

APPENDIX 3

HARINGEY ANNUAL YOUTH JUSTICE PLAN

2011 - 2012

Introduction

Youth Offending Services were set up in 2000 as a result of the Crime and Disorder Act 1998. This Act commits local authorities to address youth crime by the establishment of youth justice services. The act also defines statutory partners with the local authority as being the police, probation and health services. The work of the Youth Offending Services is overseen by the Youth Justice Board (YJB) whose primary purpose is 'to work to prevent offending and re-offending by children and young people under the age of 18, and to ensure that custody for them is safe, secure and addresses the causes of their offending behaviour'. It is expected that the Youth Justice Board will cease to function as a non-departmental public body and its functions will be transferred to the Ministry of Justice (MoJ), in 2012. The YJB will continue to carry out its functions while transitional arrangements are being worked through. It is expected that there will be a distinct focus on young people within the MoJ.

In April 2011, the Haringey Youth Offending Service (YOS) moved into the Children and Young People's Directorate, within the Prevention and Early Intervention service. The YOS had previously been within the Safer, Stronger Communities division for a number of years

The Youth Justice Annual Plan is aligned with the 'Children and Young People's Plan 2009-2020' and the Community Safety Partnership Strategy. The YOS also contributes to other strategies and plans and is represented on a wide range of local, regional and national bodies.

Due to reductions in various budgets and the ending of some grants in March 2011, with no alternative funding available, the Haringey Youth Offending Service has undergone a restructure in order to ensure it remains within budget. Effectively, the service has reduced by about a third and the new structure has been designed to have the least negative effect possible on services to young offenders and their families.

The YOS will now consist of four teams – Haringey Youth on Track (Youth Crime Prevention Team), two casework teams and a court and pre-sentence team. The prevention team works with those at risk of offending and runs the Triage scheme. Triage involves workers going in to police stations to interview and assess those arrested on low level offences and divert them from the criminal justice system. This work is essential to achieve the YJB indicator of reducing the number of first time entrants into the youth justice system. The YOS police officers continue to issue final warnings and reprimands, although the number of reprimands has decreased since the introduction of Triage.

The two casework teams supervise young people between the age of 10-18 years who are subject to court orders – either community orders or custodial sentences. The introduction of the Youth Rehabilitation Order (YRO) in November 2009 changed the sentencing framework for young people who can now be sentenced to a YRO with up to 18 requirements depending on individual risks and needs – in particular the risks of re-offending and serious harm to others.

The court and pre-sentence team carries out all work in court, including the preparation of pre-sentence reports to assist magistrates in sentencing young people. The team also carries out bail and remand work and work with victims, with a particular focus on encouraging the use of restorative justice.

Local volunteers are also recruited to sit on Referral Order Panels or to supervise young people on reparation projects. Volunteers are all trained and have been checked by the Criminal Records Bureau (CRB).

Performance

The Youth Justice Board expects to YOS to perform against three indicators:

- Reduction in the number of first time entrants to the Youth Justice System.
- Reduction in re-offending (exact re-offending measure currently being finalised).
- Reduction in the use of custody.

Performance for the first three quarters of 2010-11, as confirmed by the YJB is as follows:

NI 19 – **Rate of Proven Re-Offending** is 0.70. This rate relates to 132 young people who committed 92 re-offences. This data is only two quarters as data is reported one quarter retrospectively. This is likely to be the YOS's highest re-offending rate which is a matter for concern. One reason for this is the implementation of the Triage Programme which has almost entirely replaced the Reprimands in Haringey. Reprimands are tracked as part of the re-offending cohort whereas Triage clients are not. Subsequently, the cohort no longer has approximately sixty young people with an historically very low re-offending rate (approx 10%) from our cohort. Analysis also proved that this cohort had a high offending profile in comparison to previous years' cohorts.

NI 43 – **Custodial Sentences** is 8.0%. The indicator is to reduce the percent of custodial sentences out of all sentences issued to young people in court from last year. Our figure is slightly higher than the London average (7.2%) but lower??? than the family average (7.1% family which are YOTs similar in composition to Haringey). Last years output at this point was 6.9%. The increase is due to a rise in serious offences where custody appeared to be the only option.

NI 44 – **Ethnicity**. This is an annual indicator. The direction of travel monitored is for the offending profile to be the same as the general population of the Borough. Indications are that Haringey should meet this target in 2010/11.

