



– making it work in Glasgow

Youth Justice Services in Glasgow

Annual Report 2009/2010



Foreword

The Youth Justice Strategy Group in Glasgow has responsibility for planning and strategic development of services for young people involved in offending. The Group is part of a wider Children's Services Planning structure, ensuring that there is clear vision and strategic framework for services to all children, young people and families in the City.

The Youth Justice Strategy Group remains committed to ensuring **effective, efficient and evidence-based** service provision in local communities – that is ensuring that our services have been subjected to research and scrutiny, that they have been shown to work and that they deliver the best outcomes at the lowest possible cost to the public purse. Exciting new developments include the introduction of Multisystemic Therapy in the North and West of the city, and an extension of the Intensive Support and Monitoring Service to include working with young people who are attending Court. See inside to read more information about the latest developments.

Last year we were pleased to announce that youth crime was falling across the city. During 2009/2010 this downward trend has continued and we can demonstrate that our approach is making Glasgow a safer city year-on-year. These positive outcomes for the young people, communities and the city as a whole are testament to the hard work of young people and their families and from the efforts of a wide range of agencies involved in working with young people. However we also know that even though crime is falling, for those individuals and communities who are affected by crime, it remains a very real issue.

This is why, despite the difficult financial times facing every Local Authority, we will continue to invest and develop services to tackle the challenge of youth offending, ensuring that the positive gains made in reducing crime continue for the benefit of every citizen of Glasgow.

We hope you will enjoy reading about our achievements in 2009/2010 and we hope to contribute to an even safer Glasgow in 2010/2011.

David Crawford

Director of Social Work Services and Chair of the Children's Services Executive Group

2009/2010 in numbers

35%

The amount that offence referrals to the Children's Reporter have fallen since 2006/2007

Less than

1%

The proportion of young people who commit **10%** of all youth crime in the city

3/4

The proportion of young people involved in offending who committed only one or two offences in the year (up from **2/3** last year)

22%

The amount that serious violent offences by under 18s have reduced in the last year (**31%** over 2 years)

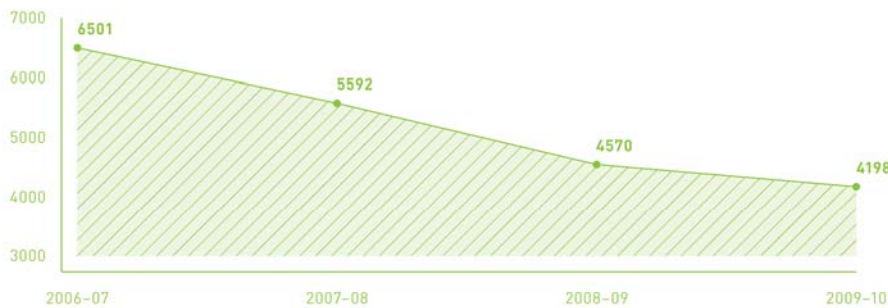
Crime Analysis

The Youth Justice Strategy Group is pleased to confirm that on all measures that it uses, youth crime has fallen again this year.

1. Referrals to the Scottish Children's Reporters Administration

During 2009/2010 there were **4,198** referrals to the Children's Reporter on offence grounds, in respect of **1,817** children and young people. Referrals have fallen steadily over the past few years, as outlined below.

