



## Scrutiny Services

# REPORT OF THE SCRUTINY REVIEW OF REDUCING YOUTH RE-OFFENDING

February 2006



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## **1.0 EXECUTIVE SUMMARY & INTRODUCTION**

- 1.1 This Scrutiny Review was commissioned by the Overview & Scrutiny Committee as part of its work programme for 2005/06 in response to concerns amongst local residents who highlighted Crime and Community Safety as the top personal concern in the Council's annual residents survey (2004). According to the Haringey Crime & Disorder Audit (2001-2004) young people between the ages of 10 – 16 are responsible for 66% of street crime in the Borough. Haringey has the 3<sup>rd</sup> highest number of accused youths in London (of 32 boroughs), significantly above the London average of 749 accused youths.
- 1.2 The Review comes at a time when the emerging national agenda is looking to develop existing services for children and young people. By April 2006 all Councils must have a Children and Young People Plan in place bringing together the plethora of partners and ensuring the plan is child focused by sharing best practice and developing a multi-agency approach. In addition to this the long awaited Youth Green Paper will send positive messages about young people and will deal with services for 13 to 19 year olds.
- 1.3 The Review focused on services that provide diversionary activities for young people at risk of reoffending and anti social behaviour. The Panel also looked critically at the services provided by the Council and its partners and examined the way that they operate. The Review's recommendations concentrate on how the Youth Offending Strategy can deliver its objective to reduce the rate of re-offending in line with the Youth Justice Board's priorities for the forthcoming year.
- 1.4 According to the 2003 mid year estimate, the youth population in Haringey is 21,428. The youth accused rate figures are based on the youth population figure and represent the number of youths accused per 1,000 youth population. During the last quarter (April 2003-March 2004) the number of offenders fell by 5% (15 offenders) on the same period last year, representing an annual youth accused rate of 48.2 offences per 1,000 youth population. Section 40 of the Crime and Disorder Act 1998 requires local authorities, in conjunction with their statutory partner agencies, to put in place an annual youth justice plan. This describes the nature and scale of offending by young people locally and the programmes available to tackle them.
- 1.5 The importance of tackling youth crime as reflected in the Crime and Disorder Act, makes diverting young people away from crime a central priority. Haringey has a high proportion of young offenders and young victims of crime, the figures are set to increase this year. Evidence therefore illustrates that approaches specifically aimed at dealing with youth crime must also deal with preventing future offending. However this must be done within a framework that recognises and links together a variety of agencies, programmes and priorities within an overarching youth crime prevention strategy. The strategy would streamline existing plans and form a central part of the Youth Offending Service's response to this key issue.

## **1.6 Recent National Development – The Police & Justice Bill**

- 1.7 On 10 January 2006 the Prime Minister announced the Respect Action Plan - Give Respect. Get Respect. <sup>1</sup>The agenda covers a wide range of preventative and punitive measures in areas such as parenting, schools, housing, community and local public services. It draws together existing measures and proposals, principally included in the green paper: 'Youth Matters', and November's white paper on education, alongside new initiatives and programmes for parenting and the community. £80 million of new investment is earmarked for the Action Plan.
- 1.8 The Respect Agenda concentrated on increasing the accountability of local authorities to communities – and the Community Call to Action power was the most powerful example of this. The Bill gives more detail on how this will work but stops short of providing the exact timetables it expects from the local authority. The Bill indicates that the Secretary of State is likely to issue guidance on this aspect in the near future.

## **1.9 The Role of Overview and Scrutiny Committees**

- 1.10 Among the suggestions are that ward councillors and scrutiny committees will be able to investigate anti-social behaviour problems reported by local residents. The councillor will then either help to resolve the issue locally or where appropriate refer it to the Council Executive or the Overview and Scrutiny Committee. The Executive, in turn, will either deal with the issue or where appropriate request the Overview and Scrutiny Committee to become involved. The Committee must make a report or recommendations about how to proceed. There will be a new duty on local bodies including the police, to respond to any recommendations made.
- 1.11 Recent briefing from the Local Government Information Unit indicates that the Bill clarifies the procedure for the Community Call to Action, proposed placing the burden of investigating a crime and disorder issue with the Overview and Scrutiny Committee. It tasks the Committee with producing an action report within an as yet undefined timescale.
- 1.12 Whilst the Panel acknowledges the important role envisaged for scrutiny in the local community safety agenda it expects the Council to consider how it responds locally to the Police and Justice Bill, taking account of the implications for the Executive and Overview and Scrutiny Committee.

## **1.13 Purpose and Scope**

- 1.14 The overall objectives of the Review was to assess how efficiently Haringey Council, in partnership with local voluntary groups and the police delivered services for Haringey's young people who have offended and those at risk of reoffending and anti-social behaviour.

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<sup>1</sup> Police & justice Bill : Crime & disorder matters: role of overview and scrutiny committees

1.15 The specific objectives were to:

- To look at the services provided by the Council and its partners, the way that they operate and make recommendations for improvements.
- Check whether there are any gaps in provision for the targeted age group.
- To examine the services targeted at Haringey's young offenders.
- To examine the contribution made by those services to the council's strategies (including Haringey Youth Justice Plan) aimed at reducing reoffending behaviour by young people.
- To make recommendations on good practice and on how the delivery of these strategies could be improved.
- In line with the new Corporate Assessment Framework, scrutiny will look at value for money issues arising from the investigation.

1.16 The investigation was conducted under four main sections namely:

1. Prevention
2. Intervention
3. Performance
4. Partnership Working

### **1.17 Membership of the Panel**

1.18 The Review Panel included:

Councillor Matt Davies (Chair)  
Councillor Alan Dobbie  
Councillor Stephen Gilbert  
Councillor Jayanti Patel

1.19 An independent external advisor, Lib Peck (Policy Officer), at the Local Government Information Unit, advised the Review Panel.

1.20 The Panel met between July 2005 and December 2005. During the course of the Review the Panel met with Council officers and external organisations including the Youth Justice Board. We would like to thank all those who spent their valuable time completing our questions and helping the Review Panel to reach its recommendations. Full details of witnesses can be found at appendix one.

## 2.0 RECOMMENDATIONS

1. That the Youth Offending Service, produces a business case for the Council Executive, identifying areas requiring additional core funds in the next round of the budget making process, showing the likely impact on performance against national targets.
2. That the Youth Offending Service develops a Corporate Youth Crime Prevention Strategy as a matter of urgency, pulling together all current activities ensuring agreed priorities and objectives and effective integration of work in this area.
3. That the Executive explore the feasibility of embedding Multi Systemic Therapy (MST) within the Youth Offending Service as part of its long term strategy for reducing reoffending.
4. That the Youth Offending Service, supported by the Executive Member for Crime and Community Safety, produce a business case for the Youth Justice Board to fund MST programme in Haringey as a strategy to reduce reoffending on a permanent basis.
5. That a Service Level Agreement be produced between the Youth Offending Service, and agencies supporting intervention where appropriate.
6. That the Executive Member for Children & Young People ensure that schools identify young people who are either at risk of bullying/offending or being a victim of bullying or offending and target their extended school activities towards those young people.
7. That the Executive Member for Children & Young People ensures that schools work with the Youth Service and the Youth Offending Service to ensure that young people are encouraged to participate in schools inclusion programmes where appropriate.
8. That the Executive Member for Children & Young People writes to all Headteachers setting out their responsibility to the YOS partnership (following development of the Corporate Youth Crime Prevention Strategy).
9. That the Executive Member for Crime & Community Safety write a letter to the Home Office outlining the consequences for Haringey's Youth Offending Service following the reorganisation of the Probation Service
10. That the role of the Youth Champion (as recommended in the Youth Democracy Scrutiny Review) be extended to include the work of the Community & Police Consultation Group Youth Panel as a mechanism for consulting and canvassing the views of young people in the borough.
11. That the Council ensures ownership of the Supporting People programme at a corporate level to ensure that funding opportunities are enhanced for a longer term approach to attracting Supporting People grant funds for the provision of housing related support.
12. That the post of Accommodation Officer be filled as a matter of urgency in order to assist the Youth Offending Service achieve the target set by the Youth Justice Board for the provision of suitable accommodation and support for vulnerable young people.
13. That suitable supported accommodation for young offenders is identified and particularly to ensure continued and adequate housing provision under the Arms Length Management Organisation arrangements.
14. That the Council considers how it responds locally to the Police and Justice Bill, taking into account the implications for the Executive and Overview and Scrutiny Committee.

### **3.0 BACKGROUND – THE SCALE OF THE PROBLEM**

3.1 Haringey has 224,700 residents, split equally between males and females. The east of the borough has the highest levels of overcrowding, unemployment and poor health. According to the Indices of Deprivation 2004, Haringey is the 10<sup>th</sup> most deprived district in England in two of the six district level measures of deprivation. Approximately 31% of Haringey's Super Output Areas (spread evenly across the borough) are amongst the 10% most deprived using the crime and disorder measure of deprivation.

### **3.2 The National Picture**

3.3 Nationally overall crime has fallen by 7% since 2003/04. Crimes recorded by the police also decreased by 6% from the previous year.

3.4 There is increasing overcrowding in prisons. There are now up to 77,000 detainees and this figure is projected to reach even greater heights in the next few years.

3.5 In respect of young offenders nationally:

- There is a downward trend in the number of young people who commit a crime. In 2001 there were 59,152 compared with 57,144 in 2003.
- One third of all crime is attributable to juvenile offending.
- Numbers of young people in custody have remained fairly constant with 3,000 in 2002-2003 reducing to some 2,700 by June 2003. There is particular pressure on places available, particularly in Wales, London and the South East.
- Reconviction rates amongst those on higher tariff community sentences, excluding the Intensive Supervision and Surveillance Programme, have remained high at around 60 per cent.

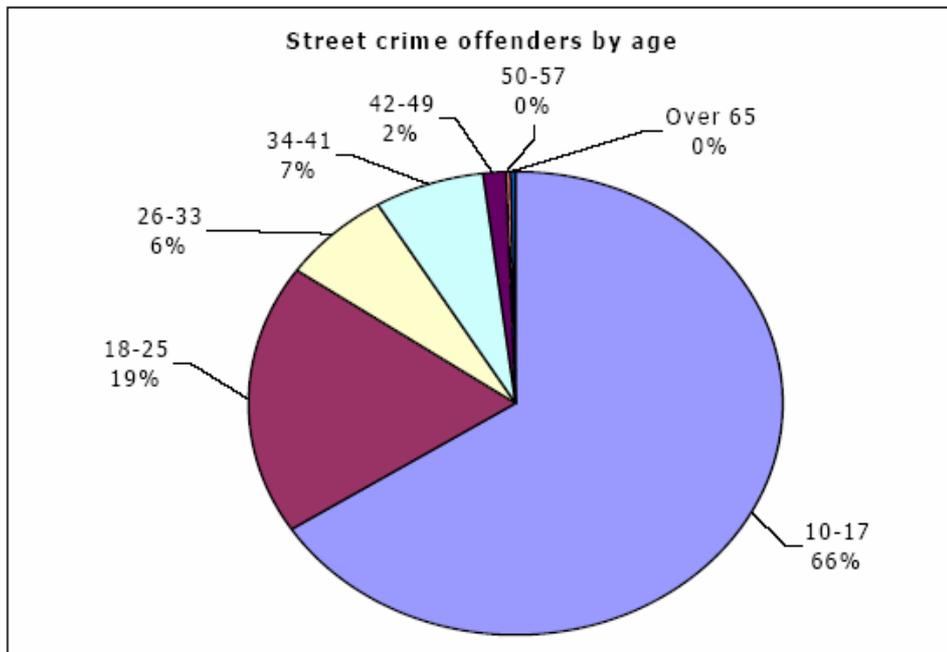
### **3.6 The Haringey Context**

3.7 Youth crime is defined as crime involving offenders aged 10 to 17. Data relating to 'Youth accused' is used as a measure of levels of youth crime. This is generally accepted by the Metropolitan Police Service and crime analysts as a better measure for youth crime.

3.8 According to the 2003 mid year estimate, the youth population in Haringey is 21,428. The youth accused rate figures shown are based on the youth population figure and represent the number of youths accused per 1,000 youth population. During the last quarter (April 2003-March 2004) the number of offenders fell by 5% (15 offenders) on the same period last year, representing an annual youth accused rate of 48.2 offences per 1,000 youth population. On average there are over 4 fewer youths accused every month this year, compared to last year.

3.9 The total number of crimes recorded by the police fell by 3.4% (1,245 fewer offences) compared to last year and by 2.7% (246 offences) compare to the same quarter last year (March 2004 – April 2005).

***Haringey's street crime offenders by age.***



3.10 Youth crime is defined as crime involving offenders aged 10 -17. According to statistics from Haringey's Crime and Drugs Audit 2001-2004, this age group is responsible for 66% of street crime in the Borough.

## **4.0 STRATEGIES FOR DEALING WITH YOUNG OFFENDERS**

### **4.1 The Crime & Disorder Act 1998**

- 4.2 The 1998 Crime and Disorder Act Section 37 stated that "it shall be the principal aim of the youth justice system to prevent offending by children and young persons." The Act allowed for the setting up of multi-agency youth offending teams whose overarching aim is to prevent and reduce youth offending. It also requires Youth Offending Teams (YOTs) to have representatives from each of the following agencies, Social Services, Probation Service, Police, Health Authority and Local Education Authority. However, the Act is clear that the responsibility for reducing offending lies with each and every agency - "in addition to any other duty to which they are subject, it shall be the duty of all persons and bodies carrying out functions in relation to the youth justice system to have regard for them".
- 4.3 The measurement of re-offending by young offenders is one of fourteen Performance Measures required of Youth Offending Teams by the Youth Justice Board for England and Wales (YJB). This measurement is outcome based and specifically refers to reduction and prevention of re-offending.
- 4.4 In July 2005 the Government published the Youth Green Paper: 'Youth Matters'. It addresses key issues relating to how teenagers are supported and encouraged. Youth Matters represents a reassessment of Youth Services with the objective of ensuring that services are more responsive, better integrated and are focused around the five Every Child Matters outcomes. This is against a background of a lack of coherence and integration of provision that is undermining services.
- 4.5 The issues around providing services for children and young people have been the subject of much national debate and policy development over the last few years, a list of which can be found at appendix two.
- 4.6 Many of these frameworks and policies share similar themes, which have provided a useful context to the work of the Review Panel namely:
- Putting children first
  - Providing services across departmental boundaries
  - Early identification of vulnerability
  - Providing help at key transition
  - Accountability.