NI 45 – **Education, Training & Employment** is 73.8%. The indicator is to increase the percent of young people in full-time education, training or employment by the conclusion of their intervention. Last years output was 73.1% so Haringey YOS is on course to meet this target. Factors which affect this are the high numbers of Roma young people in Haringey for whom it is difficult to find placements, the current recession which reduces the number of placements, gangs issues – young people cannot attend? certain areas, the high percentage of young people who are transient/moving home frequently.

NI 111 – **First Time Entrants** is -36.3%. The indicator is to reduce the number of young people entering the youth justice system year upon year. Haringey has reduced the numbers by 36.3% since last year and is therefore well on course to achieve as reduction. Haringey previously had the 31st highest numbers of first time entrants in London (from 32) but now has the 19th highest which clearly demonstrates the degree of improvement.

Although previous indicators have now been removed, the YOS will continue to analyse ethnicity – young black men continue to be over-represented nationally in the Criminal

Justice System and this is also the case in Haringey. The Haringey YOS continues to address this through quality assurance and monitoring procedures as well as the work of the Diversity Forum. A caseload snapshot is drawn up twice yearly to monitor trends and to allow the YOS to adjust services accordingly and ethnicity is a crucial factor. The local Youth Court receives regular reports in relation to performance.

A major offending risk factor for young people is not being in education, training and employment (ETE). Current data indicates that the percentage of those in ETE at the end of their orders for 2010/11 will be marginally below that of 2009/10. A possible causal factor for this could be that 2 Connexion workers who had previously been based in the YOS are now based elsewhere and the YOS has reduced from 2 to 1 ETE mentors. The YOS will continue to monitor ETE levels quarterly, but on active cases rather than at order end, as previously, to try to gain a more accurate picture.

The third area of work which will be monitored quarterly relates to children in care/leaving care, as some of the most vulnerable and/or challenging young people known to the YOS are also in the care system. YOS data will be analysed so that information can be shared between the two services and resources used to maximise effectiveness. Formal meetings between the YOS and CIC management teams will be set up and joint data meetings held to address and identify common issues.

Safeguarding will continue to be a priority for the YOS, with staff accessing relevant training, ensuring that referrals are made in a timely fashion and are followed up appropriately. This will include young people at risk of, or actual, involvement in serious youth violence and gangs who can be both victims and perpetrators.

Local Demographics

There are 53,700 children and young people aged 0-19 years who live in Haringey, representing 23.8% of the total population. The population is diverse and 40.7% of children and young people are from minority ethnic groups compared with 24% in the capital as a whole. The proportion of children and young people whose first language is not English is 53.2% in primary schools and 46% in secondary schools. Both the minority ethnic and the English as an additional language groups are growing in proportion. Some 30 nationalities are represented in schools in the borough and over 123 languages are spoken by children and young people. Haringey is the fifth most deprived borough in London, with 39.2% of children classified as living in poverty. The proportion of children and young people entitled to free school meals is 28.9% in primary schools, 31.5% in secondary schools and 41.1% in special school schools. Infant mortality and teenage pregnancy rates have been high, but are now reducing.

In December 2010, there were 303 children and young people subject to a child protection plan and 600 looked after children and young people in Haringey. This includes 40 unaccompanied asylum-seeking minors and 12 young people aged 16-17 who were presenting as homeless. The council and its partners support 402 care leavers. There are dedicated teams working with care leavers and children with disabilities. In December 2010, there were 1,296 children and young people with a Statement of Special Education Need.

Some key factors about the youth offending population in Haringey from the YOS caseload snapshot January 2011 are:

- 24% of the entire YOS caseload of 459 active programmes is supervised by the prevention team.
- The ethnicity of clients (by census category) is 54% black (an increase from 49% in June 2010). 35% white, 7% mixed, 2% Asian and 2% other.
- Robbery constitutes 25.7% of the main offences committed, 20.8% violence, 14.8% theft and handling and drugs 8.3%.
- The majority of the young offenders live in the East of the Borough, with 39% living in N17.
- 71% of the caseload is male and the figure of 29% female is at the highest level ever.
- 37% of the caseload is 16/17 years old.
- 9% of the caseload is children in care (48 young people).
- 78% are in full time education, training or employment.
- 35% reside with both parents; 33% with mother in a single parent household.

