

Risk assessment and
management framework:
Young People



Falkirk Council
Housing & Social Work Services

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1. INTRODUCTION

This policy provides a framework for the management of young people aged 8 to 18 years who present a risk of harm to others. The procedures outlined within this document take account of National Standards for Youth Justice in Scotland (see appendix 1) and specifically objective 1 of these standards which relates to improving the quality of the youth justice process and pays particular attention to assessment. The framework is cognisant of the findings of the joint SWIA / HMIC Review of the Management Arrangements of Colyn Evans by Fife Constabulary and Fife Council (December 2005) and the action points contained within the Youth Justice Improvement Programme relating to the management of high risk young people.

The framework also links to the Criminal Justice ‘Assessing and Managing the Risks Posed by Offenders’ policy document version 3 and the procedures outlined allow for transfer between the childcare and criminal justice system. Similarly, the new MAPPA (Multi Agency Public Protection Arrangements – see appendix 2) have been considered and their application to young people incorporated.

We recognise that we are not able to eliminate risk altogether, however, in Falkirk through the adoption of the procedures, tools and interventions outlined, we are determined to effectively manage the risk of harm presented by young people who offend and effect positive outcomes for those young people and the communities within which they live.

2. RISK MANAGEMENT

Risk is an important concept within social work and Falkirk is committed to adopting risk management procedures and practices which minimise the potential harm presented by damaged and damaging young people.

Risk management can be divided broadly into four core elements:

1. **SYSTEMS AND PROCEDURES** – these are the mechanisms which exist to manage young people involved in offending and anti-social behaviour in a way that ensures that they receive the

appropriate resources at the most effective time to minimise and reduce harm.

2. **ASSESSMENT** – the use of validated assessment tools appropriate to the young person’s needs and behaviours which link to action planning and reviewing mechanisms.
3. **INTERVENTION** – the adoption of practice and resources which are based on research evidence and ‘what works’.
4. **EVALUATION** – the incorporation of reviewing and evaluation within practice and gate-keeping forums to identify what works and what does not. The adoption of data collection systems which allow for gaps in services to be identified.

3. THE MODEL

Following a period of extensive consultation, Falkirk’s Children and Families’ services adopted a model for youth justice that recognises that young people who offend are ‘young people first’ and have a range of needs which are similar to young people who present on welfare grounds. Their difficulties, however, are not only interpreted as behaviours which are harmful to themselves, but also to their families and communities.

To reflect this ideology Falkirk elected **not** to create a youth justice statutory team and instead maintained case responsibility for young people who offend within Children and Families local teams.

This model presents some challenges, as it requires that risk assessment and management procedures are applied consistently across 7 local teams and that these procedures allow for particular attention to be focused upon young people who present the highest degree of harm to the communities within which they live.

4. A TIERED APPROACH

Falkirk has adopted a tiered approach to young people involved in offending behaviour which is based upon key principles of proportionality and diversion (see appendix 3).

The tiered approach is a model which has been recognised and supported by all agencies represented within the youth justice partnership in Falkirk. It contains 4 tiers ranging from:

- TIER 1** UNIVERSAL SERVICES which are available to all young people and are protective and preventative in nature.
- TIER 2** EARLY INTERVENTION SERVICES
- TIER 3** INTERMEDIATE SERVICES
- TIER 4** INTENSIVE / SPECIALIST THERAPEUTIC SERVICES

Progression from tier 2 to tier 3 services is controlled by the Youth Justice Referral Group (see appendix 4 for a description of the remit of the YJRG), with criminogenic need within tier 3 and tier 4 being assessed using assessment tools recommended within the Risk Management Authority 'Risk Assessment Tools Evaluation Directory'.

The adoption of a model of proportionality ensures that young people who have the highest level of need and who present the greatest risk to their communities, both in terms of persistence and seriousness, are provided with resources to meet their needs and address their behaviours. The most intensive and intrusive services are reserved for young people who present the most harm.

The diversionary principle is adopted throughout the tiered approach; diversion from continued offending behaviour through the provision of targeted and effective services and diversion from unnecessary or damaging intervention. The diversionary principle takes account of research evidence which indicates that 70% of young people who commit one offence do not go on to commit further offences without any form of intervention. These young people should not be drawn into tiers 2 to 4.

Similarly, there is evidence of poor outcomes for young people processed by the Criminal Justice system. Consequently, effort has been made to maintain young people within the Children's Hearing system, wherever possible, and remit back from the adult court system 16-17¹/₂ year olds when appropriate (see appendix 5 for the process in relation to 16-17¹/₂ year olds).

5. RISK ASSESSMENT

ASSET

Objective 1 of National Standards for Youth Justice in Scotland identifies two potential tools for use with young people who offend – Asset and YLS. Following a pilot period, during which both tools were utilised, Falkirk Council adopted Asset as its generic risk of re-offending and action planning tool.

Asset is referenced within the RMA Directory. It has been subject to an independent state sponsored study, has been validated in England and research indicates that it has an accuracy rating of 69%.

Asset provides a common structured framework for the assessment of young people up to the age of 18 years involved in offending behaviour. It provides a risk of re-offending in the form of a numeric score and an action planning mechanism which is derived from the assessment. The Asset action plan contains an element which requires the practitioner to identify gaps in service and unmet needs. This information is aggregated and can assist in service planning. Asset measures criminogenic need in 12 areas; this includes a section which relates to risk of harm to others. If a young person scores 2 or more in this section, the practitioner is required to complete an additional 'risk of serious harm to others' section.

Young people scoring 'risk aware' or 'risk concern' in 'risk of serious harm to others' section of Asset must be considered in terms of their suitability for the High Risk Young Persons Liaison Group (HRYPLG) (see appendix 6 for referral guidance).

WHEN MUST ASSET BE USED?

Objective 1 of National Standards for Youth Justice in Scotland requires that any report submitted to the Reporter on offence grounds where consideration is being given to convening a Children's Hearing should be supported by a comprehensive assessment using either Asset or YLS. In Falkirk this has been interpreted as **Social Background Reports submitted to the Reporter on offence grounds will be based upon an Asset assessment** (see appendix 7 for procedures). The undertaking of an Asset

assessment under these circumstances should not be viewed as a separate task but part of the process of assessment for the Social Background Report and central to the action plan contained within that report.

OTHER CIRCUMSTANCES UNDER WHICH ASSET IS USED

Asset is used within the context of the Youth Justice Referral Group to assess a young person's suitability for specialist youth justice services (Connect and Freagarrach) and for action planning and reviewing at three monthly intervals within these services.

An Asset assessment is undertaken at the point a young person exits from specialist services, thereby allowing for the progress of the individual in terms of risk of re-offending to be measured.

Asset should be used by area Social Workers on a 3 monthly basis within the context of their work with young people who offend to allow criminogenic needs to be routinely measured and risk of re-offending monitored. **Asset must be used when preparing a Social Enquiry Report on young people aged 16-17¹/₂ years of age who are appearing for sentence in the adult court** (see appendix 5 for process).

6. AIM (ASSESSMENT INTERVENTION AND MOVING ON)

AIM is a risk assessment and planning tool developed for the Youth Justice Board in England and Wales in 2000. AIM provides a framework for assessing the risk presented by young people who display sexually harmful behaviour. The tool contains 12 tests for strengths and 17 tests for concerns. The tool effectively links assessment with action planning and places the risk presented by a young person on a strengths / concerns matrix.

AIM is included within the RMA Risk Assessment Tools Directory.

WHEN SHOULD AIM BE USED?