Offence Referrals



Offenders Referred

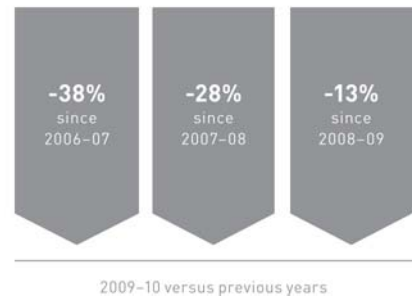
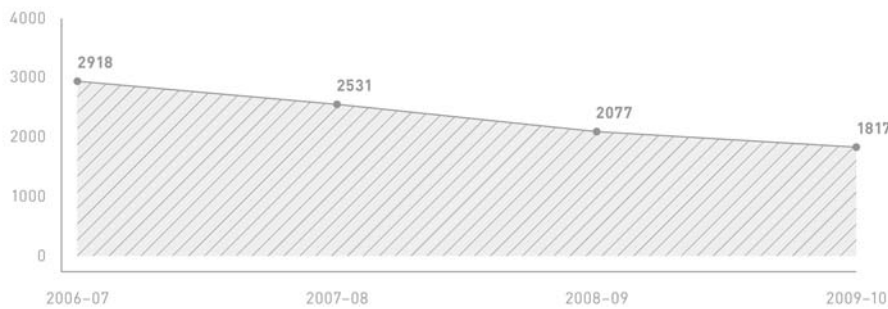


Figure 1: Referrals to Scottish Children's Reporters Administration, 2009/2010

2. Detected crimes by young people aged under 18

The diagram below represents data from the Strathclyde Police Corporate Database for all detected crimes by under-18s in the city. It is not comparable to the data above due to differences between the populations being measured. What the diagram highlights is that the vast majority of offences by under 18s are petty or nuisance offences, and that serious offences represent only a small proportion of the offences committed by under 18s.