## 4.7 Local Strategies

4.8 While the Council and its key partners are signed up to an overarching Community Strategy, there are a number of specific strategies and plans that deal with services for children and young people. A list of the plans and strategies that the Panel considered is given below:

- Connexions Plan
- 14 -19 Strategy
- Safer Communities Strategy – 2005-2009
- Haringey's Youth Justice Plan – 2005 - 2006
- Neighbourhood Renewal Strategy – 2002-2012

4.9 The plethora of such strategies made it difficult for the Panel to focus on what were the key plans and targets for service delivery and to identify what might need improvement.

4.10 It is widely accepted that within the local child population, at any one time there will be children and young people whose needs are multi-faceted and who therefore require different levels of services and support. The Crime and Disorder Strategy sets a key target of early intervention to prevent young people from offending. All interventions delivered make a contribution to the five key outcomes enshrined in the Green Paper 'Every Child Matters' which sets out the Government's proposals for reforming the delivery of services for children, young people and families. The Youth Offending Service (YOS) has a key role to play in contributing to youth crime prevention across the Borough, although other agencies also have a part to play. The YOS has responded to this in a number of ways, including the establishment of the Prevention Team and the use of the ASSET assessment tool which addresses the causes of offending.

## **5.0 THE REVIEW**

### **5.1 Youth Offending Teams - The National & London Position**

5.2 The Crime and Disorder Act 1998 places a duty on local authorities to establish Youth Offending Teams. The aim of the Act is for the youth justice system and those working with young offenders to prevent offending by children and young people. The key themes in the Act are preventing offending, early effective intervention, reducing delay, reparation, restorative approaches and evaluation of what prevents offending.

5.3 The Youth Offending Service (YOS) is the critical organisation to prevent youth offending and reoffending and is a multi-agency service established under the requirements of the Crime and Disorder Act 1998. The service works with young people between the ages of 10 and 18 years who have been in trouble with the police, providing services to them, their families and victims of youth crime. Its partners are workers from education, health, police, probation, social services and other organisations.

### **5.4 Haringey Youth Offending Service**

5.5 At the outset of the Review the Panel spoke to the Head of Safer Communities who heads up the Youth Offending Service in Haringey. The Service is located in the Safer Communities Business Unit within the Chief Executive Service, and is a multi-agency service established under the requirements of the Crime and Disorder Act 1998.

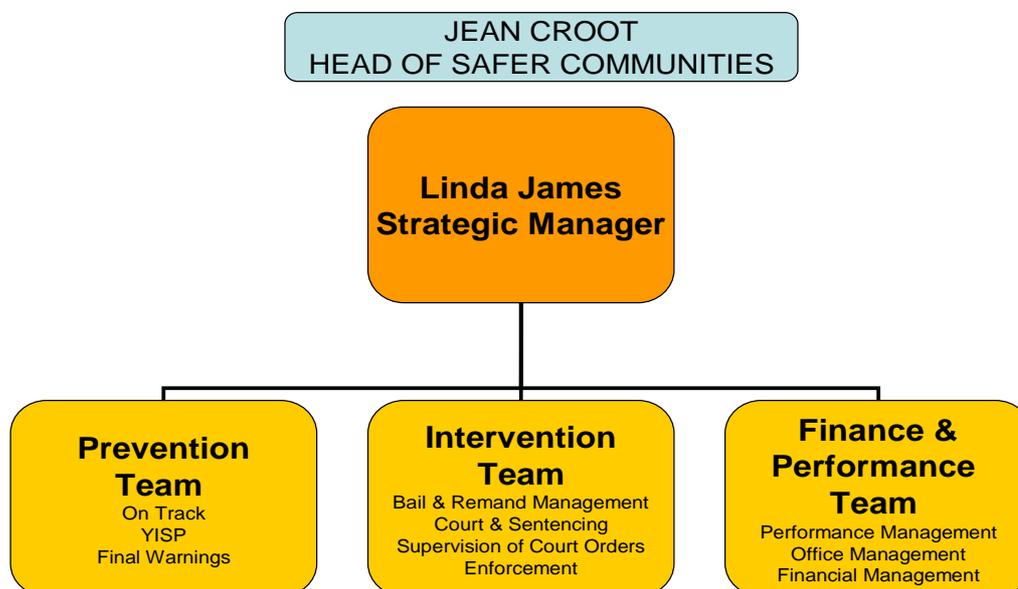
5.6 Generally the majority of young people deal successfully with the many challenges they face in society and make the transition to adult life without experiencing serious or lasting difficulties. A minority of teenagers however, can face more serious problems. They may have difficulties, which may lead ultimately to leaving or running away from home. They may have health problems, which can affect their ability to achieve and learn. They may become disengaged and disaffected at school and can get involved in causing serious problems for the wider community, including anti-social behaviour and crime. Along with parents and their peers, public funded services also play a central role in influencing their lives. Services for teenagers need to expand opportunities to tackle the range and complexities of problems faced by the minority who are at risk. There is a need to provide the right mix of challenge and support for young people who are involved in crime.

5.7 Haringey's Crime and Disorder Strategy sets an 80% target (2005/2006) for early intervention to prevent young people from offending, and achieved 89% in the 2004/05 outturn performance figure.

## 6.0 PREVENTION

- 6.1 The Youth Offending Service has a key role to play in contributing to youth crime prevention across the Borough. Prevention work includes working with local organisations to prevent young people from getting into crime, through improving training opportunities and employment prospects.
- 6.2 Haringey's Youth Justice Plan forms part of the business plan for the Youth Offending Service and is linked to a number of other plans e.g. Young People's Substance Misuse Plan, Behaviour Improvement Plan Children & Young People's Strategic Plan, the annual Business Plan for the Safer Communities Service, and Safer Communities Strategy and Social Services Delivery Improvement Statements (DIS). The Youth Justice Board provides a template that requires the Plan to address the 13 Key Performance Indicators (KPIs) for the Service. This year for the first time a 14<sup>th</sup> KPI was included, requiring YOS to carry out a race and diversity audit and to produce an action plan to address inequalities. This will be a substantial part of the work of the service in the coming years, as the initial audit carried out to Youth Justice Board guidelines, proved to be too unsophisticated for Haringey. This was due to the fact that the audit was carried out against the 2001 census data and used census classifications which do not accurately reflect the diversity of Haringey's communities. The service identified the need to conduct a more complex audit in order to have better analysis of the areas that need to be addressed.

### HARINGEY YOUTH OFFENDING SERVICE: ORGANISATION CHART



- 6.3 Work to reduce reoffending is carried out with young people who have been convicted of an offence and can involve supervision under a court order and through-care for a young person in secure accommodation. The case worker teams (part of YOS) also include a part-time health officer and a teacher (part-time).

## 6.4 Prevention focused on young people

6.5 The most effective way to reduce crime is to prevent young people from getting into trouble in the first place. The YOS is involved in a wide range of diversionary programmes. Initiatives include the programmes listed below. (Full description on each is included in appendix three).

- On Track
- Youth Inclusion Programme (YIP)
- Youth Inclusion and Support Panels (YISPs)
- Positive Activities for young People (PAYP)
- Positive Futures
- Safer School Partnerships
- Parenting programmes

6.6 The Panel heard from the Youth Service inclusion Manager, Wood Green Area Youth Centre, (one of the key areas focused on by Haringey's Youth Inclusion Programme (YIP)). The initiative seeks to reduce offending; truancy and exclusion in disadvantaged neighborhoods by targeting support to at risk 13-16 year olds and in Haringey is targeted on young people who are living in Noel Park, Woodside and Harringay wards. (There are many reasons for selecting these wards for example they run along the side of Haringey's Wood Green Shopping City and statistics indicated that there had been an increase in crime and anti social behaviour by young people in this area). There had also been an increase in tension among young people from various ethnic communities in these wards. Young people are usually referred to the programme through local schools, the Police, YOS, YISP, Social Services, Youth Services, and Positive Futures. Through these referrals the service is able to identify the 50 most at risk young people who fit into the criteria and work is focused on these young people who are the YIP Core 50.

6.7 Young people from the Core 50 are allocated to Key Workers who are able to offer support and guidance, as well as identify needs and interests with the aim of ensuring these activities are delivered through the YIP or young people are referred to projects which deliver these activities. The YIP regularly delivers Personal Development Programmes to the 50 young people. The YIP is overseen by a Steering Group, which is made up of Police, Youth Offending Service, Schools, Drugs and Alcohol Action Team (DAAT) and Youth Service. The Youth Justice Board monitors the project on a quarterly basis and through the Youth Improvement Programme Management Information System (YIPMIS) returns. The information needed to feed into the YIPMIS consists of each young person's details including the offending history 12 months prior to being engaged in the programme. Arrest data is gathered through the police, school attendance and short/long term exclusions, including any authorised or unauthorised absences from schools, every quarter.

- 6.8 The Youth Justice Board sets a target to local YIP schemes of a reduction of offending by 70% in the core 50. The Panel was pleased to know that Haringey YIP has generally exceeded this target and the highest reduction in a quarter has been 96.4%, the lowest at 68.9%, which is still classified as very good. However the service is currently under resourced and there are concerns that there are more young people who wish and need to take up these services than there is capacity for dealing with them.
- 6.9 The Youth Service offers counselling and therapeutic group works to young people who are identified as vulnerable, in need, at risk and experiencing difficulties with a range of issues. Some of these issues include offending behaviour, abuse, violence, disruptive behaviour, mental/emotional distress, drug/alcohol misuse, sexual issues, relationship issues domestic violence, school and social exclusion.
- 6.10 The Youth Service works with a small number of schools in the Borough who approach the service for help where they identified problems with students. The concern of the Youth Inclusion Manager is that the team lacks the capacity to deal with more schools who are not getting the help and intervention they require. The team receives referrals from Victim Support, Safer Schools Police Officers, Young Carers, Young Parents Project, Looked After Children Services.
- 6.11 As part of the investigation the Panel asked whether the Youth Service was satisfied with the level of take-up of services by young people and whether the service was able to identify groups of young people who were not fully engaged with diversionary activities and was informed by the Youth Service Inclusion Manager, of the following:

*We are currently under resourced. We have a lot more young people who wish to take up our services than we have the capacity to work with. The Service needs to reflect the communities that are living in the borough; we need to improve on that. For example the Turkish Speaking Communities, the Eastern European Communities, and the Somali communities could be better represented in our service. This will help us in building better links with these communities. We are currently trying to address this problem by advertising, interviewing, recruiting and training volunteers from these community groups. We are also supporting some voluntary groups from these communities who are trying to work with young people. Another way we are trying to engage the hard to reach young people is by designing programmes that they wish to engage in.*

## **6.12 A Corporate Youth Crime Prevention Strategy**

- 6.13 The importance of tackling youth crime is reflected in the Crime and Disorder Act, which makes diverting young people away from crime a central priority. Haringey has a high proportion of young offenders and young victims of crime with figures set to increase this year. Evidence therefore illustrates that approaches specifically aimed at dealing with youth crime must also deal with preventing future offending. However this must be done within a framework that recognises and links together a variety of agencies, programmes and priorities within an overarching youth crime prevention strategy. The strategy would streamline existing plans and form a central part of the Youth Offending Service's response to this key issue.

- 6.14 The Youth Offending Service does run preventive projects and there are other preventive and diversionary initiatives run by many agencies often in partnership.
- 6.15 However a Corporate Youth Crime Prevention Strategy would pull together all current activities ensuring agreed priorities and objectives and effective integration of work in this area. Resources would need to be allocated in a more systematic way and evaluation of initiatives would assist these to be more effective. It would also be easier to co-ordinate the efforts of the various agencies to achieve the problem solving approach the Council needs to adopt.
- 6.16 Key agencies recognise that this is a gap in the response to youth crime and agreed that this needs to be tackled as an urgent priority.
- 6.17 The Panel believes that the strategy for children and young people is essential as an overarching strategic framework cutting across a range of departments and the statutory and voluntary sector in Haringey. The Review Panel recommend that a Corporate Youth Crime Prevention Strategy be drawn up as a matter of urgency.