AIM should be adopted when working with young people aged 10 to 17 years who display

sexually inappropriate and/or harmful behaviour.

AIM is the required tool when referring sexually harmful young people to the High Risk Young Persons Liaison Group (see appendix 6 for guidelines).

AIM is routinely used by Connect Services, for young people who display sexually harmful behaviour referred through the Youth Justice Referral Group and for ongoing action planning and reviewing of these young people, during their contact with the service.

SAVRY (STRUCTURED ASSESSMENT OF VIOLENCE RISK IN YOUTH)

Consideration is currently being given to the use of SAVRY for young people aged 12 to 18 years who present violent and aggressive behaviours. This tool has 10 historical, 8 social, 7 clinical and 6 protective factors.

The Youth Justice Strategy Group have agreed to SAVRY being piloted for a twelve month period within Connect Services for Young People and if viewed to be useful, following the pilot, it will form one of the range of tools which must be used when referring young people to the High Risk Young Persons Liaison Group.

7. HIGH RISK YOUNG PEOPLE

Procedures have been adopted to allow for the management of a small number of young people who present a significant risk to others as a result of violent and / or sexually harmful behaviour.

These young people are routinely identified by area Children and Families Team Managers / Senior Workers and practitioners during supervision or through the Youth Justice Referral Group and must be referred to the chair of the High Risk Young Persons liaison Group (HRYPLG see appendix 6 for referral guidance).

The HRYPLG is a multi-professional meeting which includes representatives from the Police, Housing and Social Work, Criminal Justice and any other relevant and invited professional. The HRYPLG is a risk management forum chaired by the Criminal Justice Services Team

Manager. Consideration is given to the presented risk assessment and other relevant information to develop a risk management plan for individuals. The implementation of these plans is reviewed and monitored at regular intervals.

The introduction of Multi Agency Protection Arrangements (MAPPA see appendix 2) in April 2007 has resulted in some changes in the management of high risk young people and specifically convicted and registered sex offenders. The referral route for these young people is the same as for non convicted and violent young people and the initial referral should be made to the chair of the HRYPLG (Criminal Justice Team Manager). Thereafter, however, convicted / registered sex offenders are referred to the Forth Valley MAPPA Co-ordinator and subsequently are dealt with under MAPPA.

Inter agency Information sharing is critical to the assessment and management of risk presented by young people in the “high risk” category. Information sharing protocols are described within the MAPPA 2 guidance section 7 for convicted and registered sex offenders.

The basis for information sharing for non convicted / unregistered sexually aggressive young people and those presenting violent behaviour is underwritten in the Anti Social Behaviour Act 2004 (Section 139).

8. INTERVENTION

Effective targeting, gate-keeping, assessment and review provide the foundation of improved risk management. Our intervention with young people identified as presenting a risk of harm is also critically important. Research findings are sufficiently consistent to establish the following activities are fundamental to effective practice:

- Identifying and reducing key risk factors which are frequently associated with offending e.g. antisocial peers, substance abuse, poor family functioning, school failure etc. The greater the number of risk factors addressed by an intervention, the greater its impact.
- Targeting young people with a high predicted risk of further offending,

particularly those with serious / violent histories.

- Providing more intensive interventions e.g. more time, programme components, frequency of contact for high risk young people.
- Working across multiple systems within which young people operate e.g. family school / work, peer group and neighbourhood.
- Using behavioural skill based approaches and ‘contracts’ to coach young people in new skills, highlight un/desirable behaviour, responding positively and negatively as appropriate.
- Using cognitive techniques to teach positive social attitudes and values, problem solving skills changing thinking that supports criminal activity and harm to victims.
- Training interpersonal skills and social perspective taking.
- Providing multiple services and change techniques.
- Assisting young people take their share of responsibility and make good if possible.
- Use family networks to support effective parental supervision and contribute to positive change.
- Increasing educational skills and achievements, employment skills and experience, general life skills offering a long term stake in society.
- Helping young people build new positive relationships.
- Increasing contact between young people and positive members of their community.
- Matching young people to appropriate programmes to suit their needs / risk.
- Graduating levels of intervention with assessed levels of risk / need.
- Providing well structured and focused interventions aimed at changing offending.
- Making sure programmes do what they intend to do.

9. ENGAGEMENT, 'STICKABILITY' AND COMPULSION

Engagement and maintenance of an effective working relationship between worker and young person is critical in achieving change in behaviour. The right tools and programmes delivered by the wrong person will not achieve a reduction in risk. Rex's (1999) research* addresses the nature of probation relationships and how they come to exert positive influence.

In the study, those who attributed changes in their behaviour to supervision described it as 'active and participative'. Probationers conveyed a sense of being engaged through negotiation and partnership and developed a sense of obligation, loyalty and accountability towards their supervisors.

The commitment of services to engage and maintain relationships with the young people with whom they work is vital and this requires that agencies work within the spectrum of ambivalence to rejection employing 'stickability' and perseverance.

The effective use of reviews and collaborative work with parents / carers to achieve improved commitment and engagement is similarly important.

In high risk cases where young people continue to 'fail to engage' with services consideration should be given to the use of compulsory measures with conditions attached.

* Rex, S. (1999) 'Desistance from offending: experiences of probation', *Howard Journal of Criminal Justice* 38 (4), pp. 366-83.

10. EVALUATION

Evaluation is central to working with young people. Evaluation of practice and interventions as well as continual monitoring of gate-keeping and reviewing processes.

The risk assessment tools identified within this document have action planning and evaluation questions incorporated. The reviewing timescales are identified within the action plan and the outcomes to be achieved stated.

The Asset risk assessment tool also provides an 'identified gaps in services' column which allows future service design to be based on aggregated information. It is therefore important that practitioners are needs led in their assessments and record unmet needs / service gaps.

The Authority's reviewing processes, HRYPLG, YJRG, assessment and monitoring mechanisms provide ongoing evaluative forums, within which risk assessments and risk management plans are monitored.

APPENDIX 1

NATIONAL STANDARDS FOR SCOTLAND'S YOUTH JUSTICE SERVICES

INTRODUCTION

Action Point 8 of the 10-Point Action Plan for tackling youth crime and disorder is to develop “a set of national standards to operate between local authorities and children’s hearings, covering reporting, timescales and follow-up”.

This report by the Improving the Effectiveness of the Youth Justice System Working Group* describes the characteristics of effective local management of youth justice services and outlines a set of standards to improve delivery.

The Group was asked to develop a strategic framework of national objectives and standards for Scotland’s Youth Justice Services, to help achieve the national target of reducing the number of persistent offenders by 10% by 2006.

Objectives of Youth Justice Services are:

1. To improve the quality of the youth justice process
2. To improve the range and availability of programmes to stop youth offending
3. To reduce the time taken from the initial report on the offender (usually by the police) to the implementation of a hearing decision
4. To improve the information provided to victims and local communities
5. To ensure that secure accommodation is used when it is the most appropriate disposal and ensure it is effective in reducing offending behaviour.
6. To improve the strategic direction and co-ordination of youth justice services by local youth justice strategy teams

The Group believes strongly that the development of national standards for youth justice should take place in the context of integrated children’s services at a national and local level.

All authorities should therefore review and update their children’s services plans to ensure that this report’s recommendations are effectively addressed.

Each area must also ensure it has an effective mechanism in place to ensure progress is made towards meeting the standards.

