

**Executive Procurement Committee On 28<sup>th</sup> February 2006**

**Report Title:** Intensive Supervision and Surveillance Programme (ISSP): Request for a 3 month extension

**Forward Plan reference number (if applicable):** N/A

**Report of:** Head of Safer Communities Unit

**Wards(s) affected:** All

**Report for:** Non-Key Decision

### 1. Purpose

1.1 To seek Member agreement to extend the contract for the provision of Intensive Supervision and Surveillance Programme (ISSP).

### 2. Introduction by Executive Member

2.1 The government prioritises reducing offending and re-offending amongst youth. The ISSP is a highly successful programme that is key to tackling social exclusion in the borough. It aims to rehabilitate through individual and parental work and increase the life chances of young people who are mostly members of black and minority ethnic communities and come from deprived neighbourhoods. This measure will ensure the programme is maintained until the contract with our new provider commences.

2.2 I recommend the Committee agree this report.

### 3. Recommendations

3.1 That Members agree the extension of the contract for ISSP in compliance with CSO 13.2 in accordance with the recommendations in this report.

3.2 That the contract be extended for a period of 3 months.

**Report Authorised by:** David Hennings, Assistant Chief Executive (Strategy)

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#### **4. Executive Summary**

- 4.1 The Youth Justice Board for England and Wales requires all Youth Offending Services to provide The Intensive Supervision and Surveillance Programme for young people between the age of 10 – 17 years old
- 4.2 This report requests to extend the contract for the provision of the Intensive Supervision and Surveillance Programme.
- 4.3 The extension will be for a period of 3 months to enable a completion of the tender process and transition to the new provision of the service

#### **5. Reasons for any change in policy or for new policy development (if applicable)**

- 5.1 N/A

#### **6. Local Government (Access to Information) Act 1985**

Local Government (Access to Information) Act 1985

- 6.1 List of background documents:

The following background documents were used in production of this report:

#### **7. Background**

- 7.1 The Youth Justice Board for England and Wales requires all Youth Offending Services to provide The Intensive Supervision and Surveillance Programme for young people between the age of 10 – 17 years old. The Youth Justice Boards (YJB) Intensive Supervision and Surveillance Programme (ISSP) was launched in 2001. The ISSP are the most rigorous non-custodial intervention available for young offenders. It combines intensive community-based surveillance and comprehensive and sustained focus on tackling the factors that contribute to the young person's offending.
- 7.2 ISSP targets the most active repeat offenders and those who commit the most serious crimes. The programme aims to:
- Reduce the frequency and seriousness of offending in the target group – which are persistent and serious offenders.
  - Tackle the underlying needs of offenders, which give rise to offending with particular emphasis on Education, Training and Employment (ETE).
  - Provide reassurance to communities through close surveillance backed up by rigorous enforcement.
- 7.3 The work of the Youth Offending Service and the ISSP Scheme supports the Safer Communities Strategy. It attempts to reduce the number of serious offences being committed in the borough and make Haringey a safer community to live and work in. The Scheme targets the most serious and persistent offenders in the three boroughs and works towards achieving the reduction in Robberies, Burglaries and Motor Vehicle Crime as part of the targets outlined in Haringey's Crime Strategy. All

young people placed on ISSP complete community reparation in the borough to make a contribution to their locality and to highlight the impact that crime has on the borough and its residents.

7.4 The North London ISSP Scheme consists of Haringey, Enfield and Barnet YOT. A contract was awarded to YAP UK (via a tender process) for the period 01/09/02 – 31/03/05, the contract was extended for 1 year for the period 01/04/05 – 31/03/06.

## **8. Description**

8.1 Member agreement is sought for the extension of contract in accordance with Contract Standing Order (CSO) 13.2 (request for an extension) which states 'the Executive may extend a contract providing that to do so is consistent with the provisions of Financial Regulations'.

8.2 A tender process was carried out in 2005 to award a new contract for a period of three (3) years. It was necessary to extend the process to allow for further enquiries to be made of the two and for the three boroughs (as in 7.4) to assess this information.

8.3 YAP UK contract expires on 31 March 2006. Due to the aforementioned delay in the evaluation process it will not be possible for the new contract to start until 1<sup>st</sup> July. Members are being asked to consider the award of the new contract at this meeting, this is the subject of a separate report.

