



## CABINET

13 February 2013

**Subject Heading:**

Future of Youth Offending Services (YOS) in Havering

**Cabinet Member:**

Councillor Paul Rochford

**CMT Lead:**

Joy Hollister, Group Director, Social Care & Learning

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**Policy context:**

Mandated by previous Member commitments to East London Solutions, to seek cross-boundary working to improve services.

The proposal to merge the Youth Offending Service with LBBDD would improve the quality of services for young people of both boroughs as well as allow greater flexibility within the service and enabling each borough to focus their resources where they are most needed, helping troubled young people, while also protecting the future of youth offending services in each area.

**Financial summary:**

Existing MTFS of £85k and £40k already within the Councils 2013/14 budget. No direct savings as a result of this merger.

Related costs and potential for future efficiency savings to be quantified; subject to decisions that are currently pending.

**Is this a Key Decision?**

Yes

**When should this matter be reviewed?**

By September 2014

**Reviewing OSC:**

Children & Learning  
Crime & Disorder

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

Ensuring a clean, safe and green borough	<input type="checkbox"/>
Championing education and learning for all	<input checked="" 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 checked="" type="checkbox"/>
Delivering high customer satisfaction and a stable council tax	<input type="checkbox"/>

**SUMMARY**

This report informs Cabinet of interim arrangements which are being put in place with London Borough of Barking and Dagenham (LBBB) to manage Havering Youth Offending Service, whilst more detailed discussions take place to establish an integrated service model across both Havering and Barking and Dagenham.

The interim arrangements include the secondment of one LBBB YOS Manager to Havering for 60% of his time and additional support from other LBBB YOS Management staff. During the intervening period continued work will be undertaken to explore options for a fully integrated service.

**RECOMMENDATIONS**

Members are asked to:

1. Note and agree the direction of travel to merge Youth Offending Services with London Borough of Barking and Dagenham over time.
2. Note the current accommodation issues for the location of the YOS once the lease expires on Portman House.
3. Delegate authority to the Lead Member for Children's Services to take any decisions required to complete a merger of Youth Offending Services with London Borough of Barking and Dagenham.

**REPORT DETAIL**

**Introduction and Background**

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

**Youth Offending in Havering**

- 2.1 A recent HMI Probation Inspection of Youth Offending Services of Havering identified good practice but also saw some areas for development and improvement. Overall the inspection concluded that “substantial improvement” was required in public protection and safeguarding work<sup>1</sup>.

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<sup>1</sup>Criminal Justice Joint Inspection, 2011, Report On Youth Offending Work in Havering, available online at: <http://www.justice.gov.uk/downloads/publications/inspectorate-reports/hmiprobation/youth-inspection-reports/core-case/havering-august-2011.pdf>.

- 2.2 In comparison, Barking and Dagenham received a very good inspection which placed it within the top quartile of YOS nationally and top 5 in London in terms of managing risks and keeping young people safe. Subsequent discussions between representatives of the two authorities identified that both Boroughs would benefit from exploring an integration of the statutory services delivered by YOS in order to build on good practice from both Boroughs and bring resilience.
- 2.3 Both Havering and Barking and Dagenham deliver services to young people aged 10-18 who are at risk of, or are involved in, criminal behaviour. The services have a statutory duty to assess young people, take them through the criminal justice system and see their reintegration into mainstream services.