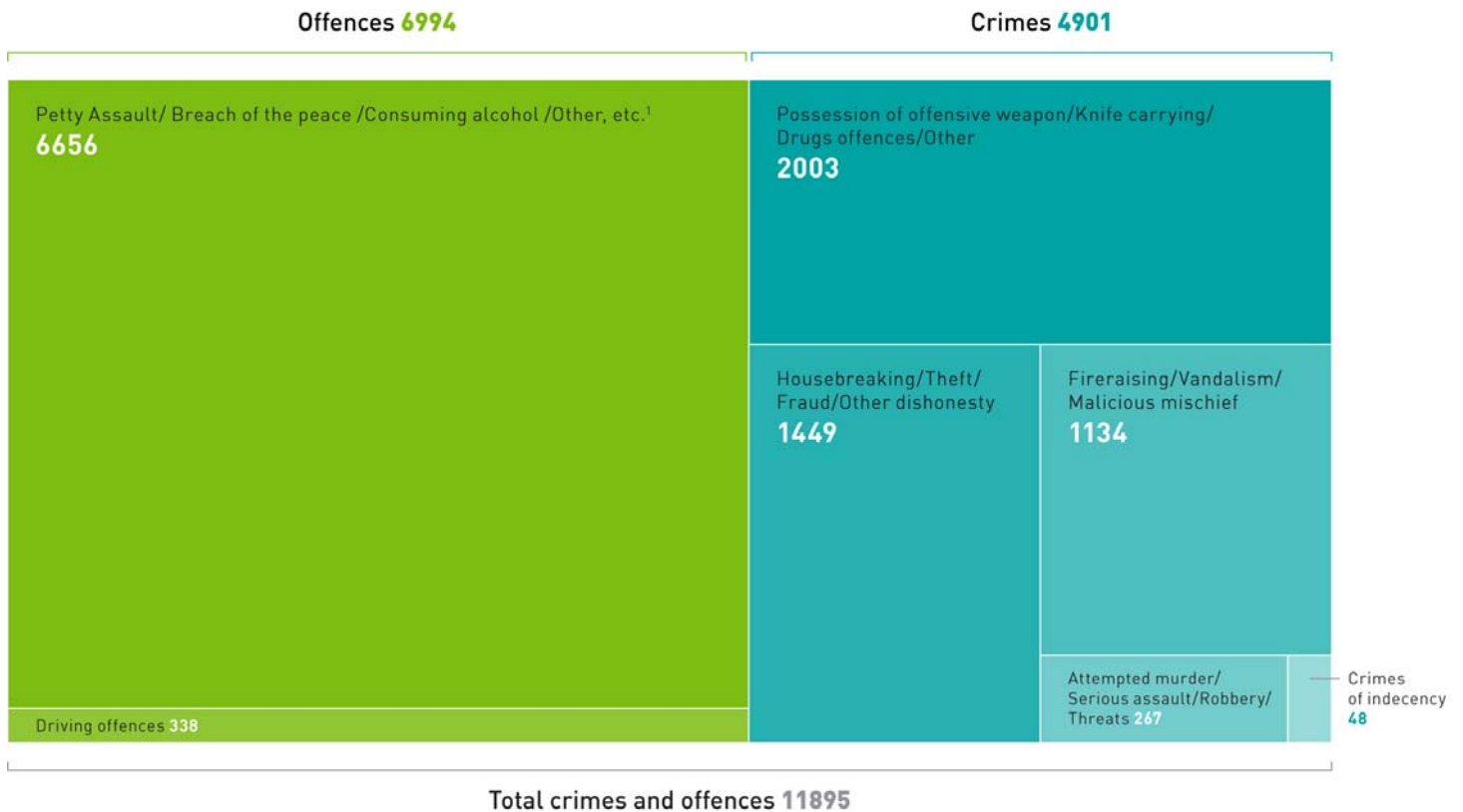


Figure 2: offences by under 18s, 2009/2010, Strathclyde Police Corporate Database

As can be seen there were 11,895 offences committed by under 18s in Glasgow last year, which is a fall of 7% on the previous year, and 15% over two years. Every category of crime has fallen across the last two years, with notable drops in violent crime, motoring offences and 'other' offences which can include weapon carrying and drugs. However there was a small increase in crimes of indecency between last year and the current year but, while this is clearly of concern, it should be noted that it only represents an increase from 39 to 48 offences due to the low numbers of young people involved in this type of offending. Across the two-year period crimes of indecency are down by one-fifth. The chart overleaf highlights this in more detail.