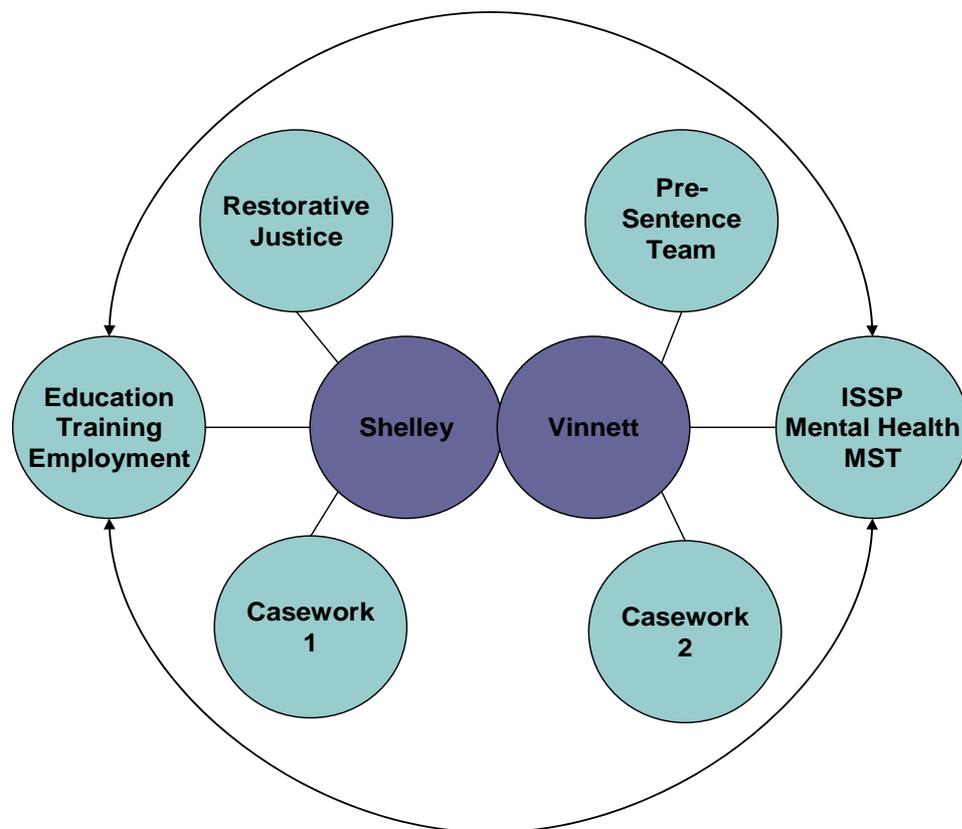
**Recommendations:**

- That the Youth Offending Service, (YOS) produces a business case for the Executive, identifying areas requiring additional funds in the next round of the budget making process, showing the likely impact on performance against national targets.
- That a Corporate Youth Crime Prevention Strategy be developed as a matter of urgency, pulling together all current activities, ensuring agreed priorities and objectives and effective integration of work in this area.

## 7.0 INTERVENTION

- 7.1 Vulnerable young people have been targeted by the government as a group in need of additional support. With educational attainment and key placement being the main focus of support, the many challenges faced by young people today, especially those leaving care, are often overlooked.
- 7.2 Intervention tackles the particular factors (personal, family, social, educational or health) that put the young person at risk of offending.

### The Intervention Team



### 7.3 Interventions focused on young offenders

- 7.4 The Panel considered a number of external organisations working in partnership with the Youth Offending Service providing intervention to improve outcomes for young people. Two such organisations were the Brandon Centre and Exposure.

### 7.5 The Brandon Centre

- 7.6 The Chair of the Review Panel carried out a site visit to the offices of The Brandon Centre for Counselling and Psychotherapy in Haringey, and was extremely impressed by the service. Geoffrey Baruch, Director, explained that the Centre works in partnership with the Haringey's Youth Offending Service and provides help for young people in trouble with the law. With Haringey's Youth Offending Service they are trying out a new type of intervention for young people and their families.

This is called Multi Systemic Therapy (MST) which was developed in the United States, using two significant strands of intervention:

## **7.7 Multi Systemic Therapy (MST)**

- 7.8 This is an intensive family and community based treatment that addresses the multiple determinants of serious antisocial behaviour in young offenders. The approach views the individuals as being nested within a complex network of interconnected systems that include, individual family, and extra familial (peer, school, neighbourhood) factors. Intervention may be necessary in any one, or a combination of these systems. The programme targets chronic, violent or substance abusing young offenders (male and female) between the ages of 12 – 17, at high risk of out-of-home placement, and their families.
- 7.9 The long term goal of MST is to reduce future offending of those young people judged to be at risk of re-offending. MST adopts a social-ecological approach to understanding anti-social behaviour. The underlying belief of MST is that criminal behaviour is multi-faceted; therefore interventions should recognise this fact and address the multiple sources of criminal influence. These not only include the young person's values, attitudes, social skills etc, but also in their social environment; the family, school, peer group and community. It is a key premise of MST that community-based treatment will be more effective than other residential treatments. Research indicates that treating the young person in isolation of the family and community, means that any gains are quickly eroded once they returned to their family, community etc. The family preservation based model of service delivery is home-based, goal oriented time limited and involves the entire family in the process.
- 7.10 Therapists work in close partnership with the Youth Offending Service (the referral source) and work closely with education providers, where they initiate engagement with local schools.
- 7.11 It was noted that MST is not currently embedded in Haringey's Youth Offending Service as it is currently a trial project for five years – unlike Cambridge County Council where MST is part of the Youth Offending Service. The Centre received good feedback from families involved in the process and has a good relationship with the Council. It is the view of the Director that Local Authorities need to decide whether they want MST to be a formal process, (forming part of the Youth Offending Service), or to buy in the service as and when needed.
- 7.12 The Brandon Centre also offers a service for parents who have difficulty controlling the behaviour of their teenage children (12-16 age groups). Practitioners of MST operate on the principle that the most effective way of reducing the chances of young people breaking the law is by helping parents or carers with specific and practical advice and guidance about how to set and apply rules aimed at improving different aspects of the young person's behaviour. The programme includes:
- Behavioural contracts with children
  - Troubleshooting
  - Establishing loving relationship (restoring lost nurturance)

7.13 Approximately 60 young offenders from Haringey have been involved in trials with MST. Half of these received services currently available from the Youth Offending Service and half received MST as well as the usual YOS intervention. Selection was determined randomly, giving everyone an equally chance of selection. All families involved in the project gave their consent and the process was explained to them verbally and in writing. The Panel heard that there were no negative consequences for not being selected for MST. Families not selected continued to receive the services defined in their case management plans.

#### **7.14 Evaluating MST**

7.15 Pre and post changes, as well as differences between the MST group and the control groups will be made. Comparison will include looking for differences in offending for up to three years after the MST intervention, including issues such as patterns of offence seriousness and offence frequency. It is anticipated that the clinical aspect of this study will conclude in 2007, when a final report is prepared. It will be compared to services made available by the Youth Offending Service of similar quality.

7.16 Evaluators of MST in the United States have demonstrated the following for serious juvenile offenders:

- Reductions of 25-70% in long-term rates of re-arrest,
- Reductions of 47-64% in out-of-home placements.
- Extensive improvements in family functioning and
- Decreased mental health problems for serious juvenile offenders.

7.17 The Panel is aware that MST has achieved favourable outcomes and cost savings in comparison with more usual mental health and juvenile justice services. In the United States for example the cost is \$4,500 per youth, (£2,700 as at 8/11/05). A recent survey concluded that MST <sup>2</sup>(in the United States) was the most cost effective of a variety of intervention programmes aimed at serious juvenile offenders.

7.18 When the Panel spoke to Susannah Hancock of the Youth Justice Board she was asked about the involvement of the Youth Justice Board in this initiative and whether there was any provision for funding. In response, the Panel heard that there was a lot of evidence that MST could work well, but it is very resource intensive. The Youth Justice Board was piloting similar projects across the country based on MST model. In terms of funding YOS and Resettlement and Aftercare Programme (RAP) funds and core grants could be considered. There was a need to consider how resources are used.

7.19 It is the view of the Panel that the Youth Justice Board is keen to find strategies which reduce reoffending and that an effective strategy already exists by way of MST. The Brandon Centre is currently funded by two main funders (charitable donations) and it would be desirable for the Youth Justice Board to fund additional work across the capital, including Haringey's MST on a permanent basis.

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<sup>2</sup> [www.brandon-centre.org.uk](http://www.brandon-centre.org.uk)

7.20 The Panel recommends therefore that the Council explore the possibility of embedding MST in Haringey's Youth Offending Service on a long term basis.

### **7.21. Exposure Organisation**

7.22 Another local external initiative is the <sup>3</sup>Exposure Organisation which provides diversionary activities for young people in Haringey and the surrounding Boroughs. Exposure as a charitable organisation is supported through funding raising activities and grants. It is supported by the Council and the Department for Education and Skills. Activities include the following provision:

- a meaningful out-of-school activity which increases self-esteem and rewards commitment;
- a peer information and education service;
- a chance to develop a range of communication skills;
- an independent voice which can contribute to the democratic process at local level
- an incentive to learn about and address issues that affect them to develop their sense of good citizenship;
- accredited training opportunities in journalism, design, desk-top publishing, photography, magazine production, web design, advertising, video production and other forms of media;
- Valuable work experience, which includes creative thinking, working in a team, meeting deadlines, servicing clients in a mature and responsible manner.

7.23 Young people are referred through various routes, including Haringey's Youth Offending Service for training. In terms of the number of young people who access the service, the Panel was informed that there is roughly a 50% split between male and female (males: 93 and 87 females). Of the 180 youths attending 103 are from black and ethnic minority background. The largest representation is those between the ages of 14 – 15 age group closely followed by the 16 and 17 year olds.

7.24 Unfortunately, at the time of the scrutiny the organisation was unable to provide information showing positive outcomes for those who benefited from the programme as they were in the process of collating the figures.

7.25 Young people contribute to the publication of the Exposure Youth Magazine, which contains useful information about young people and issues affecting them. This is available free of charge wherever young people congregate. The organisation has a good relationship with the Council and is proud of its reputation with young people. It is well documented that young people are often the victims of crime, as well as perpetrators and that most are uncomfortable about reporting crime. The Panel learned that Exposure was carrying out a consultation exercise to find out why this is the case and would welcome sight of the result of the consultation.

7.26 The Panel acknowledges the importance of locally based multi-agency partnerships that respond directly to the needs of the community.

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<sup>3</sup> [www.exposure.org.uk](http://www.exposure.org.uk)

7.27 The Panel was pleased to note that a Service Level Agreement between the organisation and the Youth Service has been agreed.

***Recommendations:***

- That the Executive explore the feasibility of embedding Multi Systemic Therapy (MST) within the Youth Offending Service as part of its long term strategy for reducing reoffending.
- That the Youth Offending Service, supported by the Executive Member for Crime and Community Safety, produce a business case for the Youth Justice Board to fund Multi Systemic Therapy in Haringey as a strategy to reduce reoffending on a permanent basis.
- That a Service |Level Agreement be produced between the Youth Offending Service and agencies supporting intervention where appropriate.

## **8.0 PERFORMANCE**

### **8.1 Haringey's performance against other Youth Offending Service**

8.2 The Review comes at a time when the emerging national agenda is looking to develop existing services for children and young people. By April 2006 all Councils must have a Children and Young People Plan in place bringing together the plethora of partners and ensuring the plan is child focus by sharing best practice and developing a multi-agency approach. In addition to this the long awaited Youth Green Paper will send positive messages about young people and will deal with services for 13 to 19 year olds.

8.3 The Review Panel found that the performance of Haringey's YOS compares favourably nationally and in London with other Youth Offending Teams (YOTs), particularly with Pre Court and First Tier re-offending. It finished 7<sup>th</sup> and 11<sup>th</sup> nationally respectively out of a total of 155 YOTs. (See table overleaf).

8.4 The performance has particular significance considering the demographics of the Borough. There are high levels of crime, deprivation, transience and Looked After Children (children in care) by comparison. This factor is not taken into account currently when publishing YOTs performance in a league table and the Youth Justice Board is looking at ways of weighting the tables in the future.

8.5 The Panel was advised of the performance indicators for reducing reoffending by young people in Haringey and details of how the Council performs against national and regional Performance Indicators in comparison with its<sup>4</sup> family group.

### **8.6 Re-Offending Breakdown**

8.7 Recidivism (reoffending) is separated into four categories, which relate to levels of offending i.e. Pre Court, First tier, Community and Custodial penalties. Pre Court penalties consist of Police Final Warning and Police Reprimands. First tier is low-level court sentences: Referral Orders, discharges, fines and Reparation Orders. Community penalties consist of Action Plan Orders through to Intensive Supervision Orders. Custodial sentences are self-explanatory. The table overleaf shows a breakdown by level of intervention and the national and London positions for the 2002 cohort re-offending after 2 years.

8.8 Starting in 2000 and then repeated each successive year, a cohort of young people who received a substantive outcome (i.e. Police Reprimand, Police Final Warning or Court Conviction) between October 1<sup>st</sup> and December 31<sup>st</sup> were identified, then monitored and tracked in terms of re-offending over two periods: 12 months and again at 2 years. The figures were analysed between October and December as this would be the most up-to-date information available and was the timescale used by all local authorities.

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<sup>4</sup> Family 2 is one of the 13 Home Office defined Crime and Disorder Reduction Partnership (CDRP) Families. These families consist of boroughs grouped together according to similar demographics in order to facilitate like for like comparisons. There are 11 boroughs in Haringey's Family.

Haringey's reoffending performance targets against other comparable authorities.

2002 COHORT RE-OFFENDING AFTER TWO YEARS						
Reoffending				National position	London position	Family position
Performance	Number in cohort	Numbers who re-offended	% of co-hort that have Reoffended	From 155 YOTs	From 33 YOTs	From 10 YOTS
Pre Court	79	17	21.52	7 <sup>th</sup>	3 <sup>rd</sup>	1 <sup>st</sup>
First Tier	111	43	38.74	11 <sup>th</sup>	6 <sup>th</sup>	2 <sup>nd</sup>
Community Penalties	29	19	65.52	28 <sup>th</sup>	16 <sup>th</sup>	5 <sup>th</sup>
Custodial	13	11	84.62	65 <sup>th</sup>	20 <sup>th</sup>	8 <sup>th</sup>

Performance thus far this year - 2003 Cohort re-offending after 2 years (up to end of August 2005).

