

**REPORT OF CHILDREN AND YOUNG PEOPLE SCRUTINY
COMMISSION**

<p>YOUTH AND CRIME IN HACKNEY: PREVENTION AND EARLY INTERVENTION.</p> <p>Children and Young People Scrutiny Commission</p> <p>7 April 2008</p>	<p>Classification Public</p>	<p>Enclosures</p> <p>Appendix 1 Contributors and site visits undertaken</p> <p>Appendix 2 Review Terms of Reference</p> <p>Appendix 3 Extract from the 2004 Behaviour Support Plan (TLT)</p> <p>Appendix 4 Providers of accommodation support services to young people</p>
	<p>Ward(s) affected All</p>	

1 CHAIR’S FOREWORD

- 1.1 The way any society treats its young people is a barometer of its health and confidence, because they are its future. If significant, let alone increasing, numbers of its young people are afraid of being attacked, or are being drawn into criminal behaviour, or face a life blighted by a criminal record, there must be something amiss. And there must be something seriously wrong with such a society if it fails to give the highest priority to remedying this dysfunctionality.
- 1.2 If Hackney has such a problem with our young people and crime, it will not be remedied quickly or easily. A twenty-year-old criminal could usually have been recognised well before he was five as being likely to be drawn into crime; it follows that we have to expect a time-lag of up to twenty years before society can hope to enjoy the full effect of any reduction in criminality that might be produced by measures taken today. We need patience.
- 1.3 There is not likely to be any single, simple solution to the problem. It is desirable that each element of the solution be delivered by people who believe passionately in its efficacy, but it is all the elements together that will deliver results. This is especially true if we think that the problem has three quite distinct faces: how to reduce the likelihood of a baby growing into criminality; how to identify and help children and young people for whom criminality is a current threat; and how to help young people put back on track lives that have been de-railed by criminality. We need to respect each other’s contributions.
- 1.4 There are some particular features of Hackney society that are relevant to the consideration of young people and crime, and we cannot duck them.

Poor housing, lack of supply of housing, unemployment, low educational attainment, the abuse of legal and illegal drugs, domestic violence, traumatic experiences before arriving in the borough, teenage pregnancy, child abuse, disruption of family life – research shows that all these, which by no means unique to Hackney, are correlated with poor life chances for young people and a drift into crime. This report is not the place to discuss such issues in detail, and many are being successfully tackled in Hackney, but it is important to acknowledge that the involvement of some of our young people in crime is not an issue that can be isolated from other social phenomena. As we deal successfully with societal ills, we will also be tackling the issue of young people and crime.

- 1.5 Here in Hackney we will not be able unilaterally to remedy the ills of the wider society that contribute to the problem, not least to the extent that its roots lie in a malaise of the spirit. If children learn that we value people by their possessions and celebrity, and put a premium on getting rapid results, it is hardly to be wondered at if some of them seek possessions and celebrity by the quickest route. But this is not a Hackney problem and it cannot have a Hackney solution – which is not to say that any of us should just leave it for others to deal with.
- 1.6 Tackling this issue will of course cost money. Whether or not as a society we are prepared to spend money on doing things that really will give more young people the chance of a better life, free of the effects of crime, will be a measure of our social health and confidence. But it will also be a measure of our hard-headedness and willingness to invest. We do not need to agree about the exact figures to understand that every pound spent in steering young people away from, or out of, crime pays back very handsomely over the longer term in savings on prisons, benefits, health services, and so on. Judged purely in financial terms, it is a good deal that it would be foolish to pass up if we know how to invest successfully.
- 1.7 But this is not all about money, nor is it all about what the Council and its partners can do with public money. No-one reading this should imagine that there is nothing he or she can do. In the first place, those of us who are no longer young need to make the effort to understand the new challenges that young people face these days, and respect them as they grapple with those challenges. Those who shape public opinion, whether in the media, on public platforms, in places of worship or just in private conversations need to think hard about whether what they say is part of the solution or part of the problem. Politicians by nature respond to, as well as lead, public opinion; they need and often want to be pressed by the wider society to develop approaches that will in time improve things for young people. Many voluntary and charitable bodies could do even more for young people if they had more of the volunteers and donations on which they depend.
- 1.8 Young people themselves have a vital role to play in all this. The fact that society owes them a good start in life does not absolve them of responsibility for their lives. If it is misguided to think that all young law-

breakers need is tough punishment, it is equally misguided to think that vulnerable young people can blame all their misfortunes on their parents or the wider society. We have always to remember, honour and learn from those many young people whose character and choices have meant that multiply-disadvantaged beginnings did not lead to criminality as a way of life.

- 1.9 Perhaps much of what we say in this report could be characterised as stating the obvious. It may be obvious now, but it was not so obvious ten or twenty years ago, when today's young people were having their earliest experiences. We hope this report will encourage its readers to find more ways of turning into action our new and well-evidenced understanding of the importance to every one of us of how we respect and provide for all our children and young people.



Cllr Geoff Taylor

Chair of the Children and Young People Scrutiny Commission

2 INTRODUCTION

2.1 This review was prompted by a number of considerations, including:

2.1.1 **Member and public interest:** Several Members felt strongly that the Commission should review this topic, largely due to an awareness of the high level of interest in this issue amongst local residents. A survey conducted by the LBH Consultation Team on behalf of the Overview and Scrutiny function in early 2007 revealed that, of a list of possible Scrutiny review topics, 'crime and how to prevent it' was the preferred issue for the Commission to address, with 58.6% of respondents listing it as their top priority.

2.1.2 **Current LBH priorities:** Hackney 2005-2015 Community Strategy includes a commitment to tackling crime and anti-social behaviour, as well as the fear of crime, through increased community policing and improved joint working. The 2006-09 Children and Young People's Plan (CYPP), which sits just below the Community Strategy, mentions youth offending and re-offending as one of the key areas in which to improve outcomes for children and young people. A number of other plans and strategies also relate to youth and crime, and they are discussed in more detail in Section 2.2.

2.1.3 **Contributing to LBH strategic development:** The Safer, Cleaner Partnership Board has recently agreed that a new overarching Youth Crime Reduction Strategy will be developed. This report will be used to inform the development of that strategy.