### **Current Position**

- 3.1 Havering identified that it needed support on integration and day-to-day management of the current service as well as a potential restructure of the service to reflect the model in Barking and Dagenham, so that, should full merger go ahead in 2013, the services will be complimentary and fit for purpose.
- 3.2 A manager from the Barking and Dagenham Youth Offending service has been seconded part-time to manage Havering YOS through this transition with effect from 1<sup>st</sup> October 2012 to 31<sup>st</sup> March 2013. In addition, other LBBB managers will also lend support under part-time secondment arrangements, whilst the service manager role that covers Havering YOS is recruited to in January 2013.
- 3.3 LB of Havering have agreed to pay a management fee to LBBB for the six month period amounting to £54,200. The final fee is subject to ongoing discussion and additional fees have arisen of £14,200.
- 3.4 An officer-led Joint Programme Board comprising representatives from both Havering and Barking and Dagenham was established in June 2012 and has undertaken work to explore and understand the implications of the proposed merger and make background preparations in areas such as human resources, accommodation, internal/external communications, finance, ICT, governance and service processes and procedures.
- 3.5 Key achievements to date include:
- Secondment of an officer from Barking and Dagenham to manage the Havering YOS. This has already led to major systemic change in how the service is run and notable positive feedback has been received from Havering YOS staff at consultation meetings.
  - Joint agreement in principle to pursue a joint accommodation and ICT solution at the earliest opportunity, most probably in the Havering/Dagenham border area.

## **Cabinet, 13 February 2013**

- Joint agreement to establish a joint service by April 2014.
  - Engagement with Staff and Unions on emerging accommodation proposals and a joint staff meeting.
- 3.6 Ongoing work continues on a number of technical areas, which should be concluded by September 2013 at the latest. These include agreeing:
- The future staff structure of the service towards supporting the full integration model for the existing Havering and Barking and Dagenham services..
  - The cost of the new joint service.
  - The cost and system for administration of management charges between the boroughs (either an SLA or pooled budget agreement).
  - Suitable longer-term accommodation options.
  - A joint ICT solution (likely to involve a joint-migration towards the new Childview system). Costings are expected to be known by March 2013.

### **Short-term Accommodation for Havering YOS**

- 4.1 The YOS requires new short term premises due to the expiry of its lease of Portman House in central Romford from late February 2013 for approx 9 months, ahead of a longer-term solution for joint accommodation with Barking and Dagenham. Negotiations to extend the lease for the current building have not succeeded as the landlord is trying to sell the building.
- 4.2 An extensive search for alternative accommodation has taken place since August 2012, covering both Havering and Barking and Dagenham areas, involving the YOS Service, Children Families and Learning Transformation Team, Property Services, Asset Management, Risk Management and liaison with Barking and Dagenham colleagues but no realistic short-term option has been identified.
- 4.3 Therefore as an interim measure, the Havering YOS administrative base will relocate to the council offices at Mercury House in central Romford, with some YOS staff working from Bridge House in Barking. Clients would be met mainly at the Youth Zone premises in central Romford. A risk assessment has been completed to identify any immediate risks to clients and staff of changes to working practice and where they are met, with a number of control measures determined to reduce the risk of verbal and physical assault and unrestricted access at Youth Zone.
- 4.4 Both Staff and Unions have been consulted on this approach and detailed preparations are underway.

4.5 Officer Consultation has taken place at the YOS Chief Officer's Group and at the Board overseeing the project, Children, Families and Learning Transformation Board, which includes Officer representatives from the Police, Clinical Commissioning Group, and Voluntary Community Sector (Action for Children and HAVCO). Havering staff and Trade Union representatives have also been engaged via two consultation meetings to date. More detailed consultation planning is forthcoming, to be discussed at January Transformation Board.

## **REASONS AND OPTIONS**

The Council is committed to building a community where people are safe and feel safe. Good quality youth offending services reduce offending and reoffending amongst 10-18 year olds. Barking and Dagenham YOS had a very good thematic inspection in 2011/12 and the integration will allow opportunities for building on good practice and resilience in the Youth Offending Services in both boroughs.

### **Other options considered:**

There were two main options considered, namely:

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

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

## **IMPLICATIONS AND RISKS**

### **Financial implications and risks:**

The Havering Youth Offending Service (YOS) 2012/13 budget is £976,605, as per the table below:

## Cabinet, 13 February 2013

<b>Current funding - 12/13</b>	<b>£</b>
<b>Budget</b>	
Community Safety	4,000
MOPAC *	41,580
Early Intervention Grant	144,500
Youth Justice Board Grant	328,510
Health Contribution	14,801
LA - Core funding	443,214
	<b>976,605</b>
Deduction of Prevention Costs	<b>-197,500</b>
<b>Budget Remaining</b>	<b>779,105</b>
13/14 savings:	
Management Costs	<b>-85,721</b>
Accommodation	<b>-40,000</b>
<b>Indicative 13/14 Budget</b>	<b>653,384</b>

\* MOPAC – Mayors' Office of Police & Crime

NB. All 2013/14 funding sources are subject to confirmation.