The Group believes that this mechanism should include 3 key elements:

Local commitment to the overall aims for Scotland’s Youth Justice Services, which are to:

- Achieve the national standards set out in this report
- Support parents, carers and families in their efforts to prevent and stop their child offending.
- Increase local communities’ confidence in Scotland’s system of youth justice
- Enhance the integration of young people who have offended into all aspects of community life and ensure they maximise their potential.

AN INTER-AGENCY YOUTH JUSTICE STRATEGY GROUP

Although such groups already exist in every local authority area, the remit, membership and the seniority of representatives varies. The key task of the local Youth Justice Strategy Group is to ensure progress towards meeting the national objectives and standards. Organisations responsible for the local youth justice system should, therefore, be represented at a senior level. It is recommended that membership includes senior Local Authority staff responsible for relevant services such as Social Work, Education, Housing / Development and Leisure; the Police; Health; the local Children’s Reporter, children’s panel and voluntary sector representatives; the local Fiscal service, the economic development agency, community representatives and representatives of the youth justice services teams.

The national Youth Justice Strategy Group, which provides advice to Ministers, will also provide strategic advice and support to these local strategy groups.

It is recognised that in many areas, the same official and professional members of the local Child Protection Committee or strategic children’s services attend the Youth Justice Strategy Group. Similarly, there are many representatives who attend both the local community safety partnerships and the youth justice strategy group. Agencies must ensure their time is used efficiently and should consider combining these groups, wherever appropriate.

AN OPERATIONAL YOUTH JUSTICE SERVICES TEAM

Specific operational responsibilities must be addressed in each local area, through the Youth Justice Services Team. These are:

- effective liaison with appropriate agencies (if they are not co-located within the youth justice team)
- effective co-ordination of youth justice work to support young people who receive behaviour support at school; who are truanting or are excluded from school; who are homeless; misusing drugs or alcohol etc.
- improving the links with diversionary opportunities, such as New Opportunities Fund's
- Active Steps, training schemes and other appropriate initiatives

Every area's youth justice team must work towards the national target, which is to reduce the number of persistent offenders* by 10% by 2006. This should be each team's priority although, of course, their work will also include implementing early intervention measures that prevent offending and diverting young people from becoming persistent offenders.

*a persistent offender is defined as a young person with 5 offending episodes within a 6-month period.

OBJECTIVE 1: IMPROVING THE QUALITY OF THE YOUTH JUSTICE PROCESS

The youth justice system has been criticised for variation in decision-making by Reporters and the varying quality and availability of social work reports across the country. If a sustainable reduction in offending is to be achieved, the assessment of young people who offend and the quality of reports provided to the Children's Reporter and to hearings must be improved.

STANDARDS FOR THE QUALITY OF THE YOUTH JUSTICE PROCESS:

- Every young person referred to the Reporter

on offence grounds will have an initial assessment of their offending behaviour, carried out by or on behalf of the Social Work Department.

- Every young person referred to a hearing on offence grounds will have a comprehensive assessment delivered on time to the hearing, with the young person's caseworker in attendance at the hearing.
- Every young person referred to a hearing will have an action plan, developed from the comprehensive assessment. This action plan will state the options for the programme/interventions to be followed; who will deliver them; the case management arrangements and the intensity of contact and supervision required.
- Every action plan will be reviewed within two months of the initial hearing by the young person's case manager. The action plan should be updated and reviewed within 3 months of this first review and at intervals agreed between the case manager, young person and others as appropriate, thereafter, endorsed by the Reporter and further hearing, where necessary.
- Every comprehensive assessment must be completed using ASSET/YLS-CMI assessment tools.

OBJECTIVE 2: TO IMPROVE THE RANGE AND AVAILABILITY OF PROGRAMMES TO STOP YOUTH OFFENDING

The Group noted that the Scottish Executive had funded youth justice teams to complete an audit of patterns and types of youth offending in their areas. The next steps are for teams to ensure that there is an appropriate range of programmes available to tackle and reduce the offending behaviour in each area.

Research suggests that there is no single programme or intervention that has all the answers to reducing offending. Rather, a range of approaches is required. Programmes used should be based on a comprehensive assessment of the young person's offending behaviour and the reasons for their behaviour.

We would expect, however that a core repertoire of community-based programmes in each area would include:

- Intensive community based support and supervision
- Restorative justice approaches
- Family/parent support
- Cognitive skills
- Anger management
- Alcohol, drugs, and mental health programmes
- Diversionary projects

The Executive will introduce an evaluation toolkit, by the summer of 2003 to help youth justice teams identify whether the programmes they have in place are working and to identify success measures when they are commissioning or reviewing programmes.

The Executive will also finalise plans in early 2003 for accreditation of youth justice programmes. We intend to work towards the availability of a comprehensive range of nationally accredited community and residential based programmes and interventions by 2006.

STANDARDS FOR THE RANGE AND AVAILABILITY OF PROGRAMMES

To have a range of programmes in place that will address the nature and pattern of youth offending identified in the area's audit of youth crime.

To ensure that the programmes recommended in the action plan submitted to hearings are available for that young person.

To implement every supervision requirement made by a hearing (subject to the discretion available to the Chief Social Work Officer in respect of secure authorisation)

OBJECTIVE 3: TO REDUCE THE TIME TAKEN TO REACH AND IMPLEMENT HEARING DECISIONS

Audit Scotland has identified one of the characteristics of an effective youth justice system as taking as short a time as possible to process, and reach disposal. The Group has built on existing standards for the police, reporters, local authorities and children's panels to outline how the objective can be achieved, of reducing the time between charges being made to reaching and implementing the decision of the hearing.

STANDARDS FOR THE TIME TAKEN TO REACH AND IMPLEMENT AND DECISION

- The time from the police caution and charge to the implementation of hearing decision should be reduced to 80 working days by March 2006.
- The police will provide a report to the Reporter within 10 working days of cautioning/charging the young offender.
- The reporter will request an assessment from the Social Work Department within 2 working days of receipt of the offence report.
- The youth justice team will submit the assessment of the young person's offending behaviour and the action plan within 20 working days of Reporter's request.
- The Reporter will make a decision about a referral to a hearing or to other agencies, if appropriate, within 28 working days of receipt of the assessment.
- Hearings will be scheduled to take place within a maximum of 15 working days of the Reporter's decision.
- The local authority will implement supervision requirements within 5 working days of date of being advised of the decision of the children's hearing.

In addition, the agreed inter-agency standards and Code of Practice set by the Time Intervals Working Group should also be met:

- The Reporter will inform the child and family of the outcome of a referral within 5 working days of making a decision.
- Education reports should form part of the assessment of the young person and the recommended action plan. If the Reporter requires additional information, it should be received within 10 working days of Reporter request.
- All relevant people, information and resources will be available to hearings to ensure that continuations are kept to a minimum. At least 75% of hearings will proceed to disposal.
- Child and adolescent mental health professionals will submit reports within 6 weeks (30 working days) of the date of the request by a children's hearing.
- The child and family will be sent written notification of the outcome of a hearing within 5 working days of the hearing.

OBJECTIVE 4: TO IMPROVE INFORMATION ON YOUTH JUSTICE SERVICES TO VICTIMS AND LOCAL COMMUNITIES

The Group noted the multi-agency Victims' Sub-Group was developing proposals for national standards to improve information and support to victims and to extend the role of restorative justice approaches.

It also noted the Executive's intention to bring forward proposals for supporting youth justice teams in improving communications with their local communities.