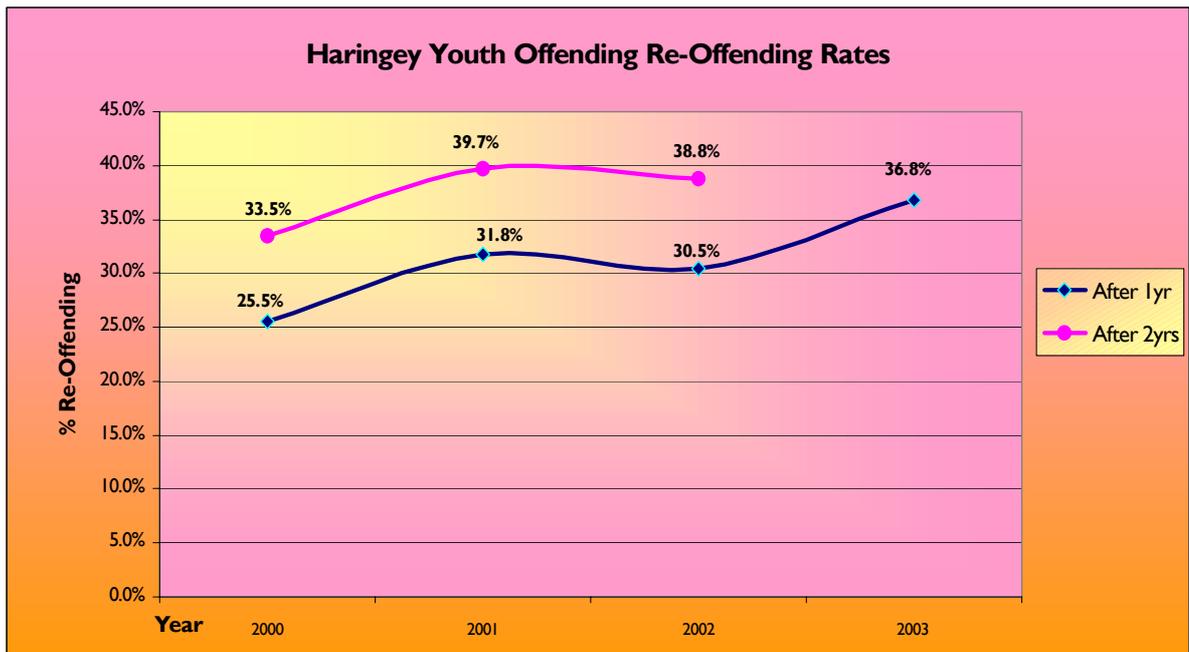
Re-offending performance	Cohort	Reoffended	% of cohort that have reoffended	Target
Pre court	52	16	30.7%	20.9%
First Tier	88	34	38.6%	37.1%
Community penalties	35	24	68.6%	62.7%
Custodial	11	7	63.6%	80.8%

8.9 The table clearly indicates that re-offending occurred more at the higher level of sentencing. Subsequently, it was more likely that a young person released from prison would re-offend than a first time offender that had received a final warning. This is due to the complexities involved in a young person who received a custodial sentence. He/she was far more likely to experience accommodation, substance misuse, education and family issues and the offending behaviour is also likely to be more entrenched.

### 8.10 Rate of Reoffending in Haringey

8.11 Section 40 of the Crime and Disorder Act 1998 requires local authorities, in conjunction with their statutory partner agencies, to put in place an annual youth justice plan. This describes the nature and scale of offending by young people locally and the programmes available to tackle them.

8.12 The Panel heard that with many of the young people that re-offended, the frequency and seriousness of the offences they are committing have reduced, it is of concern to the Panel to note that the level of re-offending in Haringey will increase this year. The projected figures are 40% re-offending after 1 year and 45% re-offending after 2 years.



8.13 It has been historically proven that most young people are likely to re-offend within the first three months following sentencing.

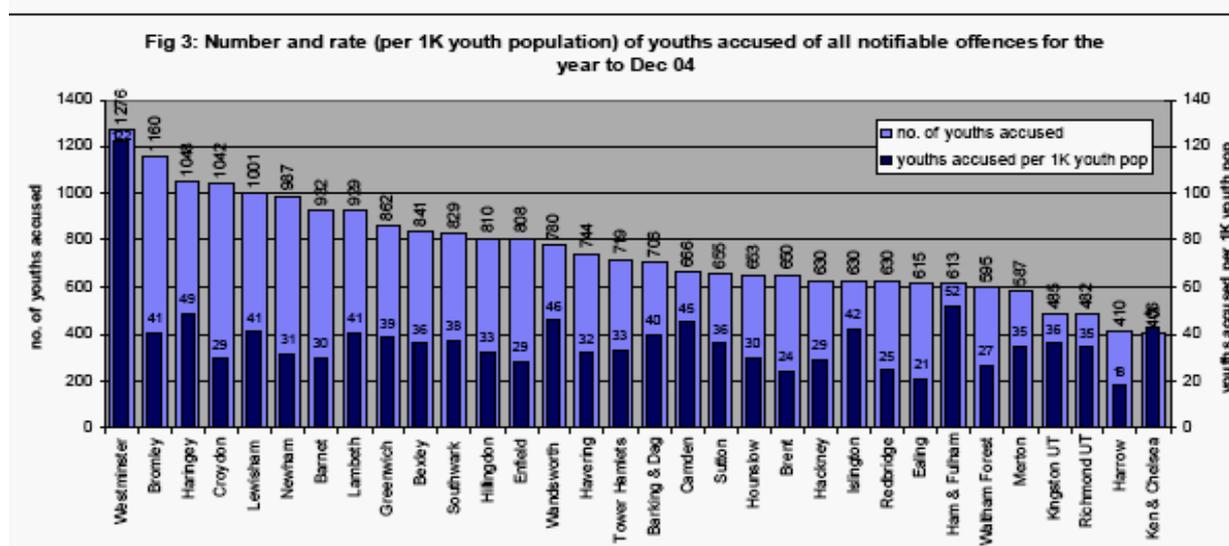
Those most at risk of reoffending are in the following groups:

- Male offenders, age 14-16
- Looked After Children
- Persistent Young Offenders
- Young offenders who are not engaged in Education/ Training /Employment
- Young offenders with unstable and unsuitable accommodation.

#### 8.14 The Youth and Crime Reduction Unit

8.15 The aim of the Youth and Crime Unit (YACU) is to promote and support work across London to reduce youth crime and victimisation. The Unit is focussing on 15 London Boroughs helping them to develop and deliver youth crime reduction strategies. Within this Unit, Haringey has the 2<sup>nd</sup> highest number of youths accused (1,035) and the 2<sup>nd</sup> highest youth accused rate of 48.2 per 1,000 youth population. Both of these figures are above the YACU Borough averages of 823 youths accused and 40.9 youths accused per 1,000 youth population.

8.16 Young offenders accounted for just over 21% of all accused of committing crime in Haringey. While there has been an encouraging reduction in young people accused of crime (25% across the YACU), Haringey nevertheless had the second highest numbers of youth accused of crime in London, after Westminster.



8.17 The graph shows the Borough-level figures for youths accused for the 12 month to December 2004 for the 15 boroughs in the YACU. The five Boroughs with the highest numbers of youths accused are Westminster, Bromley, Haringey, Croydon and Lewisham.

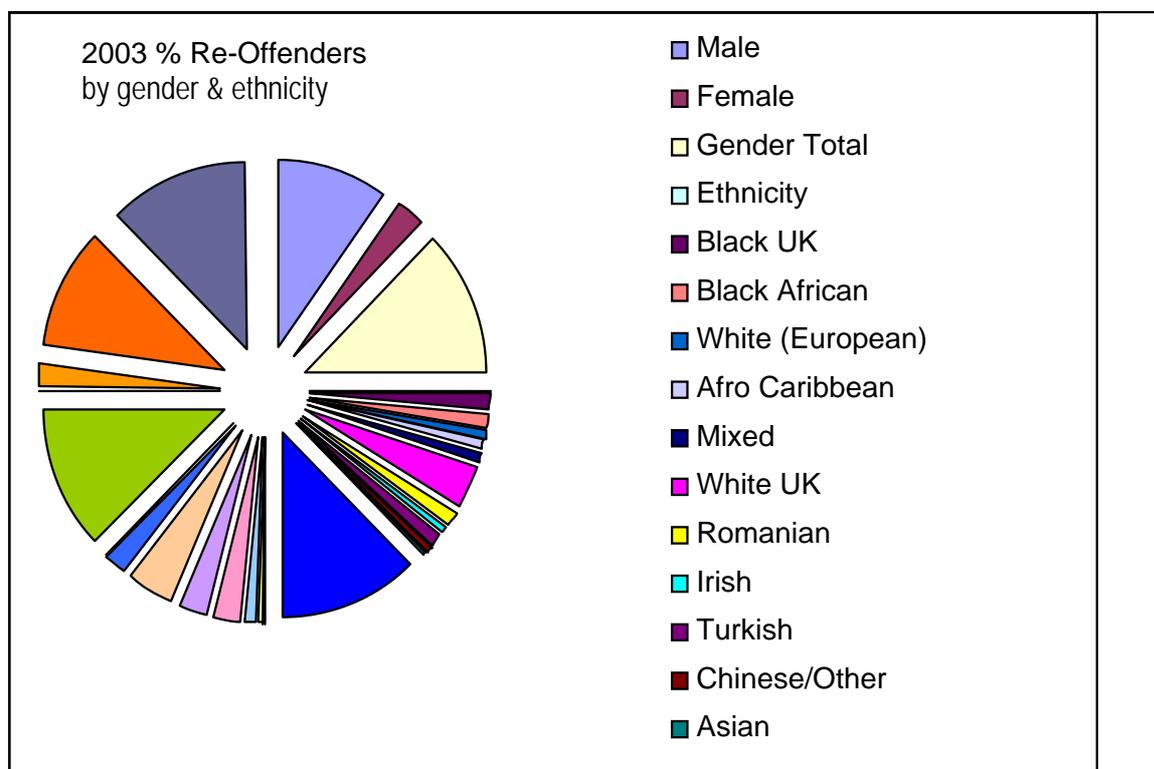
8.18 There are well known characteristics of a young offender. Nationally these include:

- 66% are excluded from education
- 20% are on the child protection register
- 40% have a drugs or alcohol dependency
- 33% have mental health problems
- 43% are looked after by the Local Authority
- 75% of all juvenile offences are by 15-17 year olds.

8.19 A crucial issue considered by the Panel was how the YOS worked with its partners in using data to plan, monitor and evaluate its work particularly in developing a problem solving strategy to intervention. The Panel learned of one example where the Youth Offending Service was able to ascertain that there was an increase in the number of young Romanian Roma people coming through the criminal justice system in Haringey. Many had not previously had any formal education and would not attend school. Funding was secured from Connexions to run numeracy and literacy classes for young people and to support them into mainstream education once they were more confident in their language skills. In conjunction with this, the YOS also ran a group specifically for those from Roma community, which was based around citizenship, explaining the culture and life in the UK, addressing discrimination and oppression and informing them of the laws and the consequences of transgressing them. Similarly, the young women's group and the black, young men's groups arose out of the identification of a need to address issues such as gender, sexuality and identity, the self image the young people had, their aspirations and their limited knowledge of positive role models.

8.20 For example the Panel wanted to check on whether there are any gaps in provision for the targeted group(s) and requested information from the Youth Offending Service giving a breakdown of offending and reoffending in the Borough by age; ethnicity and gender. This is line with the 14<sup>th</sup> Key Performance Indicator set by the Youth Justice Board. It should be borne in mind however that the information provided shows a snapshot at a specific point in time when the Borough experienced problems with a particular group of young people:

- Very high proportion (44%) of female population re-offended compared to 38% for male population. Surprisingly therefore in Haringey females are more likely to re-offend than males. However the number of girls offending remain very much lower that for males.
- Romanian (73%) and Irish (75%) had the highest proportion of re-offending ethnicities. However, (%s could be misleading due to relatively small numbers it pertains to, particularly with Irish offenders).
- White UK (55%) has a significantly high number of re-offenders
- White European (15%) and Black African (23%) had the lowest number of offenders
- 13yrs (58%) and 16yrs (49%) had the highest number of re-offenders from all age groups.
- Surprisingly 17yr olds (23%) had the lowest % of re-offenders. Partially attributed to the fact that YOS stopped tracking once they are transferred to probation (apart from Detention and Training Orders)
- 63% of Young People who are in care re-offended.



8.21 Therefore, at that time the most likely profile to re-offend was a 13 year old Romanian female in care. The Panel was pleased to note that intervention strategies were devised and implemented to support this group.

## **9.0 WORKING IN PARTNERSHIP**

### **9.1 Sharing Information**

- 9.2 Successful partnership working is vital to providing good services to young offenders. Their needs cut across existing Council departmental boundaries and often require a cross departmental response. A number of external stakeholders including the Metropolitan Police Service, Health Service and the Voluntary Sector and Faith Communities have an inherent interest in young people's lives and it is essential that a good working relationship between these agencies and the Council be developed.
- 9.3 An early conclusion of the Panel is that each Council department must have responsibility for identifying vulnerable children who are in need of support. Budgets to meet this responsibility could be pooled or shared between appropriate departments. Effective clear and accountable strategic co-ordination is essential to provide clarity around strategy, ensure a co-ordinated approach to the mapping of need and identification of targets across all departments, co-ordinate action planning to address the needs identified and co-ordinate the monitoring and evaluation of services provided.
- 9.4 The Panel welcomes the fact that the Green Paper 'Every Child Matters' acknowledges the importance of the promotion of closer working between services and agencies with responsibility for children and young people, including those in danger of offending and re-offending. Local authorities, with lead responsibility for children's trusts arrangements, have an important role to play in ensuring closer co-operation between Youth Offending Teams (YOTs), schools and other agencies. A recent booklet from The Education Network <sup>5</sup>(TEN)\* on the Youth Justice System and Schools highlights some positive practice in re-integrating young offenders into education and training and the need for closer cooperation between YOTs and schools and colleges. The Green Paper promises a consultation on further proposals for those offenders below working age, later in the year.
- 9.5 However, of immediate concern to the Panel was the type of strategies used to determine how information is shared between the YOS and its partners. In response, the Executive Member for Crime and Community Safety informed the Panel that the Council had information sharing protocols in place with all key partners since YOS' formation in 1999 as was laid out by the Crime and Disorder Act. This permits the sharing of information in relation to the prevention, detection and reduction of crime and disorder and to prevent re-offending. These protocols have now been superseded by the Borough wide protocol for information sharing which provides a formal mechanism through which information can be exchanged to support crime reduction in the Borough.

