

---

## Communities Scrutiny Panel

---

MONDAY, 31ST MARCH, 2014 at 18:00 HRS - CIVIC CENTRE, HIGH ROAD, WOOD GREEN, N22 8LE.

**MEMBERS:** Councillors Adje, Basu, Bull, Reid and Winskill (Chair)

Co-Optees: Ms. G. Hawken (HAVCO), Mr. P. Njoku (Haringey Youth Council) and Mr I. Sygrave (Haringey Association of Neighbourhood Watches)

### **AGENDA**

#### **1. APOLOGIES FOR ABSENCE**

#### **2. URGENT BUSINESS**

The Chair will consider the admission of any late items of urgent business (late items will be considered under the agenda item where they appear. New items will be dealt with at item 14 below).

#### **3. DECLARATIONS OF INTEREST**

A Member with a disclosable pecuniary interest or a prejudicial interest in a matter who attends a meeting of the authority at which the matter is considered:

(i) must disclose the interest at the start of the meeting or when the interest becomes apparent, and

(ii) may not participate in any discussion or vote on the matter and must withdraw from the meeting room.

A member who discloses at a meeting a disclosable pecuniary interest which is not registered in the Members' Register of Interests or the subject of a pending notification must notify the Monitoring Officer of the interest within 28 days of the disclosure.

Disclosable pecuniary interests, personal interests and prejudicial interest are defined at Paragraphs 5-7 and Appendix A of the Members' Code of Conduct.

**4. DEPUTATIONS/PETITIONS/PRESENTATIONS/QUESTIONS**

To consider any requests received in accordance with Part 4, Section B, paragraph 29 of the Council's constitution.

**5. MINUTES (PAGES 1 - 12)**

To approve the minutes of the meetings of 2 December 2013 and 21 February 2014 (evidence session).

**6. CABINET MEMBER QUESTIONS - CABINET MEMBER FOR COMMUNITIES**

An opportunity for the Committee to question the Cabinet Member for Communities, Councillor Richard Watson, on his portfolio.

**7. MANAGEMENT OF LEISURE CENTRES**

To report on the Council's contract for the management of its Leisure Centres and progress with the programme of improvements.

**8. HARINGEY ADULT LEARNING SERVICE (HALS) STRATEGY (PAGES 13 - 20)**

To report on the strategy for Haringey Adult Learning Service.

**9. TRANSFORMING REHABILITATION - A STRATEGY FOR REFORM (PAGES 21 - 28)**

To outline the changes to rehabilitation and Probation services as a result of the government's 'Transforming Rehabilitation - A Strategy for Reform' document.

**10. INTEGRATED GANGS UNIT HARINGEY (PAGES 29 - 34)**

To report on progress in developing the Integrated Gangs Unit as part of the Offender Management delivery model and co-locating the multi agency unit at Wood Green Custody suite.

**11. COMMUNITY SAFETY AND MENTAL HEALTH**

To report on progress with the Panel's project on Community Safety and Mental Health.

**12. ISSUES FROM AREA COMMITTEE CHAIRS**

To provide an opportunity for Chairs of Area Committees to raise any issues relating to matters within the Panel's terms of reference.

**13. WORK PLAN (PAGES 35 - 36)**

To note the outstanding items from the work plan for the Panel.

#### **14. NEW ITEMS OF URGENT BUSINESS**

Bernie Ryan  
Assistant Director – Corporate Governance and  
Monitoring Officer  
Level 5  
River Park House  
225 High Road  
Wood Green  
London N22 8HQ

Rob Mack  
Senior Policy Officer  
Level 5  
River Park House  
225 High Road  
Wood Green  
London N22 8HQ

Tel: 020 8489 2921

E-mail: [rob.mack@haringey.gov.uk](mailto:rob.mack@haringey.gov.uk)

Thursday, 20 March 2014

This page is intentionally left blank

**MINUTES OF THE COMMUNITIES SCRUTINY PANEL  
MONDAY, 2 DECEMBER 2013**

Councillors: Adje, Basu, Bull, Reid and Winskill (Chair)

Co-opted Members: Mr I Sygrave (Haringey Association of Neighbourhood Watches)

**CSP85. APOLOGIES FOR ABSENCE**

None.

**CSP86. URGENT BUSINESS**

None.

**CSP87. DECLARATIONS OF INTEREST**

None.

**CSP88. DEPUTATIONS/PETITIONS/PRESENTATIONS/QUESTIONS**

None.

**CSP89. MINUTES**

The noted that a meeting was shortly to take place at the North Middlesex Cricket Club with representatives from the MCC to discuss proposals to develop cricket within the borough,

**AGREED:**

That the minutes of the meeting of 7 November be approved.

**CSP90. CABINET MEMBER QUESTIONS - CABINET MEMBER FOR COMMUNITIES**

Councillor Richard Watson, the Cabinet Member for Communities, updated the Panel on matters arising from his portfolio and answered questions as follows:

- In respect of libraries, he reported that an internal high level review had already taken place. External support was now being used to address in depth the issues that had arisen in the earlier review and look at how the service might develop over the next five years. The work was not about reducing libraries but developing them into hubs for the community and incorporating a range of services within them. It was more likely that there would be investment in services than budget reductions. The company that had been appointed was experienced in this area and their review would be short, lasting around three months. As part of the review, a number of key stakeholders would be interviewed. External practice, both national and international, would also be looked at.
- An Integrated Offender Management system was being developed by the Council and its partners and, in particular, the Probation Service. The unit was multi

**MINUTES OF THE COMMUNITIES SCRUTINY PANEL  
MONDAY, 2 DECEMBER 2013**

disciplinary in approach and worked with a defined cohort of people. The ambitious target of reducing re-offending by 20% in the next 4 years had been set.

- Specific changes were being made to the Probation Service and how it operated. There would be procurement of services at local level and payment would be based on results. He felt that the changes were likely to de-stabilise current local arrangements and create uncertainty. In addition it was possible that service providers would focus on the easier targets. The Panel noted that procurement of the new service was currently taking place. It was agreed that a briefing note be circulated to the Panel and that the issue be put on the agenda for a future meeting.
- In respect of area forums/committees, the Cabinet Member reported that a proposal on their development would be submitted to Chairs shortly. This was likely to represent a compromise on the way forward. He would be happy to share this with the Panel in due course.
- The leisure contract with Fusion was now more than a year old and they were shortly to commence refurbishment works at leisure centres as part of a significant programme of investment.

In answer to a question regarding the mobile library service, he reported that a decision to reduce funding for the service had previously been taken by the Council. The service was provided to schools, housebound people and nursing homes. Schools had been written to telling them that they would have to pay more should they wish to continue receiving the service. He wished to ensure that the service to housebound people would continue and would shortly be announcing a proposal relating to this. This would be an in-house solution. Some support would also be provided to sheltered housing developments but this was to be targeted against need.

A Panel Member stated that many young people within the borough appeared to have a negative attitude towards the Police. Hazel Simmonds, the Interim Head of Community Safety, reported that the Police had been working with Haringey Youth Council in order to help improve relationships. As part of this, they had attended meetings of the Youth Council and had worked with them to develop a communications strategy. They were also seeking to promote the Police cadets as well as continuing to work with the boxing club. They were aware that work was required in this area. The Panel suggested that this issue be considered at a future meeting of the Panel in the new Municipal Year.

It was noted that the Haringey Community Police Consultative Group had had a sub group for young people called Haringey Young People Empowered and it was suggested that this could be revived as part of the new structure for Safer Neighbourhood Boards. It was agreed that Mr Sygrave would pass details of the initiative on to relevant officers.

In reference to the Integrated Offender Management scheme, the Cabinet Member felt that this had the potential to deliver significant results. It was a key priority and enabled targets to be set. The Community Safety Review Manager reported that the scheme would look at all issues that might cause individuals to re-offend.

**MINUTES OF THE COMMUNITIES SCRUTINY PANEL  
MONDAY, 2 DECEMBER 2013**

In answer to a question, the Cabinet Member reported that the links between customer services and libraries were being developed as part of the service transformation programme led by Councillor Goldberg. There was potential to join some services with libraries. In addition, different ways for engaging with customers needed to be looked. There was a shift to performing more services on-line and libraries could play a part in this. All libraries already functioned as hubs for the community but there was more scope for development within the larger ones.