STANDARDS FOR THE INFORMATION PROVIDED TO VICTIMS AND LOCAL COMMUNITIES

- Every victim should receive information about the process for dealing with the young person who has committed an offence against them and the outcome.
- Every victim of a young offender referred to the reporter on offence grounds will have the opportunity to engage in a mediation or reparation scheme, where appropriate.
- Every area's youth justice team will publish annual performance information about the area's youth justice system, youth offending and the offences committed by them.

OBJECTIVE 5: TO TARGET THE USE OF SECURE ACCOMMODATION APPROPRIATELY AND ENSURE IT IS EFFECTIVE IN REDUCING OFFENDING BEHAVIOUR

The Group believes the number of young people re-referred to secure on offence grounds should be reduced. Baseline data should be established for 2003-04. A substantial minority of young people are placed in secure on an emergency basis or on a short-term warrant. The Group recognises that it is hard to set standards for these cases, but believes that the principles of sound assessment, planned and appropriate throughcare and aftercare arrangements must apply to all young people in secure accommodation, regardless of the length of their stay.

To balance these quantitative measures, the Group welcomes the Scottish Executive's proposals to develop and enhance the range of programmes available in secure accommodation. It believes these should be among the first to be considered for accreditation.

STANDARDS FOR USE OF SECURE ACCOMMODATION:

- Every decision to place a young person in secure must meet the legislative requirements of S. 70 (10) of The Children's (Scotland) Act 1995:

The hearing **must** be satisfied that one or other of the following applies:

"The young person having previously absconded, is likely to abscond unless kept in secure accommodation, and, if he absconds, it is likely that his or her physical, mental or moral welfare is in danger; or

The young person is likely to injure him or herself or some other person, unless kept in secure."

- The reasons for not implementing a secure authorisation will be provided to panel members or the police by the youth justice services team, at an appropriate forum, for example through the Local Authority Review Group meeting.
- The following information must be collected on an annual cycle and shared with appropriate agencies and local communities:
 - the number of secure authorisations made
 - the number of authorisations continued – with reasons to be provided
 - the number of secure placements agreed by the area's Chief Social Work Officer
 - the number of authorisations turned down by:
 - (i) the Chief Social Work Officer; or
 - (ii) the principal officer of the secure unit
- All relevant background information, including the ASSET/YLS-CMI assessment, held on the young person should be passed by the young person's caseworker to the secure unit within two working days of admission. Information that may indicate concerns about risk of harm either to self or to others should be passed on immediately.

- The young person should have a named caseworker from within their home authority with whom the secure unit maintains regular contact and who is responsible for developing the aftercare plan for the young person.
- An action plan detailing the objectives for the care of the young person while in secure, including educational provision and a health assessment, should be completed by secure staff, within ten days of their entry into the unit.
- The individual's plan should be reviewed at least monthly by the unit, the named caseworker, the young person and their parent/advocate.
- Every secure authorisation must be reviewed within 3 months by a children's hearing.
- A representative of the secure unit and the young person's caseworker must attend every children's hearing held to review the young person's supervision requirement.
- Every young person will have an aftercare plan covering a period of at least 3 months following the day of departure from secure accommodation.
- The young person's caseworker must discuss the aftercare plan with the young person at least 21 days before their planned departure and agree this with the young person at least 5 days before their date of departure.
- The young person's caseworker will meet the young person within 1 working day of their release from secure and meet at least weekly following this.
- The aftercare plan will be reviewed by the young person's caseworker and the young person after 3 months and regularly after that whilst the young person is under a supervision requirement.
- The young person's aftercare plan should include reintroduction into education or training, as appropriate.

OBJECTIVE 6: TO IMPROVE THE STRATEGIC DIRECTION AND CO-ORDINATION OF YOUTH JUSTICE SERVICES BY LOCAL YOUTH JUSTICE STRATEGY TEAMS

The Group identified that an effective strategic process, characterised by co-ordinated action among the youth justice service providers, was required if national standards were to be achieved.

STANDARDS FOR EACH AREA'S YOUTH JUSTICE STRATEGY TEAM

- To produce an annual report on the area's youth justice services. This will include the area's performance in achieving the national standards, the area-wide development of inter-agency measures such as community satisfaction, reduction in the fear of crime and truancy and exclusion rates, and its spend on youth crime.
- To commission and update annually an audit of youth crime in the area; its characteristics, patterns and location.
- To identify, allocate and pool, as necessary, the resources available from each of the strategy group's partner agencies to ensure effective delivery of youth justice services and to provide financial monitoring information to the Executive, on request.
- To produce the area's communications strategy for its youth justice services by September 2003 and update it annually thereafter.

ANNEX A

MEMBERSHIP OF THE EFFECTIVENESS SUB-GROUP OF THE YOUTH JUSTICE STEERING GROUP

REPRESENTATIVES	ORGANISATIONS
Kelly Bayes	Barnardo's
Mairi Brackenridge	ADSW Criminal Justice
David Coghill Consultant Psychiatrist	
Bill Duffy	Principal St. Mary's Kenmuir
Paddy Hanrohan	St. Philip's Residential School
Kathleen Harper	Crown Office & Procurator Fiscal Service
Martin Kettle ADSW Children and Families	
Ron Lancashire	Criminal Justice, Edinburgh City Council
Tom McIntosh (until June 02 – not replaced)	ACPOS Association of Chief Police Officers Scotland
Tony McNulty	SPS Scottish Prison Service
Alan Miller	SCRA Scottish Children's Reporter Administration
Anne O'Neill	ACPOS Association of Chief Police Officers Scotland
Margaret Orr	ADES Association of Directors of Education Scotland
Sue Peart (replaced Penny Simpson)	CPCG Children's Panel Chairmen's Group
Penny Simpson (Until June 02)	CPCG Children's Panel Chairmen's Group
Bill Whyte	CJSWDC Criminal Justice Social Work Development Centre
John Wilson	CPAG Children's Panel Advisory Group

In attendance: Scottish Executive Officials

Stuart Bond

Jackie Brock

Sarah Campbell

Debbie Clelland (until June 02)

Iain Cowden

Tom McNamara (replaced Debbie Clelland)

APPENDIX 2

MAPPA

(Multi Agency Public Protection Arrangements) - MAPPA assists in making defensible decisions and is linked to rigorous risk assessment and the delivery of public protection plans. Currently, these arrangements relate to registered sex offenders, however, in the future MAPPA will be applied to violent and other offenders.

Risk is assessed and managed at three levels.