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<sup>5</sup> \* TEN publication – Youth justice and schools – is available from TEN's website [www.ten.info](http://www.ten.info).

- 9.6 The Panel further learned that the Safer Communities Management Board was made up of representatives from all the key stakeholder partners at a senior level. Any difficulties with effective partnership working can be presented to the Board and a strategy to overcome them developed at a senior level. However, the YOS is represented on a number of other strategic and managing bodies of its partner organisation and this permits representation to be made at varying levels to identify and overcome any barriers to effective working.
- 9.7 In general terms it became apparent that while all agencies are engaged with the YOS, there is a wide variation between the levels of engagement.
- 9.8 The Panel learned that partners' stretched resources did not permit the time or financial contribution to be as generous as the YOS would wish; and that the YOS Management Board was the forum to raise concerns about any gaps in service provision.
- 9.9 One particular problem which was identified by the Panel in making information sharing difficult was the variance in definitions used by different service agencies. For example a 14-year-old who becomes involved with an adult in the sale of drugs may be regarded either as child protection issue or criminal youth offending. The Children Service might feel that it was not a child at risk issue as nothing unpleasant was happening directly to the child. The Youth Offending Service, on the other hand, might take the view that the child is at risk due to the people involved in drug dealing and is therefore vulnerable.
- 9.10 The Panel recommends that the Council works to develop common definitions between service providers to ensure that appropriate action is taken to protect young people.
- 9.11 In general the Panel wanted to ascertain the extent of information sharing in assessment and planning of diversionary activities for young people at risk of re-offending and whether the information was used in targeting specific age groups; gender or target services in specific areas across the Borough.
- 9.12 The Panel learned that some partnership arrangements are working better than others, for example the Youth Inclusion Manager informed the Panel that:

*We work very well with the Police, Positive Action for Young People, SPURS and YOS. However the response from some schools, Social Services, and Education Welfare Service departments is very poor. We have to continually remind them of the information required in referring young people as well as monitoring the young people's attendance and exclusions at school. Schools need to acknowledge their responsibility in cooperating with partner agencies, in order to achieve the government's vision. Partnership arrangements with voluntary groups could work well but the problems we are finding is that they do not have the same stringent systems and procedures as we have. We sometimes find that they do not take on board the importance of these systems and need to be regularly reminded of the agreements between us. We involve voluntary groups in partnership work, to either deliver a piece of work with/for us and also by keeping them informed of our activities and promoting any activities they may be doing which might be of interest/benefit for young people.*

*We try and focus on the outcomes we wish to achieve for each young person and support them in achieving these outcomes by setting short and long term targets. We provide activities for all young people during the known peak times for offending, with the aim of keeping them off the streets. We deliver regular workshops to young people on issues such as, Safety, the Law, Drug Awareness, Sexual Health, Healthy Lifestyles, Conflict resolution, and Communication skills. We encourage young people to plan and be active in the organisation and delivery of some programmes and trips with the aim of empowering them. We work closely with the Police, YOS, YISP, Schools, DAAT, Peace Alliance, and Connexions Positive Action for Young People (PAYP), and share information when necessary.*

9.13 Another general theme which emerged during discussions on partnership working, which was not restricted to any one agency, was the view of officers in the Youth Service that youth workers do not receive the acknowledgement and recognition for the contributions they make towards reducing crime in the Borough. Even agencies who receive funds from the Youth Offending Service and are getting a great deal of support from youth workers, fail to acknowledge the support given in their activities or their achievements.

#### **9.14 Working with schools**

9.15 The Panel heard that often links between schools and other Council departments could be more effective, particularly in relation to dissemination of information about services on offer. Whilst there has been evidence of innovative partnership arrangements, the Panel has concluded that joint working between schools and other agencies has been a mixed success. There appears to be weak communication between schools and the Youth Service.

9.16 For example the Panel heard that the Extended Schools initiative will bring with it the development of the use of school grounds and facilities to provide a range of local based community services including services for children and young people. However the Youth Service told the Panel that they have not been fully consulted on this important piece of initiative. Officers informed the Panel that there was a need for schools to be more proactive in identifying students who are at risk of offending.

- 9.17 Whilst the majority of schools employed link-teachers, whose responsibilities include working with young people in inclusion projects, there are concerns at the high turn over of staff, failure to acknowledge the need for external support and some are reluctant to provide relevant information to the Youth Service i.e. the pattern in behaviour and level of truancy.
- 9.18 Many young people involved in crime and anti-social behaviour starts at an early age and this is an area where early intervention can achieve good results. Bullying, challenging behaviour and violence within the school setting is one of the main areas of concern for those working in schools. Schools must by law have a policy to prevent all forms of bullying among pupils. The policy needs to set out strategies to be followed, backed up by systems to ensure effective implementation, monitoring and review. Challenging bullying effectively will improve the safety and wellbeing of pupils, show that the school cares and make clear to bullies that the behaviour is unacceptable.
- 9.19 Schools are open to the community beyond normal school hours. The Panel acknowledges that the idea of a multi-professional base operating out of schools is an attractive one. The children are accessible in this one place and parents are often drawn to it simply because their children are there. The facilities schools offers can be used by youth workers, clubs etc. for children and for adults in a way which will make the school more accessible, and useful for local people. The engagement of schools and the engagement of communities should not be two separate processes.
- 9.20 It is the view of the Panel that effective prior consultation and efficient lead-in time for projects are the key to more involvement from schools. Formal and informal networks of communication at the operational level are also required, so that the necessary ongoing adjustments can be made to suit the needs of schools and those providing intervention. Multi agency work brings a new set of care workers into the school environment and there needs to be a way to liaise and tackle problems in a shared way.

***Recommendations:***

- That the Executive Member for Children and Young People Services ensure that schools identify young people who are either at risk of bullying/offending or being a victim of bullying or offending and target their extended school activities towards those young people. These young people should be encouraged to participate in schools inclusion programmes.
- That the Executive Member for Children & Young People Services ensures that schools work with the Youth Service and the Youth Offending Service ensuring that young people are encouraged to participate in schools inclusion programmes where appropriate.
- That the Executive Member for Children & Young People writes to all Headteachers setting out their responsibility to the YOS partnership (following development of the Corporate Youth Crime Prevention Strategy).

## **9.21 Working with the Children's Service (Community & Resources)**

9.22 The Panel consulted Rob Graham, Assistant Director Children's Service (Community & Resources) about the types of activities available for young people. The Panel notes that the Youth Inclusion Service provide a universal service targeting young people who are at risk by keeping them occupied during times of high risk e.g. school holidays and providing personal development strategies; finding out what they want and teaching them to take responsibility for their action and that output is more important than the type and number of activities offered. The Panel was also informed that the Children's Service deal with severe cases of disaffection and worked with families exploring the types of support they need to get them onto the support ladder. The Children Service also ensures that the communication and network of services work with families to reduce the risk of offending and reoffending. (It is vital to have this level of partnership through young people and teachers talking and listening to each other). Information gathering is one of the strengths in Haringey and teachers are now confident to report issues to the police. The Panel was also made aware of the following:

- There is a need for more targeting of services. The Council is getting universal services sorted out but more specific work is missing especially for older teens.
- It is important that the voluntary sector and the Youth Service work closely together, more adults should be encouraged to volunteer.
- Connexions Services work across four boroughs. One Personal Advisor work within the YOS. Connexions have Personal Advisors in three secondary schools – there is a need for at least 10 Personal Advisors across the secondary schools.
- Recent successes include significant reduction in truancy for a cost of about £3,000 - improvement is measured against assessment after 2 – 3 months; good results have been achieved when compared with the cost of custodial sentence which could be anything between £50,000 to £100,000.
- Additional funds have been received from Positive Futures, Children Services, Youth Justice Board, Neighbourhood Renewal Fund, Connexions and Safer Communities.
- There is some degree of work with extended schools and the youth service – more could be done in terms of linking up and providing personal development workers.

9.23 With reference to how the YOS tracked and monitored offenders it was noted that tracking back was carried out for the most prolific offenders. Activities included looking at the families to find out why a young person becomes a prolific offender. This work could be used as a means for driving future targets.

9.24 New developments in the Borough include the Bruce Grove Youth Centre and the Duke of Edinburgh Award Scheme. It is anticipated that the Youth Centre will be fully operational in the spring of 2006.

## **9.25 Working with Children's Service (Children & Families)**

- 9.26 The Panel consulted Cecilia Hitchin, Deputy Director, Children's Service (Children & Families), about the role of Children's Services in reducing offending and reoffending and was informed that there are currently 2 Senior Managers and 2 Deputy Managers with responsibility for young people. Children's Services are represented on the Youth Offending Services Management Board and the Deputy Director is the Chair of Young People's Substance Mis-use Group. It was acknowledged that in the main young offenders shared similar characteristics of those who are at risk generally i.e. they are not in education or poorly educated, from a troubled background, experiencing parental difficulties and mental health problems. Children's Services are currently in the process of revising its protocol with the Youth Offending Service and Children and Family Services to examine their working practice. Guidelines were developed about five years ago – these are currently being reviewed and updated. There has been a high turnover of staff in Children' Services Social Workers team.
- 9.27 The Panel was informed that there are usually gaps in the services - the drivers from central government have pushed services apart and each service works to different agenda and performance indicators. For example workers in Children and Families Services have little knowledge of youth offending work. There is a need for updated training to avoid any risk of confusion in roles and responsibilities.
- 9.28 The Panel was made aware of the following:
- More working together between Children & Family Services and the Youth Offending Service would benefit vulnerable teenagers and help to develop overall strategies.
  - There are challenges around getting young offenders into full-time education, it is already difficult for those who have dropped out of the education system but more difficult for those with a criminal record. Specific strategies to get young offenders back into education include working with Connexions Advisors for 16 plus who work with young offenders at the assessment stage – YOS has a Connexions Adviser based in the Service.
  - There is a pilot scheme with the Youth Justice Board, Government Office for London, Rainer and Connexions Services to get them back into education within five days of release and Haringey YOS is part of this scheme.
  - The vast number of initiatives from the Youth Justice Board and changes in legislation makes it difficult to keep up.
  - Large numbers of young people are sentenced into custody. However reparation and community sentences work better for young people than custodial sentences.
  - Insufficient funds are targeted at the older youths, further different techniques are required for the 11 to 12 year olds and parents to help prevent family breakdown, more investment needed from central government.

## 9.29 Working with the Probation Service

9.30 The Panel acknowledges the heavy workload faced by officers particularly when the service under scrutiny is undergoing an audit inspection, but was nevertheless disappointed that the Probation Service failed to respond to the scrutiny inquiry. The Panel had hoped to receive responses to the following questions:

- What does the Probation Service consider to be the most important factors for reducing re-offending? How effective does it consider Haringey to be? And what are the biggest obstacles to Haringey being more effective?
- How effectively does the Probation Service currently work with its partners? Which council departments does it work with most? How involved is it in the CDRP?
- How successful does the Probation Service consider the Prolific Persistent Offenders initiative to be? What could make it work more successfully and how would this be measured?
- How closely does it work with the Youth Justice Board?
- How adequate is the provision of housing and education for post custody offenders?
- How has the relatively new National Offenders Management (NOM) structures impacted on its work? And what does it envisage to be the main challenges if the proposals in *Reducing Re-offending Restructuring Probation* are implemented? How will affect the relationship between the probation services and local authorities?

9.31 However the Panel is aware of the work of the National Probation Service (NPS) which is currently being transformed to become part of the National Offender Management Service (NOMS), a single service which will combine the work of the prison and probation services, to focus on end-to-end management of offenders. The current function of the service is to protect the public, supervise and enforce court orders and licenses, and to rehabilitate offenders to law-abiding lives. NPS has accelerated the development of effective ways of working with offenders and it has created new central and local structures to support this work. The Panel recommends that the Home Office be made aware of any consequences for Haringey's YOS following the reorganisation of the Probation Services.

9.32 Each year NPS takes on the supervision of around 175 000 offenders; the caseload on any given day is over 200 000. Approximately 90% are male. Just over a quarter of offenders serving community sentences are aged 16-20. Approximately 70% of offenders supervised by the probation service are on community sentences; 30% are imprisoned with a period of statutory licence supervision in the community as an integral part of the sentence.

9.33 All work with offenders combines continuous assessment and management of the risk of both reoffending and harm. This is achieved through risk management structures such as Multi-Agency Public Protection Arrangements (MAPPA) and the provision of accredited offending behaviour programmes designed to reduce re-offending. Enforcement of the order or licence conditions is a priority.