The core of the library service would remain as it was. The aim of the development process was to enhance what was currently in place. Amongst other things, libraries could be used to assist people in accessing information technology (IT) through using the hardware that was available or the provision of courses.

The Cabinet Member reported that a meeting was shortly to take place with Fusion regarding the leisure contract and pricing and agreed to update the Panel on progress. The Panel noted that it was not possible for Fusion to change the concessionary rates for admission to leisure facilities without the Council's prior agreement.

**AGREED:**

1. That a briefing note be circulated to the Panel on the changes taking place within the Probation Service and that the issue be put on the agenda for a future meeting; and
2. That the issue of relations between young people and the Police be considered as an agenda item for a future meeting of the Panel.

**CSP91. SCRUTINY OF THE DRAFT MEDIUM TERM FINANCIAL PLAN**

The Panel considered proposed savings as follows:

*(Appendix B, Pace and Sustainability)*

1: The Panel noted that it was not possible to make savings within libraries without impacting on jobs. The proposal involved holding vacancies rather immediately filling them or using agency staff to cover work. The saving was equivalent to one post out of fifty. There was no proposal to delete posts though. The service would be able to choose where the vacancy would be in order to mitigate the effects on smaller libraries. It was also important to get a mix of staff in libraries so that each had some experienced people.

7: The Panel noted that the proposal involved combining both the children and youth libraries at Wood Green library. It would lead to more regular opening and still provide a large area.

11: The Panel noted that the amount currently within the budget for IT budgets was not being fully spent so it was considered that a reduced amount would still be adequate and enough to cover requirements.

**MINUTES OF THE COMMUNITIES SCRUTINY PANEL  
MONDAY, 2 DECEMBER 2013**

12. It was noted that the use of car allowance was minimal within libraries with only one person currently receiving it. The bulk of the reduction was likely to come from leisure and parks.

The Chair commented that, unlike other Council locations, Hornsey library still had staff parking. It was agreed that officers would look further at this issue.

**CSP92. UPDATE ON LIBRARIES REVIEW**

The Cabinet Member reported that the consultants undertaking the review had recently begun their work. The earlier review that had been undertaken on libraries had identified a number of gaps and these would be addressed by the work that was being done. All libraries would be remaining. The consultants would be reporting in January and a report could be made to the Panel in due course. The work would fit in with the customer services transformation. A range of stakeholders would be interviewed for their views as part of the process. There would also be focus groups. Non users would be involved in the process as well. However, it was a time limited process so there were some restrictions on the number of people who could be involved.

The Panel noted that the footfall figures for each library had been reported to a previous meeting and had shown a reduction in attendance. This had been mirrored nationally and was due to a range of reasons.

Members of library support groups who were present at the meeting stated that they were very pleased that the work was being done although this was the third review that had taken place in the last six years. They felt that it was important that the needs of children and young people were also considered as part of the work. However, they were of the view that the timescale was ambitious and asked for confirmation of how it would be achieved.

The Panel noted that some libraries, including Hornsey and Marcus Garvey, did not have friends groups. The Cabinet Member agreed to discuss further this issue with the head of service,

**AGREED:**

That confirmation of the timescale for the review be provided to relevant library friends groups and the Panel by the Deputy Director for Place and Sustainability

**CSP93. WORK PLAN**

**AGREED:**

That the work plan be noted.

**CSP94. ISSUES FROM AREA COMMITTEE CHAIRS**

None.

**Cllr David Winskill**

**MINUTES OF THE COMMUNITIES SCRUTINY PANEL  
MONDAY, 2 DECEMBER 2013**

**Chair**

This page is intentionally left blank

**MINUTES OF THE COMMUNITIES SCRUTINY PANEL  
FRIDAY, 21 FEBRUARY 2014**

Councillors Adje, Basu and Winskill (Chair)

**CSP104. APOLOGIES FOR ABSENCE**

Apologies for absence were received from Councillors Bull and Reid and Mr Sygrave.

**CSP105. DECLARATIONS OF INTEREST**

None.

**CSP106. DEPUTATIONS/ PETITIONS/ PRESENTATIONS/ QUESTIONS**

None.

**CSP107. MINUTES**

**AGREED:**

That the minutes of the meeting of 4 December be approved.

**CSP108. PANEL PROJECT ON COMMUNITY SAFETY AND MENTAL HEALTH**

The Panel received evidence from the following:

- Gareth Llywelyn-Roberts, Integrated Offender Management (IOM) Strategic Lead, Community Safety Team;
- Mark Landy, Assistant Director, Forensic Integrated Community Services, Barnet, Enfield and Haringey Mental Health Trust; and
- Dr Luke Sullivan, a clinical psychologist and founder of Men's Minds Matter.

Mr Llywelyn-Roberts outlined how the IOM scheme operated. The national picture showed that offenders generally shared a number of common characteristics which could include the following:

- Broken homes/Childhood in care;
- Drug and alcohol misuse;
- Generational worklessness;
- Abusive relationships;
- Mental illness; and
- Educational failure.

Mental health issues were becoming increasingly prevalent and a picture was being developed of how this influenced offending. The percentage of people with a range of mental illnesses was far higher amongst offenders than the general population. Of particular note were the disproportionate rates of personality disorders and psychotic illnesses. Dr Sullivan commented that conduct disorders in young boys could often be the precursor to the development of personality disorders in later life.

**MINUTES OF THE COMMUNITIES SCRUTINY PANEL  
FRIDAY, 21 FEBRUARY 2014**

Mr Llywelyn-Roberts reported that the nature of mental illnesses amongst offenders covered a wide spectrum. There were also co-morbidities with other issues, particularly drug and alcohol misuse. In particular, the levels of substance misuse amongst offenders were far higher than amongst the general population. Over 50% of the most prolific offenders had drug and alcohol issues and many of these were in treatment. There were a number of “trigger offences”, such as burglary and robbery that required compulsory drug tests for offenders on arrest to enable referral into treatment services.

Offenders were very often victims of circumstances and could find it very difficult to break the cycle of offending. Mortality rates were considerably higher than amongst the wider population. In addition, very few offenders had GPs and there were also a comparatively high percentage without fixed addresses.

A scoring system was used to determine who was subject to the IOM scheme. This used an offence generated risk score (OGRS). Offenders could also be referred onto the scheme who met the generic criteria for inclusion but did not score highly enough for technical reasons, young people who were not engaging, involved in gangs or at risk of involvement, as well as so called “wild cards” who were regarded as being appropriate for the scheme although they did not formally meet the other criteria. The scheme was also targeting female offenders who would not normally score highly enough for inclusion in the schemes as the borough has the highest level of female offending in London. The level of risk was the key factor in determining the level of involvement and intensity of interventions. There was a relatively low level of churn. If offenders moved elsewhere, they were referred to the appropriate scheme in the home borough.

The level of offending had previously been the only criteria for offender management under the previous Priority and Prolific Offender scheme, which had been set up in 2004/5. There had been limited contact with the local authority and fewer partners had been involved. The previous system had been a “one size fits all”, national model. There had also been a significant gap in respect of gangs and young offenders.

The current model was specific to Haringey and was considered “cutting edge”. It involved the co-location of a range of partners, who were based at Wood Green Police station. The scheme also funded a prison officer, who was located in Pentonville, to work with the cohort that was on the scheme and an officer in Holloway from April 2014. There were also links to a range of supporting services such as drug and alcohol services, mental health, youth offending service, housing, job centre plus, Families First etc to ensure that a web of services were available and appropriate referral into and liaison with services was effective.

A “carrot and stick” approach was followed with offenders whereby they were given support and provided with every opportunity to rehabilitate but if they would not comply they would be recalled to prison or subject to enforcement. It was emphasised that it was never too late to change regardless of how many times an offender might fail. There were several people on the scheme who had exhibited signs of psychosis and around a quarter had mental health

**MINUTES OF THE COMMUNITIES SCRUTINY PANEL  
FRIDAY, 21 FEBRUARY 2014**

issues. The availability of mental health nurses in the custody suite now meant it was possible to make referrals directly to mental health services and all offenders presenting in custody were assessed where appropriate.