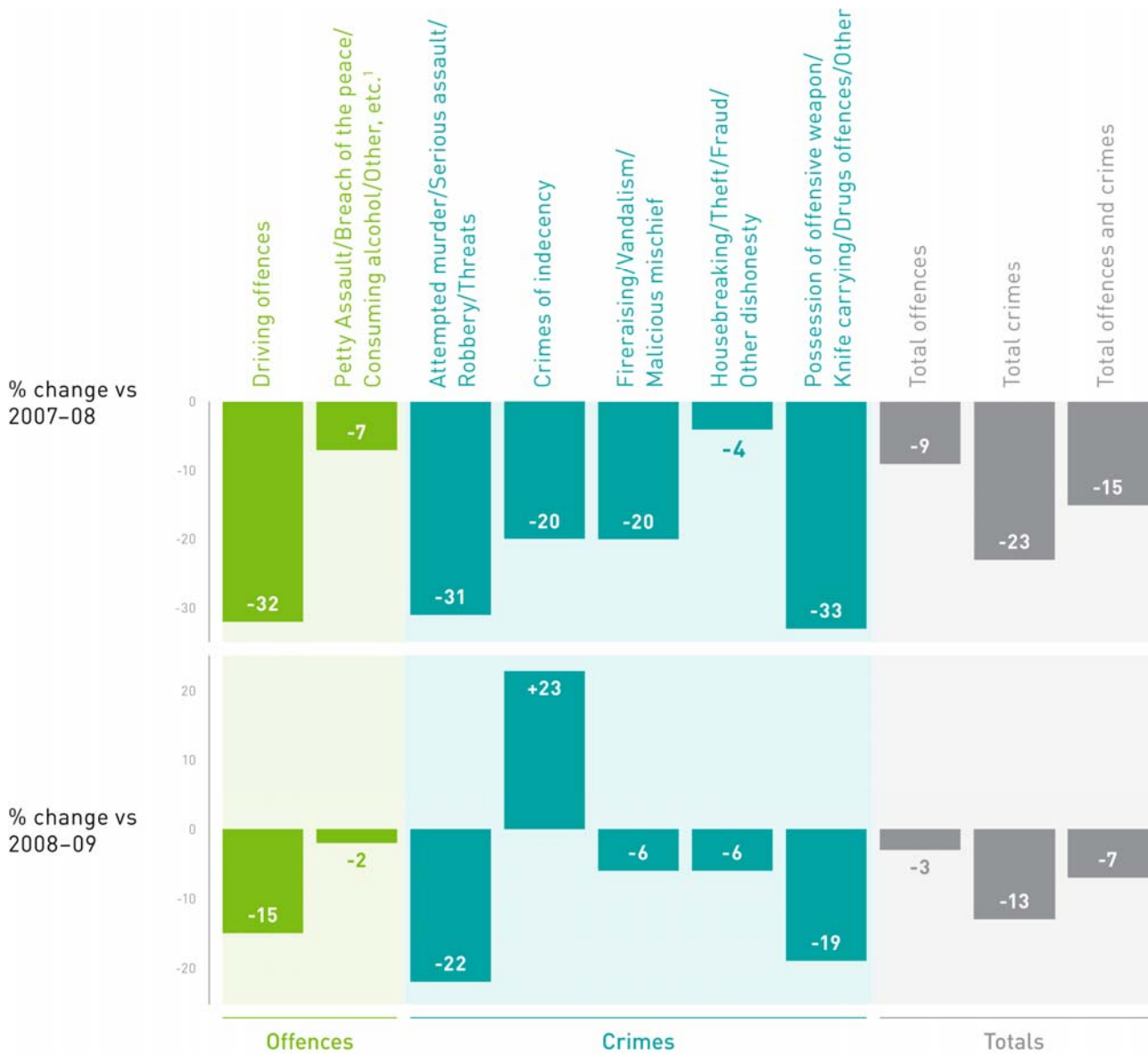


Figure 3: Percentage change in numbers of offences over a one-year and two-year period

How have we achieved this?

Although we are pleased to be able to report that youth crime is falling year-on-year, the city is still focusing on preventing and diverting young people away from offending and is keen to ensure that the small numbers of young people who do go on to a sustained pattern of offending receive the appropriate intervention. The international and national research evidence is clear that services need to be developed from an 'evidence-base' – that is from what has been proved to reduce offending and should be proportionate to the young person's levels of risk and need.

Services in Glasgow are organised in a way that reflects the fact that the vast majority of young people who become involved in offending will not require specialist intervention to divert them away from offending. This means that the majority of young people will receive services from the lower half of the triangle, and only a handful will require specialist intervention (the top tier of the triangle). This is outlined in the diagram below:



Figure 4: The Staged Model of Service Provision: Focus on Youth Justice Related interventions

What does this mean for young people who offend in Glasgow?

At the **Prevention and Diversion** stage of service delivery, young people on the periphery or in the early stages of offending behaviour will most likely come into contact with **Glasgow Community & Safety Services (GCSS)**. Through its Prevention, Diversion and Offending Strategy, GCSS delivers a wide range of services for young people in Glasgow. These include targeted diversionary activities for young people living within vulnerable communities, individual support to children/young adults and their families, effective restorative justice interventions with young people involved in offending or those who are victims of crime, and a range of targeted and structured programmes for children and young adults who have offended or are involved in anti-social behaviour

During 2009/2010 the youth engagement activities such as the mobile youth resources (STUFF bus, sports etc.) have attracted **14,254** attendances. The schools support service has worked with a total of **13,116** during the year. GCSS also employs a multi-skilled group of staff who deliver a range of programmes for children and young adults involved in offending behaviour. The programmes are tailored interventions which aim to produce positive changes in risk factors such as attitudes, beliefs and behaviour in order to reduce offending.

GCSS also have a range of investigation and enforcement services including the use of home visits for young people involved in anti social or offending behaviour. From 1st June 2009 to 31st March 2010, **292** home visits were successfully carried out to second time offenders in conjunction with Strathclyde Police. In addition, **2,436** first time offenders received warning letters.

What happens if young people continue to offend?

Only a small number of young people require statutory measures to address their offending. These young people are likely to have histories characterised by a range of difficulties including family problems, poor educational engagement, substance misuse and mental health problems in addition to offending behaviour. Often these young people will be looked after by the local authority and will have begun to offend within our care.