8.4 Members are asked to agree to the extension of the contract with YAP UK by a period of 3 months to ensure a continuation of the service and a smooth transition of service delivery. This would minimise the impact to this vulnerable group of users.

8.5 The current contractor has agreed to comply with the same terms and conditions and accept an extension of 3 months should Members decide on this course of action

### **8.6 Contract Management**

- The contract will be closely monitored during the extension period to ensure that the quality of the service is maintained.
- The YOT teams will actively manage the transition process ensuring there is clear and consistent communication to users, YOT staff and both providers
- The TUPE clause is contained within the new contract. Haringey's Social Services Contracts Section will act as facilitator throughout the process to provide guidance and ensure that the organisations meet their legal obligations.

## **9 Summary and Conclusions**

9.1 The request for the extension is to enable the completion of the tender process and to facilitate a smooth transition to the new provision.

## **10 Recommendations**

- 10.1 That Members approve the extension of contract in accordance with CSO 13.2 as for the provision of the Intensive Supervision and Surveillance Programme to Youth Advocacy Programme (YAP) for 1 further period of 3 months.

## **11 Financial Implications**

- 11.1 The funding for the ISSP is provided by the Youth justice Board, capped figure for 2006-07 is £320,000. The cost will be contained within the funding allocated for the project.

## **12 Comments of the Director of Finance**

- 12.1 The Director of Finance has no further comments to make.

## **13 Comments of the Head of Legal Services**

- 13.1 An extension was granted at the November 2004 Procurement committee, under contract standing order 13.2. Contract standing order 13.2 require further extensions to be approved by the Executive .

- 13.2 The Head of Legal Services confirms that there are no legal reasons preventing members from approving the recommendation of this report.

- 13.3 The Council is not required to consult leaseholders under Section 20 of the Landlord and Tenant Act 1985 in relation to the recommendation contained at paragraph 3 of the report.

## **14 Comments of the Head of Corporate Procurement**

- 14.1 The request for a 3 month extension to this contract will ensure a smooth transition between providers and minimise any risk of service disruption. A tendering process has been undertaken for this service and subject to Executive Procurement Committee approval to award the contract will be implemented within the next three months.

- 14.2 This extension request has arisen due an extended tendering process, which has allowed Haringey Council to clarify and agree with its contracting partners issues that arose during the tendering process This will ensure that the new contract represents best value to the Council and its partners

- 14.3 This extension request is in line with the procurement Code of Practice.

- 14.4 Ongoing monitoring of the current service will ensure that the quality of service is maintained throughout the transition period.

## **15 Equalities Implications**

- 15.1 The Providers will all operate a robust Equality Policy that complies with all relevant legislation and is reviewed on an annual basis.

- 15.2 The Council will monitor all equality consideration throughout the life of the contract.

## **16 Use of Appendices / Tables / Photographs**

### Appendix 1 - Intensive Supervision and Surveillance Programme (ISSP) Explained

## APPENDIX 1

### Intensive Supervision and Surveillance Programme (ISSP) Explained

#### 1.1 Intensive Supervision and Surveillance Programme (ISSP)

ISSP is the most rigorous non-custodial intervention available for young offenders. As its name suggests it combines unprecedented levels of community-based surveillance with a comprehensive and sustained focus on tackling the factors that contribute to the young person's offending behaviour. ISSP targets the most active repeat young offenders, and those who commit the most serious crimes. ISSP is now operating across all of England and Wales. There are 74 ISSP schemes and the intervention is available in all 155 Youth Offending Teams (Yots).

Since the programme started in July 2001 up to the end of March 2004, 8,898 persistent young offenders have been referred to an ISSP. During 2003/04 alone there were 4,705 young people starting the ISSP. Responsibility for delivering ISSP rests with a dedicated team that works closely with your local Yot, or with a partnership of Yots in some instances. Most young people will spend six months on ISSP. The most intensive supervision (25 hours a week) lasts for the first three months of the programme. Following this, the supervision continues at a reduced intensity (a minimum of five hours a week and weekend support) for a further three months. On completion of ISSP the young person will continue to be supervised for the remaining period of their order.

The North London ISSP Scheme consists of Haringey, Enfield and Barnet YOT and in total 30 places are available on the ISSP programme. Places were assigned to each YOT according to an assessment of need carried out by the Youth Justice Board based on the offending profile of each area. Haringey was allocated 14 spaces, Enfield 9 places and Barnet 7.