There are ongoing discussions on whether the preventative elements will fall outside the scope of any merger. The prevention budget of £197k is an indicative figure in line with current costs. Budgets for the financial year 2013/14 are not yet finalised.

The Council has existing YOS MTFs savings targets with effect from 2013/14. These are £85k in respect of management costs and £40k in respect of accommodation. The merger with Barking and Dagenham is being driven by resilience purposes and as such there are no direct savings arising. Potentially there could be some efficiency savings post merger, however it is too early to quantify what these might be.

From October 2012 a management recharge arrangement has applied, in that Barking and Dagenham will invoice Havering for management costs incurred. In terms of the interim arrangement, subject to ongoing discussion, LB Havering have agreed to pay Barking and Dagenham the sum of £54,000 as a management fee from 1<sup>st</sup> October 2012 to 31<sup>st</sup> March 2013. The final fee is subject to ongoing discussion and additional fees have arisen of £14,200. There will need to be an agreement underpinning this arrangement moving forward, which will form the basis of a future SLA or pooled budget agreement. Should a pooled fund be deemed the appropriate approach this will be subject to Cabinet approval.

There will be ICT costs which have not yet been quantified. It is also expected there will be accommodation costs and staff traveling expenses could become payable. There is no additional funding so all cost implications will need to be met from within existing Childrens Services budgets to avoid budgetary pressure emerging. The approach is that the new structure will fit within the existing funding envelope. There is the risk that unforeseen costs could arise; again these would need to be met from within existing resources.

**HR implications and risks:**

The proposed integration of the Youth Offending services for Havering and Barking and Dagenham will have a direct impact on Havering employees and on the accommodation used to deliver Youth Offending services to the Havering community. The first phase will see Havering YOS staff working from two sites – one based in Barking & Dagenham borough – in response to an urgent accommodation issue facing Havering YOS, which will have implications for Havering employees around their mobility clause and any incurring of additional travel expenditure required to carry out their duties for Havering Council. This issue will be addressed by Children's Services senior management, with HR advice, using the existing terms and conditions afforded to APT&C employees.

From the earliest stages of this project, Havering Staff and Trade Unions have been informed of, and consulted on, proposed changes and identified options affecting the transition towards joint service delivery with Barking and Dagenham. Longer term plans to effect full integration of the two Youth Offending services will involve a new structure being put in place based on the joint model that will be developed and agreed between the two boroughs. The basis on which Havering employees will move into the joint service to be managed by Barking and Dagenham has yet to be agreed. In advance of this decision, any new agreed structure will be subject to the Council's Organisational Change & Redundancy Policy processes in order to be implemented locally, including any contractual changes required to support the proposed joint service delivery model.

**Legal implications and risks:**

Section 39 of the Crime and Disorder Act 1998 provides that "two (or more) local authorities acting together may establish one or more Youth Offending Teams for both (or all) their areas".

In addition, Local Authorities have a range of powers which enable them to share services including the power to provide professional services to one another and the delegation of functions from one authority to another.

In terms of staffing issues it will be important for legal advice to be obtained if joined services are to be realised as a number of potentially complex and sensitive issues may arise.

The merger proposals are at an early stage and accordingly the risks are minimal because no substantive decisions are being taken, however, it is anticipated that further work will be undertaken on the costs and benefits. At the point at which any substantive decision is taken to merge services it will be necessary to examine the substantive justification for it and to properly consider any equality impacts.



**Equalities implications and risks:**

An Equalities Impact Assessment has been undertaken in relation to the accommodation issues and is attached to this report.

**BACKGROUND PAPERS**

**Equalities Impact Assessment**