Interventions for this group require to be individually tailored to specific assessed needs and risks. There needs to be a clear focus on offending behaviour using techniques that have been shown to be effective worldwide. We know that young people do better in the community, not institutions, but robust multi-agency planning and review processes need to ensure that all agencies work effectively together to achieve positive outcomes for the young person and their community.

If young people continue to be involved in offending they will be referred to more **Targeted Services**

such as the **Local Youth Justice Forums**. These multi-agency forms meet in each of the 5 Community Health and Care Partnerships with the aim of reducing offending in the local area. Key partners include Social Work, Education, Health, Police, the Children's Reporter, Glasgow Community & Safety Services and Culture & Sport. Every month all partners come together to discuss the most problematic and vulnerable young people in the community to better co-ordinate and target services for these young people. A total of **225** young people have been discussed at a Forum in 2009/2010 and the 2009 evaluation showed that offending for young people discussed at the Forums reduced by 30%. Next year we will be reviewing the Forums again to ensure that they continue to make such a positive impact and are as efficient as possible.

Young people involved in offending behaviour will also often be managed by a **Social Work Youth Justice Team**. These teams are responsible for the case management of young people aged 12-21 who are involved in both the Children's and Adult systems. In conjunction with other agencies, workers will undertake assessments, write reports for the Children's Hearing and the Courts, develop individual action plans based on the young person's needs and risks, undertake direct work with the young person to address these needs and risks and review progress and developments regularly. During 2009/2010 there were **665*** young people who were formally supervised by one of the Youth Justice teams across the city.

By addressing young people's other needs we can often reduce their offending. This was the thinking behind the setting up of the **Multisystemic Therapy (MST)** team in the North and West of the city. MST is an intensive programme that works across all of the 'multiple systems' that affect a young person's behaviour such as the family, school, peers and community. The approach is widely used internationally and has years of research evidence to suggest that it is highly effective. It is early days for the MST team in Glasgow as the service only started in September 2009, however the interim evaluation after six months showed that **18** young people had received a service and that offending was reduced by **39%**. The service will undergo a more comprehensive evaluation next year and if it continues to be successful will be expanded and rolled-out across the city.

*the Youth Justice team figure now also includes those young people supervised on Probation

How do we work with our most serious or prolific offenders?

Only a small proportion of young people go on to an entrenched pattern of offending or commit serious offences. However we also know that these young people can cause concern for their victims, families and communities. In Glasgow we take the issue of this type of offending very seriously but we also know that sending young people to prison or secure care does not create the results that communities want to see. Indeed such measures can increase a young person's offending, risks and negative peer associations. Thus while we realise that some young people will need to be sent to secure or custody for their own, or the community's safety, where possible we try to manage these young people safely and effectively in the community.

One way we can do this is by community-based **Intensive and Specialist Service**

Provision such as the **Intensive Support and Monitoring Service (ISMS)**. ISMS is a multi-agency intervention, involving Social Work, Includem, Youth Addictions, Education, FCAMHS, Voluntary Agencies and others. A young person subject to an ISMS order could be required to remain at home, or some other specified location, for a period of up to 12 hours per day. Compliance with this condition is monitored by an electronic tag. In addition to this monitoring any young person subject to a 'tag' also receives an intensive package of support, of up to 50 hours per week, which is tailored to address their individual needs and 'deeds'. ISMS is intended to provide a community-based alternative to secure accommodation for some of the city's most vulnerable young people.

During 2009/2010 **38** young people were subject to an ISMS order during the year, with approximately half monitored by an electronic tag. An evaluation of the ISMS service published in April 2009 showed that offending while at ISMS is reduced by more than **50%**, and that these positive outcomes are sustained for up to **2** years after leaving the service.

