

## CABINET

13 NOVEMBER 2012

<b>Title:</b> Interim Management Arrangements for Havering Youth Offending Team	
<b>Report of the Cabinet Member for Crime, Justice, and Communities</b>	
<b>Open Report</b>	<b>For Decision</b>
<b>Wards Affected:</b> All	<b>Key Decision:</b> No
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<b>Accountable Divisional Director:</b> Glynis Rogers, Divisional Director Community Safety and Public Protection	
<b>Accountable Director:</b> Anne Bristow, Corporate Director, Adult and Community Services	
<b>Summary:</b>  This report informs Cabinet of interim arrangements which are being put in place to manage Havering Youth Offending Service whilst more detailed discussions take place as to an integrated service model across both Barking and Dagenham and Havering.  The interim arrangements include the secondment of one LBBD YOS Manager for 60% of his time and additional support from other LBBD YOS Management staff until March 2013. During the intervening period continued work will be undertaken to explore options for a fully integrated service and to consider opportunities for joint working with Thurrock.	
<b>Recommendation(s)</b>  The Cabinet is recommended to:  (i) Note the interim arrangements put in place in October 2012 in order to pilot the proposed joint-working arrangement; and  (ii) Agree to receive a report in January 2013 on the initial joint-working arrangements and the discussions with LB Havering enabling consideration of whether to enter into a longer term arrangement from April 2013.	
<b>Reason(s)</b>  The Council is committed to building a community where people are safe and feel safe. Good quality youth offending services reduce offending and reoffending amongst 10-18 year olds. Barking and Dagenham YOS had a very good thematic inspection in 2011/12 and the integration will allow opportunities for building practice and resilience in both Boroughs' Youth Offending Services.	

## **1. Introduction and Background**

- 1.1 The role of Youth Offending Services is to improve the lives of young people at risk of offending and social exclusion and those within the Criminal Justice System. It aims to reduce the high levels of young people in custody and to enable equal access to services for all.
- 1.2 The Youth Offending Service is a multi-agency operation comprising staff from Police, Probation, Council and NHS. It works closely with young offenders and their parents or carers as well as with courts, Young Offender Institutions, other criminal justice agencies and other organisations or groups that support young people and recognise the unique value and contribution that they make to society.
- 1.3 Other key providers and supporters include the youth service, education, training and employment providers, accommodation and leisure services and many voluntary sector agencies.
- 1.4 Youth Offending Services are committed to the following outcomes; to:
  - prevent offending by children and young people;
  - deliver evidence-based interventions in young peoples' lives which enhance their opportunities;
  - improve victim satisfaction;
  - work with the local crime reduction strategy to reduce the fear of youth crime;
  - achieve these outcomes irrespective of their ethnic origin, gender, religion, disability or sexuality of service users.
- 1.5 At the heart of the work of any Youth Offending Service is the focus on safeguarding – both of the community and the young person to ensure the best outcome for the future. The enforcement/breach role within the Youth Offending arena is a key contributor to delivery of this outcome.

## **2. Youth Offending in Barking and Dagenham and Havering**

- 2.1 A recent HMI Probation Inspection of Youth Offending Services saw Barking and Dagenham receive a very good inspection which placed it within the top quartile of YOS nationally and top 5 in London in terms of managing risk and keeping young people safe. Havering's Inspection, whilst identifying good practice saw some areas for development and improvement. Subsequent discussions identified that both Boroughs would benefit from exploring an integration of the statutory services delivered by YOS in order to build on good practice from both Boroughs and bring resilience.
- 2.2 Both Barking and Dagenham and Havering deliver services to young people aged 10-18 who are at risk of, or are involved, in criminal behaviour. The services have a statutory duty to assess young people, take them through the criminal justice system and see their reintegration into mainstream services.
- 2.3 It has been recognised in early discussions that the area for greatest opportunity sits within joint services to deliver the 'statutory order' function of Youth Offending Services, with both Boroughs being responsible for their own prevention and support services.

2.4 In the officer discussions to date, Havering have indicated that they intend to adopt the end-to-end case management and scaled approach used in Barking and Dagenham. This would enable both Councils to then consider integration.

### **3. Current Position**

3.1 The following issues have been considered as part of ongoing discussions:

- the synergies with Havering in terms of Probation Service, Metropolitan Police, NHS, the Youth Justice Board, and the use of Havering Court, where duties are already shared across both boroughs;
- the focus solely on joint statutory services;
- the considerable movement of young offenders across both Boroughs, in terms of some gang activity but also in terms of other offending behaviours.

3.2 In order to support integration, Havering Youth Offending Service have identified that they need support with the day-to-day management of their current service and the ongoing work to restructure the service to reflect practice in Barking and Dagenham so that, should full merger go ahead in 2013, the services will be complementary and fit for purpose.

3.3 A Barking and Dagenham Manager has been seconded part-time to manage Havering YOS through this transition with effect from 1<sup>st</sup> October 2012 to 31<sup>st</sup> March 2013. In addition, other managers will also lend support under a part-time secondment arrangement.

3.4 LB Havering have agreed to pay a management fee for these officers to LBBD for the six month period amounting to £54,200.