Resources

Some of the previous grants available to the YOS ended in March 2011 and there was no alternative funding available. The grants from the Home Office, Ministry Of Justice and Department for Education have all been reduced and are now allocated by the Youth Justice Board as a single Youth Justice Grant. This grant is no longer ring fenced, but the clear expectation is that it should be spent on Youth Justice Services. Haringey YOS receives core council funding and previously named area based grant funding from Haringey Local Authority. The Youth Justice Grant has been reduced by 22.78% for 2011/12. The YOS also receives funding from other services as well as 'in kind' funding via the provision or secondment/attachment of staff and provision of services. The breakdown of the budget/resources for 2011/12 is expected to be as follows:

Agency

Local Authority	£1710k
CYPS	£87k plus seconded education officer
Youth Justice Grant (indicative amount)	£825k
Probation	Seconded probation officer
Safer Communities Grant	£47.5k
Health	Seconded mental health worker and part-time school nurse
Police	1 acting police sergeant: 2 police constables

Commissioned services are kept to a minimum and awarded on a value for money basis. Haringey YOS previously operated as a consortium with Barnet and Enfield to commission Intensive Supervision and Surveillance (an intensive programme for young offenders at risk of going into custody). However, the loss of £22k to operate as a consortium has resulted in the service being brought in-house from April 2011. A contract has just been awarded for the Appropriate Adult Service – a statutory service providing trained adults to accompany young people arrested if parents are unable or unwilling to attend the police station.

A video-link is available with a number of custodial institutions and parents/carers are encouraged to use it to maintain links with young people in custody who may be placed

some distance from Haringey. An SMS texting service has proved successful in reminding young people of appointments and thus increasing compliance. 'Viewpoint' is used with young people to gain feedback on the service they have received. Unfortunately, IT issues have limited the use of this application.

The YOS successfully recruits local volunteers for Referral Order Panels and to assist with reparation. Ways of extending the use of trained volunteers will be investigated in 2011.

The YOS is registered as a tier 3 substance misuse provision and the two substance misuse workers complete SASSI assessments – substance abuse subtle screening inventory - on relevant young people, as well as facilitating cannabis and alcohol awareness sessions. The Blenheim Project has recently been awarded the contract for young people's substance misuse provision and will work closely with the YOS – they are likely to be based with the YOS later this year.

Structure and Governance

The delivery of services by the YOS is overseen by the YOS Partnership Board which meets quarterly. Performance data and analysis and relevant issues affecting the YOS and partners are presented at each Board meeting. The membership of the Board is as follows:

- Deputy Borough Commander – chair
- Head of Strategic Commissioning, CYP NHS Haringey – vice chair
- Policy Officer – Safer Communities
- YOS Strategic Manager
- Assistant Director – CYPS
- Assistant Director – CAMHS
- Chair of Haringey Youth Bench
- Youth Court Legal Advisor
- Senior Probation Officer – London Probation Service
- Borough Prosecutor – Crown Prosecution Service

The YOS Partnership Board consists of members of such seniority that decisions can be made in relation to the effective delivery of Youth Justice Service and the resourcing of such services.

Members of the YOS Partnership Board sit on various other Boards including the Children's Trust, Local Safeguarding Children Board, Borough Criminal Justice Group and Safer Communities Executive Board. The YOS Management Team is also members of various boards and committees. However, the move to the Children and Young People's Service and reduction in management capacity, means that links with other Boards, particularly the Children's Trust, and membership of committees will be reviewed and rationalised in 2011/2012.

Partnership Arrangements

Nationally, it has been acknowledged that the success of Youth Offending Services has been largely attributed to their multi-agency make up. Having a range of professionals and resources within the YOS affords young people easier access to services, allows better sharing of information and avoids duplication of work. The Probation Service, Police, CYPS and Primary Care Trust provide staff and/or funding in order to fulfil their statutory responsibilities under the Crime and Disorder Act 1998.

The police staff within the YOS undertake Final Warnings, deal with Reprimands, oversee the Triage Project and play a crucial role in the work with victims, encouraging them to become involved in restorative justice approaches. The inspector responsible for the YOS is also responsible for community engagement and mental health thereby providing additional links between agencies.

The YOS has an information exchange agreement with all secondary schools; there is a designated teacher in all secondary schools and Sixth Form College and the Education Officer represents the YOS at various meetings, such as the In Fair Access Panel. The YOS manager sits on the Pupil Support Centre's Steering Group.

