



CABINET

30 July 2014

Subject Heading:

Youth Offending Service and Early Help

Cabinet Member:

Councillor Meg Davis

CMT Lead:

Joy Hollister, Group Director Children, Adults and Housing

Report Author and contact details:

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Policy context:

The Crime & Disorder Act, 1998, established a duty on every local authority, acting in cooperation with partner agencies (who are under a duty to co-operate with the local authority), to establish within the local authority a youth offending team (or teams), otherwise known as Youth Offending Service (YOS). Statutory partners include the police, probation, and local NHS/ Clinical Commissioning Group.

Financial summary:

The proposed service re-design will yield a saving of £100,000 per year

Is this a Key Decision?

Non-key

When should this matter be reviewed?

By December 2014

Reviewing OSC:

Children's Overview and Scrutiny

The subject matter of this report deals with the following Council Objectives

Ensuring a clean, safe and green borough	<input checked="" type="checkbox"/>
Championing education and learning for all	<input type="checkbox"/>
Providing economic, social and cultural activity in thriving towns and villages	<input type="checkbox"/>
Valuing and enhancing the lives of our residents	<input type="checkbox"/>
Delivering high customer satisfaction and a stable council tax	<input checked="" type="checkbox"/>

SUMMARY

In 2012 Cabinet agreed that the London Borough of Barking and Dagenham (LBBB) Youth Offending Service should manage Havering's Youth Offending Service (YOS) on a contract basis. This arrangement has been very successful to date. However, since that time, changes to the structure in Children's Services in Havering, together with the implementation of the Troubled Families programme have created the opportunity to bring the service management fully back into the borough and achieve a budget saving. It is proposed that the currently vacant PO6 post in the Early Help structure should be used to establish a new post to manage the YOS and targeted youth support.

The LBBB management charge for 2013-14 was £138,000. This included £30,000 additional temporary staffing costs during the restructure of the Havering YOS so the savings envisaged in this proposal are based on the basic £108,000 management fee agreed with LBBB.

There will be some additional administrative work arising from bringing the service back in house as LBBB have provided the infrastructure for reporting to the Youth Justice Board, collation of performance information and management of the joint YOS Chief Officer Group as well as providing the management of the service. However, this work can now be undertaken by the Children's Performance team within Business and Performance..

RECOMMENDATIONS

That Cabinet agree:

1. That the management of Havering YOS should be brought back into the Children Adults and Housing Directorate
2. That the YOS should be located within the Troubled Families and Early Help service and
3. That a new post of manager for the YOS and Early Help (over 12's) be established and advertised externally with a view to appointment in the late Autumn 2014

REPORT DETAIL

1. Havering Youth Offending Service (YOS) has been managed since October 2012 by the Barking and Dagenham YOS manager under an agreement between the two boroughs ratified by the respective Cabinets. This

arrangement was entered into for a number of reasons. The Havering YOS was underperforming and there was a need to strengthen the management. Barking and Dagenham YOS was performing well and had a strong management team. Both boroughs were keen to establish a joint service with more resilience to address changing and growing needs, and in Havering's case, there was the added advantage of working with a borough that already had experience of problems such as gang involvement.

2. The partnership has been very successful in improving the Havering YOS services in a relatively short space of time. The Havering YOS has been restructured to enable a more flexible approach where previously there were many individual job descriptions. The operational management posts are LB Havering posts reporting to the LBBB YOS management team. A recent case audit confirmed that there have been considerable improvements in the case work since the changes have all taken place. The latest Youth Justice Board report on Havering YOS categorises the service as 'outstanding' and is quoted as saying it is emerging as a high performing YOS according to data.
3. Although the arrangement with LBBB has worked very well, changes to the Havering management and operational services structure now mean there is an opportunity to take the service management back. The partnership between YOS and Troubled Families and Early Help has been particularly strong and has assisted the YOS in developing a whole family approach to their statutory work. The integration of the YOS with the targeted youth workers and the family support workers for the over 12's should provide a resilient service for young people receiving statutory YOS services.
4. Troubled Families, with its focus on reducing crime and anti-social behaviour and reducing exclusions and improving school attendance has a strong synergy with the work of the YOS. Havering is in the top quartile for Troubled Families performance.
5. When the new Troubled Families and Early Help service was established this year, one of the two team manager posts reporting to the Service Manager was not filled. This remains a vacant post which could be used to establish a post of statutory YOS manager with additional responsibilities for Early Help services for teenagers. This model is fairly well tested in other local authorities.
6. It is worth noting that Havering YOS has existing posts already which are vacant. Furthermore, the Early Help Service Manager will also increase resilience and when the principal post is recruited, this will also add cover and capacity.
7. Therefore, it is proposed that the YOS should now be line managed within the Troubled Families and Early Help Service. There is an opportunity to combine the YOS management with Early Help services for teenagers and make a significant budget saving of at least £100,000 in 2015-2016.