9.34 Specific tasks include:

- Assisting magistrates and judges in their sentencing decisions through the provision of pre-sentence and bail information reports
- Finding and supervising unpaid work by offenders in local communities
- Contributing to decisions about the release of prisoners through the production of reports on the assessment of risk, to the Parole Board and prison service
- Being a responsible authority within MAPPA (along with the police and the prison service). This is set of statutory arrangements operated by criminal justice and social care agencies that seek to manage the risk presented by sexual or violent offenders and protect the public
- Managing one hundred approved probation hostels which provide controlled environments for offenders on bail, community sentences and post custody licenses
- Contacting victims where the offender has been sentenced to 12 months or more in custody for a sexual or violent offence, to keep them informed of key developments throughout the offender's sentence. Victims are also given an opportunity to make representations about the offender's licence conditions, and this liaison also contributes to effective risk management of offenders.

9.35 Some probation staff are seconded to work in youth offending teams, (Haringey has one seconded Probation Officer) prisons and a wide range of other public protection and crime prevention or reduction partnership agencies.

**9.36 Working with the Police Service.**

9.37 The YOS has three Police Constables and a part-time Inspector seconded to it. The role of the Inspector includes leading on the Safer Schools Partnership initiative, working with schools to improve community safety and to reduce crime in and around secondary schools. The Police Constables are involved in administering final warnings, restorative justice and victim contact.

9.38 The overarching goal for the police service is to help secure a safe and just society in which the rights and responsibilities of individuals, families and communities are properly balanced. Specifically, the police service aims to:

- Promote safety and reduce disorder
- Reduce crime and the fear of crime
- Contribute to delivering justice in a way which secures and maintains public confidence in the rule of the law.
- Deal speedily and transparently with police wrongdoing

9.39 The police service states that information sharing can be an important weapon in the fight against crime, and is essential to the partnership approach to crime reduction set out in the Crime and Disorder Act.

#### **9.40 Community and Police Consultative Group (CPCG)**

9.41 The Panel interviewed Enid Ledgister of the Community and Police Consultative Group about its activities and role in the Borough and noted that the main aim of the Consultative group is to:

- a) Undertake local community engagement between the communities and the police within the London Borough of Haringey and to obtain the views of local people to ensure that police decisions reflect their concerns and needs.
- b) To engage with local stakeholders including the local Crime & Disorder Reduction Partnership in order to influence local decisions about community safety and crime prevention in order to bring key local issues to the attention of the Metropolitan Police Authority and the police.

9.42 The Community & Police Consultative Group has a diverse membership list comprising a number of sectors in the Borough.

9.43 Each member of the Executive Committee is tasked to undertake outreach work such as promoting the Group and to identifying potential new members. Travellers, refugee communities and young people are underrepresented on the Consultative Group.

#### **9.44 Youth Panel**

9.45 Meaningful engagement and consultation are also key to developing a positive relationship between Haringey's varied communities. Young People are often hard to reach and the Panel learned that the Haringey Community & Police Consultative Group & Partners are planning to hold a Youth Consultation Conference that will give young people living in Haringey the opportunity to express their views on policing issues that affects them. The outcomes of the conference would enable the borough partners to establish consultative systems to address the issues raised in order to make a difference.

9.46 Members of the Panel asked Enid Ledgister how the CPCG aims to incorporate ideas that emerge into mainstream council policy. She responded that the ideas could be adopted in the overall business objectives of the Community and Police Consultative Group as well as fed through to the Metropolitan Police Authority and the Metropolitan Police Service.

9.47 The project will consult and talk with a variety of young people between, the ages of ten and nineteen on youth crimes, the policing of the Borough and other related issues. A number of activity events, in terms of shadowing officers will be hosted between youths, the police and other Identifiable organisations. The Panel encourages the Haringey Community & Police Consultative Group to share the outcome of the consultation with the YOS. This will help to enhance the YOS consultation and engagement with young people about systems, practices and policies.

- 9.48 Each witness interviewed by the Panel was asked to identify gaps in the service. The Community and Police Consultative Group believe that the gaps in the Council's provision for dealing with young offenders are:
- a) Insufficient mentors to provide support and guidance
  - b) And that housing provision for offenders over the age of 17 is in short supply
- 9.49 In response to Members question about how the HCPCG use best practice in other boroughs to inform their own process and procedures, it was noted that a booklet called: <sup>6</sup>'Active Involvement of Young People in Developing Safer Communities' provided best practices guidance and have been widely used and adopted by Haringey and other Boroughs
- 9.50 The Panel is aware of a recent scrutiny review on Youth Democracy which recommended the appointment of one Executive Member as a Youth Champion and would endorse that recommendation. This would ensure that there is a political focus for young people in Haringey. The Panel would also add that the work of the Police Consultative Forum Youth Panel be included in the remit of the Youth Champion.

***Recommendations:***

- That the Executive Member for Crime & Community Safety writes a letter to the Home Office outlining the consequences for Haringey's Youth Offending Service following the reorganisation of the Probation Service.
- That the role of Youth Champion (as recommended in the Scrutiny Review of Youth Democracy be extended to include the work of the Community & Police Consultative Group Youth Panel as a mechanism for consulting and canvassing the views of young people in the borough.

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<sup>6</sup> . [Active Citizenship Centre - The active involvement of young people...](#)

## 10.0 HOUSING ACCOMMODATION FOR YOUNG OFFENDERS

- 10.1 According to the London Resettlement Board, approximately 1,200 ex-prisoners are released into London each month, 54% of released prisoners re-offend within two years and many of these will be prolific offenders. Released prisoners are responsible for 1 million crimes each year nationally. Ex-offenders with a stable home are significantly less likely to re-offend. However; successful resettlement requires an integrated and coordinated response across a broad range of agencies and service providers.
- 10.2 Providing suitable and sustainable accommodation for young people who offend and those at risk of reoffending is critical to reducing reoffending. In their 2002 report, 'Reducing re-offending by ex-prisoners', the Social Inclusion Unit found that the presence of suitable accommodation can mean a reduction of more than 20% in reoffending rates. Being without stable accommodation makes it extremely difficult for young people who offend to engage in a range of programmes that are vital to effective rehabilitation, such as education, training and employment, services to address substance misuse and interventions to address offending behaviour.
- 10.2 The measurement of satisfactory accommodation for young offenders is one of fourteen Performance Measures required of Youth Offending Teams by the Youth Justice Board for England and Wales. Funding for Youth Offending Services is conditional on satisfactory progress being made by the services, against national standards and performance targets set by the Youth Justice Board, as well as the provision of data and a satisfactory plan.

**Measure Twelve:** Ensure the Youth Offending Team has a named accommodation officer and young offenders have satisfactory accommodation.

- 10.3 Youth Offending Teams have to report on these measures in a consistent, accurate and timely fashion. This will allow the Youth Justice Board to:
- (a) Link the data outcomes for these measures to general funding payments. The quality of the data submitted will determine whether YOTs receive their full grant payments or incur an abatement;
  - (b) Publish the performance achieved by each YOTs against each measure in its annual report;
  - (c) Identify YOTs allocation of resources and service effectiveness in key areas.
- 10.4 At the time of the Scrutiny investigation, the Panel was informed that the Accommodation Support Worker's post in the Youth Offending Service had recently become vacant and efforts were being made to fill the post. The post is used to implement the Youth Justice Board's Accommodation Strategy and is currently funded by Supporting People programme and is subject to short term funding which has been sought on a yearly basis. For people experiencing or at risk of social exclusion, housing related support plays an essential part in preventing or dealing with a crisis situation. It is vital that the post is filled as soon as possible.

## 10.5 The Supporting People Strategy

- 10.6 This is a national programme which provides funding to help vulnerable people maintain or improve their ability to live independently. It is a cross-cutting programme, enabling support for a wide and diverse range of vulnerable groups. It contributes to the achievement of a large number of key government objectives including:
- Creating sustainable communities
  - Tackling disadvantage and social exclusion
  - Reducing re-offending and through this, reducing the need for custodial sentences and supporting community safety.
- 10.7 One strand of the Supporting People programme relates to ex offenders, particularly where leaving prison or detention (for young offenders), where there is a need to support the individual to develop the necessary skills and make the right connections to resettle and reintegrate within the community. Arrangements for providing such support need to be compatible with, and sit alongside, those put in place for criminal justice supervision. They form part of a broader package which will, ultimately, contribute to community safety through helping to address the triggers of and thereby reduce reoffending.
- 10.8 It is the understanding of the Panel that data is currently being collated about the accommodation needs of young offenders and the gaps in service provision, particularly for those with challenging behaviour or who have committed serious offences. (It's difficult to house violent and sex offenders as this involves high level multi-agency public protection issues). This evidence will continue to be collated and presented to Supporting People or other funding sources, to negotiate the continuation of funding for the post or to attract new funding.
- 10.9 The Panel therefore recommends that the Council ensures ownership of the Supporting People programme at a corporate level to ensure that funding opportunities are enhanced for a longer term approach to attracting Supporting People grant funds for the provision of housing related support.
- 10.10 It is hoped that funding for the Accommodation Officer post will be extended beyond 2006. It is the view of the Panel that the post is crucial in meeting the target set by the Youth Justice Board in terms of supporting vulnerable young people. This will allow the Youth Offending Service to achieve the target set by the Youth Justice Board for the provision of suitable accommodation and support for vulnerable young people and should be filled as a matter of urgency. The Panel would hope to see rapid progress in the development of the Resettlement Strategy for London and improvement in finding suitable accommodation for young offenders following the appointment of the accommodation officer, while accepting that implementation of the strategy will be over a much longer period of time.

### **Recommendation:**

- That the Council ensures ownership of the Supporting People programme at a corporate level to ensure that funding opportunities are enhanced for a longer term approach to attracting Supporting People grant funds for the provision of housing related support.

## **10.11 Changes to the Housing Strategy and Needs Service in Haringey**

10.12 To set the Service into context, the Project Manager outlined the background changes to social housing provision in the Borough. She informed the Panel that in recent years, the Housing Strategy and Needs Service has concentrated efforts on meeting the challenges posed by increasing levels of homelessness and in meeting the government's target of reducing unsuitable temporary accommodation. The changes create a new single housing supply service – combining permanent and temporary housing development teams. The service needs to develop to enable it to effectively respond to the way that the council tackles homelessness, temporary accommodation and re-housing needs also continues to change. Choice-based lettings, long term temporary accommodation and an increased emphasis on prevention, are viewed by the government as imperative. The government views choice-based lettings, long term temporary accommodation and an increased emphasis on prevention as imperative. The Council's homelessness prevention and options project is an example of how Haringey is addressing this. The main benefits of this structure include the creation of a smaller, more effective senior management structure for the Business Unit, with improved weighting for strategic services – replacing a larger more operationally focused housing needs based management team. It puts all frontline client-led services within the one team, allowing single point management of these services.

## **10.13 Housing Services for young people**

10.14 The Panel learned that when a young person presents as homeless, the Accommodation Support Officer will establish the reasons for their homelessness and whether or not mediation could help to resolve the situation. It is made clear to the young person that if their parents/carer agrees to allow them to live at home, it is expected that they will return home. However there are exceptions in cases where the young person is at risk of abuse, violence or because of their bail or release from custody conditions.

10.15 If the young person is unable to return home that will need to be confirmed either in writing by the parents/care, or by the Accommodation Support Officer, or the allocated YOS Worker.

10.16 It is explored with the young person and their allocated YOS worker, whether there are any family members or friends who may be able to accommodate them on either a temporary or permanent basis.

10.17 If no alternative accommodation can be found and the young person is immediately homeless then they must approach the Housing Advice and Homelessness Service. The YOS Accommodation Officer will assist and support them in doing so.

## **10.18 Young Person in Court with no bail address**

10.19 Where a young person appears in court without an address, the Bail and Remand Officer will contact the Accommodation Support Officer and advise at the earliest opportunity when a young person is appearing in court with no address. The officer will contact the Lead Officer informing them of the situation. A temporary address is provided, which can be presented as a suitable bail address to the court.

## 10.20 Young Person Leaving Custody

10.21 The Panel was informed that there will be occasions when a young person is released from custody but has no suitable accommodation to return to. A pre release visit is arranged with the Accommodation Support Officer and the Youth Offending Service worker who will carry out an assessment of housing need and report to the Lead Officer. If possible suitable supportive accommodation is arranged for the young person's release. A full interview is made within 7 days, allowing the young person time to make a benefit claim. In the event that an Accommodation Support Officer is unable to attend the pre-release interview, the young person will need to present themselves as homeless.

10.22 There were no statistics available for the number of ex offenders currently housed.

10.23 The target set by the YJB for the percentage of young people concluding community sentences assessed as living in suitable accommodation is 100%. Haringey is currently underperforming at 95% as a significant number of young people completing community sentences are housed in Bed and Breakfast accommodation whilst their housing needs are assessed. This type of accommodation is not deemed suitable by the YJB. The Panel was made aware that:

- Young offenders under 16 years of age are referred to Social Services.
- 70% are at home with parents or carers.
- 10% are deemed to be in unsuitable accommodation.  
Accommodation standards are stipulated by Youth Justice Board.
- 10% are in foster care or residential units.
- Some ex offenders are also referred to YMCA.

10.24 The Panel was concerned to note that the Council has reduced the number of guaranteed places for housing reoffenders after they have come out of custody (and there have been in one of the ten bed spaces available on a temporary basis) from six to two. Although this has currently not been a problem because Housing Services have continued to accommodate more than this number when necessary. The Panel wanted to know whether guarantees have been made by the Council Executive to ensure that accommodation will continue to be made available for young offenders, by the Arms Length Management Organisation. It would be a major concern if the two bed guarantee was to be enforced as a limit.