2.2 National legislation and guidance relating to youth and crime

The Crime and Disorder Act (1998) allowed for the setting up of multi-agency youth offending teams, which still shape the way we address issues surrounding youth and crime. Later Acts, such as the Police Reform Act 2002 and the Anti-social Behaviour Act 2003 increased the range of tools and powers available to local authorities to address offending behaviour. The Police and Justice Act 2006 established minimum standards and compulsory strategic assessments for crime reduction.

A new four-year crime reduction strategy published by the Home Office in July 2007, *Cutting Crime: A New Partnership 2008-11*, focuses the government's role on policy development rather than setting central targets. This new policy focus will include renewed attention being given to youth crime and early intervention.

The Children's Plan: *Building Brighter Futures*, published by the new Department for Children, Schools and Families (DCSF) in December 2007, sets out a number of measures to tackle youth crime, including the allocation (in conjunction with the Home Office) of £66 million to target those most at risk, piloting a restorative approach to youth offending, and

publishing a Green Paper in 2008 considering the education available to young people in custody and post-custody support and outcomes.

The Children's Plan also notes that a specific Youth Crime Action Plan will be published later this year, which will "look at the overall way we treat children in the criminal justice system, with a focus on the treatment of 10–15 year olds to ensure we are meeting this younger age group's particular needs." It will also include a review of approaches taken in other countries to reduce offending amongst young people.

2.3 Hackney strategies relating to youth and crime

As mentioned under Section 2.1.2, there are a number of LBH strategies that touch on issues relating to youth and crime in Hackney, including the 2005-2015 Community Strategy and the CYPP. Hackney's Local Area Agreement includes reducing violent crime and criminal gang activity as one of its priority outcomes, through addressing the harm caused by drugs and alcohol, tackling the fear of crime, building respect, and reducing anti-social behaviour.

Hackney's Safer Community Strategy, Working for a Safer and Cleaner Place to Live 2005-2008, also addresses the issues of crime and disorder and drugs and alcohol misuse. As a result of obligations arising from the Police and Justice Act 2006, this strategy will be replaced in April by an annual rolling three-year strategy called the Community Safety Plan.

Hackney's most recent Youth Crime Reduction Strategy expired in 2005, but as explained in Section 2.1.3 a new version will be developed shortly. This strategy will be underpinned by the CYPP and the new Community Safety Plan, and will be informed by a number of initiatives that come to a conclusion within the next few months. These include the formal evaluation of a suite of commissioned interventions, the serious incident review of two recent murders, and this Scrutiny report. Although a timeline has not yet been finalised for its production, it is envisaged that the strategy will be ready to be discussed and endorsed when the Safer Cleaner Board meets in September.

2.4 Youth crime and public perceptions – the national picture

Nationally, concerns about youth crime appear to be growing. Patterson and Thorpe (2006) report that during 2005/06 32% of adults surveyed across England and Wales indicated that 'teenagers hanging round on street corners' was a very or fairly big problem in their locality, an increase of 5% from two years previously. 63% of respondents thought that crime had increased over the previous year, with 30% believing it had significantly increased.

However, national crime rates have actually fallen by 42% over the past 10 years. Since the early 1990s the long-term trend for detected offending in young people has been one of significant decline (Nacro, 2007).

Furthermore, 2006-07 police recorded crime rates showed that violent crime fell by 1%, the first fall in that category in eight years.

On the less positive side, reports of vandalism increased by 10% over the same time period. Whilst the number of gun crimes declined by 13% compared with 2005-06, the past year has seen a number of widely-reported incidents across London involving young people as both perpetrators and victims of serious violent crime.

Youth crime is defined as crime involving offenders aged ten to seventeen. Roughly one third of all crime is attributable to youth offending. However, “the significant majority of young people do not offend, and most that do offend do not commit serious offences. Around half of youth crime is committed by a small minority of prolific offenders” (The Children’s Plan, DCSF).

Among young people in the Criminal Justice System, black young people are significantly over-represented at every stage. Black people constitute 2.7% of ten to seventeen year olds nationally, but represent 8.5% of all arrests for that age group in England and Wales.

2.5 Youth crime and public perceptions – the local picture

At a recent Trident event held at Hackney Town Hall, Superintendent Alun Goode (Hackney Borough Police) noted that 73% of people in Hackney feel safe walking alone in the area after dark, a figure that rises to 96% during the day.

More people are responding to police outreach work and providing feedback, as can be seen from the 2006/07 Public Attitudes Survey for the borough, which revealed a significant increase in the number of Hackney residents who had let the police know their views on policing, crime and anti-social behaviour (17% as compared to 3% in 2005/06). The latest Crime Victims Survey (2006/07) suggests that unlike for London as whole, there is no significant difference in overall satisfaction of white and BME victims at the borough level.

However, whilst overall performance in relation to promoting safety is shown to have improved in all key areas, fear of crime has remained stable, suggesting that people’s perception of the police lags behind actual improvements in police performance. The results of the 2006/07 Public Attitudes Survey indicated that 30% of Hackney residents believed there was more crime than two years previously and 35% believed anti-social behaviour had worsened over the previous two years.

Comments made by young people at the Commission’s youth consultation event suggest that they have the same fear of crime, as well as a strong fear of retaliation from a young offender if they were to report an offence to the police.

As with the national picture, there appears to be a mismatch between the perceived and actual crime rate in the borough. Although crime rates are high in Hackney, the trend over the past six years has been clear improvement. Rates of burglary, criminal damage, robbery, theft and handling all declined in 2006/07 compared to the previous year, with only drug offences rising against 2005/06.

At the recent Trident event mentioned above, Superintendent Goode also shared the following statistics:

- Hackney is the best performing borough in terms of crime reduction over the last three years
- The last year has seen a 53% reduction in Trident offences
- Between April 2007 and February 2008 muggings in the borough have fallen by nearly 23% and serious violence by 28%.
- Serious youth violence has fallen by 13% between April 2007 and February 2008.

In Hackney, during the last financial year 2006-2007, young people between the ages of ten and seventeen were accused of 14.8% of all offences. During the same time period 2228 young people of the same age were victims of a crime.

2.6 **Method**

Evidence was gathered over a period of nine months at nine formal Commission meetings. The Commission heard from academic experts working in the field of youth and crime, officers working within Children and Young People's Services, representatives of key partner agencies and community representatives and stakeholders. The also heard from young people themselves through an online survey placed on the Council youth website and a youth consultation event run by the Commission.

Contact was also made with a number of other relevant organisations via telephone, letter and email to request additional information. The details of all those who contributed to the review are given in Appendix 1.