In terms of referral pathways, the biggest single issue in terms of long term offender support was appropriate housing. There was limited provision available for single young people and most people on the scheme were ineligible for supported housing. However, they were nevertheless frequently vulnerable due to their personal circumstances.

The scheme was resourced by pooled funding plus money from the MOPAC and came to between £5-6 million over the next four years. If the targets were met each year, funding would be confirmed for additional years. The current target was to reduce re-offending by 40%, re-offending by females by 20%, and contribute to reducing youth offending by 20%. There were also targets relating to the number of cases that the service dealt with. The additional funding that had been obtained was being used to support dedicated staffing from the partner agencies and to develop mainstream services. The current role involved dealing with people who had already offended but the long term aim was to move to a more preventative role with the focus on addressing people who were at risk from becoming offenders.

The Panel noted that young people involved in gangs generally ranged in age from 11 to 25 years old. They were at their most vulnerable and often most visibly active in their mid teens as they progressed through the gangs ranks. The IOM scheme was also looking to work with females involved with gangs who were frequently subject to sexual exploitation and coercion.

Offenders were visited in prison and assessed in terms of their needs so that appropriate referrals could be made and met at prison gates by Police and/or Probation staff who then managed transition to their accommodation, appointments with treatment agencies, Probation etc. Offenders were closely monitored and this could be on a daily or weekly basis. The size of cohort covered by the IOM scheme was limited by resource and the number of officers available but would be extended over time as the referral processes and services were developed.

Immigration status was also a significant issue, especially with gang affected young people. People with no recourse to public funds were unable to be offered treatment and were also not entitled to education, training, benefits, housing etc. Dr Sullivan commented that current homeless legislation resulted in men and boys being more likely to be homeless.

Mr Llywelyn-Roberts commented that early intervention was very important. Primary schools could have a role in identifying behaviour that could indicate a higher risk of children becoming offenders in later life. The matter could become a safeguarding issue. The Families First model, which was being developed in Haringey, involved working intensively at an early stage with the whole family and had been shown to be effective and stronger links would be developed to maximise the potential benefit.

**MINUTES OF THE COMMUNITIES SCRUTINY PANEL  
FRIDAY, 21 FEBRUARY 2014**

It was noted that joint commissioning had enabled the scheme to be considerably more effective in its impact. However, information management was a big issue as the agencies involved in the scheme used 5-6 different systems.

Dr Sullivan reported that he worked as a clinical psychologist and this had included sessions working for Barnet, Enfield and Haringey Mental Health Trust (BEH MHT) in crisis management. He had founded Men's Minds Matter to address mental health issues and how they affected men and boys. This was becoming an increasingly important issue, in particular the disproportionate rates of suicide amongst the male population. Men's Minds Matter was currently just an on line resource. Of particular concern was the vilification of men and young boys that regularly took place which portrayed their gender negatively. This combined with difficult and traumatising experiences could result be the catalyst for mental ill health. Men were also limited in the range of emotions they were allowed to express. He felt that criminal justice systems should not concentrate on punitive measures as they merely perpetuated problems.

Mr Landy reported that he was responsible for managing the delivery of mental health services in Brixton and Pentonville Prison and Feltham Young offender Institute as well as custody suites. All prisoners received a mental health screening on arrival and were also screened for drug and alcohol, physical health and neurological issues. They could be provided with a range of interventions from in-house professionals. The major challenge in London was that most prison accommodation was used for remand which meant that prisoners were only there for 4-6 weeks, which left little scope for interventions. Most prisoners were moved out of London to serve their sentences.

One particular barrier to interventions in prison was that there were now significantly fewer prison officers than previously and this meant that moving prisoners around was more difficult. One or two prison officers could now typically find themselves responsible for 3-400 prisoners. The efficiency savings that had prompted the reductions in staffing levels were still in the process of settling down. The budgets and nature of care available were relatively unchanged. However, the budgets were now with NHS England rather than with primary care trusts. The advantage of this was that they were better placed to develop an understanding of the wider pathways and could also focus on pan-London issues.

Liaison and diversion had been in operation for over ten years and had previously been based at Tottenham and Hornsey Police stations. It was now based at Wood Green. BEH MHT was to trial the new operating model which had been developed by NHS England and were the pilot site for London. This had allowed current Liaison and diversion services that were offered to be extended. The scheme focussed on identification, assessment and referral. There was now a presence on custody suites and the magistrates court.

Information could now be shared more widely. Whilst sharing had already been in place, there was still a lack of understanding regarding what could be shared. Although there were restrictions governing the sharing of medical records, these could be breached if there were issues relating to risk. The

**MINUTES OF THE COMMUNITIES SCRUTINY PANEL  
FRIDAY, 21 FEBRUARY 2014**

service was primarily concerned with facilitating better informed decision making which helped to identify what was most likely to work. A wide range of needs could be identified. These did not always neatly fit into particular categories. People's needs could also be very different.

Centralised commissioning was intended to cover all pathways so provision was less fragmented. The post diversion infrastructure was still being developed. Services would be delivered by the voluntary sector, NHS and private sector. Provision had previously just focussed on adults but there was now links to CAMHS and the YOS. There was a high level of support for the pilot and it was to be independently evaluated. It was due to start in April.

The Panel noted that around 50% of people who were treated for mental health issues responded to treatment. However, treatment was not just about curing conditions but also improving the quality of life and reducing hospital admissions. It was also noted that, whilst all offenders were provided with accommodation when they left, this was often temporary housing. People who were "sofa surfing" were not considered to be homeless.

**Clr David Winskill  
Chair**

This page is intentionally left blank



**Haringey Council**

<b>Report for:</b>	<b>Communities Scrutiny Panel</b>	<b>Item Number:</b>	<b>TBC</b>
<b>Title:</b>	<b>HALS Strategy</b>		
<b>Report Authorised by:</b>	<b>Lyn Garner</b>		
<b>Lead Officer:</b>	<b>Robert Bennett</b> ☎ 0208 489 2566 <a href="mailto:robert.bennett@haringey.gov.uk">robert.bennett@haringey.gov.uk</a>		
<b>Ward(s) affected:</b> <b>Not Applicable</b>	<b>Report for Key/Non Key Decisions:</b> <b>Non-Key Decision</b>		

## 1. Describe the issue under consideration

Haringey Adult Learning Service offers skills and training opportunities to adults and young people (16-18, and 19+). In the last full academic year 2012-13 2,459 learners enrolled on HALS provision, up from 2,320 the year before. A single learner may make more than one enrolment, in 2012-13 the 2,459 learners made 4,441 enrolments.

45% of all enrolments are made on accredited courses, with additional accredited outcomes optional within Family Learning. More than half of all HALS courses are delivered in the Wood Green Learning Centre on the second floor of the Wood Green Library. Children's Centres, schools and libraries are key venue partners.

In the current academic year Haringey will receive up to £2,358,800 in grants from the Skills Funding Agency, Education Funding Agency and Prospects Careers Service. The service will take almost £130,000 in fees. There is a significant cut in Adult Skills Budget outcome based funding for 2014-15 of £137,677.

The only fixed grant the service now receives is for Community Learning, all the remaining grants are now outcome based and reliant on enrolment and achievement by learners.



**Haringey Council**

#### HALS funding

Agency	Grant	Purpose
Skills Funding Agency	1,142,000	Community Learning, Family Learning, Leisure, Well-being and ICT
	957,800	Adult Skills & 19 + Apprenticeships
	Cut to £820,123 for 14-15 25,000	16 – 18 Apprenticeships
Education Funding Agency	143,000	Skills for 16 – 18 year olds
Prospects National Careers Service	90,000	Information and Guidance on employment and training
Income/Fees	130,000	Adult Skills free to unemployed people

National requirements for the delivery of adult learning provision have changed in the last two years. The changes have been set out in 'New Challenges, New Chances' (BIS December 2012). Adult Learning and Skills Training is now more clearly focussed on the unemployed, is becoming increasingly outcome based, and is required to be more locally responsive.