10.25 Following inquiry by the Panel, the Executive Member for Housing informed the Panel that:

*“The responsibility for all policies relating to lettings and allocations remain with the Council following the creation of the Arms Length Management Organisation (ALMO). Any changes to lettings policy (and indeed any other housing policy or strategy) will be developed and if necessary consulted on by the Housing Strategy and Needs Service. Any significant change would go through the Council’s decision making process, as it would at present.*

*Move on quotas (from six to two bed spaces) are an important way in which the Housing Service can deliver both housing and corporate objectives. The ‘move on’ quota for ex-offenders is an important example of this. Quotas are reviewed on a regular basis to ensure that they reflect current need and priorities and that best use is made of a limited resource. As noted by the Review Panel, the formal quota number was reduced. The reason for the reduction of the quota was that the Priority Needs Order, which was introduced at the same time as the Homelessness Act, required Councils to consider vulnerable ex-offenders as priority need. We therefore, anticipated an increase in the numbers of ex-offenders who would be assisted via the homelessness route. We were able to assist more people than the move on target and this will remain under review”.*

10.26 The Executive Member for Housing Services acknowledged the links between homelessness and reoffending. Research from the Social Exclusion Unit suggests that the provision of stable accommodation can make a difference of over 20%, in terms of the reduction of reconviction. As a result, housing through the homelessness route or via hostel accommodation and move on quotas, are only a part of what the Council aim to offer. The Panel was told that there is a specialist Housing Adviser, who works with adult ex-offenders and the Probation Service to seek sustainable housing solutions. This post will be located in the newly extended Vulnerable Adults Team, which is being introduced as part of the new Prevention and Options Service. The Service places emphasis on delivering solutions for adult homelessness occurring and offer alternative options where this is not possible.

### **10.27 Resettlement & Aftercare Programme.**

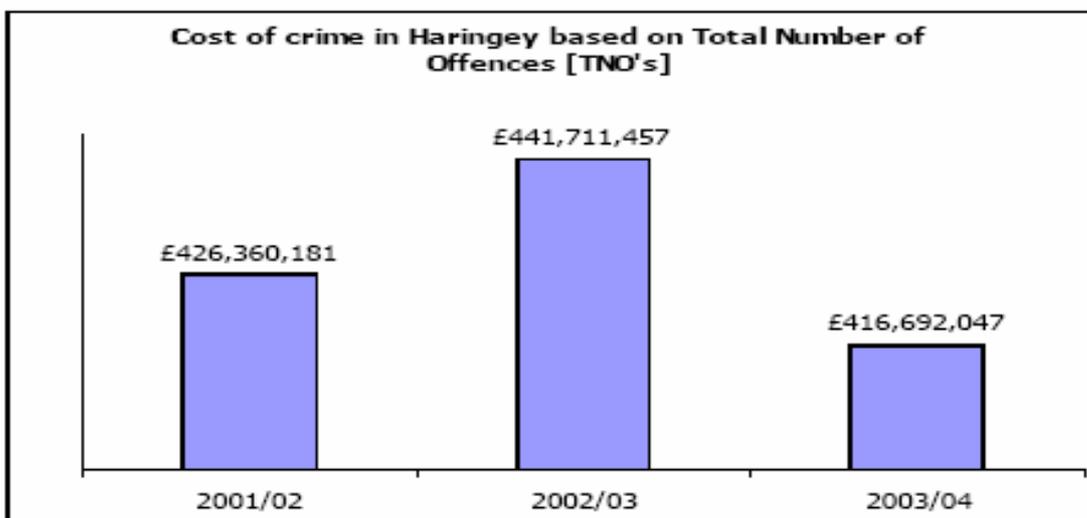
10.28 On a visit to the Youth Justice Board, the Panel asked Susannah Hancock to explain the purpose and aims of the Resettlement and Aftercare Programme (RAP) recently introduced in YOTs and whether this work is being evaluated. The Panel was informed that it is a Department for Health funded project primarily for adults part of which includes research on how substance misuse impacted on offending. The Panel is aware that this programme has recently been extended to young people on community sentences and that the grant funding for Community Substance Misuse and RAP have been combined.

10.29 It is the view of the Panel that appropriate accommodation is a critical requirement in helping young people move into independence, but it needs to be underpinned by a range of supporting services ensuring that they are not set up to fail by losing their tenancies.

10.30 The Panel feels that closer liaison between the Youth Offending Service and Housing Service is needed to strengthen links and identify suitable accommodation. It is important for the YOS and Housing Services to undertake a cost benefit analysis, detailing the cost to the Crime Reduction Partnership in dealing with re-offending rates among young people, against the cost of providing suitable sustainable accommodation as a strategy aimed at reducing reoffending levels.

10.31 Calculating the cost of crime can help decision making and help to monitor the effectiveness of crime prevention and reduction initiatives. From the chart below it can be seen that during the last three years the cost of crime in Haringey rose initially before falling. Broken down per head of the population average crime cost every single person in Haringey £1,978 per annum. (According to Haringey Crime and Drug Audit 2004).

- In 2003/2004 <sup>7</sup>the estimated cost of crime in Haringey was £416.7 million.
- Over the past three years, this has reduced by 2% down from £426.4 million in 2001/02.
- Violent crime is the most expensive crime in Haringey and cost £348.5 million.



10.32 The cost of crime in Haringey for the year 2003/04 was calculated for the following offences: violent crime, robbery, burglary, theft of motor vehicles and theft from motor vehicles. Young people make up 65% of all accused of street crime, 47% of vehicle crime, 30% criminal damage and residential burglary. A quarter of victims of youth crime are aged 10-25, with 8% aged 10-17.

<sup>7</sup> (Haringey's Crime & Drugs Audit 2001-2004).

***Recommendations:***

- That the post of Accommodation Officer be filled as a matter of urgency in order to assist the Youth Offending Service achieve the target set by the Youth Justice Board for the provision of suitable accommodation and support for vulnerable young people.
- That suitable supported accommodation for young offenders is identified and particularly to ensure continued and adequate housing provision under the Arms Length Management Organisation arrangements.

**11 CONCLUSION**

- 11.1 It is our view that Haringey's YOS is a well functioning service with limited resources achieving exceptionally good value for money based on comparison with its family group. Funding is the biggest barrier to improving the Council's performance in reducing the level of reoffending. Despite having to work under tight budgetary constraints the Service has been able to improve on performance targets from the previous years.
- 11.2 The Service is dependent on short term funding in order to provide not only special projects but also some core services. This poses a significant risk to maintaining the current level of services and improving on performance to date.
- 11.3 There was also a concern expressed to the Panel in some of the discussions, that many of the partner agencies are too stretched trying to do too many things and working to different Performance Indicators. Numerous initiatives from the Youth Justice Board make it difficult to ensure that the right priorities are identified. Whilst some programmes are successful, attention should be given to exit strategies for some of the current projects, identifying funding beyond 2006 and giving consideration to pooled budgets where appropriate to ensure consistent service and adequate funding.
- 11.4 The Government's Police & Justice Bill outline the process whereby a resident can raise an issue of anti social behaviour with a local councillor and expect a response within a given timeframe. There is an assumption that the councillor will then either sort out the issue or refer it to the Council Executive or the Overview and Scrutiny Committee. The Executive, in turn, will either deal with the issue or refer it to the Overview and Scrutiny Committee. The Committee must make a report or recommendations about how to proceed. The authority must then respond to the relevant committee indicating what (if any) action it proposes to take.

***Recommendation:***

- That the Council considers how it responds locally to the Police and Justice Bill, taking into account the implications for the Executive and Overview and Scrutiny Committee.

**APPENDIX 1****LIST OF WITNESSES**

Ayten Kiani – Youth Service Inclusion Manager	L B Haringey Organisation
Shelly Greene – Operational Manager Council for Ringwood Carver	LB Haringey
Executive Member – Crime & Community Safety	L B Haringey
Jean Croot – Head of Safer Communities	L B Haringey
Andy Koumi	Exposure Organisation
Gary Flavell Development Officer	Exposure Organisation
David Warrington – Development Officer	Exposure Organisation
Enid Ledgister	Community and Police Consultative Group
Lib Peck, Policy Officer, External Adviser	Local Government Information Unit
Akin Akintola.	Youth inclusions Projects and Positive Future Project – L B Haringey.
Ben Benoit	Youth inclusions Projects and Positive Future Project – L B Haringey
Jackie Dyer – Housing Assessment Manager	L B Haringey
Margaret Griffin – Project Manager	L B Haringey
Rob Graham – Assistant Director Children’s Services	L B Haringey
Cecilia Hitchen – Children Services	L B Haringey
Vinnett Percy – Operational Manager	L B Haringey
Susanna Hancock – Practice & Performance	Youth Justice Board
Geoffrey Baruch, Director	The Brandon Centre.
Steve Milne YOS (Performance Management & Quality Assurance Officer)	L B Haringey

# NATIONAL LEGISLATION AND POLICY INITIATIVES RELATING TO RE-OFFENDING

## NATIONAL PICTURE

- Overall crime has fallen by 7% since 2003/04
- Crimes recorded by the police also decreased by 6% from the previous year
- The risk of becoming a victim of crime remains at a historic low of around 24%
- There is increasing overcrowding in prisons. Figures are now up to 77,000 and projected to reach even greater heights in the next few years. This could possibly even top 100,000 prisoners.

### Number of young offenders

- There is a reduction in the number of young people who commit a crime. In 2001 there were 59,152 compared with 57,144 in 2003.
- Numbers of young people in custody have remained fairly constant with 3,000 in 2002-2003 reducing to some 2,700 by June 2003. There is particular pressure on places available, particularly in Wales, London and the South East.
- Reconviction rates amongst those on higher tariff community sentences, excluding the Intensive Supervision and Surveillance Programme, have remained high at around 60 per cent.
- Young offenders are more likely to receive an intervention. In 2001 nearly one in four young offenders said that nothing happened to them after the police caught them; by 2003 it was less than one in ten.
- Young offenders are dealt with more quickly. In Jan 1997 the average time from arrest to sentence was 142 days by August 2001 it had been halved to 71 days.
- In 2002/03 more than 30,000 young offenders received Referral Orders or Reparation Orders – nearly one of every three sentenced; before 2000 these sentences were not available.
- One third of all crime is attributable to juvenile offending.

### Profile of a young offender

There are well known characteristics of a young offender. These include:

- 2 in 3 are excluded from education
- 1 in 5 are on the child protection register
- 40% had a drugs or alcohol dependency
- 1 in 3 have mental health problems
- 43% are looked after by the Local Authority
- The key age for disposals by age is that nearly  $\frac{3}{4}$  of all juvenile offences are by 15-17 year olds.

## **Peak time for intervention**

- young children often start offending at 11-12 years. There is evidence that the most important age is 14 years. This is the optimum chance to prevent re-offending.
- Research shows that early intervention is crucial. Mori in 2004 showed that the peak age of offending is 14. It also showed that if young people had not offended by the age of 14 then they were unlikely to offend.
- According to the Audit Commission's report, early intervention to prevent young people offending could save public services more than £80 million a year.

## **RELEVANT LEGISLATION**

### **General trends in legislation**

The trends that emerge through the key pieces of legislation over the last 8 years include:

- Greater emphasis on partnership working
- A more child centred approach
- An increase in the power and remit of anti social behaviour measures
- An emphasis on diversion from traditional measures of tackling crime to using some restorative justice measures
- Greater localism such as neighbourhood policing
- Greater performance management through CPA targets and outcome setting.

### **1. Crime and Disorder Act 1998 (implementation in 2000)**

- Local authorities need to consider the Crime and Disorder implications on all areas of service delivery (section 17)
- Reduce youth offending and re-offending. Establishment of Youth Offending Teams
- Police and local community must establish local partnership to cut crime – establishment of Crime and Disorder Reduction Partnerships.

There are five stages to the Crime Disorder Reduction Partnership work which were outlined in this legislation. They include: Audit; Consultation; Strategy and target; Implement action plans; and monitor and evaluate.

The legislation brought in the first real wave of anti social behaviour measures. These include:

- parenting orders
- child safety orders
- anti social behaviour orders
- sex offender orders
- curfews
- drug treatment and test orders
- reparation orders
- action plan orders
- police powers to remove truants

### **2. Youth Justice and Criminal Evidence Act 1999**

This introduced a new sentence for young people convicted in court for 1<sup>st</sup> time and pleaded guilty. This is referral to a youth offender panel which means that the young offender can make restoration to the victim.

In addition, the legislation helps witnesses to find process of evidence giving easier.

### **3. Police Reform Act 2002**

This had a clear emphasis on drugs prevention.

- Police, Fire, Primary Care Trusts are now responsible partners i.e. they must be members of CDRP
- All CDRPs must audit and develop strategies for substance misuse
- Merge of Drug Action Teams (DAT) and CDRPs where possible
- It also extends agencies able to apply for ASBOs to landlords and British transport police.

### **4. Anti Social Behaviour Act 2003**

This included measures such as:

- An expansion of the use of fixed penalty notices
- The power for police to close crack houses
- A restriction on the use of air weapons and replica guns
- Powers to tackle environment disorder and making it an offence to sell spray paint to under 16s
- An extension of the powers of environmental health officers to shut down noisy venues
- An improvement in anti social behaviour orders
- New police powers to disperse crowds

### **5. Licensing Act 2003**

- 24 hour opening possible
- single license for alcohol/entertainment and supply
- licensing policy must now be defined and must have four overriding objections.

These include:

- prevention of crime
- public safety
- prevention of public nuisance
- protection of children

### **6. Domestic Violence, Crime and Violence 2004**

- New police powers to deal with domestic violence
- Stronger legal protection for victims
- Better communication for victims
- Victims can go to the parliamentary ombudsman
- Co-habitees have the same powers as heterosexual couples

## 7. Children's Act 2004

This includes the following measures:

- Child/young people at the centre of services
- Greater support for parents
- Integrated services which shift balance towards prevention and early intervention
- Clearer accountability between different services
- More workforce reform
- A focus on outcomes for Children and Young People

One of the main aspects of the legislation is the idea of a **single caseworker**.