The Primary Care Trust provides a part-time school nurse who undertakes health assessments, carries out work in relation to specific area of health, such as sexual health and attends the monthly health forum. The Child and Adolescent Mental Health Service (CAMHS) will be providing a mental health worker to assess emotional and mental health and refer on as necessary. Close links have been established with the Adolescent Outreach Team (AOT) and work is taking place to access speech, language and communication services. Training in this area of work with selected staff is taking place in 2011 with the Communication Trust.

The YOS continues to work closely with different sections of the Children and Young People's Service to ensure both youth justice and social care needs are met. Integration into CYPS will take place in 2011/12 and should allow more smooth and streamlined processes to be developed. The protocol between the YOS and CYPS sections is reviewed annually and clearly defines respective services responsibilities.

The local Youth Court is another key partner in the Youth Justice System. The Chair of the Youth Bench and the Youth Court Legal Advisor both sit on the YOS Partnership Board. Major changes will be taking place both locally and London wide in the Youth Courts in 2011/12 which will affect liaison with local magistrates. It is anticipated that Haringey Youth Court will move to Highbury Corner by the summer of 2012. Enfield, Camden and Islington Youth Courts will also sit there and the magistrates will work collectively rather than being attached to specific Boroughs. The local Youth Court Panel meetings attended by magistrates and YOS staff are now ending. It will be necessary to look at how the positive relationships can be maintained and information and data shared as these changes progress.

The YOS also has effective partnerships with voluntary organisations such as Catch 22 (appropriate adult providers) and Bernie Grants Art Centre (BGAC) where both project and reparation work is undertaken. It is hoped that, the YOS, in conjunction with BGAC can develop links with Dance United, a very successful voluntary organisation, which works with young offenders in neighbouring boroughs.

Risks to Future Delivery

For many years, the YOS has been over-reliant on short term grants, many of which ended in March 2011. This, coupled with severe cuts in both the Local Authority and Youth Justice Board Grants, have led to a complete restructure of the YOS with the loss of a number of posts. The statutory work of the YOS has been prioritised, but a smaller core prevention team has also been retained to continue to reduce the number of first time entrants coming into the criminal justice system.

As a result of this reduction in resources, it will be necessary for the YOS to prioritise its work, so that the focus is clearly on reducing offending and re-offending. Services provided will be continually reviewed to ascertain whether different ways of working would be more productive and efficient for young people and their families.

In 2011/12 the Youth Justice Board will be revising the formula used for funding YOS's as the current formula is considered to be out of date. This could result in further reductions in the Youth Justice Grant for Haringey in 2012/13. The concept of payment by results is also being investigated and, again, is likely to have financial implications for the YOS.

As stated earlier, the previous performance framework has been reduced to three indicators – reduction in the number of first time entrants, re-offending and the use of custody. From April 2011 it is envisaged that the first two indicators will be calculated using data from the Police National Computer (PNC). However, the YOS will continue to track these indicators as YOS information tends to be more up to date. We will also monitor data locally relating to ethnicity, ETE and children in care.

It is not yet known how the re-offending indicator will be calculated from April 2011. In recent years a cohort of young people who committed offences between January to March has been tracked by measuring the number of offences they go on to commit over the following year.

Haringey YOS will undergo a core case inspection (CCI) by HMI Probation in October 2011. There are concerns that the reduction in staff and resources and uncertainty/late notification with regard to funding have had a significant effect upon staff morale which, in turn, may affect performance. The CCI will be concentrating on safeguarding, likelihood of re-offending and risk of harm under three section headings – assessment and sentence planning, delivery and review of interventions and outcomes.

Developments for 2011/2012

Change of Directorate and Office move

Due to the dis-establishment of the local authority Safer, Stronger Communities service, the YOS moved into the Children and Young People's Directorate in the Prevention and Early Intervention section in April 2011. However, given the overlap with young people in care, closer links will be formally established with the children and families service as well.

In order to reduce office rental costs, the YOS will be moving from its current offices during the summer of 2011. It is expected that the staff will be based in the Civic Centre with young people being seen at the adjacent office, which will be converted for the YOS's needs.

