 and increase in 4.				
1. Number of charges	2006/07=2711	2007/08=1928	2008/09=1864	2009/10=1244
2. Number of young offenders.	2006/07=947	2007/08=692	2008/09=626	2009/10=511
3. Number of persistent young offenders.	2006/07=39	2007/08=27	2008/09=25	2009/10=10
4. Proportion of young offenders who offend only once.	2006/07=60.8%	2007/08=65.5%	2008/09=64.5%	2009/10=67.1%
Other outcomes:				
- To establish the Transitions Project. - To continue annual evaluation of Youth Justice by CTC Associates.				
Resources				
All resources are from existing annual departmental budget: Officer & partner agency personnel in implementing the Strategy. Youth Justice Team.				
Links to other Key Actions				
Lead Officer, including contact details	John Carney, Head of Children & Families and Criminal Justice e-mail: john.carney@moray.gov.uk tel: 01343 563534			

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 who will have operational responsibilities for the delivery of the strategic priorities;
4. To maintain a Communications Strategy for the area's Youth Justice Services; and
5. Prepare a Youth Justice Plan and ensure good coherence to other strategies and plans.

Composition

At Chief Officer/ Strategic Manager level

- The Moray Council (Social Work, Education, Housing and Antisocial Behaviour)
- Grampian Police
- NHS Grampian
- Action for Children
- Aberlour
- SCVO
- Children's Reporter
- Chair of the Children's Panel
- 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 appropriate operational 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, Housing, CLD and Antisocial Behaviour)
- Grampian Police
- NHS Grampian
- Action for Children
- Aberlour
- SCVO
- Careers Scotland
- Children's Reporter

Frequency

Quarterly.

Appendix 4

Performance Improvement Objectives 2010/11

Specific Objective	Success Measure	Achievable/ Realistic	Timescale	Lead Officer
Implement the Moray Youth Justice Transitions Project	- The project is operating - Performance data indicates it is operating effectively.	The concept has been developed and staffing resource identified.	Will be signed off at MYSG in June 2010 and the 'go live'.	Blair Dempsie Commissioning Group: Strategy
Implement the Support to Victims/ Public Confidence Project	- The project is operating - Performance data indicates it is operating effectively.	The concept has been developed and participating agencies asked to commit their contributions.	Will be signed off at MYSG in June 2010 and then 'go live'.	Hugh Mackie Commissioning Group: Strategy
Develop a Performance Management Framework (PMF) linking the Strategy and Implementation Groups	- PMF established. - One cycle has operated successfully.	The groups are now established and data is available.	To be considered at MYSG in June 2010 for implementation from September 2010.	John Carney Commissioning Group: Strategy
Complete the analysis of local practice with young people having harmful sexual behaviours and implement agreed recommendations.	- The analysis and recommendations are completed. - Recommendations implemented.	CTC Associates are preparing the analysis and recommendations.	To be tabled at MYSG in June 2010 to agree recommendations and actions.	John Carney Commissioning Group: Strategy
Analyse current intervention and arrangements that address alcohol issues	- The analysis and recommendations are completed. - Recommendations	The knowledge exists within services.	Methodology of the study to be considered at Implementation Group in August 2010.	Commissioning Group: Implementation

for young people who offend and implement agreed recommendations	implemented			
Analyse current interventions and arrangements for early intervention for young people who offend and implement agreed recommendations.	• The analysis and recommendations are completed. • Recommendations implemented.	The knowledge exists within services.	Methodology of the study to be considered at Implementation Group in August 2010.	Commissioning Group: Implementation
Establish and implement a calendar of communication, training and staff development activities for practitioners on an interagency basis (as a Practitioners Forum)	• Calendar of events is published for 2010-12	Expertise exists within services.	Project to be established at June 2010 meeting of Implementation Group.	Commissioning Group: Implementation

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

**Second Year Report
March 2010**

**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.

Leadership and Management Arrangements

A structure for planning and accountability has been established. The Youth Justice Strategy Group which has oversight over the strategy is functioning well.

The Youth Justice Implementation Group has a critical role in the delivery of the strategy. It has taken steps to improve levels of attendance and participation. It now needs 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.

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.

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 40.3%, the number of detected crime files have reduced by 45% and the number of crime files have reduced by 43.7%. For each of these indicators the reduction in Moray exceeds the trend throughout the Grampian area.