The Commission is grateful to everyone who gave up their time to help make the review a success and hopes that the recommendations put forward will serve to enhance the support provided to young people in the borough and to assist all those who work with them.

2.7 The terms of reference for the review can be viewed in Appendix 2.

3 SUMMARY AND RECOMMENDATIONS

3.1 The Commission heard evidence from a wide range of sources about various issues relating to youth and crime. In compiling the findings and recommendations evidence gathered has been grouped into key themes and sub-themes, which were identified as underpinning all the evidence presented. A brief description of these themes can be found below. The full details can be found in Section 6, where recommendations are presented with the relevant findings to provide context.

3.1.2 The first theme identified focuses on parenting and the support available to parents, especially of very young children. The Commission heard evidence to suggest that young children (from new born to age three) are especially vulnerable to negative influences, and that ineffective parenting styles at this age are strongly correlated with children growing up to exhibit anti-social behaviour.

Members heard that quality-assessed and evidenced-based parenting programmes can be extremely successful in assisting parents to implement effective parenting strategies, as well as providing a supportive group environment for parents to swap concerns and ideas. In addition, the Commission felt that teaching and modelling effective parenting techniques in schools and in society in general would help young people develop these skills in advance of becoming parents.

3.1.3 Another theme considered was the role of schools and, notably, the impact of school exclusions on youth and crime. The Commission heard about some of the excellent work currently being done by schools and their partners, such as mentoring work and the Safer Schools Partnership (SSP), to make schools safer and more engaging learning environments and to reduce the number of exclusions.

The Commission was particularly concerned about situations in which a student may receive a fixed-term exclusion of four or five days and be banned from the school grounds, without an alternative structure being provided. Members felt that more choices should be available to schools, and heard evidence about other options, such as internal exclusion, restorative approaches, and closer working with the SSP in potential exclusion cases.

3.1.4 Members also looked at the issue of homeless young people and the correlation between homelessness and crime. The Commission heard evidence from The Foyer Federation about supported accommodation, which provides young people with a temporary place to live in combination with support services which address their educational and personal needs.

3.1.5 Lastly, the Commission considered the positive activities and services provided for young people in the borough, in the light of a tiered model of universal services, targeted interventions and reintegration services (both in the community and for those young people placed away from home).

Members heard evidence from Youth Services, the Youth Offending Team, The Learning Trust, and from a number of successful projects operating within the borough and elsewhere.

3.2 **Recommendations:**

Members request that a report be submitted to the Commission in October 2008, providing an interim update on progress made on the following recommendations. A further update is requested in April 2009.

Recommendation one

The Commission requests that studies be undertaken by Children and Young People's Services and The Learning Trust to investigate the feasibility of providing more support for parents when their children are very young (0 to 3 years), in the form of parenting programmes. Ideally these programmes would be available to all parents, but limited resources suggest we should target parents at highest risk of having children involved in youth crime.

Recommendation two

The Commission notes that different models of parenting programmes are available in Hackney, some offered through statutory organisations and some through the voluntary and community sector. The Commission also notes that, while an evidence base has been compiled for some models, such as Webster-Stratton, such plentiful research is not available for other models.

Members request that consideration be given as to how best to undertake a longitudinal study of the impact of various parenting programmes in the Hackney context.

Recommendation three

The Commission requests that The Learning Trust investigate how schools can be assisted to teach young people effective parenting skills. These skills may be taught as part of the existing (and developing) curriculum, but explicit reference should be made to parenting to ensure that the young person makes the connection between what they are learning and the effective parenting strategies and tools they may need in the future.

Recommendation four

Members request that The Learning Trust provide a report to the Commission outlining how they will encourage and support the use of internal exclusion (where the student is removed from the classroom but remains within school grounds) as an alternative to fixed-term external exclusion in Hackney schools, particularly those lasting five days or fewer. The report should also include details of how the Trust might work in partnership with out-of-borough schools attended by Hackney students to promote this message.

Recommendation five

Members believe that Youth Offending Team (YOT) and Safer Schools Partnership (SSP) Officers may have a helpful perspective to add in many cases of potential school exclusion. Members therefore request that The Learning Trust provide the Commission with a report explaining how they will work with schools, the YOT and the SSP in Hackney to ensure that when an exclusion is being considered, the head teacher either seeks the views of the YOT or SSP Officer best known by the young person, or briefly documents for the pupil's record the reasons why it would not be helpful or appropriate to seek these views.

In addition, the Commission encourages governing body discipline committees to hear from SSP and YOT Officers, amongst other agencies, when considering exclusions.

Recommendation six

The Commission requests that Housing Needs review the current level of provision combining accommodation with holistic support services that is available for young people in Hackney, with a view to determining whether there is sufficient provision available to meet young people's needs, and report back to the Commission.

The report should also set out whether there are supported accommodation services available in Hackney (such as the Look to the Future Service) which are being used by Local Authorities other than LBH, and the reasons for this. The Commission acknowledges that this may be because looked-after children in Hackney are better prepared to move directly into independent accommodation and therefore do not have need of this service, or because the need is being met elsewhere.

Members also request that, having established the level of provision and of need for supported accommodation services in the borough, Housing Needs consider the case for a Foyer being developed in Hackney, including any further local needs analysis, and report back to the Commission.

Recommendation seven

The Commission notes the concerns raised by representatives of the voluntary and community sector in terms of the overly complicated nature of the funding application process and is pleased to support the recommendation arising from the Governance and Resources Scrutiny Commission's 2007-08 Team Hackney review that a specific communications strategy be developed to make clear the purpose and rationale of strategic commissioning and the LAA clear to the voluntary and community sector (VCS).

The Commission suggests that this strategy also addresses the issue of marketing the commissioning approach to the VCS.

Recommendation eight

While acknowledging that positive social experiences are increasingly being made available to young people, the Commission is concerned that many young people, and especially those in most need of them, do not access them. Members request that a joint report from Youth Services and the Youth Offending Team outlining innovative plans for reaching out to young people and drawing them into positive social experiences be presented to the Commission.

Recommendation nine

In addition to the key recommendations set out above, the Commission also identified a number of other issues worthy of further consideration, as detailed below. Members request that a report showing how responses might be developed to these points be submitted to the Commission. However, the Commission does not expect to engage in detailed monitoring of these issues.