#### **Value for money:**

Skills Funding Agency value for money controls are in place through:

#### **Adult Skills Budget:**

- Through a maximum draw down against outcomes
- Through minimum standards for the success of learners (enrolment, retention and achievement) currently set at a minimum level of 66.1%)
- Through additional payments for positive outcomes such as employment

#### **Community Learning:**

- Through an annual return on expenditure
- Through evidence of additional funding being drawn in to enhance the learning offer (known as Pound Plus)

For the borough the service adds value by:

- The positive outcomes for residents where the skills and accreditation they gain with the service means they can find or maintain employment
- The additional support parents and carers are able to give their children, particularly in Family Learning
- The maintenance of health for learners who attend wellbeing courses
- The support it offers to those Third Sector projects and Children's Centre's where delivery is sub-contracted



**Haringey Council**

## 2. Cabinet Member introduction

To be completed as part of final report as part of the overarching Skills and Regeneration strategy

## 3. Recommendations

That Scrutiny considers the Council's current Adult Learning offer provided by HALS and assesses how well this meets the needs of Haringey's residents.

That Scrutiny considers the findings of the NIACE review of adult learning services and comments on the recommendations for the future delivery of adult learning.

## 4. Alternative options considered

The NIACE review outlines 5 possible options for the future delivery of the service. These are summarised in the report. The key recommendation is the formulation of a cross borough strategy to guide the skills agenda across all main providers.

## 5. Background information

### 5.1 Policy Context

National policy for further education, community learning and skills from the Department of Business, Innovation and Skills (BIS) has led to a simplified learning and skills sector, matched with reductions in funding introduced with the spending reviews. Its key features are:

- a simplifying landscape with closing, merging and scaling back the number of intermediary organisations;
- reducing bureaucracy – simpler systems and processes, including streamlining of funding, the removal of contracts from smaller organisations and the support for mergers of further education institutions;
- removing of some regulation, however, Ofsted remain as a central regulatory body for all learning and skills provision and the Skills Funding Agency has new contracting rules that limit some provision, such as traineeships, to providers judged good or outstanding by Ofsted;
- a greater recognition of employers' roles in the shaping and provision of the skills system;
- an increasing focus on a reformed apprenticeships system as a means of earning and learning, especially for those under the age of 25;
- a free national careers service with advice available to adults.

This is matched by an increasing focus on the importance of understanding the current and future needs of local labour markets and addressing issues of skills mismatches.



**Haringey Council**

Major reforms are being implemented for community learning, the discrete Skills Funding Agency budget that enables non accredited and flexible local provision. A pilot programme of community learning trusts was introduced and from 2013 all providers with Community Learning funding are expected to work from new guidelines. These require an approach grounded in strong partnerships to ensure that plans for local community learning are underpinned by engagement and consultation with communities, LEPs and other key local stakeholders, along with an approach involving co-production at the local level and a focus on using public funds to leverage additional funding. It requires public funding to be used on those most in need, matched with fee collection from those who can afford to pay.

HALS operates within and contributes outcomes towards the Haringey Corporate Plan:

**Outstanding for All:**

Through the provision of Family Learning courses that develop the skills of parents and carers to better enable them to support children's learning: target of at least 500 learners in the current academic year

**Safety and Wellbeing for all:**

Supporting through sub-contracted provision a range of courses that support stroke survivors and those suffering from mental health problems. Through directly delivered provision to support at least 250 learners to maintain their health and wellbeing.

**Opportunities for All:**

To offer provision that engages with deprived learners. HALS has a target of 69% of its enrolments being made by learners from the 20% most deprived areas.

To offer significant accredited basic skills provision in ESOL, Literacy and numeracy (a total of 550 learners a year).

To provide accredited IT provision that improves the skill and employability of 220 learners a year.

To offer accredited programmes in Business Skills, counselling and employability to at least 200 learners a year.

To offer apprenticeship opportunities to adults and young people with a target of 16 apprenticeships in the current year.

To offer significant levels of Information, Advice and Guidance that helps clients to make informed decisions supporting employability and further steps in training. 1900 interventions per annum.

**A better Council: encouraging residents who are able to help themselves to do so:**

Assisting Third Sector projects to develop the skills and knowledge to offer training that meets funding and quality requirements. Target to increase to 4 groups supported through sub-contracted arrangements



**Haringey Council**

There is however currently no overarching policy that governs a strategic approach to the delivery of skills and training across all providers within the borough. This is to be addressed in the overarching Skills and Regeneration Strategy.

### **Current Provision by Haringey Adult Learning Service**

Skills providers in Haringey access up £29.3 million of Skills Funding Agency funding, with HALS representing 7.3% of this total. The principle delivery agents are CHANEL college and 5E Ltd, with some sub-contracted elements, though these are reducing at the college in response to strict quality requirements.

There are a range of other private and Third Sector training providers who access ESF or Job Centre funding to deliver interventions.

Principle delivery by the college focuses on 16-18 provision, apprenticeships and accredited provision at higher levels. Within this context HALS offer is more focussed on engagement of disadvantaged learners and acting as a first point on the learning journey.

### **.Service Users:**

The profile of HALS service users shows that:

- 54.8% are unemployed, this has risen in recent years as the focus for funding changed to employability. Outcome funding in ASB may reduce this profile as requirements shift to longer courses with fewer enrolments.
- 48.2% are new to learning
- 69% are from the 20% most deprived SOAs in England
- 43.1% are in the 29-39 age range
- 54% are from BME communities, and only 15.7% from White British

Learner Satisfaction with the service is extremely high with 96% of learners finding the service to be good or better at meeting their learning needs.

### **Strengths**

#### **HALS has a strong profile in meeting the needs of deprived learners:**

31% of all learners enrol on Skills for Life courses (ESOL, Literacy or Numeracy) with a further 22% enrolling on Family Learning provision which has a Skills for Life focus.

Achievement on individual modules by learners is very strong in Skills for Life (95%), however this programme faces considerable challenge in moving towards the delivery of the longer full accreditation (3 modules).

**Family Learning** has very strong partnerships with Children's Centres in the borough, and in 2012-13 delivered 'Brilliant Stories', a tablet based course that received positive reviews nationally. This programme has now been embedded into the curriculum offer.



## Haringey Council

21% of learners enrol on **ICT courses** that range from engagement/entry courses through to Level 1 accredited provision. Here again strong partnerships are supporting learners in sheltered housing and ex-offenders.

**Progression on to further learning programmes is good** and supported by a very strong IAG service.

**Good promotion of equality and diversity** has been recognised by both Ofsted and NIACE.

### **Service areas requiring improvement (from Ofsted):**

HALS is driving quality improvement across the service with the intention of achieving a grade of 'good' in the next inspection. The service has in place a Quality Improvement Plan with key targets for the following:

**Learner Success:** Achievement by learners has been very high in areas like ESOL, Literacy and Numeracy, where learners preferred to study modules. Changes in funding rules now mean that only full qualifications count as success and the service has to change both the delivery model and in some cases course content of Adult Skills Budget provision to meet the requirements for longer courses.

**The quality and consistency of teaching, learning and assessment requires improvement and arrangements to improve the quality of teaching, learning and assessment lack rigor:** Since inspection the service has initiated a significant programme of CPD delivered by area experts; observations of teaching have been brought forward and external observers also engaged. Initial results are promising with an increase in the percentage of tutors now graded as good or better rising to 87%.

**Learner Destinations:** Monitoring and reporting of learners' destinations for employment and further training required improvement. This is much improved following inspection and the service is on target to meet this requirement.

**The use of resources to support teaching and learning are not maximised:** Specifically that the service does not yet have a learning portal that is web-accessible (though permissions to develop one has been obtained) and this is about to be implemented.

The ability of the service to deliver courses closer to Tottenham is severely restricted by opportunity and costs (some areas in the east of the borough have 30% of residents without formal qualifications). The service does have significant provision in Children's Centres and at Northumberland Park Resource Centre and is about to initiate a programme in Seven Sisters Recovery Academy.