LEVEL 1: ORDINARY RISK ASSESSMENT

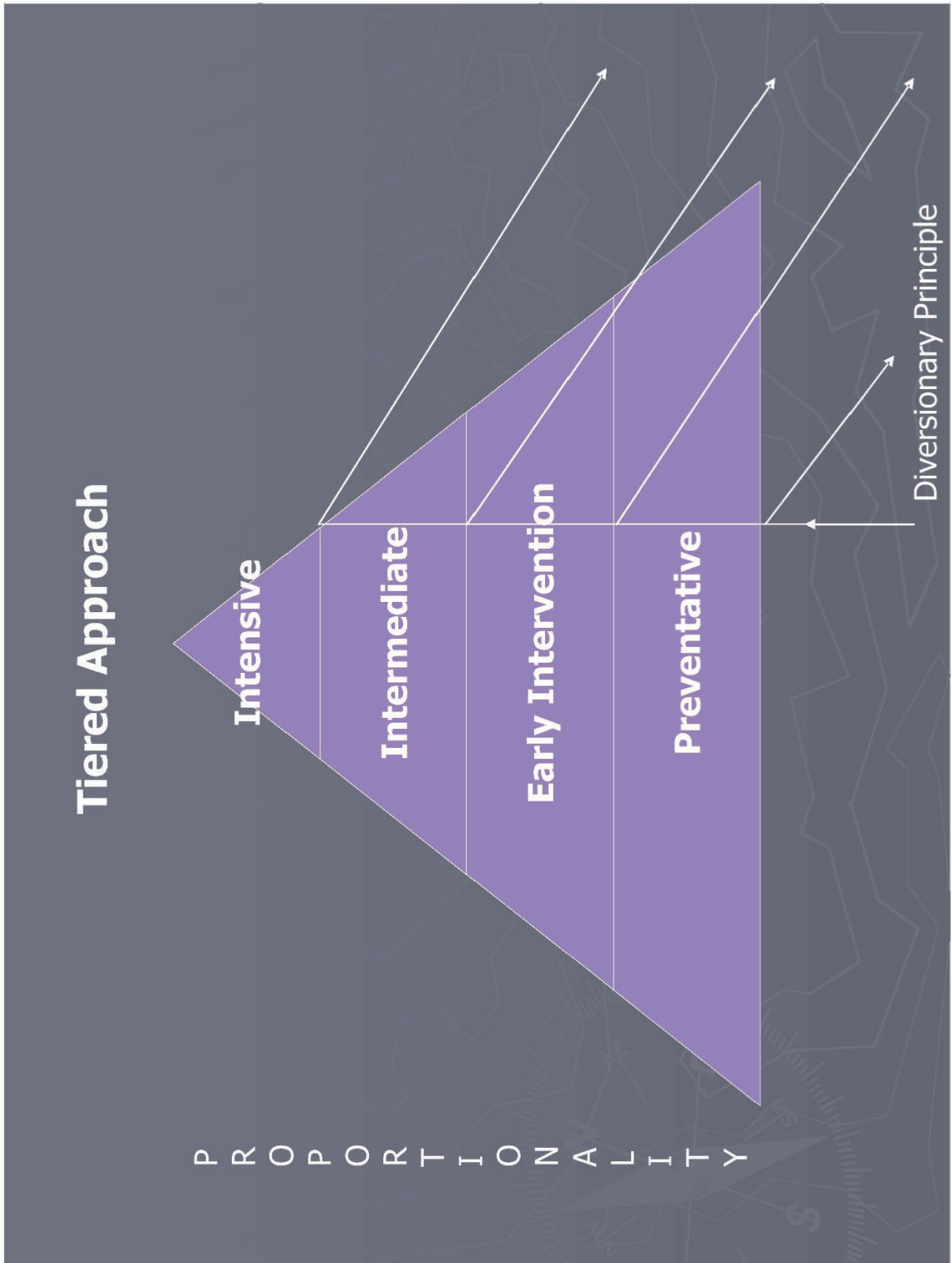
Those offenders assessed as low-medium risk, who can be managed by one agency without active or significant involvement of others.

LEVEL 2: LOCAL INTERAGENCY RISK MANAGEMENT

This involves the active involvement of more than one agency required to manage risk.

LEVEL 3: MULTI AGENCY PUBLIC PROTECTION PANELS

This involves management of the critical few who are assessed as high or very high risk of causing significant harm or the case is exceptional in some way. These cases can only be managed by a plan which requires close cooperation at a senior level due to the complexity.



TIERED APPROACH TO YOUTH JUSTICE

System based upon proportionality. Recognising that 70% + of young people who commit one offence do not go on to commit further offences, without intervention. Young people who are involved in offending behaviour receive the type and level of service proportionate to their needs and the level of risk presented to the community.

TIER ONE

Preventative Services Preventative Services are main stream and accessible to all young people. Services are non-specialist in nature providing educative, leisure and social activities for young people and their families. Services enhance young people's protective capacity by encouraging integration, participation and the development of social skills. Services in this tier include Leisure Services, Education Services, Community Education (e.g. youth clubs), Health Services, Voluntary sector Services, Blue Light Discos etc.

Threshold Young people accessing these services will not be subject to risk assessment.

TIER TWO

Early Intervention Services This tier contains services that are designed for young people who are involved in low level offending and / or anti-social behaviour where intervention is required, that intervention conforming to minimal intervention standards. Services in this tier are as follows; Restorative Acceptable Behaviour Agreements, Active Steps/Active Futures, Children & Families Services, specialist services provided by the Youth Learning Team in partnership with programme teams. Restorative Justice Service to the Reporters Service. Police Restorative Warnings. Columba 1400

Threshold Young people in this section will fall into the **Low to Low-Medium to Medium** range, scoring **0-16** when Asset is completed.

TIER THREE

Intermediate Services This tier contains specialist offending services including Connect Services for Young People, Freagarrach, Children & Families Teams, Restorative Justice and Matrix. Services in this tier provide targeted programmes and therapeutic interventions to young people who have developed a pattern of offending or are involved in offending which places themselves and others at risk. Services in this Tier can be accessed through the Youth Justice Referral Group.

Threshold Young people accessing services within this tier will be assessed using Asset and will fall into the category **Medium to Medium/High to High** category, scoring **10-48**.

TIER FOUR

Intensive Services This tier contains the most intensive and invasive services providing programme and therapeutic work to young people involved in serious and/or highly persistent offending. Services in this tier include Freagarrach, Connect Service for Young People, specialist services to sexually aggressive young people, secure accommodations HMYOI Polmont and Anti-Social Behaviour Orders.

Young people in this tier are categorised as a high risk to themselves and/or others and may meet the criteria for consideration by the "high risk Young Peoples Liaison Group".

Threshold Young people in this tier will trigger the **risk of harm to self or other and or others section of Asset** and are likely to be categorised as a **high risk of re-offending**, scoring **25-48**.

DIVERSION

Diversion is not viewed to be a tier but a principle underpinning all our interventions with young people. Diversion in terms of diverting away from continued offending behaviour or more serious offending behaviour and diversion from higher tariff disposals or the adult criminal justice system.

APPENDIX 4

THE YOUTH JUSTICE REFERRAL GROUP

The Youth Justice Referral Group offers a single point of access to youth justice services provided by Connect and Freagarrach, for young people living within the Falkirk Council Area. The Youth Justice Referral Group is a multi-agency forum incorporating representatives from key agencies charged with responsibility for young people being processed by the youth justice system.

The Youth Justice Referral Group gate-keeps Youth Justice Services making decisions as to whether referrals are suitable for allocation to Connect, Freagarrach or whether advice should be given regarding direction to alternative provision.

The Youth Justice Referral Group decision as to which service best meets the needs of a young person will be informed by:

- Information contained within a joint referral form.
- Information provided by the Police relating to the number of previous episodes of offending
- Information provided by Education relating to a young persons attendance and performance at school
- A judgement relating to the nature and intensity of service required.
- The Youth Justice Referral Group also has a critical role in terms of the evaluation of the chosen intervention. Cases are brought back to The Youth Justice Referral Group at intervals in order that progress can be measured and consideration given to whether services are meeting targets defined within National Standards.

WHO CAN REFER?

The following agencies are the primary referral sources for The Youth Justice Referral Group:

- Children's Services
- Criminal Justice Service
- Reporters Service
- The Police
- Education Services

- Parents and Carers
- And any other agency or individual who has concerns relating to a young person experiencing difficulties pertaining to offending behaviour or substance misuse.

WHO SHOULD BE REFERRED?