Further issues identified:

- a. That teachers and other figures of authority should consciously model positive parenting skills in school and in society in general. The Commission supports the use of restorative approaches in schools as one way of modelling positive behaviour.
- b. That the Council pledge their resources and influence to support interventions such as family mediation.
- c. That, while acknowledging the general difficulty in attracting more male teachers and teaching assistants into primary schools, efforts should continue to be made to attain this very desirable result.
- d. That further investigation of the Supporting Together Offenders Parents (S.T.O.P.) programme be undertaken by officers, with a view to assessing its suitability for Hackney.

- e. That plans be developed to work with parents who may be experiencing difficulties communicating with the child's school due to language barriers. The Commission notes that this can be an important issue for many Hackney communities, for example the Turkish and Kurdish communities.
- f. That Hackney schools should ensure pupils have sufficient opportunities to take risks that are appropriate to their age and level of confidence and to experiment with testing boundaries in a safe and secure manner.
- g. That schools should do more to help parents understand the world their children inhabit, both in terms of how the school is structured, and a general understanding of the challenges and pressures facing young people in today's society.
- h. That efforts should be made by all opinion formers to encourage the public at large to be sympathetic to the challenges faced by young people, while being intolerant of genuinely unacceptable behaviour.
- i. That, while commending the work of the police and YOT to encourage and support witnesses in giving evidence, efforts should be made by all opinion formers to raise public awareness of the vital role of witnesses in convicting offenders, and of the social risks involved when victims are not prepared to report crimes and witnesses refuse or feel unable to give evidence in court.
- j. That project achievement awards, run along similar lines to Hackney Stars, be developed for the voluntary and community sector.
- k. That the following points be acknowledged
 - i. The extreme reluctance expressed by young people taking part in the youth consultation event run by the Commission to report any incidents of crime to the police, and the high numbers of young people citing safety concerns as the primary reason.
 - ii. The great efforts being made by the police to address this issue, in events like the recent Trident evening held in Hackney Town Hall.
- l. That opportunities be sought for all the agencies involved in helping Hackney's young people grow up successfully to meet and discuss matters of common interest and concern – perhaps a school governors' conference could be taken as a model.
- m. That care is taken to ensure that terminology does not compromise outcomes. For example, even if one desirable effect of giving young people 'positive social experiences' is to divert a few of them from offending behaviour, to call them 'diversionary activities' puts the emphasis in quite the wrong place. Similarly, support with parenting skills has to be labeled in such a way that we are not thought to be 'blaming' parents for their children's actions.

4 FINANCIAL COMMENTS

No additional resource is requested or necessary for delivery of recommendations 1-11 defined within this report. The delivery of the recommendations will be met through prioritisation of existing resource within the various services.

5 LEGAL COMMENTS

The report before Members contains a number of recommendations aimed at identifying what further services can be provided by the Council and its partners to intervene early to prevent and reduce youth crime.

The report will be of particular interest to the Director of Children's Services and the Lead Cabinet Member for Children's Services who may wish to monitor the implementation of these recommendations or consider the recommendations for future service planning.

There are no legal implications arising from the recommendations in this report.

6 FINDINGS

6.1 PARENTING

6.1.1 POSITIVE PARENTING COURSES

6.1.1.1 Why parenting is important in addressing youth crime?

It is generally accepted that parenting is crucial throughout all stages of a child's development. Every Child Matters (2003) recognises this, stating 'The bond between the child and the parent is the most critical influence on the child's life. Parenting has a strong impact on a child's educational development, behaviour and mental health.' This is echoed in Hackney's Children and Young People Plan 2006-2009, which notes 'Parenting has the biggest single impact on outcomes for children and young people. Our ability to work together with parents will shape the success of our plan.'

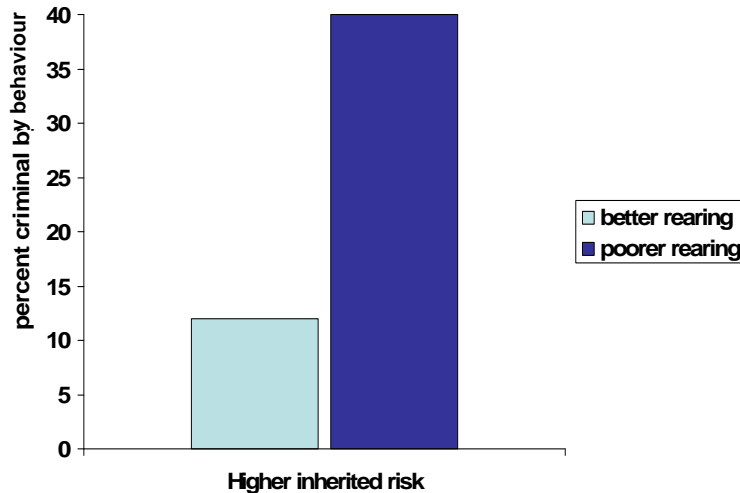
If we look at cases where young people get involved with crime and anti-social behaviour, we often find that their parents and carers are experiencing difficulties in providing effective parenting. Ms Ruth Jacobs JP, a long-standing Youth Magistrate who gave evidence to the Commission, described a troubled home life and the breakdown of communication between parent and child as 'one of the biggest risks associated with young people offending.'

Sadly, however, results from the youth consultation run by the Commission revealed that the majority of the young people who attended believed that most parents are unaware of the challenges that their children face in terms of crime, and that this often leads to breakdowns in communication and effective support.

Members also heard evidence from Ben Bowling, Professor of Criminology and Criminal Justice at King's College, who noted that young people are known to require supervision, attention and involvement from a good role model and identified problems in the parent/child relationship as a key factor in the onset of criminal behaviour during adolescence. The Commission's youth consultation event also revealed that participants thought a main reason why young people joined gangs was to get respect and attention from others, and this need often arose from a lack of involvement and support in their family environment. This view is supported by Professor Bowling's research on the factors that motivate young people to join gangs.

So we see that parenting and the parent/child relationship during adolescence can have a large influence on young people's behaviour. In fact, we see from Professor Stephen Scott's work focusing on adopted children that parenting has such an impact that 'better rearing' techniques can cancel out any element of 'higher inherited risk' from birth parents and result in young people significantly less likely to be involved in criminal behaviour (See fig 1).