Youth Justice Pathfinders Initiative

Haringey YOS had investigated the possibility of working in conjunction with Barnet, Enfield and Waltham Forest to submit an expression of interest for this pathfinder. However, this consortium was unable to meet the minimum requirement in relation to the numbers in custody. The purpose of the pathfinder is to reduce the number of young people in custody and is a pilot under the Government's payment by results initiative. Hackney has submitted a bid and Haringey is one of the Boroughs included in this consortium. This bid has been successful with an anticipated start date of 1st October 2011.

Pathfinder for Children and Young People point of arrest diversion – development phase. Haringey, in conjunction with partners from the Health Authority has submitted a joint expression of interest to receive funding to further develop the Triage scheme. Pathfinders would be expected to provide 'easy identification of mental health, learning, communication difficulties or other vulnerabilities affecting the physical and emotional well-being of under 18 year olds, and to support these young people into appropriate evidence based interventions at the earliest stage possible'. This bid has been successful and it is expected the service will be operational from mid-July.

Prospectus: Delivering intensive interventions for looked after children and those on the edge of care or custody and their families.

The Local Authority, including the YOS, will be submitting an expression of interest for funding for the above development in conjunction with other partners.

Staff Training

Haringey YOS has invested in the Jigsaw programme which involves case managers being trained using manuals provided by Jigsaw. The programme is a cognitive behavioural one, using motivational techniques, which encourages young people to take responsibility for decisions about their lives. Jigsaw is endorsed by the Youth Justice Board and can be adapted to individual needs, learning styles and circumstances.

Re-Structure

The new YOS structure should be in place by May 2011 and it is to be hoped that future funding will allow the YOS to continue in its reduced form in the following years. 2011-2012 will, therefore, be a period when the YOS settles into its new structure and office and assess its priorities, reviewing, adapting and developing its services accordingly. The core case inspection should give the YOS the opportunity to learn from the inspectors findings and develop practice further.

**Appendix 1
Proposed Structure chart**

**YOS Proposed Structure Chart
2011**

	1 Strategic Manager
	1 Support Officer
	2 Operational Managers
	1 Education Officer
	1 ETE Mentor
	1 P/T Nurse
	2 ISS Workers
	4 ISS Sessional workers
Finance and Performance Team	1 Finance and Performance Manager – under review 1 Finance Officer – YOS/SSC – under review 1 Office Manager 1 Data Analyst 1 P/T Data Officer 1 P/T Receptionist 3 Administrators
Casework 1 Team	1 Team Manager 2 Social Workers 1 P/T Social Worker 1 P/T Parenting Worker 2 Probation Officers 3 Support Workers
Casework 2 Team	1 Team Manager 5 Social Workers 1 P/T Social Worker 1 Support Worker 1 P/T Support Worker 1 Mental Health Social Worker
Pre-Sentence/Court Team	1 Team Manager 3 Social Workers 2 Substance Misuse Workers 2 Support Workers 1 Volunteer and Reparation Coordinator 3 Police Staff 1 Administrator
Prevention Team	1 Team Manager 1 Senior Outreach Worker 2 Triage Workers 6 Outreach Workers

TOTAL:

1 Strategic Manager 2 Operational Managers	4 Team Managers 10 Social Workers
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<ul style="list-style-type: none"> 1 Support Officer 1 Education Officer 1 ETE Mentor 1 P/T Nurse 2 ISS Workers 4 ISS sessional workers 1 Finance and Performance Manager 1 Finance Officer 1 Officer Manager 1 Data Analyst 1 P/T Data Officer 1 P/T Receptionist 4 Administrators 	<ul style="list-style-type: none"> 2 P/T Social Workers 1 P/T Parenting Worker 2 Probation Officers 6 Support Workers 1 part time Support Worker 1 Mental Health Social Worker 1 Volunteer and Reparation Coordinator 3 Police Staff 1 Senior Outreach Worker 2 Triage Workers 6 Outreach Workers
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Appendix 2

Glossary

AOT	Adolescent Outreach Team
BGAC	Bernie Grants Art Centre
CAMHS	Child and Adolescent Mental Health Service
CCI	Core Case Inspection
CRB	Criminal Records Bureau
CYPS	Children and Young People's Service
ETE	Education, Training and Employment
ISS	Intensive Supervision and Surveillance
MoJ	Ministry of Justice
PNC	Police National Computer
SASSI	Substance Abuse Subtle Screening Inventory
SSC	Safer, Stronger Communities
YJB	Youth Justice Board
YOS	Youth Offending Service
YRO	Youth Rehabilitation Order