The Youth Justice Referral Group will consider referrals pertaining to young people aged between 12 and 18 years, living in the Falkirk Council area that are:

- Experiencing difficulties relating to offending behaviour
and / or
- Experiencing difficulties relating to substance misuse

A SYSTEMS INTERVENTION

The Reporter's discretion regarding the use of a range of other preventive methods of intervention remains, ensuring that young people are dealt with, wherever possible, outside the formal Criminal Justice System including:

- The use of the services of the Social Work Liaison Officer.
- The use of the services of the Education Liaison Officer.
- Accessing services provided by the SACRO Restorative Justice Programme.
- Any other service available to the Reporters' Service, accessed on a voluntary basis.
- No further action.

Other circumstances where young person could be referred to The Youth Justice Referral Group are:

- Jointly referred young people to the Procurator Fiscal and the Reporter Service.
- At the point of referral from the Sheriff Court to the Children's Hearing System for advice or disposal.
- During the process of preparing a Social Enquiry Report or Home Background Report to allow for an enhanced assessment and specialist services to be considered.

- During the course of voluntary contact where there is a concern regarding offending behaviour and/or substance misuse.
- During the course of a statutory order (being supervised by a social worker within either the CJS or Children and Families Teams), where there is a concern regarding offending behaviour and or substance misuse.
- Referrals will be accepted from any other source in relation to 12 – 18 year olds, where there is concern relating to offending behaviour and / or substance misuse.

TIME FRAME

Given consideration to requirements stipulated within National Standards for Scotland's Youth Justice System for the production of reports; the Youth Justice Referral Group meets weekly allowing all young people referred to the forum to be considered within **7 days**.

Referrals will be collated 2 days prior to The Youth Justice Referral Group and forwarded to the Police Youth Strategy officer. This will allow information regarding previous charges to be ascertained and brought to The Youth Justice Referral Group.

The Youth Justice Referral Group's decision will be relayed to the Referrer within two working days.

MAKING A REFERRAL

If you are aware of a young person who meets the criteria for consideration by The Youth Justice Referral Group i.e. they are aged between 12 and 18 years, live within Falkirk Council area and experience difficulties either in relation to substance misuse or offending behaviour or both, please contact Becky Fowler, Youth Justice Administrator, Brockville, Hope Street, Falkirk, FK1 5RW

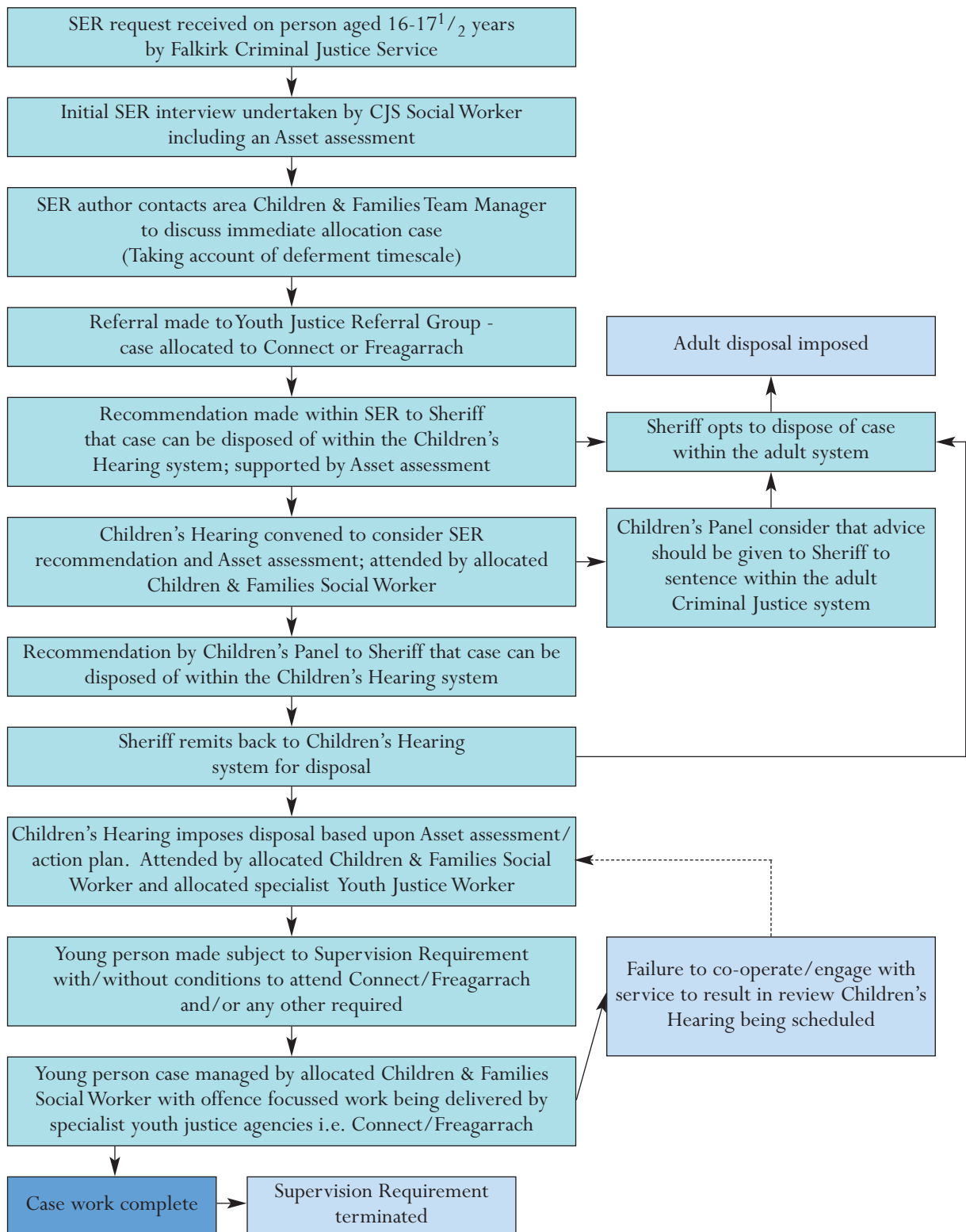
Tel: (01324) 506526

E-mail: rebecca.fowler@falkirk.gov.uk

Should you be unsure as to whether or not your Referral is appropriate, please feel free to phone Matthew Davies, Youth Justice Co-ordinator, on (01324) 506435 for advice and discussion.

APPENDIX 5

PROCESS DIAGRAM FOR REMITTAL OF 16-17¹/₂ YEAR OLDS TO THE CHILDREN'S HEARING SYSTEM



INCLUSION OF 16 - 17¹/₂ YEAR OLDS WITHIN THE CHILDREN'S HEARING SYSTEM

1. PRINCIPLE

There is recognition that young people are poorly served within the Criminal Justice system. The breach rates for probationers aged 16 to 18 years are higher than that for adult offenders. They fail to engage or maintain contact with Criminal Justice Services and as a consequence, they are very often prematurely fast tracked into custody.

The Revised National Standards for Youth Justice in Scotland recognise this and an additional standard has been added (Standard 7) which relates to the need to ensure, whenever possible, that young people aged 16 to 18 years are maintained within the Children's Hearing System.

The current situation in Falkirk is that young people aged 16 to 18 years are predominantly dealt with within the adult system with little use being made by Sheriffs of their ability to remit back to the Children's Hearing System for advice and / or disposal, other than when young people are subject to an active Supervision Requirement.