Figure 1: Impact of upbringing on crime rates: lessons from adoption



The Commission accepts the view that helping some parents and carers to improve their parenting skills is critical in the effort to reduce the likelihood of offending behaviour in young people. Members also recognise that improved parenting would lead to a reduction in offending behaviour mostly in the longer term; it should not be seen as a quick fix.

Although the Commission believes that supporting parents is necessary as part of the attempt to achieve a long-term reduction in crime and other anti-social behaviour, Members wish to stress that they are in no way apportioning blame to parents and carers. Members believe that parenting in today's society is in some respects more difficult than ever; parents are now required to account for new risks faced by their children (such as those associated with modern technology and an increased focus on consumerism); parents can face difficulties in resolving tensions between their cultural heritage and established UK practices when determining appropriate parenting strategies; and more nuclear families lack extended family support, to name but a few examples. It should not be surprising that some parents now need, and often welcome, extra support.

Nor is the Commission suggesting that providing more support to parents will in time eliminate all youth crime, for clearly there are other strong factors influencing this issue, many of which the Commission cannot seek to control. However, Members believe that providing effective parenting support will make a significant contribution by helping future generations to resist the influence of such factors.

6.1.1.2 Early predictors of youth crime

However, predictors of youth crime can actually be found a long time before adolescence. The chances that any individual child will grow up to become involved in youth crime can be identified from an early age. Fergusson *et al* (2005) demonstrated links between anti-social behaviour

at age seven and significantly poorer outcomes at the age of twenty-five, including drug dependency and involvement in violent offending (See fig 2).

Figure 2: Outcomes at age 25 by how antisocial aged 7 (Fergusson et al/ 2005)

Age 7 Anti-social	Violent offending	Drug dependent	Teen parent	No qualifications	On welfare
Top 5%	35	20	20	52	33
80-95%	12	16	14	22	14
50-80%	6	8	8	14	12
0- 50%	3	5	4	6	9

Stevenson and Goodman (2001) found that a three-year-old child exhibiting behavioural problems, such as non-compliance and temper tantrums, had an increased risk of criminal offences as an adult, particularly violent offences.

Further evidence can be seen in the New Zealand Dunedin Study, during which nurses identified an 'at risk' group of three-year-olds in just ninety minutes of observation (Caspi *et al*, 1996). This group was then tracked and compared with other children. At the age of twenty-one 47% males in the 'at risk' group had abused their partners, compared with 9.5% of males in the control group. Furthermore, offences committed by males in the 'at risk' group tended to be significantly more violent and serious (robbery, rape and homicide) than offences committed by the control group. The females in the 'at risk' group were less likely to develop conduct disorders (the persistent failure to control behaviour within socially defined rules), but, of those that did, 30% had teenage births (the control group had none) and 43% were in violent relationships (Moffitt & Caspi, 1998).

This research is supported by information presented to Members by Dr Glenda Eriksen, a Child and Adolescent Psychiatrist for City and Hackney CAMHS. Members heard that conduct disorder identified in children between the ages of three and seven was strongly correlated with serious anti-social and offending behaviour in their teenage years and beyond.

These studies suggest a need for intervention at a very early stage. In addition, there is the economic cost of failing to act. A study undertaken in 2001 by Professor Scott, Director of Research for the National Academy for Parenting Practitioners, indicated that by the time individuals diagnosed with conduct disorder as children reach twenty eight years of age, they have on average cost society ten times more than control groups. This cost was mostly reflected within the Criminal Justice System

(64%), but significant costs were also identified in Health, Education and Social Services, and higher costs in state benefits.

The Commission takes the view that it is important, both socially and financially, that all agencies involved with children should not only notice behaviours and special needs that are correlated with later offending behaviour, but should also ensure that appropriate preventive measures are planned and implemented.

6.1.1.3 Working with parents/Parenting programmes

Any intervention that takes place at such an early stage of a child's life will clearly involve working in collaboration with parents and carers. However, working with parents and primary carers is very important in any case, as another important predictor of poor outcomes for young people are the specific parenting characteristics exhibited by their parents at an early stage of their children's lives.

This was highlighted in the evidence Members heard from Ms Wendy Lanham, Head of the LBH Early Intervention Parenting Programme, who noted that inappropriate parenting (for example, harsh and inconsistent discipline, low warmth, high criticism, and poor limit setting) could predict future low functioning and social exclusion for a child as young as two-years-old. This was supported by further evidence from Dr Ericksen who noted that poor parenting (specifically a lack of monitoring and attention, lax and ineffective discipline, low warmth and high conflict) at a young age specifically correlates with anti-social behaviour in adolescence.

This evidence clearly highlights the need to work with parents when their children are still very young, in order to ensure all parents have access to the knowledge, resources and support they need to help them to parent effectively. Research from the Youth Justice Board in 2001 notes that "family-based interventions can substantially reduce the risk of offending". Hackney's Children and Young People's Plan 2006-2009 also recognises this need and identifies supporting parents as a key enabler to improving outcomes for children and young people in Hackney: 'We need to support positive parenting, giving the right support to parents when they need it.'

Parenting programmes can help provide this crucial advice and support for parents at this important stage of their child's development.

6.1.1.4 Best practice for parenting programmes

Having established that the most effective window during which to provide parenting support to parents is their children are very young, we must now ask what form a parenting programme should take to ensure best-practice.

6.1.1.4.1 General qualities of best-practice parenting programmes

Having researched the common aspects of effective parenting programmes, Professor Scott presented a number of best-practice principles to the Commission. Firstly, funding should only be given to programmes that are clearly evidenced-based. Secondly, given limited resources, funding should be targeted at the 15% of parents most in need of assistance, as investing in this group typically results in dramatic improvements and therefore represents the best value for money. Thirdly, all programmes should make efforts to maintain attendance for at least eight to ten sessions, or a total of twenty hours, to ensure results are realised. Finally, all programmes must be of a high quality, which can be ensured through appropriate skills training for workers, quality recognition awards, effective support and supervision, and independent evaluation.

The Commission also heard evidence from Ms Lanham who reported that, in her experience, two of the most effective elements of parenting programmes were role-play sessions and helping the parent to identify their own parenting goals.