**Haringey Council**

## **The NIACE review of HALS**

*'There is a clear need for increased coherence and planning between providers'*

NIACE (National Institute for Adult Continuing Education) was commissioned by Haringey to review the delivery options for adult learning, taking account of best practice nationally and current funding requirements.

The purpose of this report is:

- To set out the Council's Adult Skills Service offer, evaluate its impact and value for money
- To report on the findings of the NIACE report and the recommendations for the future delivery of adult learning

The findings from this report set out key challenges and issues for adult learning and skills in Haringey and recommendations for how these can be addressed. These recommendations will form part of a future options paper delivered to cabinet.

The purpose of the NIACE was not to examine the quality of provision delivered by the service. The focus was rather to recommend delivery options that in meeting national funding requirements reflected the emerging best practice in the country.

The NIACE report has recommended that Haringey takes on a strategic leadership role in drawing together the key providers (including HALS), employers and agencies in the borough to ensure that provision:

- Meets local need and is based on sound Labour Market Information (LMI)
- Has strong progression routes between providers
- Meets the need of Skills Funding for reform of skills and Community Learning provision
- Supports adults furthest away from the employment market
- Identifies and addresses the low skills deficit
- Targets those with the greatest needs

NIACE also identified the need to revise the business model applied to HALS particularly with regard to internal charges and fees.

Internal recharges will need to reflect levels of provision and cash limit surcharges against ring-fenced grants will need to cease to ensure provision is financially viable.

Fees, particularly on ASB courses, will need to reflect the deficit in public subsidy on a course by course basis, and it will be no longer possible to set fee increases as part of budget setting processes as this could lead to some courses being seriously under-resourced.



**Haringey Council**

Community Learning has to be more locally accountable. BIS/SFA envisage 'community learning trust' arrangements that will guide a locally responsive curriculum. This does not require a formal trust.

Adult Skills Budget funding is undergoing a shift that will see less classroom based provision and more focus on apprenticeships. The impact will take place from September 2014 and though in line with cuts nationally, further changes will affect the course offer as some qualifications will no longer be supported and a shift is made to more extensive qualifications.

**6. Comments of the Chief Finance Officer and financial implications**

There will only be implications if there is major service change as an outcome of the implementation of the NIACE report through the borough's Regeneration strategy.

**7. Head of Legal Services and legal implications**

There will only be implications if there is major service change as an outcome of the implementation of the NIACE report through the borough's Regeneration strategy.

**8. Equalities and Community Cohesion Comments**

There will only be implications if there is major service change as an outcome of the implementation of the NIACE report through the borough's Regeneration strategy.

**9. Head of Procurement Comments**

There will only be implications if there is major service change as an outcome of the implementation of the NIACE report through the borough's Regeneration strategy.

**10. Policy Implication**

There will only be implications if there is major service change as an outcome of the implementation of the NIACE report through the borough's Regeneration strategy.

**11. Reasons for Decision**

To be completed in final report on NIACE review



haringey strategic partnership

**Meeting:** Communities Scrutiny Panel Meeting

**Date:** 31st March 2014

**Report Title:** Transforming Rehabilitation - A Strategy for Reform

**Report of:** The Head of Community Safety

**Purpose:** To outline the changes to rehabilitation and Probation services as a result of the 'Transforming Rehabilitation - A Strategy for Reform'

**Summary:** Transforming Rehabilitation - A Strategy for Reform sets out the reform rehabilitation and probation services to deliver the extension of supervision and rehabilitation services to offenders with sentences of less than 12 months who do not currently receive statutory supervision from the probation service. In order to afford the extension of supervision offender management services for low to medium risk offenders will be subject to competition through commissioning the majority services to Community Rehabilitation Centres (CRCs) from private sector and voluntary providers who will be paid by results in reducing reoffending.

A new National Probation Service will be created to supervise high risk offenders and be responsible for taking action where lower level offenders breach the terms of their licence or community order. These reforms will be supported by the realignment of the prison service to designate new local resettlement prisons to meet the needs of offenders returning to the community. The extension of supervision to non statutory offenders is also long overdue as these offenders currently have no statutory licence or rehabilitation provision but have the highest reconviction rates.

However, given that the core remit of the Probation Services is to deliver offender management and rehabilitation through the supervision of offenders to prevent reoffending the proposed changes and especially the proposal to commission probation and rehabilitation services from private sector and voluntary providers at the national level raises a number of serious concerns.

**Legal/Financial Implications:** N/A – For Information Only

**Recommendations:** N/A – For Information Only.

**For more information contact:**

**Name:** Gareth Llywelyn-Roberts

**Title:** Integrated Offender Management Strategic Lead

**Tel:** 020 8489 3868

**Email address:** [Gareth.llywelynn-roberts@haringey.gov.uk](mailto:Gareth.llywelynn-roberts@haringey.gov.uk)

## 1.0 **Background**

1.1 In May 2013 the government published '*Transforming Rehabilitation - A Strategy for Reform*' which set out its plans to reform rehabilitation and probation services through the delivery of the following core changes which will be 'live' by autumn 2014.

- The planned extension of supervision and rehabilitation services to offenders with sentences of less than 12 months (non-statutory offenders) who do not currently receive statutory supervision from the probation service.
- In order to afford the extension of supervision to non-statutory offenders the provision of offender management services for low to medium risk offenders will be subject to competition, through commissioning the majority of probation and rehabilitation services, to Community Rehabilitation Centres (CRCs) from private sector and voluntary providers who will be paid by results in reducing reoffending.
- A new National Probation Service will be created to supervise high risk offenders. It will be responsible for taking action where lower level offenders breach the terms of their licence or community order, including missing appointments, refusing to engage with their rehabilitation, or drug taking.
- These reforms will be supported by the realignment of the prison service to designate new local resettlement prisons. The same providers who will be working with offenders in the community will work with them for three months before release. Each contract package area will be assigned a small number of designated 'resettlement prisons' which will release the vast majority of offenders to that area.

1.2 Since April 2010, Community Safety Partnerships (CSP) have held a statutory responsibility for reducing re-offending with Probation Trusts becoming responsible partners. Following the Strategic Assessment of Crime and Disorder and development of the Community Safety Partnership Plan 2013-17 the Haringey CSP, informed by the recent drive from the Mayor's Office for Policing and Crime (MOPAC) and the emerging Policing priorities, clearly identified the development of the Partnership's response to reduce re-offending as a key priority and recognised that creating an enhanced Offender Management structure was paramount for the partnership to be successful.

1.3 As a result the Offender Management (OM) delivery model and structure in Haringey is undergoing a period of significant change funded through a combination of successful bids to the Mayor's Office for Policing and Crime (MOPAC) and pooled partner agency funding. The OM Partnership initiative is delivered through a single cutting edge co-located multi agency Offender Management Unit. Full co-location of the team was achieved in January 2014, The Unit consists of Police, Probation, Council, Drug Intervention Programme, Gang Exit Team and other Pathway Partners linked to the Integrated Gangs Unit, Youth Offending Services, the Secure Estate, Domestic Violence, Mental Health, Housing, Job Centre plus and voluntary sector providers delivering services to a cohort of the most prolific and problematic offenders.

## 2.0 **Impact of Proposed Changes**

2.1 London boroughs have been pushing for local resettlement prisons to meet the needs of offenders returning to the community with full access to information and liaison for 'through the gate services'. The extension of supervision to non statutory offenders is also long overdue as these offenders currently have no statutory licence or rehabilitation provision but have the highest reconviction rates with 58% reoffending within 12 months. We would therefore fully support these proposals.

2.2 The core remit of the Probation Services is to deliver offender management and rehabilitation through the supervision of offenders to prevent reoffending with the level of supervision based on an assessment of risk of harm. The proposed changes to the Probation Services and especially the proposal to commission the majority of probation and rehabilitation services from private sector and voluntary providers at the national level raises a number of serious concerns.