How this relates to council services:

- More accessible structures for young people
- Better housing for young people
- Better partnership with business
- Possible work experience

The five outcomes are:

- Being healthy
- Staying safe
- Enjoying and achieving
- Making a positive contribution
- Economic well being

The two main foci of the youth justice system are: **staying safe**, in essence, ensuring young people choose to engage in law abiding and positive behaviour; and **making a positive contribution**, which is about ensuring children and young people are safe from crime, domestic violence, exploitation, bullying, discrimination and violence.

The Children Bill places responsibility for safeguarding and promoting welfare on providers of custody for children. This is the first time that custody providers have been drawn into mainstream children's legislation in such an explicit way. The Bill also embeds safeguarding arrangements for children in custody within the normal local structures insisting on the involvement of custodial institutions with their local Area child Protection Committees or their successor bodies, local Children Safeguarding Boards.

## 8. Youth Matters 2005 – consultation until 4 November 2005

Youth Matters represents a reassessment of youth services with the objective of ensuring the services are more responsive, better integrated and are focused round the five Every Child Matters outcomes. This is against a background of a lack of coherence and integration of provision that is undermining services; in the Ofsted report of July 2005, a quarter of local authority youth services were found to be inadequate. Youth Matters takes a broadly positive view of young people, 12-19 years.

The consultation paper is split into several key areas – empowerment, information and advice, and reform of targeted support.

There are specific proposals to give teenagers a real influence over the range and nature of services on offer locally. Range of specific initiatives such as

- Opportunity cards
- Opportunity funds for young people to spend
- Reinvigorated approach to youth work
- £40 million capital funding for investment in youth facilities
- government investment in network of local youth sport development managers

In terms of **advice, information and guidance**, the paper is clear that young people and their parents should expect a clear minimum standards and that responsibility for commissioning this service will transfer to the local authority. The advice will include introduction to secondary school, post-14 and post-16 choices and personal social and health advice throughout their teenage years.

As regards to **reforming targeted support**, the proposals mirror the provision in the implementation of the Children Act 2004. There will be an integrated package of support with a nominated lead professional who has responsibility for oversight and contact with the individual. This includes merging programmes that are currently ring fenced.

The performance indicators are the same as those used in the Every Child Matters document. PIs include youth crime, reduction in the numbers not in education or training or employment, youth participation and user satisfaction. These assessments will contribute to Annual Performance Assessment and therefore to the CPA.

The role of Youth Offending Teams will be maintained within local partnerships but they will be allowed new flexibilities in monitoring and evaluation.

## **KEY INITIATIVES**

### **1. Persistent and Prolific Offenders**

There are three strands to this initiative, which was launched in March 2004. These are: Prevent and deter; Catch and convict; and Rehabilitate and resettle. The first strand was implemented in February 2005; and the middle and last strands were implemented in September 2004.

#### **The impetus for the initiative is that:**

- 1 million offenders are responsible for 12 million offences
- 10% of all offenders are responsible for ½ of all crime
- 500,000 offenders are responsible for 9% of crime.

The key element of this programme is the fact that it is partnership led. The police do not lead it.

There are 179 Prevent and Deter incidents happening in local areas; and as the name would suggest the rationale behind the scheme is to identify exit strategies for children.

## **2. Intensive Supervision and Surveillance Programme**

This is the most rigorous non-custodial intervention available for young offenders. The programme was started in July 2001 and by March 2004 had dealt with 8,898 persistent young offenders.

The programme works to combine unprecedented levels of community-based surveillance with a comprehensive and sustained focus on tackling the factors that contribute to a young person's offending behaviour.

It targets the most active repeat young offenders and those who commit the most serious crimes. Most people spend 6 months on the programme with the most intensive supervision lasting for the first three months of the programme.

The overall aim of the programme is to reduce the frequency and seriousness of offending in the target groups; to tackle the underlying needs of offenders; and providing reassurance to communities through close surveillance. The programme is now operating across all of England and Wales. There are currently 74 schemes. The scheme is delivered by the a dedicated team that works closely with the local YOT.

### **3. Youth Justice Board prevention initiatives**

#### **Youth Inclusion Programme (13-16 year olds)**

#### **Youth Inclusion and Support Panels (8-13 year olds)**

Positive Activities for Young People (8-19 year olds)

## **4. Fire Safety**

In the last few years, the fire service has engaged in a much broader community safety agenda – helping to prevent young people offending.

There are many local initiatives, which I will be highlighted in the best practice paper.

## **5. Neighbourhood policing**

The discussion about re-offending also takes place in the context of great changes in the police service. Without going into lots of unnecessary detail, one of the key changes will be the move to neighbourhood policing, which means that each ward will have its own police team by the end of 2008 incorporating a PC, two community support officers and an administrative officer.

In addition to these initiatives, there are the following reviews and policy announcements in the pipeline:

- the re-organisation of the National Offender Management System
- a review of Crime and Disorder Reduction Partnerships
- the development of Local Area Agreements

## 6. Other relevant strategies for developing crime reduction work

Youth Justice plan  
Community strategies  
Local neighbourhood renewal strategies  
Policing plans  
Health modernisation

Lib Peck, October 2005  
LGIU

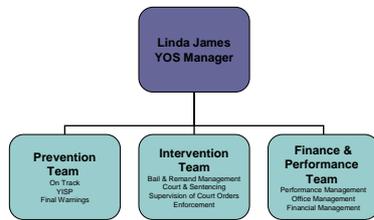
## What is Haringey YOS?

- ❖ Crime & Disorder Act 1998 places a duty on local authorities to establish Youth Offending Teams (Yots)
- ❖ Aim of Act is for youth justice system & those working with young offenders to prevent offending by children & young persons (s.37)
- ❖ Key themes: preventing offending, early effective intervention, reducing delay, reparation, restorative approaches & evaluation of what prevents offending
- ❖ Yots should co-ordinate the provision of local youth justice services as the primary vehicle by which the statutory principal aim of reducing offending is delivered
- ❖ They are formed through partnership of local agencies

## What is Haringey YOS?

- ❖ The law requires Youth Offending Teams to have representatives from each of the key agencies:
  - ❖ Social Services
  - ❖ Probation
  - ❖ Police
  - ❖ Health Authority
  - ❖ Local education Authority
- ❖ Teams may include representation from other relevant agencies at discretion of LA and key partners

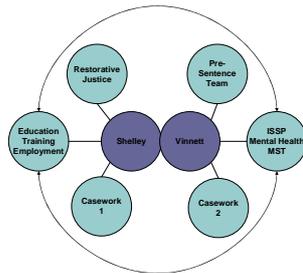
## How are we structured?



## The Prevention Team

- ❖ 1 Operational Manager
- ❖ 1 Police Inspector
- ❖ 1 Police Officer
- ❖ 2 Out Reach Workers
- ❖ 1 Junior YIP Co-ordinator
- ❖ 1 Family Therapist
- ❖ 1 Home School Co-ordinator
- ❖ 1 Research Officer

## The Intervention Team



## The Pre-Sentence Team

- ❖ 1 Team Manager
- ❖ 1 Team & Court Administrator
- ❖ 1 Bail & Remand Officer
- ❖ 1 Accommodation Officer
- ❖ 4 Social workers
- ❖ 1 Support Worker

## Casework Teams 1 & 2

- ❖ 2 Team Managers
- ❖ 1 Administrator
- ❖ 2 Parenting Workers
- ❖ 2 Drugs Workers
- ❖ 2 Groupworkers
- ❖ 1 Probation Officer
- ❖ 1 Support Worker
- ❖ 9 Social Workers

## Restorative Justice Team

- ❖ 1 Team Manager
- ❖ 1 Referral Order Co-ordinator
- ❖ 1 Referral Order Administrator
- ❖ 2 Police Officers
- ❖ 1 Reparation Officer
- ❖ 4 Social Workers

## What do we do – Prevention?

- ❖ Most effective way to reduce crime is to prevent young people from getting into trouble in first place
- ❖ YOS involved in range of diversionary programmes:
  - ❖ On Track
  - ❖ [Youth Inclusion Programmes \(YIP\)](#)
  - ❖ [Youth Inclusion and Support Panels \(YISPs\)](#)
  - ❖ [Splash](#)
  - ❖ [Positive Activities for Young People \(PAYP\)](#)
  - ❖ [Positive Futures](#)
  - ❖ [Safer School Partnerships](#)
  - ❖ [Parenting programmes](#)

## What do we do – Pre-Court?

- ❖ When young people first get into trouble, behave anti-socially or commit minor offences, can be dealt with outside court system. If children are behaving anti-socially, police & LA can use variety of pre-court orders:
  - ❖ [Acceptable Behaviour Contracts](#);
  - ❖ [Anti-Social Behaviour Orders](#);
  - ❖ [Local Child Curfews](#);
  - ❖ [Child Safety Orders](#).
- ❖ If a first or second minor offence committed, system of [Reprimands](#) & [Final Warnings](#) can be used by police.
- ❖ Purpose is to stop young people coming into Youth Justice System too early, whilst still offering support to stop offending

## What do we do –Intervention?

- ❖ Appropriate adult volunteers
- ❖ Bail and remand management
- ❖ Youth & Crown Court duty
- ❖ Preparation of Pre-Sentence Reports
- ❖ Supervision of Community Orders
- ❖ Supervision of Custodial Orders
- ❖ Enforcement of Court Orders

## Appropriate Adult Volunteers

- ❖ When young person or vulnerable adult is in police custody, cannot be interviewed unless an AA present.
- ❖ To safeguard person's rights, welfare and to ensure understand (Police & Criminal Evidence Act 1984 (PACE))
- ❖ Custody officer required to inform AA ASAP of grounds detention and whereabouts and must ask AA to attend police station
- ❖ AA must be present when the person is:
  - ❖ Informed of their rights
  - ❖ Being interviewed about alleged offences
  - ❖ Taking part in identification procedures or searches
  - ❖ Cautioned or charged with an offence

## Youth & Crown Court Duty

- ❖ YOS has a presence in court proceedings
- ❖ When a person goes to court, they will plead guilty or not guilty
- ❖ If they plead guilty the court will sentence straightaway or the court may adjourn for a pre-sentence report
- ❖ If they plead not guilty there will be a trial with witnesses where appropriate
- ❖ The person will be legally represented
- ❖ The court will either convict or acquit

## Bail & Remand Management

- ❖ When the court adjourns a case (moves the case to another date), it will usually decide to remand the young person, particularly when they are charged with more serious offences. If the court chooses to remand a young person, it can remand them:
  - ❖ on conditional bail
  - ❖ on unconditional bail
  - ❖ to local authority accommodation
  - ❖ to custody (secure remand)
- ❖ The YOS are responsible for proposing bail & remand proposals based on risk to the public of re-offending and welfare of the child

## Pre-Sentence Reports (PSRs)

- ❖ Court usually requests a PSR to sentence
- ❖ 2 or 3 week adjournment to prepare
- ❖ Written by a social worker, probation officer or YOT officer to help court make most suitable sentence
- ❖ Structure:
  - ❖ Introduction
  - ❖ Offence Analysis
  - ❖ Offender Assessment
  - ❖ Risk Assessment
  - ❖ Recommendation

## Community Supervision

- ❖ Referral Orders
- ❖ Action Plan Orders
- ❖ Reparation Orders
- ❖ Attendance Centre Order
- ❖ Supervision Order
- ❖ Curfew Order
- ❖ Community Punishment Order (CPO)
- ❖ Community Rehabilitation Order (CRO)
- ❖ CPRO
- ❖ ISSP
- ❖ Parenting Order

## Enforcement of Orders

- ❖ Court orders have various conditions which a young person must comply with
- ❖ Failure to comply with any conditions without an acceptable excuse will result in a First Warning and a Final Warning
- ❖ Further non-compliance will result in a return to court which can result in re-sentence & custody
- ❖ Whilst a YOS Officer aims to balance risk to the public of re-offending & the welfare of the child, orders of the court must be enforced

## Custodial Supervision

- ❖ **Detention and Training Order (DTO)** can be given to 12- to 17-year-olds. Length can be between 4 months & 2 years. First half spent in custody, second half spent in community. Court can require young person to be on ISSP as condition of community period
- ❖ **Section 90/91** only imposed for most serious offences (murder, rape or offences for which an adult would receive 14 years or more). Can only be passed by Crown Court. Release date for a young person sentenced under Section 90 is decided by the Home Secretary. The release date for Section 91 sentences is set automatically.

### What do we do – Restorative Justice?

- ❖ Process which seeks to balance concerns of victim & community to reintegrate offender into society. Seeks to assist victim's recovery & enable all parties with stake in justice process to participate fruitfully. 3 key elements:
- ❖ Responsibility - to hold people to account for actions & encourage responsible behaviour in future
- ❖ Restoration - exploring possibilities of making amends to victims of crime or general community
- ❖ Re-integration - to provide support to become law-abiding

### Models of Restorative Justice

- ❖ *Victim consultation* - recognition of injustice & consideration of views
- ❖ *Victim support* – helps draw a line under the offence
- ❖ *Letter of apology* - helps offenders show remorse & accept responsibility
- ❖ *Direct reparation* - apology, financial or work to repair damage. Requires consent of all parties
- ❖ *Community reparation*
- ❖ *Direct / indirect mediation* - dialogue between offender & victim, either face to face or through a mediator
- ❖ *Family group conferencing*
- ❖ *Community conferencing* - similar above but all work of conference done in presence of victim
- ❖ None is mutually exclusive and may be combined