### **4. Future Options**

4.1 Officers consider that there would be a number of benefits for both authorities if the services were brought together on a longer term basis. These would include:

- creating the conditions to realise cost savings whilst maintaining services which meet our statutory obligations to prevent youth offending and protect local communities;
- improving the joint working in terms of the youth court which operates on a three-Borough basis; and
- creating an environment where staff learning and development is furthered which will not only improve resilience but also staff retention.

4.2 It is therefore proposed that further discussions take place with Havering with a view to developing a shared service model, with an integrated management structure. Detailed discussions will be needed on a range of operational issues, including IT systems, performance, and quality assurance and operational procedures.

4.3 A further report will then be presented to Cabinet in January 2013 to enable Members to consider the proposed service model and governance arrangements. This paper will also provide the opportunity for further exploration of joint-working with other authorities.

## **5. Options Appraisal**

5.1 There were two main options considered, namely:

- Option 1 - To maintain the standalone YOS.
- Option 2 - To collaborate with a neighbouring authority with a view to realising benefits for both authorities

5.2 Option 2 is the recommended option for the reasons outlined in this report.

## **6. Consultation**

6.1 Consultation on these proposals has taken place across the Partnership through the YOS Chief Officers' Group, as well as across the Council.

## **7. Financial Implications**

Implications completed by: Dawn Calvert, Finance Group Manager

7.1 In 2012/13 the LBBDD budget for the Youth Offending Team is £1.045m.

7.2 In terms of the interim arrangement, LB Havering have agreed to pay Barking and Dagenham the sum of £54,000 as a management fee from 1st October 2012 to 31st March 2013. Work is ongoing to consider what long-term savings there may be from a merged service.

## **8. Legal Implications**

Implications completed by: Chris Pickering, Senior Lawyer

8.1 Section 39 of the Crime and Disorder (1998) Act supports arrangements for cross border Youth Offending Teams (YOTs): "Two (or more) local authorities acting together may establish one or more Youth Offending Teams for both (or all) their areas."

8.2 In addition, the Authorities have a range of powers which enable them to share services. These range from the ability to provide professional services to one another to the actual delegation of functions by one authority to another.

8.3 In terms of staffing issues, this report indicates where secondments will be required. It will be important for legal to advise on the terms of such secondments. If joined services are realised, consideration of employment issues will be vital to determine which terms and conditions will apply to staff and the identity of the employing authority (or whether employment contracts sit centrally with staff employed to both authorities to a fully joined service). If any changes are necessary to staff terms and conditions this has to be handled carefully with full consultation.

## **9. Other Implications**

9.1 **Risk Management** - There is a risk that the good practice which LBBDD YOS has developed and its strong management oversight may be compromised as management resources become stretched. There is every confidence that as we have developed a strong supervision ethos within the YOS and because of the quality of our managers that this will be mitigated through the oversight of the Group

Manager Community Safety and Integrated Offender Management and YOS managers.

- 9.2 **Contractual Issues** - At present LBBD are entering into a six-month secondment arrangement for a management fee. Any more permanent arrangement will result in a Memorandum of Understanding being drawn up through Legal Services.
- 9.3 **Staffing Issues** - The relevant staff will be seconded to Havering for part of their working weeks and will receive contractual letters to this effect.
- 9.4 **Customer Impact** - Young Offenders are aged 10-18, most victims of young offenders are also within that age group though the community impact is felt across all ages and equalities groups. It is not anticipated that there will be any adverse impact on our customers, either young offenders or wider communities through this interim arrangement.
- 9.5 **Safeguarding Children** - The report discusses the recent YOS inspection and the strong performance of the team indicated by a set of judgements which place the team within the top quartile nationally. There is the possible risk that, by extending the management reach of the Barking and Dagenham YOS to cover responsibilities within Havering, some leadership which has clearly contributed to this strong performance may be diluted. However, there are also many advantages to the adoption of such a model and in particular a management structure which operates across the two boroughs will contribute greatly to existing partnerships which also operate across both Havering and Barking & Dagenham. Partnerships with the MPS & MPS Child Abuse Investigation Team, NELFT, the Probation service, and Emergency Duty Team are all examples of stakeholders which operate across the two areas. Thus the safeguarding of children and young people has the potential to be further enhanced by the implementation of a YOS that is also integrated with partners that operate across the two geographical areas.
- 9.6 **Health Issues** - Youth Offending services through robust assessment seek to address the physical and mental health needs of offenders. The NHS commissions a range of support from health professionals to deliver this. This interim arrangement will not adversely impact on this issue.
- 9.7 **Crime and Disorder Issues** - Youth Offending Services provide a mechanism by which the Council works with partners to reduce the likelihood of young people becoming involved in the criminal justice system and to prevent re-offending. Section 17 of the Crime and Disorder Act requires the Council to work with partners to reduce and prevent crime and disorder and associated harm. This interim arrangement will not adversely impact on the Council's ability to deliver its S17 duty.
- 9.8 **Property / Asset Issues** - There are no property/asset issues arising from the interim arrangement.

**Background Papers Used in the Preparation of the Report:** None

**List of appendices:** None