During 2009/2010 we also expanded **ISMS** to provide an **alternative to remand** for Sheriffs. Many young people are remanded to custody because they have breached their Bail conditions, even when their original offence was not very serious. For these types of young people we know that a period of remand can have a negative impact on their behaviour by, for example, introducing them to negative peers in prison, or by the young person losing their college placement, job or house while being remanded. We felt that by providing young people with intensive support in the community we could help them comply with their Bail conditions and reduce their offending, while at the same time reducing the cost to the public purse. The service started in September 2009 and by 31st March 2010 had worked with **30** young people and had demonstrated a reduction in offending of **46%** along with considerable cost savings for the Local Authority (which pays for remands to secure care) and the Scottish Government (which pays for remands to prison).

The **Forensic Child and Adolescent Mental Health Service (FCAMHS)** also works with some of the highest risk young people in the city, and is a multi-disciplinary team that delivers clinical work and also works in partnership with a range of agencies. During 2009/2010 the team worked with, or contributed to the care plans of, **80** young people. It is unique in the fact that it is currently the only team of its kind in Scotland.

What do we plan to do next year?

Once again the Youth Justice Strategy Group is pleased to be able to demonstrate positive year-on-year progress in the city, with youth crime continuing to fall and the positive impact of new services that the Group has overseen during the year, such as Multisystemic Therapy and the new 'ISMS: alternative to remand service'. This commitment to tackling youth offending has not wavered despite the challenging economic times, and 2010/2011 will see the city continue to monitor and evaluate its services to ensure that they are **effective, efficient and evidence-based**, and to continue to use this evidence to **develop** and inform **investment decisions** about services for young people and their families.

Key developments to watch out for in 2010/2011 include the launch of **Early & Effective Intervention** groups. These multi-agency groups will meet regularly in each of the local areas to discuss young people who are just beginning to get involved in offending or antisocial behaviour. These groups will operate in a similar way to the Youth Justice Forums, but will be focused at the Prevention and Diversion end of service delivery. Responses will therefore centre around the universal and prevention and diversionary services and could, for example, include work with families, restorative justice, or simply ensuring that young people are linked into positive activities such as education or sports and hobbies. One of the benefits of this approach is that young people's offending will be dealt with swiftly (often within one or two weeks of the offence) but the approach will also ensure that the intervention is fair and proportionate.

Although it was intended to launch these groups in the current financial year, a considerable amount of preparatory work has been carried out to ensure that all partners are clear of their roles and that the Groups are able to operate smoothly and efficiently. A number of pilot exercises were carried out during 2009/2010 and the first group formally launched in **East in April 2010**, with roll-out to the remaining areas to follow during 2010/2011. Anecdotal evidence suggests that almost 150 young people have been discussed to date and case studies highlight that the approach can be effective, with young people taking part in restorative interventions or the school pastoral care teacher being alerted to a young person's offending in order for the teacher to address, for example.

At the **targeted** and **intensive** levels of intervention the Youth Justice Strategy Group will provide an increased focus on **vulnerable girls and young women**. We have been looking at our services for vulnerable and high risk young people and have found that while they are effective, many of these services are **more** effective for boys than girls. We wish to ensure that all young people have the equality of opportunity to be safe, nurtured and supported to change their behaviour. We will therefore be looking very carefully at what the research evidence suggests are the most effective approaches and interventions for girls, and we will be consulting with young women, staff and other stakeholders. During 2010/2011 we will be formulating our proposals for ensuring that we meet the needs of vulnerable young women in the city, and identifying what types of services we might need to do that.

We will also be working very closely with the **Community Justice Authority**, which has strategic responsibility for Criminal Justice in Glasgow, to look at young people making the transition from the Children's Hearings System to the adult court system. We know that this transition period can be very difficult for young people, and is a critical period that can have a long-term impact on a young person's further involvement in offending (both positive and negative). We will therefore be looking at the evidence, knowledge, practice and services available to ensure that this transition is managed smoothly and effectively, and that young people continue to receive the services that they need.

We are confident that our next Annual Report for 2010/2011 will continue to show you the strong commitment Glasgow has to reducing offending across the city and will demonstrate continued success in improving outcomes for children, young people, their families and their communities.

In the meantime thank you to everyone involved in making Glasgow a safer city this year.