The Criminal Justice Service in Falkirk recently undertook a sampling exercise which identified that there have been approximately 100 requests for Social Enquiry Reports (SERs) on young people aged 16 to 18 years within a 12 month period. It is unlikely that all these young people would be suitable for remittal back to the Children's Hearing System as a result of the nature / persistence of their offending behaviour or as a consequence of their repeated failure to engage or respond to Children's Services. There will, however, undoubtedly be a significant proportion who would be best served by interventions available under the Children's Hearing System, particularly if consideration is given to the development of specialist services, issues of compulsion and the consequences of failing to engage.

2. PROPOSAL

It is proposed that young people under the age of 18 years are, whenever feasible, diverted from the adult Criminal Justice System to the Children's Hearing System.

There is a need to revisit and promote the use of diversion from prosecution by the Procurator Fiscal Service and to ensure that full use is being made of this facility.

When young people have been subject to sentencing within the adult court and have been made subject to a community based disposal, i.e., Probation, then this order should be serviced by the specialist youth justice teams (Connect or Freagarrach). Case responsibility for these orders would continue to be held by the Criminal Justice Service, but the role of the allocated supervising officer would be that of the case manager only with the direct work with the young person being delivered by the specialist teams.

3. PROCEDURAL ISSUES / SERVICE DELIVERY

- I. Criminal Justice Social Workers should always give consideration to whether a young person aged 17.5 years and under would be best dealt with within the Children's Hearing System at the point of SER assessment and preparation. This will require consultation with the local area Children and Families Team prior to the provision of a SER.
- II. When a young person is viewed to be appropriate for remittal back to the Children's Hearing System for advice and disposal, an Asset assessment should be completed, a referral made to the Youth Justice Referral Group and the appropriate Children and Families area office advised.
- III. The SER and relevant Asset assessment will fulfil the panel's requirement for a Social Background Report (SBR) and should be made available for consideration by the Children's Hearing.
- IV. The Youth Justice Referral group will allocate the young person to either

Connect or Freagarrach prior to the scheduled Children's Hearing. All cases referred through this route will be allocated in view of the need to divert young people from the adult system. Consideration will be given to persistence / seriousness and to the intensity of service required, thereby determining allocation to Connect or Freagarrach. It is accepted that offences are likely to be relatively historic as a result of the delays associated with the judicial process. Consequently, the usual requirement that offences should be recent will not be applied when considering 16 to 17.5 year olds being processed by the adult court.

- V. Consideration should be given to the need for compulsion and the attachment of conditions to the Supervision Requirement specifying attendance / co-operation with specialist services.
- VI. Failure to engage or maintain contact with services would result in an immediate review and return to the Youth Justice Referral Group for consideration regarding the need for a review Children's Hearing.

4. PRACTICE ISSUES

- I. There is a need to ensure that Social Workers within the Criminal Justice Service are Asset trained and informed regarding changes in practice associated with the preparation of SERs on young people aged between 16 and 18 years.
- II. There is a requirement that specialist services accept referral's on 16 - 18 year olds being processed by the adult court and that normal considerations relating to the historic nature of the offending are waived.
- III. The area Children and Families Social Worker and a representative from the specialist youth justice team (Connect of Freagarrach) will be required to accompany the SER and Asset assessment to the initial Children's Hearing (for disposal) and subsequent review hearings.
- IV. Area Children and Families Social Work Teams will be required to supervise / case manage young people aged 16 to 18 years and monitor their engagement with specialist Youth Justice Services. Area Children and Families Social Workers will be responsible for requesting Review Hearing's in cases where young people fail to engage or withdraw prematurely from services.

APPENDIX 6

REFERRAL GUIDANCE HIGH RISK YOUNG PERSONS' LIAISON GROUP (HRYPLG)

1. INTRODUCTION

- 1.1 There are a small number of young people whose behaviour is such that they are at a high risk of causing serious harm. They pose risks which require to be managed through careful, comprehensive planning based on close co-operation between key service providers. They may already have care plans, formulated in other planning forums. The HRYPLG is not intended to replace any of these forums. It exists to ensure that there is an appropriate plan in place to monitor cases of particular concern with the aim of protecting public safety while fulfilling the local authority's responsibilities in relation to the welfare of the young people concerned.
- 1.2 The primary focus of the HRYPLG is to address community safety issues in individual cases of high risk young people.

2. PRIMARY TASKS OF THE HRYPLG

- 2.1 The HRYPLG is established to:
- 2.1.1 Flag up to key agencies the young people who are at high risk of offending
 - 2.1.2 Ensure that there is an appropriate risk assessment undertaken and shared with all relevant agencies
 - 2.1.3 Share information in a multi-agency forum about the level of risk of harm posed by the young person
 - 2.1.4 Identify the nature of this harm
 - 2.1.5 Check that there is an appropriate multi-agency response to the young person's

behaviour, taking account of both public safety issues and the needs of the individual young person

- 2.1.6 Make recommendations about any action necessary, including contingencies, as part of a risk management plan
- 2.1.7 decide on the need to review the level of risk and risk management plan in light of changes in circumstances or behaviour

3. MEMBERSHIP OF HRYPLG

- 3.1 The HRYPLG is a multi-agency group, which includes representatives from:

Central Scotland Police:-
Offenders Management Unit
Housing and Social Work Services:-
Team Manager, Criminal Justice Services (Chair)
Child Protection Co-ordinator
Through-care/Aftercare Co-ordinator
Youth Justice Co-ordinator
Social Worker, Connect Youth Justice team
Homeless Persons' Manager

- 3.2 Other key personnel may be invited to attend the HRYPLG meetings as necessary.

4. REFERRAL CRITERIA

- 4.1 Young people who meet any of the following criteria should be referred to the HRYPLG:
- 4.1.1 They have displayed or are displaying sexually aggressive behaviour (not necessarily resulting in formal charges)
 - 4.1.2 Their behaviour is of such seriousness that their offending is being dealt with in the adult Criminal Justice system

- 4.1.3 A referral may be made in other exceptional circumstances where public interest in the young person's case is very high and there is a need to ensure that public confidence in the Youth Justice system is maintained

4.2 Note: referrals to the HRYPLG should be based on a recent AIM or ASSET assessment. All young people who have been assessed as falling into the AIM category "high risk/low strengths" or into the ASSET band "high risk of re-offending/risk to others" must be referred to the HRYPLG.

4.3 Referrals will be identified in staff supervision, during the monthly Youth Justice Co-ordinators visits to Team Managers and by the Youth Justice Referral Group.

5. REFERRAL PROCESS (SEE ALSO ATTACHED FLOW CHART)

- 5.1 On identifying that the referral criteria are met, a risk assessment is completed within 4 weeks, utilising the AIM or ASSET assessment tools.
- 5.2 Within 7 days of completion of the risk assessment, an initial referral discussion takes place, by phone, between the relevant local Children and Families Team Manager and the Chair of the HRYPLG.
- 5.3 The Chair advises the Team Manager of the date/time that the case will be discussed at the HRYPLG meeting. This meeting is scheduled to be held within 4 weeks of the initial referral discussion.
- 5.4 Following the initial referral discussion, the Team Manager alerts all relevant parties to the date/time of the HRYPLG meeting.
- 5.5 The allocated Social Worker arranges for the risk assessment document, along with any relevant background papers, to be passed to the Chair of the HRYPLG at least 7 days prior to the meeting.
- 5.6 The allocated Social Worker presents the case to the HRYPLG meeting.