Some further general principles were agreed by all those who gave evidence to the Commission and were accepted by Members. Firstly, parenting programmes should be engaging and friendly, affordable and accessible in terms of time and location. Secondly, efforts should be made to engage more fathers and male carers. Thirdly, programmes are more successful if parents attend on a voluntary basis, although Parenting Orders can make attendance compulsory. In addition, it is extremely important that the parent is not made to feel they are being judged or blamed for their parenting ability, but rather that they are being offered a positive opportunity to obtain advice and support; the message should be that it is the act of a responsible parent to seek extra information and guidance on the best way to bring up a child, rather than a sign of a failure or inability to cope. Lastly, parenting programmes should avoid using too narrow a definition of a 'parent' when defining their user group, and should instead recognise the rising number of groups taking on the traditional role of parents, such as grandparents, foster parents, carers and so on.

6.1.1.4.2 Views from young people

The large majority of young people consulted for the Youth Matters Green Paper (2005) indicated they would prefer their parents/carers to be their primary source of guidance and support. However, many parents did not feel they had the right information and skills to confidently meet this need. This point was also supported in the findings from the youth consultation event run by the Commission. The event revealed that young people believe that the task of parenting effectively in today's society is an extremely challenging one, for which parents receive little or no support.

The young people taking part in the Commission's consultation suggested that parents should have somewhere to meet other parents to swap ideas and worries, and to find out about community resources – other than the police – that can provide support. *The Commission agrees that the care many parents give their children would be enriched if schools and other agencies could make greater efforts to help them understand the realities of the world their children inhabit.*

6.1.1.4.3 Cultural differences in parenting styles

The Commission encountered divided opinion on one best practice issue of great relevance to Hackney – that of tailoring parenting programmes to reflect different culturally-based parenting styles. Some researchers, such as Professor Scott, believe that the fundamental goals of parenting are the same across all cultures and therefore a universal model of parenting can be taught in parenting programmes. Others, such as Ms Algin Saydar, Executive Director of Derman, an organisation offering parenting support to Turkish, Turkish Cypriot and Kurdish parents living in East London, believe that parenting strategies differ significantly between cultures and that parenting programmes must reflect this.

In presenting evidence to the Commission, Ms Saydar maintained that traditional British culture is individualistic and places emphasis on developing independence in children. This means parenting strategies that provide structure, warmth and sensitivity are valued, and children are encouraged to think about their actions and understand the reasons why boundaries are set. By contrast, in collectivist Turkish and Kurdish cultures emphasis is placed on interdependence and children are primarily encouraged to respect their elders and authority figures and the limits they impose without questioning the reasons. Members of the Commission and community representatives from other cultural backgrounds confirmed that collectivist/interdependent parenting strategies were also frequently found in Jewish and Afro-Caribbean cultures. Ms Saydar emphasised that it was not a question of which approach was right or wrong; what mattered was that the differences were acknowledged and worked through, not ignored.

The differences in these approaches can result in confusion for parents whose cultural backgrounds are rooted in collectivism and interdependence but who are now living in Hackney and raising children. Some practitioners feel that parenting programmes targeted at these groups should be designed to reflect their cultural approaches to parenting, and that attempting to impose traditional British parenting values is alienating and dismissive. They argue that it may be possible to work towards a more integrated and standardised approach slowly over time, but that if this is done too quickly then parents will not engage.

Others believe that a commonly agreed approach, which would draw on elements from all cultures, is required as soon as possible and that this should form the basis of all parenting programmes. One argument put forward in favour of a universal strategy is the confusion felt by children

who are brought up with one parenting style, and then struggle to cope in a society that supports an entirely different set of rules and values. Members heard evidence from Ms Joyce Berry, a primary school teacher for the last forty years, who explained that many children starting primary school have difficulties understanding expectations and responding to discipline techniques that are entirely different from their experiences at home.

The Commission acknowledges that there is a real tension here and believes that it would be unwise and counter-productive to try to ignore it. Members take the view that parents generally want to provide their children with an upbringing that will enable them to flourish in the context in which they find themselves, while not alienating them from their cultural heritages. What exactly that might mean for families from non-British backgrounds in Hackney is something that will need to be worked out over time on a case-by-case basis. However, we believe those children will be best served by finding an approach which is both culturally sensitive but that also recognises the values and expectations that underpin the institutions and systems of this country, their home.

6.1.1.5 Parenting programmes in Hackney

6.1.1.5.1 Parenting programmes currently available

There are a number of successful parenting support schemes currently available in Hackney, Many are funded and provided by LBH and partners through the LAA; notably The Learning Trust (TLT) commissions a number of programmes. Most are based on the Webster-Stratton or Strengthening Families, Strengthening Communities models, although some use the Respect programme. The Community and Voluntary Sector in Hackney provides parenting support for many community groups in the borough, both formally (funded by LBH or other sources) and informally.

The YOT or the courts can compel a parent to attend certain parenting programmes through the use of Parenting Orders, but this rarely happens in Hackney as a high value is placed on parents becoming involved in programmes on a voluntary basis.

The Commission heard directly from representatives of three different parenting programmes operating in the borough, and from parents who had attended the programmes. Members also received a briefing paper from an organisation called Supporting Together Offenders Parents (S.T.O.P.) that is not currently operating in Hackney. Details of these programmes can be seen below.

The Early Intervention Parenting Programme (EIPP)

The EIPP operates through Social Care and CAHMS and is based on the Webster-Stratton model, providing parenting programmes to parents of children at risk or engaged in anti-social behaviour. Members heard that, as well as improving parenting style, the programme could improve three

major factors which predispose children to conduct disorder, namely child anti-social behaviour, child hyperactivity and child reading ability.

The Programme lasts nineteen weeks and is recommended for use in NICE guidelines, as well as being in line with the Extended Schools Core Offer. There are also strong links to other support services, so if problems are encountered that are beyond the scope of the programme, they are able to refer the parent directly on to the appropriate support service.

Clients are referred from agencies and also refer themselves, having heard about the programme from other parents who have attended. However, the Commission heard that there was a sizeable discrepancy in number of referrals and actual take-up, with school-based referrals having the lowest take-up. Work was also being done to engage more fathers in the programme.

Members heard that twenty-five years of randomised controlled trials had shown the programme to be highly effective, including working with parents of many different cultures and languages. The Commission also heard evidence from a parent who had attended the EIPP and strongly supported the programme.

Dalston Youth Project (DYP)

DYP is commissioned by LBH and offers the 'Strengthening Families, Strengthening Communities' parenting course, which focuses on modelling behaviour to parents and carers that they can in turn use on their children. Each programme lasts fourteen weeks and costs about five thousand pounds to run. Like the EIPP, DYP accepts referrals from agencies and self-referrals, as they believe an open access policy helps to remove the stigma that is unfortunately sometimes attached to asking for help with parenting.