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.

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. 74.1% of cases improved and 18.4% became worse.

Analysing the frequency of offending of 175 of the young people, the average number of offences committed by the group in the year prior to intervention was 12.2. This reduced to 5.4 during the intervention. There was a reduction in the average number of offences of 6.8 or 55.7% during the intervention. This is an indication of the effect that the team is having on community safety. Overall 82.3% of the young people reduced their offending. There was no change in the offending behaviour of 4.6% and 13.1% increased their offending.

Survey of young people's views on the service they received from the Youth Justice Team revealed that almost all those surveyed were very satisfied.

Progress on performance improvement objectives

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

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. Media coverage of last year's report was positive.

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. Young people referred to the Youth justice Team are benefiting from them. They have not yet been adopted by the local social work teams as planned.

Significant work has begun to address the transition between the Children's Hearing System and the Adult Criminal Justice System.

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.

Grampian Police are undertaking a major of victims of youth crime to ascertain their needs and to improve services for victims.

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.

Early Intervention

The Youth Justice Team are involved in initiatives to enable schools to respond effectively to sexualised behaviour, to deliver a restorative justice approach to acceptable behaviour contracts and to reduce under-aged drinking.

Conclusions and recommendations

The Youth Justice Strategy in Moray has been fully established and structures and services have been put in place 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.

This report has identified several priorities for action:

1. Develop the potential of the Youth Justice Implementation Group;
2. Increase the number of young people participating in the menu of programmes;
3. Address the problem of alcohol misuse among young people;
4. 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 early intervention programmes;
7. 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.

This evaluation reports on the development and delivery of the Youth Justice Strategy and its outcomes up until December 2009. 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.

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. Criminal Justice Social Work is now participating actively. However, attendance by children and families teams is erratic.

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. These programmes have been designed to address in a structured and research based way the key needs associated with the risk behaviours of young people in the Moray area.

The programmes were reviewed by the evaluator. They were designed to be used by both the Youth Justice Team and social workers working with young people in local teams. The manuals should conform to the principles of effective practice and be presented in such a way as to make sense to those who will deliver them so that they can be delivered to a high standard of integrity. These principles include;

- A clear rationale and model for change;
- A clear target group based upon an assessment of needs and risk level;
- Clear outcomes;
- Research based methods to change behaviour and to motivate the participant;
- Objectives for each session and clear sequence of sessions;
- A framework for evaluation.

These manuals do not conform to these standards. They generally take the form of parts of other manuals and practical exercises that the designer has used. They are clearly useful to those familiar with them and provide a structure and purpose to their work with young people. However, in their current form could be confusing to other practitioners and there is a real risk to the programme's integrity.

The team is currently reviewing and improving the manuals with a view to distributing them to local social work teams. In my opinion a considerable amount of more work is required before social workers

would feel confident to deliver these programmes competently. Given the reduction in levels of youth offending in the Moray area, it may be that the Youth Justice Team should assume responsibility for the delivery of this menu of programmes in the area.

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.

While there is still work to be done the team has achieved a major shift from a high intensity, crisis driven approach to a more planned and managed model. The team manager plans to use the Practitioners' Forum more actively to inform colleagues about what the Youth Justice Team can offer.

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 Implementation Group met in January 2010. The attendance was very much improved at 16. This group needs to sustain its attendance and develop an active agenda. 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 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.

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

The Youth Justice Practitioners Group can also have a useful role in linking the Youth Justice Strategy with local social work teams.

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;
- Viewpoint;
- Parenting and family work;
- Risk Assessment;
- Restorative Justice;
- Child protection;
- Carefirst;
- 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. The refresher training in restorative justice has led to a substantial increase in work in this area.

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. Crime figures show a steady decline throughout the Grampian Police area¹.

Trends for those offenders aged between 8 years and 17 years inclusive at the time of the offence.