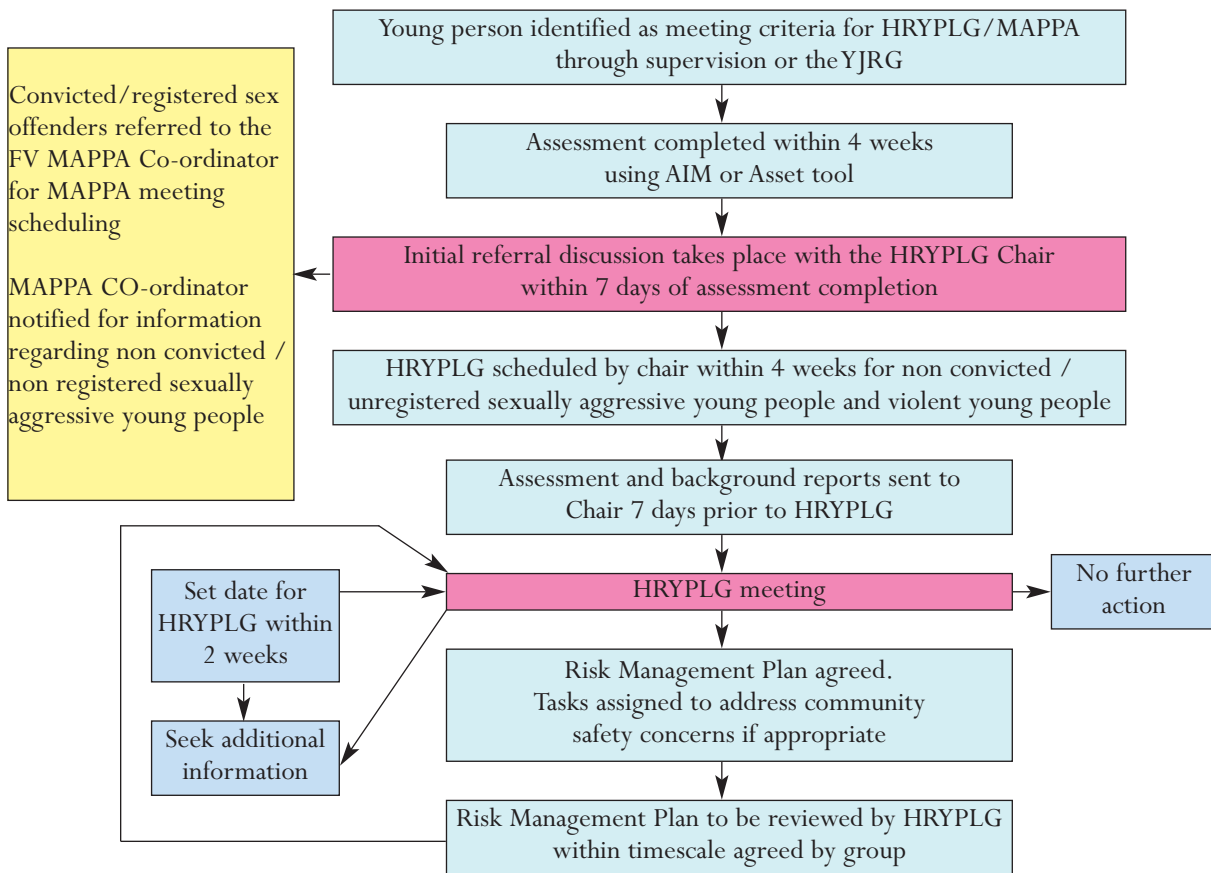
6. REFERRAL OUTCOMES

- 6.1 YPLG may decide to:
 - 6.1.1 Take no further action
 - 6.1.2 Seek additional information and set a date for a further meeting
 - 6.1.3 Agree a Risk Management Plan and assign tasks to address community safety concerns
 - 6.1.4 Schedule a date for a meeting to review the Risk Management Plan, if required

7. RECORDING

- 7.1 The Team Manager ensures that all referrals to the HRYPLG are noted on CFIS
- 7.2 The Chair of the HRYPLG distributes minutes of the HRYPLG meeting, including the Risk Management Plan, to all relevant parties within 7 days of the meeting taking place
- 7.3 A copy of the minutes is held in the young person's Social Work case file
- 7.4 Copies of all minutes are held in a central file, maintained by the Youth Justice Co-ordinator
- 7.5 Statistical information will be held on a HRYPLG database, allowing us to monitor outcomes, collect data and identify service gaps.

HIGH RISK YOUNG PERSONS' LIAISON GROUP REFERRAL PROCESS



APPENDIX 7

ASSET PROCEDURES FOR THE PREPARATION OF SOCIAL BACKGROUND REPORTS ON OFFENCE GROUNDS

INTRODUCTION

National Standards for Youth Justice in Scotland were introduced in December 2002. National Standards contain 6 objectives relating to the provision and quality of youth justice services and an overall objective of reducing offending by persistent offenders by 10% by April 2006.

Objective 1 of the National Standards relates to the improvement of the quality of the youth justice process and pays particular attention to the consistency and standards of assessments and reports being submitted to the Children's Reporter and to Children's Hearings.

SPECIFICALLY OBJECTIVE 1 OF THE NATIONAL STANDARDS STATE THAT:

- Every young person referred to the Reporter on offence grounds will have an initial assessment of their offending behaviour, carried out by or on behalf of the Social Work Department
- Every young person referred to a hearing on offence grounds will have a comprehensive assessment delivered on time to the hearing, with the young person's caseworker in attendance at the hearing.
- Every young person referred to a hearing will have an action plan, developed from the comprehensive assessment. This action plan will state the options for the programme / interventions to be followed; who will deliver them; the case management arrangements and the intensity of contact and supervision required.
- Every action plan will be reviewed within two months of the initial hearing by the young person's case manager. The action plan should be updated and reviewed within 3 months of this first review and at intervals agreed between the case manager, young person and others as appropriate, thereafter, endorsed by the Reporter and further hearing, where necessary.
- **Every comprehensive assessment must be completed using ASSET/YLS-CMI assessment tools.**

LOCAL ARRANGEMENTS

Following a process of consultation, Falkirk opted to maintain youth justice services within Children and Families Teams as opposed to developing a specialist team. This allows for young people's criminogenic needs to be met within the context of a welfare approach acknowledging that young people who offend are children first and foremost and that their offending is likely to be symptomatic of other unmet needs.

A consequence of adopting this model is that supervision requirements on offence grounds will be held by area Children and Family Teams and requests for Initial

Assessment Reports and Social Background Reports (IARs and SBRs) on offence grounds will be directed to area Children and Family Social Workers.

National Standards for Youth Justice in Scotland require that every comprehensive assessment must be completed using Asset / YLS-CMI assessment tools.

Clarification has been sought from the Scottish Executive to ascertain what this means operationally and it has been confirmed that **all report requests on offence grounds where consideration is being given to compulsory measures of care will be underpinned by either an Asset or YLS-CMI assessment.**

CHANGES IN PROCEDURES FOR REPORT PREPARATION FOR THE CHILDREN'S REPORTER

- **From the 3rd April 06 all Social Background Reports on offence grounds will be based upon an Asset Assessment.**
- Social Background Reports should contain an additional heading, Asset Assessment, which identifies the areas of criminogenic needs arising from the Asset Assessment.
- The proposed supervision plan arising from the hearing should be formulated to respond to the areas of identified need contained within the Asset Assessment.
- The Asset Assessment tool should be used to underpin all subsequent report requests for review hearings.

NOTE: It is important that Asset is not viewed to be an 'additional task' and something that has to be completed in addition to the preparation of a Social Background Report.

The Asset should form the basis of the Social Background Report on offence grounds and be integral to its completion.



Falkirk Council
Housing & Social Work Services