Members heard that the programme focuses on five components; firstly, to acknowledge and respect the fact that Hackney is a diverse community and that different cultures have different values in terms of the right way to bring up children; secondly, to provide the parent with a 'toolbox of strategies' to help address their child's behaviour; thirdly, to assist the parent in building a strong relationship with their child; fourthly, to help build the parent's sense of community, and finally, to consider 'skills for living', i.e. economic skills, social skills, and so on.

The Commission heard from a parent who had completed the programme and felt that it had been extremely helpful and had provided a link to a support network of other parents. This parent was now working for DYP helping to run a course specifically aimed at fathers, as it had been noted that not many men were attending the programme.

Members heard that each programme devotes roughly a quarter of the programme to celebrating cultural differences and parenting styles. However, although parents from a wide range of ethnic and cultural

backgrounds had completed the programme, it was noted that only a very limited number of Turkish and Kurdish parents attended.

Derman

Derman was established in 1991 by members of the Turkish, Turkish Cypriot and Kurdish communities in partnership with local GPs and the health authority to provide a bi-lingual advocacy service to facilitate access to health services. The organisation grew and diversified and is now providing parenting support to Kurdish, Turkish and Turkish Cypriot parent in Hackney, funded through Parenting Fund (DfES).

Members heard that models such as Webster-Stratton and Respect are rejected by Derman in favour of a more holistic approach. Programmes are specifically tailored to Turkish and Kurdish parents, and included culturally sensitive parenting strategies, taking account of the collectivist and interdependent cultural background described in Section 6.1.1.4.3, as well as information on how to navigate the British system and the concept of discipline, especially for young children. Derman also provides a support network to share ideas and experiences.

In addition, Derman runs focus groups to identify the key challenges for Turkish and Kurdish parents bringing up children in the British system, and attempts to work out practical solutions to remove these barriers. These focus groups are for mainstream services that work with Turkish and Kurdish parents as well as Turkish and Kurdish organisations.

Supporting Together Offenders Parents (S.T.O.P.)

The S.T.O.P. programme was established in 2000 to provide structured support to parents of young offenders in the Colchester area. Following a further pilot in Basildon, the programme was implemented across the country of Essex in 2001. It is not currently offered in Hackney.

As highlighted in Section 6.1.1.4.2, many parents feel that they are not equipped with the relevant tools and information to adequately respond to the challenges that their children face in terms of youth crime, a view also expressed by the young people who attended the Commission's youth consultation event. The S.T.O.P. programme provides such support to parents of young offenders, who attend the eleven-week course on a voluntary basis.

Members were made aware of this organisation at a late stage during the review, and therefore did not have time to hear a presentation from those delivering the S.T.O.P. programme or anyone who had taken part in it. *However, Members would be keen to see further investigation undertaken by officers, with a view to assessing its suitability for Hackney.*

6.1.1.5.2 Hackney's Parenting Strategy

Hackney Parenting Strategy is intended to recognise the contribution made by parents and to ensure there are support services in place to

meet their needs. The strategy is intended to identify current services and service delivery gaps, facilitate joint working between services, and monitor and evaluate the impact of interventions. It is in the process of being updated and a steering group has recently been established, which will focus on discussing specific areas of the strategy that require change.

This steering group is led by TLT, but includes representatives from partners across Hackney, including the voluntary and community sector. Two themed sub-groups have also been established for one year, both of which report to the steering group. The first, 'Parents as First Carers and Educators' is intended to focus on promoting the five Every Child Matters outcomes in the home setting, through universal services and tier two and three interventions. The second, 'Employment and Learning Opportunities for Parents', is intended to promote and facilitate parents' access to adult and community education and childcare, and to help them into employment, education or training.

A key issue also under discussion is the fact that the Webster-Stratton parenting model is currently the only model in the Parenting Strategy. Although it has strong clinical research to support it, it may not be appropriate for all groups, as discussed in Section 6.1.1.4.3. The steering group will be consulting on this and many other issues in the near future.

The Commission takes the view that parenting support needs to be provided in a carefully structured way that is supported by evidence of its efficacy. Members have not taken a view as to which particular programme or programmes of parenting support should be adopted in Hackney, and feel that more research is needed to identify which of the various structured programmes is best suited to particular groups of parents or carers in the Borough. However, the Commission accepts that we clearly cannot wait for the results of such a long-term study before promoting parenting programmes selected on the evidence currently available.

6.1.2 MODELLING PARENTING SKILLS IN SCHOOL AND IN SOCIETY

6.1.2.1 Teaching parenting techniques at school

The 2005 WAVE Trust report, Violence and What To Do About It, argues that one result of the evolution of human intelligence is that in order that the large skulls required by humans to house their large brains can pass through the mother's hips, human babies are born premature by the standards of other species. Therefore, much of the development of the brain takes place between birth and the age of three. This period of development is crucial and the child's brain is acutely vulnerable to trauma, which will leave a lasting mark.

The treatment the child receives from the parent during this time is therefore very important, and how the child and parents 'attune' will

impact on the child's later behaviour. The Report notes that the 'absence of such parental attunement combined with harsh discipline is a recipe for violent, anti-social offspring'. However, the WAVE Report notes that this 'attunement' does not always come naturally to parents, and recommends parenting classes for all young people to learn this vital skill: 'No child should leave school without receiving fundamental training in how to parent in a non-violent manner and, crucially how to "attune" with babies and ensure they develop empathy' (Hosking & Walsh, 2005).

Further support for teaching positive parenting in school can be found in the evidence presented to Members by Professor Scott, who identified one's own upbringing as one of the six key influences on one's parenting style. In cases where children have experienced poor quality parenting, a school-based intervention of this nature may help to break the cycle.

The recently published Children's Plan from the new Department of Children, Schools and Families, also identifies this need. "Evidence shows that parents remain the most direct influence on young people's outcomes, shaping their aspirations and values. We need to work with parents to help ensure that young people benefit from this influence, so that the problems that some parents face are not passed on..."

Views gathered at the Commission's youth consultation event also support such a step, as young people indicated that they saw a need for their age group to learn parenting skills as part of the general package of life skills delivered by schools.