	Sub-Division	2006	2007	2008	2009
Number of Offenders	Aberdeen	1721	1602	1493	1532
	Shire	1679	1477	1381	1140
	Moray	963	784	704	575
	Total	4363	3863	3578	3247
Number of Detected CrimeFiles	Aberdeen	2913	2746	2556	2429
	Shire	2112	1672	1653	1375
	Moray	1477	1184	1033	812
	Total	6502	5602	5242	4616
Number of Detected Charges	Aberdeen	6594	5699	5185	4895
	Shire	3787	3341	3127	2558
	Moray	2782	2271	1880	1567
	Total	13163	11311	10192	9020

The above data shows that between the years of 2006 and 2009:

- In Grampian, the total number of offenders has fallen from 4363 to 3247, a reduction of 25.6%. In Moray, the total number of offenders has fallen from 963 to 575, a reduction of 40.3%.
- In Grampian, the total number of detected CrimeFiles has fallen from 6502 to 4616, a reduction of 29%. In Moray, the total number of detected CrimeFiles has fallen from 1477 to 812, a reduction of 45%.
- In Grampian, the total number of detected charges has fallen from 13163 to 9020, a reduction of 31.5%. In Moray, the total number of offenders has fallen from 963 to 575, a reduction of 43.7%

For each of these indicators the reduction in Moray exceeds the trend throughout the Grampian area.

¹ Grampian Police Youth Justice Management Unit

The following table shows the number of Moray persistent offenders as per SCRA guidelines:

Five or more reports to the Children's Reporter in any six month period.

This data is based on the following fiscal years as per SCRA criteria:

1st April 2006 to 31st March 2007

1st April 2007 to 31st March 2008

1st April 2008 to 31st March 2009

1st April 2009 to present month (1st February 2010)

The following table shows a breakdown of the number of persistent offenders in Moray.

	06/07 Annual total	07/08 Annual total	08/09 Annual total	09/10 To date
New Pos	33	24	20	5
Total POs during the year	39	27	25	8
POs dropped off	36	22	22	6

There has been a significant reduction in the number of persistent offenders over the last four years, and it is anticipated that the annual total for 09/10 will be 50% less than during 08/09. Persistent offenders represent the target group of the Youth Justice Team. This trend is very encouraging. The overall trend is one of increasingly fewer young people involved in patterns of repeated offending. The percentage of offenders who only offended once during the year has increased:

- 2006 – 61.7% offenders only offended once
- 2007 – 62.8% offenders only offended once
- 2008 – 64.6% offenders only offended once
- 2009 – 68.5% offenders only offended once

The contribution of the Youth Justice Team

The Youth Justice Team responded to 80 referrals between January 2009 and December 2009. This represented an increase of 10 over the total in 2008. Contact with most young people lasts between three and six months. In December 2009 the team was working with 32

active cases. The ages of the young people range from 9 to 19. The team has worked with 12 females and 68 males.

17 referrals were due to incidents of sexual harm. 2 were referred for an assessment of their violent behaviour. 28 of the young people were subject to supervision orders. Three have been subject to intensive supervision and monitoring (ISMS). 8 were referred due to acceptable behaviour contracts (ABCs). 22 were referred for restorative justice interventions. Working with sexual harm continues to be a substantial proportion of the team's work. There has been a positive increase in activity relating to restorative justice. This is in part due to training and in part due to the support of the Children's Reporter.

The Youth Justice Team currently comprises of an acting manager, one social worker, five project workers and three part-time administrators. Over the past year the team has been under strength. It has proved difficult to fill the vacancy for a social worker and there are some tasks only a social worker is qualified to perform. The Youth Justice Coordinator has recently left the team and will not be replaced in the near future. While the team can cope with the current workload, there is some concern over the capacity of the team to respond effectively to an upturn in youth crime.

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 258 children in the period June 2002 to December 2009 inclusive².

210 (81.4%) were males, with an average age of 15 years; and 99% were British White. The highest proportion of referrals were from the YORG at 38.4%. 37.7% of referrals came from the four area social work teams (16.7% from the Elgin area team). The main reason for referral was their offending (59.3%), followed by sexual behaviour (9.7%).

A profile of young people referred to the Youth Justice Team:

- 63.6% known to Social Services;
- 58.9% had an offending peer group;
- 39.5% had alcohol issues;

² Mansoor A.F. Kazi (2010) Evaluation of Moray Youth Justice Team Ninth Interim Report University of Buffalo

- 34.9% had been excluded from school in the past;
- 32.2% had drug issues;
- 21.7% had a history of being accommodated;
- 17.1% had mental health issues;
- 15.1% had a history of child protection.

Typically within their families were characterised by siblings with a history of offending (26%), mental health issues (17.1%), alcohol issues (22.9%), and drug issues (19.4%).