REASONS AND OPTIONS

Reasons for the decision:

To establish a more seamless service for young people and their families building on the existing strong links between Havering's Troubled Families programme and the Youth Offending Service.

To make a full year saving in the region of £100,000 which will be a recurring saving from 2015 onwards. The savings are a combination of management costs and the ability to merge and deliver other services from the new position within Early Help. It is envisaged that further areas of the youth justice work will be delivered in partnership with Early Help existing posts, freeing up currently vacant or agency roles.

Other options considered:

1. To integrate further with LBBD to establish a fully joint service. This has been considered but there would be no obvious efficiencies to be gained. Also this option would not assist greater integration across services for vulnerable adolescents in Havering.
2. To continue with the current arrangement. Although this has worked well, changes within CYPs mean there is now an opportunity to bring back the service into LB Havering management to provide a more seamless service for young people and to make a saving for the council.

IMPLICATIONS AND RISKS

Financial implications and risks:

The current management arrangement between LBBD and LBH is £108k per annum, charged half yearly by LBBD in arrears.

This charge pays for the joint management of the YOS service and a percentage basis for a number of senior posts as well as infrastructure costs for reporting to the YJB and collation of performance information.

It is envisaged that the current vacant post within the Early Help team be used to manage the LBH YOS service, once separation from LBBH has been granted, and in turn will report to the Early Help service manager post. The current vacant post is graded at a PO6 with a starting salary of £56k.

The new proposed post to manage the YOS and targeted Youth Support is yet to be evaluated, hence, the cost of the post is not known and whether the vacant PO6

post will cover the costs of the new proposed post in full. The Youth Offending Team's current funding is made up of a number of streams including core funding - what was Early Intervention Grant, Youth Justice Board Grant and Troubled Families funding. Any grant funding reductions would impact on the realisation of the savings or necessitate a further review of service provision.

Although not perceived to be significant at this point, any separation costs that arise will also need to be funded and reduced the level of savings achieved.

Legal implications and risks:

There are two potential issues:

- 1) The return of the management of the YOS to LBH is a service provision change and there is potential for staff at LBBB to claim transfer rights under TUPE. It is understood 2 members of staff spend 40% and 17% of their time respectively on Havering work. Case law sets the bar for assignment high (80%+) and there have been recent cases where judges have ruled that specific allocation is required. Furthermore it is understood that the ending of the contract with LBBB will not put any staff at risk of redundancy. For these reasons the risk is considered low.
- 2) The notice period under the contract. The amount of notice required to be given to LB Barking and Dagenham to terminate the contract will be subject to negotiation and no difficulties are anticipated as there is a cooperative working relationship between the two authorities.

Human Resources implications and risks:

None. The existing Havering staffing structure would be unchanged and a new YOS and targeted youth management post would be established using a current vacant post.

Equalities implications and risks:

It is anticipated that the decision to bring back the management of YOS in-house will have a positive impact on equality implications and risks. This is because it will provide an opportunity to integrate with the Troubled Families and Early Help programme and provide a more joined up service. This should, in turn, help improve the life chances of children and young people who are involved in or at risk of crime and anti-social behaviour. The Children, Housing and Adults directorate should endeavour to monitor the new service arrangements to ensure that current and potential service users are not negatively affected by the proposed service arrangements as result of the decision.

Managers must ensure that reasonable adjustments are consulted with and are made for any disabled staff who are relocated as a result of this decision. No other staff equality implications have been identified because the staffing structure will remain unchanged. The recruitment of the new YOS and targeted youth management post will follow the Council's 'Equality in Employment' Policy. Any

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potential future restructures will be subject to an Equality Analysis and will be carried out in accordance with the Organisational Change and Redundancy policy.

BACKGROUND PAPERS

None