- Future CRC 'Probation' providers will be free to design their own programme of activity to secure reductions in reoffending with minimal instruction from government. The providers will be contracted on a payment by results basis with short term contractual milestones as well as the longer term reducing reoffending targets.
- The IOM Partnership would potentially have to deal with multiple contracted private sector agencies/subcontractors with different self derived services delivered at the lowest cost to meet short term targets.
- The new providers would have no local accountability. There is no proposal that they would be a statutory or other CSP Partner with a high risk of cost shunting and/or reduced delivery if they are not required to engage. This could include withdrawal from critical offender management partnership teams.
- As any medium/low risk offender who breaches their conditions will be referred to the new National Probation Service, the commissioned providers are highly likely to seek recall of offending or problematic clients, in order to hit the short term targets. This will place unsupportable and unfunded resource pressure on Probation and the local authorities. This will also lead to tensions between the CRC's and Probation in terms of acceptance or refusal of recall submissions for offenders who do not present a high risk of harm.
- The current relationship with Probation, who would inevitably have significantly reduced resource, a reduced remit and significantly changed structures, would inevitably be detrimentally affected.

### 3.0 **Current Progress and Timetable**

- 3.1 London Probation has worked with the Met Police to develop their Reducing Reoffending Strategy. The strategy sets the methodology by which the Offender Management cohort is identified. This will then be used to assess the number of individuals within the cohort through the use of a fixed Offender Group Reconviction Scale (OGRS). In dictating the methodology, and hence the numbers of offenders who would fall within the remit of the CRC's and NPS in each borough, the resource required to manage the offending cohort by both Probation staff (for high risk) and the commissioned services (for medium and low risk) has been set with no reference to local circumstances. This has then been used to commission the new outsourced offender management services and set the local Probation provision.
- 3.2 The latest stage in the Transforming Rehabilitation competition has been a 'bidder refresh' where bidders who have pre-qualified to take part express a preference for one or more Contract Package Areas or 'lots'. London forms a single Area. During February, the Local Competition Team, in collaboration with the Mayor's Office for Policing and Crime (MOPAC) and London Councils, has facilitated five events for those bidders who have pre-qualified for London. These events have been designed to provide insight into London – its landscape, operations, partnerships, challenges, priorities and opportunities.

- 3.3 The events focus on: Strategy and aspirations of key criminal justice partners plus introduction to borough profiles; Partnerships, commissioning and integrated services; Resettlement prisons; Short term sentenced prisoners and youth transition; Females, families and health and feature. The aim of the events has been to influence bidders in their operational design and bids for an effective service solution for London.
- 3.4 The current bidders who have pre-qualified and who have expressed a preference for the London Contract Package Area are as follows:
- Capita
  - CRR (Carillion, Reed In Partnership, and Rehabilitation for Addicted Prisoners Trust - RAPt)
  - MTC Amey.
- 3.4 The Community Rehabilitation Centres (CRCs) who will manage low/medium risk offenders and our OM cohort and the new National Probation Service will be responsible for managing the MAPPA/high risk cohort from the 1<sup>st</sup> June 2014 (slipped from 1<sup>st</sup> April 14). Further national and local one-to-one bidder 'dialogues' throughout March to June will help refine bidders' understanding of the competition requirements. Another bidder refresh opportunity will be offered to all pre-qualified bidders in due course meaning the bidders listed above could change their preference and other pre-qualified bidders could opt for London.
- 3.5 All Probation staff groups have now been assessed and assigned to either the National Probation Service (NPS) or the London Community Rehabilitation Company (CRC) and, subject to the conclusion of the appeals process, the staffing allocation for the NPS and the CRC in London is now finished. Staff appointed to the National Offender Management Services (NOMS) roles will be treated as new entrants to the Civil Service. Staff appointed to NPS Hub roles will transfer to NOMS as part of the Staff Transfer Scheme. Those staff allocated to the CRC's will transfer to the new London CRC Company.
- 3.6 The process for caseload transfer between the two organisations has been agreed and by 1 June all offenders will be allocated to their offender managers within either the National Probation Service (NPS) or Community Rehabilitation Company (CRC) in both case management systems (nDelius and OASys) with the exception of those cases deemed as 'critical cases'.
- 3.7 While 1 June has been agreed for the CRC/NPS 'go live', the competition timeline remains on target. During February to June, there will be significant national and local engagement with bidders. Tender responses are still expected to be received in June with the evaluation carried out over the summer with the formal contractual split taking place from October 2014.
- 4.0 **Impact on Haringey Offender Management**
- 4.1 The Haringey OM programme is receiving widespread recognition as a cutting edge model and we are being engaged with and monitored by the Met Police, Probation etc as we are seeking to join our offending cohorts, including gangs, within a single OM programme delivered through a co-located multi agency unit. A recent IOM stocktake by the Policing College described Haringey's approach as 'innovative' in terms of the thinking behind the OM partnership and how the cohort and strategic programme is being developed. The findings stated that the model put in place was impressive in terms of the level of co-location and engagement of partner agencies services across the multi agency delivery process.
- 4.2 The co-location of partner agencies to deliver enhanced Integrated Offender Management and Gangs teams is considered best practice by the Home Office and MOPAC, and has been written into MOPAC Gangs and IOM guidance as a best practice case study. It is the first of its

kind in the MPS to allow the partner agencies, IOM and Gangs teams to work together within a single offender management programme, working to a single cohort, with clearly identified referral pathways and targeted support services. This reduces duplication of work across the partner agencies, delivers enhanced capacity and information sharing, efficiency and value for money by focusing resources on the offenders who cause the most harm and encouraging and enabling innovation and joined up working in the management of offender risk and need.

- 4.3 In the short term up to June 2014 and the medium term up to October 2014 the position in terms of resourcing and operational delivery will remain. There are limited immediate implications for the Offender Management Unit although the staff and case management will be split between the two providers. Probation currently provide a Senior Probation Officer seconded into the co-located OM Unit, 2 Probation Officers dealing with statutory IOM offenders, 1 Probation officer dealing with non-statutory IOM offenders and administrative support. All of the officers dealing with the IOM cohort have automatically been allocated to the CRC's and as such there should be no long term detrimental impact.
- 4.4 However, the methodology set within the London Reducing Offending Strategy to define the IOM cohort is that offenders will have an OGRS threshold score of 75+ and those with a score of 50 – 75 with a robbery or burglary offending profile and only applies to those over 18yrs old. There are significant concerns in terms of the potential impact of identifying the numbers within the IOM cohort and the resource requirement of local partner agencies with regard to the Offender Management Partnership in Haringey in that;
- It will potentially set the number of Probation, Police and Offender Management resource required for the borough potentially leading to a significant withdrawal of resource within the CRC's to provide the minimum level required to manage the identified cohort.
  - This, together with the potential impact of the payment by results contract, will inevitably place a potentially huge cost and resource burden on Haringey in order to support the enhanced referral and support programs previously provided by probation.
  - This does not match the local IOM model which as well as the standard 75+ OGRS offenders will target young people age 11 – 25 at risk from gang affiliation who will not score within the system, female offenders who generally score well below the stated threshold, youths who are under 18 or any wild card individuals who fall outside the OGRS scoring for technical reasons.
  - There is no recognition within the dictated model of local priorities, gangs involvement, youth offending or other offending profiles and crime priorities within the MOPAC 7 other than robbery and burglary.
  - The basis on which the IOM MOPAC bid improvement programme and targets are set and achievement of the continued funding is therefore at risk.
  - The Gang Exit/Integrated Gangs Unit initiative is a core IOM priority in Haringey but is not supported by the proposed model.
  - There are concerns that the current performance of Probation in Haringey, see Appendix 1, which is currently very good, will not be maintained due to the split between the two providers, the tensions this will create as described above and the fact that the CRC's will be on a payment by results model and will therefore chase short term targets.

**5.0 Conclusion**

- 5.1 The reforms to rehabilitation and probation services will deliver the extension of supervision and rehabilitation services to offenders with sentences of less than 12 months who do not currently receive statutory supervision from the probation service. It will also realign the prison service to designate new local resettlement prisons. These proposals are fully supported and long overdue. However, the proposal to commission the majority of probation and rehabilitation services from private sector and voluntary providers at the national level raises a number of serious concerns.