The most common offences recorded were assault (37.6%), followed by sexual offences (15.2%) and theft (13.2%). It is clear that the team are working with a group of vulnerable young people with complex needs and at a high risk of offending and anti-social behaviour. They tend to be difficult to engage in behaviour change.

One method of measuring outcomes with this group is to compare levels of risk and need at the beginning of intervention with levels at later stages of the intervention. These levels are assessed through an accredited assessment system, ASSET. Assessments had been completed at least twice in 158 (61.2%) of the 258 cases in the database. Where the ASSET had been repeated more than once, a comparison of the first (baseline) and last scores indicated that 117 (74.1%) had improved, 12 (7.6%) did not change and 29 (18.4%) had become worse, confirming the overall improvement in the risk of offending in a large majority of cases where the ASSET had been used more than once.

The second method of assessing outcomes was to measure reductions in offending. Offence data was available for 175 children for the year prior to the Youth justice intervention (the baseline phase), and the number of offences during the intervention. 29.6% committed no offences during the intervention phase. Given the high risk nature of the young people this is a very positive result.

Analysing the frequency of offending of 175 of the young people, the average number of offences committed by the group in the year prior to intervention was 12.2. This reduced to 5.4 during the intervention. There was a reduction in the average number of offences of 6.8 or 55.7% during the intervention. This is an indication of the effect that the team is having on community safety.

Overall 82.3% of the young people reduced their offending. There was no change in the offending behaviour of 4.6% and 13.1% increased their offending.

Kazi found that those with alcohol issues were 9 times more likely to offend during the intervention than those who did not have alcohol issues. Additionally, it was found that those who were younger at the time of the first offence were more likely to offend at least once during the intervention. This strongly suggests that interventions which address alcohol issues and early intervention should be developed to further improve the effectiveness of the team in reducing offending.

Kazi concludes that the findings provide considerable evidence that the Moray Youth Justice Team is effective in reducing offences and that Moray Youth Justice Team's interventions also helped in dealing with the underlying factors that are associated with offending. The team is enabling young people involved in persistent offending to bring about real positive changes in their lives for the longer term.

Views of service users

17 young people with whom the Youth Justice Team are working completed questionnaires on their views of the service that they had received.

They were asked:

1. Do you believe you and your family were listened to and offered helpful advice and support?

One young person complained that no one spoke to her dad.

Yes 13 answered yes and one said no. One answer was 'Kind of'.

2. Did you understand the work you were requested to complete when working with the YJT?

One young person complained about all the paper work she had to do. 15 said yes.

3. Did this support help you?

Yes 14 answered yes and one said no. One commented. "During the Christmas break I felt as if I didn't have support".

4. How did it help you stay out of trouble?

Comments included:

- "Started attending school. Started using time better i.e. playing golf".
- "Getting life back on track, choose friends differently and in less trouble at school".
- "Got told what could happen if I done it again."

- “It took up my time”.
- “I chose new mates”.
- “Made aware of the consequences of offending”.
- One boy spoke about the rules he was asked to comply with and the rewards he received when he did comply.

5. *Do you feel better now that you have worked through some of your difficulties?*

One young person did not feel the team helped. 11 answered yes. Comments included:

- “I feel I get listened to more and I feel respected and makes it easier at home to have conversations without any rows”.
- One young person felt it was too soon to say if the team had an effect.
- “I would have liked to have worked with MYJ for longer because I still feel a bit on edge, especially when I go to school and it would have been nice to talk to someone outwith the school about my thoughts.”
- “I would like to say thanks for support”.
- “Fantastic son now, June helped lots.”

These results were similar to the interviews conducted for the last evaluation report. They demonstrate that the young people were generally clear about why they were referred the Youth Justice Team and generally appreciated the support that they received.

Views of key stakeholders

The Youth Justice Team continues to have excellent working relationships with its key stakeholders particularly Grampian Police and the Children’s Reporter who respect the team’s 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 offending behaviour.

The Children’s Reporter has welcomed the Team’s growing expertise on sexual offending as it supports the difficult decisions that must be made in these cases. He believes that more in depth interventions are required to address alcohol and drug issues among young people. He would also support an extension in the use of restorative justice and would like social workers to consider this option in their reports. He is concerned that the loss of the coordinator might put a strain on the Team.

Grampian Police clearly value the working relationship that they have with the Youth Justice Team. Their collaboration with the Team has paid dividends in Operation Avon, a strategy to tackle under-aged drinking and youth disorder.