#### 1.2 Who is ISSP for?

The Intensive Supervision and Surveillance Programme is targeted at two main groups of young offenders:

- (i) the small group of prolific young offenders (aged 10 to 17) who, Home Office research suggests, commit approximately a quarter of all offences committed by young people;
- (ii) those young people who are not prolific offenders, but who commit crimes of a very serious nature and who would benefit from early and intensive intervention.

ISSP is based on the best evidence as to what will reduce the frequency and seriousness of offending. It promises to bring structure to offenders' lifestyles. While systematically addressing the key risk factors contributing to their offending behaviour such as educational deficits, weaknesses in thinking skills or drug misuse. For serious offenders who do not meet the definition of persistence, it plans to address their behaviour before they become habitual and persistent offenders.

### 1.3 Who is eligible?

Young offenders are eligible for ISSP if they are appearing in court charged with or convicted of an offence and have previously:

- been charged, warned or convicted of offences committed on four or more separate dates within the last 12 months, and received at least one community or custodial penalty.

In addition, young offenders can also qualify for ISSP if they are at risk of custody because:

- the current charge or sentence relates to an offence which is sufficiently serious that an adult could be sentenced to 14 years or more, or
- they have a history of repeat offending on bail and are at risk of a secure remand under section 130 of the Criminal Justice and Police Act 2001.

However, not all the young offenders meeting these criteria will be suitable for such an intensive programme. Generally, Youth Offending Teams will only advise courts to consider the option in the context of a pre-sentence report (PSR) where:

- the young offender fits the criteria for ISSP;
- they are not considered to pose an unacceptable risk to the community if placed on ISSP;
- the current offence before the court is of sufficient gravity for the court to be considering a custodial sentence or remand, and
- there is a place available.

Youth Offending Teams will assess suitability, check there is the capacity to offer ISSP, and make a recommendation to the court. It is then for the courts to sentence (or make remand decisions) as they see fit.

### 1.4 Supervision

The supervision element of the programme has the following features:

- rigorous assessment of the offender's background, behaviour and needs;
- a minimum of 25 hours' carefully programmed contact time each week, for three months, with support during evenings and weekends;

-core elements covering:

- education and training (especially basic literacy and numeracy),
- interventions to tackle offending behaviour,
- reparation to victims and/or the community,
- assistance in developing interpersonal skills,
- family support;

Flexibility to access support for individual problems, for example, homelessness, drug misuse or mental health problems.

## 1.5 Surveillance

A key element of the programme is community surveillance, which ensures that the offenders themselves are aware their behaviour is being closely monitored, and brings some structure to their often-chaotic lifestyles.

The surveillance element also helps demonstrate to the wider community that the behaviour of these young people is being tackled.

ISSP schemes will tailor individual packages of surveillance to the risks posed by each offender. Each scheme is using a mix of the following types of surveillance:

- Tracking - Staff maintain regular contact with the young offender throughout the week accompanying them to scheduled activities and appointments. Staff also provide support and advice and follow up any non-attendance.
- Tagging - The young offender is electronically monitored (for example to reinforce a night-time curfew if that is when they are most at risk of re-offending).
- Voice verification - The 'voice print' of the young offender is checked over the telephone at times specified in a contact schedule, to confirm that the young person is where he/she is supposed to be.
- Intelligence-led policing - The police can provide overt monitoring of the movements of these young offenders at key times to reinforce the programme, as well as share information with the ISSP staff in the Youth Offending Team. The minimum requirement is for two surveillance checks per day, but this can be increased to 24-hour monitoring.

## 1.6 Enforcement

Strict enforcement is key to making ISSP work and providing reassurance to the community. ISSP has been designed to ensure strict compliance. Once the young person is on the scheme non-compliance will be dealt with according to the Youth justice Board's National Standards. Fast track arrangements for ISSP schemes and their local youth court will be encouraged to ensure breaches are dealt with quickly.

Given that this is a difficult group of offenders and the programme will make strenuous demands of them, there will be failures. However, in considering breach proceedings, if the court feels that the structured approach of ISSP represents the most constructive option for engaging with the offender, it may feel it appropriate to allow them to continue on the programme