**Snapshot of Probation Performance 2013/4**

<b><u>Measure</u></b>	<b><u>Performance</u></b>	<b><u>Target</u></b>	<b><u>RAG Status</u></b>
<b><u>Probation Trust Rehabilitation Measures</u></b>			
Accommodation at termination	84.5%	80%	
Employment at Termination	54%	51%	
Local Adult Reoffending	7.9%	N/A	N/A
Mappa Effectiveness	99.1%	95%	
OASys QA Quality	88.1%	90%	
Offender Feedback	70%	70%	
Orders and Licenses Successfully Completed	78.9%	80.0%	
Victim Feedback	94.3%	90.0%	
<b><u>Contract Measures</u></b>			
Court Report Timeliness	96.6%	95%	
ATR Completions Against target	100%	100%	
Court Reports Completed	100%	100%	
DRR Completions Against Target	97.1%	100%	
Enforcement (All breaches)	91.4%	91%	
Mental Health Requirements against Target	100%	100%	
OASys Starts	88.2%	90.0%	
Enforcement	94.5%	94%	
Generic Parole Process	90.1%	85%	
License Recall Requests	94.6%	91%	
OASys Final Reviews	88.5%	90%	

This page is intentionally left blank



**Meeting:** Scrutiny Report

**Date:** 31<sup>st</sup> March 2014

**Report Title:** Integrated Gangs Unit Haringey

**Report of:** The Head of Community Safety

**Purpose:** To report on progress in developing the Integrated Gangs Unit as part of the Offender Management delivery model and report on progress in co-locating the multi agency Unit at Wood Green Custody suite.

**Summary:** The Integrated Gangs Unit (IGU) was developed as an integral part of our offender management approach. Following successful bids to the Mayor's Office for Policing and Crime (MOPAC) and pooled partner agency funding, Haringey has built on models of good practice to align our resources and co locate the gangs unit within the offender management structure.

The IGU will co-ordinate all relevant agencies and disciplines to deliver interventions within an integrated scheme to provide a holistic wrap around service, co-located within Wood Green Custody Suite. The full team is due to be in place by the 24<sup>th</sup> February 2014. The unit will build on existing practice to further join up tactical approach to enforcement and intervention in relation to gangs.

**Legal/Financial Implications:** N/A – For Information Only

**Recommendations:** That Scrutiny members note the intentions, progress to date and challenges in relation to the borough's work on gang related offending.

**For more information contact:**

**Name:** Angela Grzywacz  
**Title:** Integrated Gangs Unit Manager  
**Tel:** 020 8489 9284  
**Email address:** [angela.grzywacz@haringey.gov.uk](mailto:angela.grzywacz@haringey.gov.uk)

**What does integrated Offender management mean**

The IOM Partnership initiative in Haringey will be delivered through a single cutting edge co-located multi agency Offender Management Unit (OMU) consisting of Police, Probation, Council, Drug Intervention Programme, Gang Exit Team and other Pathway Partners linked to the Integrated Gangs Unit, Youth Offending Services, the Secure Estate, Domestic

Violence, Mental Health, Housing, Job Centre plus and voluntary sector providers delivering services to an identified cohort of problematic offenders.

The expected benefits of co-ordinating these strands include the following:

- Improved data, intelligence and analysis sharing
- Single systems of offender and case management with clearly identified lead agencies
- Single identified referral processes to simplify the process and increase effectiveness and efficiency by streamlined processes.
- Development of a collaborative strategy with joint ownership and clarity of purpose across the offender management programme.
- Maximum use of resources with joint commissioning and reduced duplication
- Development of local success measures and evaluation
- Smoother transition between young and adult offenders

## **Gangs and Offender Management**

The co-location of the Integrated Offender Management and Gangs teams is considered best practice by the Home Office and MOPAC and will be the first of its kind in the MPS as it will allow the partner agencies, IOM and Gangs teams to work together within a single offender management programme, working to a single cohort, with clearly identified referral pathways and targeted support services reducing duplication and enabling innovation and truly joined up working practice in the management of offender risk and need.

Haringey is also being used as an example of best practice in MOPACS Gangs and Integrated Offender Management Guidance which will be published early in the New Year.

The Integrated Gang Unit will work with those individuals identified on the Police Gangs Matrix, prioritising the cohort for enforcement action and intervention. The Gang Exit Team within the Unit will provide high quality case management to gang members identified as representing a multi-agency concern who demonstrate one or more of the following:

- Struggling to engage in current service provision/comply with Probation or youth Offending Service (YOS) orders.
- Are at a transitional point in their support provision (i.e. YOS involvement ending, over 19 and no longer eligible for Youth Community and Participation Service support etc.)
- Due to be released from custody
- An escalation in gang related behaviour
- Scored on the Police Gangs Matrix

The three Gang Workers will work with a cohort of up to 70 gang affected individuals both in the community and in custody. Whilst it is recognised that the main age range for those involved in gangs in Haringey is 15 – 19 it is felt that the cohort should include the age range 11-25 to encompass the full range of those identified as being involved within the Strategic Assessment and enable early intervention.

The intervention options provided by the Integrated Gang Unit include those of statutory services including Police, DiP, Probation, YOS, ASBAT and Job Centre Plus alongside those provided by Victim Support and the Safer London Foundation with regard to serious youth violence and sexual exploitation.

**The objectives of the Integrated Gang Unit are:**

- To reduce offending, re-offending and incidents of serious violence.
- To gain improved intelligence about individuals involved in gangs and those on the periphery.
- To gain improved understanding of the impact on families.
- To increase the number of positive outcomes for children and young people affected by gang related activity.
- To support victims and witnesses.
- To increase participation in education, training and employment.
- To reduce seriousness of the offences committed by gang affected individuals.
- To improve access to settled accommodation.
- To improve the borough understanding of the gang population.

**The Haringey Gang Landscape**

Up to 11 gangs, several peer groups and several organised crime networks (OCN) have been identified on the borough; however they are not all active to the same degree. The 11 gangs are; Wood Green MOB, Grey Gang (Hornsey), Tottenham Man Dem, Tower Gardens Gang, Ida Road, Tiverton PIRU, Northumberland Park Killers (NPK, inclusive of the Park Lane Boys), North London Somalis (NLS), Wood Green Kurds, Meridian Gang and TPL (an amalgamation of some NLS and ex Young Albanian Gunners who are active around Turnpike Lane). The Tottenham Turks are considered an Organised Crime Network (OCN). There are a number of other groups who have links to the borough such as the Kurdish Bulldogz and Jamaican Yardies. There are currently 163 nominals on the police gang's matrix for Haringey, with ages ranging from 14 to 33.

*NB: Gangs are not secure and self contained and are subject to an internal dynamic which means that the situation is relatively fluid. Much of the gang activity within the borough is driven through drug activity which is entrepreneurial and subject to flux.*

**Where they are based** – Gang activity is predominately found in parts of the east of the borough, i.e. Wood Green, Tottenham (south Tottenham, West Green Road & Northumberland Park). There has also been historical gang activity in Hornsey. Whilst the gang names reference geographical areas as in Hornsey (Grey Gang) and Wood Green MOB (WGM), they are particularly based around estates such as the Campsbourne, Lightfoot, Commerce Road, Sky City, Ida Road and Broad water Farm, amongst others.

**Links across gangs – in the borough and outside the borough** The biggest tension within the borough has historically been between Wood Green and Tottenham gangs. This has led to a number of gang and serious youth violence incidents. There are also tensions between Wood Green and Hornsey. It must be noted that this is a fluid situation and can change depending on incidents, for example the recent shooting on the Broad water Farm Estate has led to increased tension between NPK and the Farm Man Dem. There are also links and tensions between gangs inside and outside the borough. There have been incidents between the Tottenham Turks and the Bombicilar; a Hackney based Turkish gang, which has resulted in some high profile murders an example being the shooting of Zafer Eren in Southgate in April 2013. A number of Haringey gang nominals, particularly ex or active Wood Green MOB members have been housed in Enfield and have continued to offend there. WGM members have been linked to drug dealing in parts of Enfield, for example Arnos Grove, Palmers Green, Southgate etc; this has led to conflict and incidents with Enfield gangs. There have also been incidents and tensions between gangs in Tottenham, particularly NPK, and rivals over the borough boundary in Edmonton such as

Dem Africans. There have also been examples of some past conflict between Tottenham gangs and those in Hackney.