Fairer Scotland also supports the work of the Youth Justice Team believing that its partnership work is excellent. The Fairer Scotland fund has supported the development of a restorative justice approach to ABCs in partnership with the youth Justice Team. Fairer Scotland would welcome the Team's more active involvement in initiatives aimed at young people not involved in education, employment or training, 'NEETs'.

Progress on performance improvement objectives

1. The comprehensive planning and performance improvement framework has been established and is operational. The planning cycle is being followed and is working effectively.
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. The evaluation report for 2008 was presented to the Council and received positive press coverage. The community and young people will be involved in the development of the next strategic plan.
3. The 'menu of options' or research based programmes has been established and staff have been trained to deliver them. Young people referred to the Youth Justice Team have benefited from these programmes. However, they have not been adopted by local social work teams as originally planned.
4. Work has begun to address the transition between the Children's Hearing System and the Adult Criminal Justice System. The Procurator Fiscal has been involved in work on this issue. At present the number of young people who have been identified as falling between the two systems is not large. The problem is manageable. There is now a very positive working relationship between the Youth Justice Team and the Criminal Justice Social Work Team.

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. The Team has set about aligning its services to the Government's guidelines, 'Getting it right for children and young people who present a risk of serious harm'.
6. Grampian Police has embarked upon a comprehensive study on support to victims of youth crime. It aims to assess the services and information available to the victims of youth crime in Moray and to establish if they meet the needs of those victims. Suitable victims will be surveyed by telephone or through an online survey. The survey takes place early in 2010.

7. Developments in Practice

Sexual harm

According to Grampian Police Youth Justice Management Unit statistics, violent and sexual offences by young people, while relatively low in number, are increasing while all other offence categories are decreasing.

Calendar Year	2006	2007	2008	2009
<i>Crimes of violence</i>	5	16	12	16
<i>Crimes of indecency</i>	31	49	36	39

Consequently these offences must be a priority for the strategy. The Youth Justice Team has made good progress towards responding effectively to the challenge of the disproportionate quantity of young people with problematic sexual behaviour in Moray. Moray Youth Justice Coordinator has conducted an audit of the service using the Government's guidelines³. Steps taken to assure the delivery of a high quality service include:

- The use of ASSET assessments.
- Training in assessment, AIM 2 (sexualised behaviour) and Savvy (violent behaviour).
- The use of the Moray Council Risk Management Manual.
- AIM guidance on the management of sexualised behaviour is being 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.
- Supporting programmes in anger management, self esteem, mental health and wellbeing, interpersonal behaviour and substance misuse.
- Evaluation through the 'realist measures'.

As a result young people in Moray have available to them a skilled, research based intervention for their sexualised behaviour in this area.

³ Getting it right for children and young people who present a risk of serious harm.

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 to learn much about effective practice in this area. Up to now the bulk of the expertise lies with the managers of the team. With one of the managers leaving the team, it will be necessary to ensure that other workers are trained and supervised in this area of practice.

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.

Early Intervention

The Youth Justice Team have taken two strategic initiatives in early intervention:

1. The Team is introducing the AIM guidance on identifying and addressing sexual to schools in Moray.
2. The Team is supporting a restorative justice approach to acceptable behaviour contracts (ABCs) in partnership with community safety.

8. Conclusions and Recommendations

The year 2009 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.

This report has identified several priorities for action:

1. Improve the effectiveness of the Youth Justice Implementation Group;
2. The Youth Justice Team should assume responsibility for delivering the menu of programmes to young people who need them and increase the number of young people participating in them;
3. Interventions which address alcohol issues and early intervention should be developed to further improve the effectiveness of the Youth Justice Team in reducing offending.
4. 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 to learn much about effective practice in this area.
5. Up to now the bulk of the expertise lies with the managers of the team. With one of the managers leaving the team, it will be necessary to ensure that other workers are trained and supervised in this area of practice.
6. Develop an effective service for victims and increase the use of restorative conferences;
7. Develop early intervention programmes;

8. 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.

In conclusion, the Moray Youth Justice Strategy and the Moray youth Justice Team have delivered very positive results to the local community. This should be communicated to the general public and the Scottish Government. I believe that other areas in Scotland engaging with youth crime have much to learn from the Moray experience.

Business Planning Cycle