The most vulnerable victims for both assault with injury and serious violence tend to be young people aged between 15 and 22.

- Gang related activity was one of the top three problems identified in our strategic assessment.
- The majority of those accused of knife and gun enabled crimes are aged between 15 and 24
- All those accused of offences linked to gangs are below the age of 24 with the majority (58%) aged between 15 and 17.
- A recent YOS report made reference to the fact that Black Caribbean young men are disproportionally over represented within the youth justice system.
- The most common issues linked to all violent offending are mental health concerns and alcohol misuse.

These issues will inform the way we develop our work and where we focus our resources.

### **Achievements to date:**

- Establishment of an integrated Gangs unit providing a tactical approach to enforcement and prevention.
- Effective and targeted support to victims and witnesses of gang related crimes.
- Establishment of the GAG (Gang Action Group) a three weekly multi agency panel that meet to determine a set of actions around individuals coming to notice for serious violence and gang related activity aimed at reducing their offending through enforcement and prevention actions.
- Establishment of the Gang exit project focusing on young people to support them to exit gangs through helping them back to school, work and training we have so far achieved a 76% reduction in reoffending by this particular group.
- Successfully negotiated a three year project ( Ms Understood) to address peer against peer abuse ( an aspect particularly intrinsic to gang behaviour)
- Successfully referred 6 young people into a secure accommodation scheme.
- Developed training to enhance the work of the wider unit in working together to reduce re-offending and to raise awareness of gang issues with other professionals.

Haringey and partners are also in discussions with MAC-UK about becoming a pilot site for their Integrate project. This three year project is based on a partnership between the Mental Health Trust, Local Authority and MAC-UK and aims to change the way mental health services are delivered to gang members and young people involved in serious youth violence. The project is currently being piloted in Southwark and Camden and they have already recorded some excellent outcomes in the Camden pilot site. There is an appetite to engage in the project locally from both the Mental Health Trust and the Local Authority.

### **Peer Group Review and Recommendations**

We have set up a new governance structure to take forward the recommendations of the Home Office Peer Review and to oversee the evolving work of the newly integrated gangs unit. The peer group review will shape our work as we develop as a multi agency resource. This will be work in progress as the new team become bedded in and start to develop the

necessary links across the partnership and community and develop new practice to achieve our targets.

**Some of the Challenges we face are:**

Not having a comprehensive enough gangs profile to give us a thorough understanding of the problems we face and from which to target resources effectively.

Not having effective enough information sharing protocols in place.

Not offering timely interventions to prevent young people becoming involved in gangs and criminality at an early age.

**Victim Support**

Supporting victims is an important part of the work. In the months July to September 2013, 39 young victims were given emotional and/or practical support. The worker also received some “self referrals from young people”. In 2014 and as the new gangs team takes up post, we will be seeking a more integrated approach to this work and to look at how we can also support parents of young people in gangs or at risk of gang related violence. Support has been funded through the EGYV programme and now through Youth Service funds to provide targeted support to young victims of crime. This includes confidential advice, expertise in the criminal justice system and links to other agencies and services. The Project Co-ordinator also delivers gang awareness training to Victim Support caseworkers.

**Child sexual exploitation (CSE)**

Research has shown that young people are more vulnerable to sexual exploitation where there are gang associations either through relatives, peers, intimate relationships or neighbourhood. The Gangs unit shares a resource with Hackney, to address this issue – although there is still much work to be done in terms of raising awareness with young people and agencies to be able to recognise and report this type of abuse. The MsUnderstood project will be working in Haringey from January 2014 to help us identify and set up the referral pathways for young people, and develop work in schools to raise awareness.

**Young People’s Advocate on Sexual Exploitation and Violence**

The advocate works across Haringey & Enfield. The advocate can work with up to 5 young women aged 14-18 to support young people and explore issues such as rights, risks, personal safety, relationships, sexual health, conflict negotiation, and positive choices. These referrals include young women on the periphery of gangs and who are in relationships with gang members. This is funded through consortia with Enfield, Hackney, Camden and Islington and is led by the Safer London Foundation.

**Key priority areas for developing the work of the Gangs unit over the next 6 months**

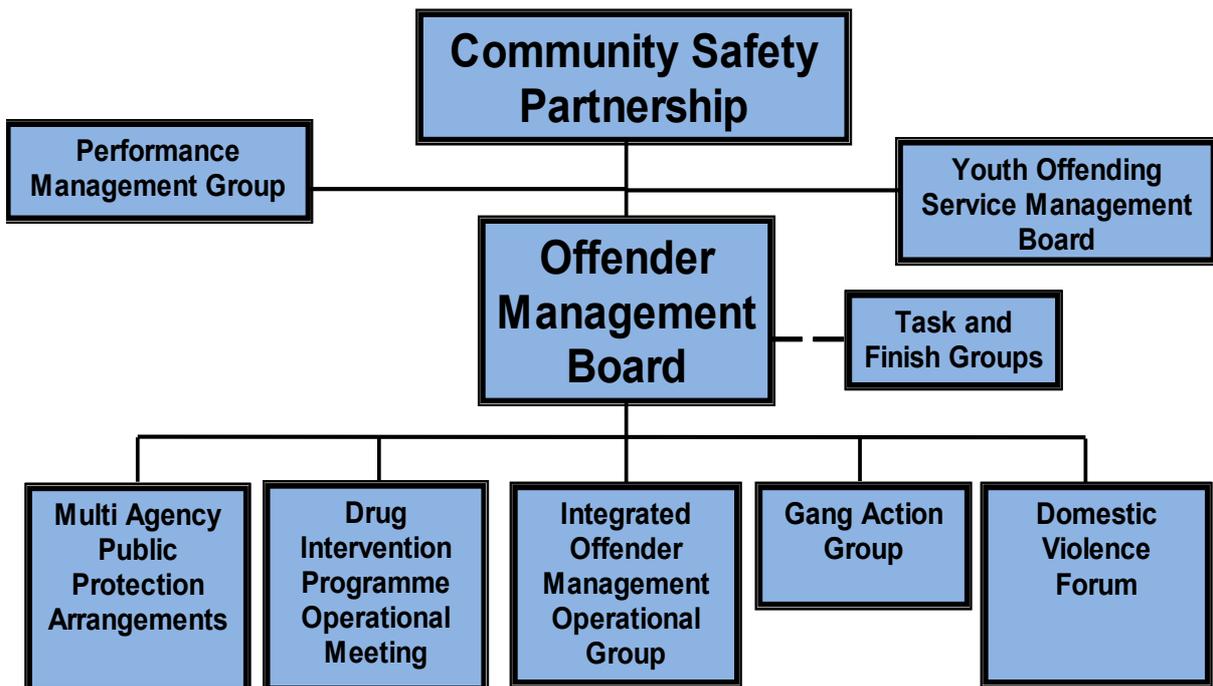
- Haringey’s approach to early intervention to prevent young people moving into gangs
- Safeguarding and developing referral pathways for young people at risk
- Mapping sexual offences in relation to gangs

- An acknowledgement of the additional risks faced by women and girls within the gangs context, and to develop awareness amongst professionals and commissioning of services and pathways to address these specific needs. Developing the links to child sexual exploitation pathways
- A performance framework to benchmark against targets
- Partnership data needed to inform our gang's profile.
- Bedding in the new team
- Working on some of our key estates to develop better links with communities and young people.

**Trident:**

Trident - the Metropolitan Police Gangs Unit - works across London in partnership with local authorities. As part of their three month programme in Haringey they will be adding value to the work of the Gangs Unit through providing intelligence and data. They will undertake preventative work in schools and the pupil referral unit and carry out enforcement operations against some of our gang offenders.

**Governance of Offender Management Board**



## **Communities Scrutiny Panel**

### **Work Plan 2013-14**

#### Outstanding Items:

- Cultural Strategy
- Community Safety Strategy - Action Plan
- Anti social behaviour strategy
- English Language classes – snapshot of provision

This page is intentionally left blank