The programme currently delivered in Hackney schools that most closely matches the teaching of parenting skills is work done in PSHE on forming good relationships, but this does not specifically focus on parenting. Schools nationally are also soon expected to establish a vision of how Social and Emotional Aspects of Learning (SEAL) – a comprehensive approach to promoting the development of social and emotional skills for all who work and learn in schools – will be developed and embedded within school cultures over time. The SEAL curriculum consists of five aspects of learning (based on Daniel Goleman's work on emotional intelligence), which are self-awareness, managing feelings, motivation, empathy and social skills. Again, this is not specific to parenting.

The Commission takes the view that it is important for schools to accept part of the responsibility for preparing young people for their future parenting responsibilities, just as they help them prepare for other aspects of adult life.

6.1.2.2 Modelling values leading to good parenting in school and in society

Responses from the youth consultation run by the Commission showed that the young people felt parental involvement was a positive thing. They claimed that parents should be responsible for instilling values and boundaries within young people, as this was how a young person learnt

respect for themselves and others. However, they also acknowledged that parents faced a difficult job in today's society and that sometimes they were unable to teach a child appropriate values or behaviours.

Another way that that young people whose own parents struggled with the parenting process might learn the skills to effectively parent their own children is through the modelling of positive parenting qualities and values by figures of authority in school and in society in general.

The Commission heard evidence about two ways in which this was being done in Hackney.

6.1.2.2.1 Restorative approaches

Professor Bowling's evidence to the Commission referred to need for young people to be taught to link actions to consequences without resorting to overly harsh discipline methods. One way that some schools attempt to do this is through the use of Restorative Justice.

Restorative Justice is a way of repairing harm that has grown from community problem-solving methods, but has been adapted during last 30 years for use in justice, education and community settings. In schools, the idea is to make young people think about the impact of their actions and to develop empathy. A key aspect of this is that the figures of authority in the school model the behaviour that they wish their students to exhibit.

"The example set by those who punish is an anti-social one - it tells people that you can use superior force to stop other people doing what you don't want them to do... Restorative Justice is about dialogue, about involving everyone in the process of finding ways forward, about mutual respect..." (Extract from the website of Transforming Conflict, The National Centre for Restorative Justice in Youth Settings).

Restorative Justice is more than a technique for dealing with problematic behaviour; it is a holistic approach to conflict resolution. If Restorative Justice is to be used effectively in schools, it cannot be bolted on, but must instead become part of the school ethos and philosophy, as modelled by school staff. Belinda Hopkins, long-standing practitioner and trainer for restorative approaches in school settings and author of 'Just Schools: a Whole School Approach to Restorative Justice (2004)', writes that the starting point in embedding this approach in a school is "...the adults in the school community, who need to be modelling the ethos and skills of creative conflict management and restorative practices".

Restorative Justice training is underway in a number of schools as part of the restorative approaches programme in Hackney. Training has been offered to all schools and Pupil Referral Units, and three secondary schools and twelve primary schools have been identified for the pilot programme. A small team of TLT staff with the brief to address conflict,

such as bullying, have also received training, as have a number of community workers in organisations supported by Team Hackney.

The Commission also heard from Sgt Ralph Lawton, Project Co-ordinator of the Safer Schools Partnership in Hackney, who explained that in 2002 all Safer Schools Police Officers working in Hackney had been trained in Restorative Justice, and that these techniques were often used in school settings.

In addition, a small number of Restorative Justice workers are attached to the Youth Offending Team, with the purpose of bringing together victims and offenders to agree on proportionate responses to particular offences. Young people coming into contact with the youth criminal justice system see these workers modelling behaviours such as problem solving and empathy towards others, rather than encountering the traditional punitive approach.

6.1.2.2.2 Mentoring

The idea of youth mentoring is to provide a young person with a mentor from whom they can learn and receive support. Often the mentor is selected because they are in a situation that the mentee aspires to, such as attending university or having a job in a particular area. In other cases, mentors are simply well placed to help a young person with issues they are struggling with at that point in their life. In either case, the mentor helps the young person to achieve and succeed by personally modelling the mentee's aspirations and helping the mentee realise those goals.

A recent study of students in seventy-six schools taking part in the mentoring programme, Big Brothers, Big Sisters (BBBS), the largest youth mentoring organisation in America, showed that students with a mentor had better academic performance, attitudes, and behaviours over the course of a school year than students who did not have a mentor. Furthermore, students with a mentor were less likely to truant from school and had higher expectations that they would start and complete university (Herrera *et al*, 2007).

The Commission heard evidence from a number of mentoring programmes for young people operating in Hackney.

CityZEN

The Commission heard evidence from Mr Steve Curtis who explained that CityZEN provides training for mentors aged between sixteen and eighteen, who work with young people entering Year 7 who have been identified by their primary schools as likely to struggle with the primary/secondary transition. In 2007 CityZEN trained fifty mentors, as well as working with Hackney young people attending schools outside of the borough.

For 2008, funding had been obtained to undertake transition work with Year 6 pupils, but funding had been withdrawn for work with Year 7 pupils. Mr Curtis hoped that the following year funding would be available to work with Years 6 and 7.

ReachOut! UK

Members also heard evidence from Mr Peter Blackwell, who explained that ReachOut! UK's work in Hackney is comprised of three main strands; a school mentoring programme, a summer school and a soccer school.

The school mentoring programme links primary school children with university students, and focuses on building positive values and self-esteem, as well as providing assistance and encouragement with academic work. Mentors involved in the summer programme work with teachers and sport coaches to run a booster programme of maths, English and sport for young people during the school summer holidays. The third strand, the soccer school, operates in the evenings and on weekends, and is a way to maintain links between young people and their mentors after the mentor has left university and is no longer part of the school mentoring programme.

Chance UK

Ms Gracia McGrath told the Commission that Chance UK trains adults to provide mentoring for five to eleven year olds with behavioural difficulties. The organisation has sixty places for young people, with twenty of those places reserved for young people linked to a PRU or YISP.

Members heard that all incoming young people to the project are assessed using the Goodman Strengths and Difficulties Questionnaire, thereby providing an evidence base by which to measure progress. Results indicate that 89% of young people leaving the programme have significantly reduced behavioural problems, and 45% leave with no difficulties whatsoever.

McGrath went on to note that 85% of the young people attending the programme were boys and commented that she thought the presence of positive male role models was important. However, she recognised that men were less represented across the volunteer spectrum, and particularly in roles that involved working with children. In response to this, Chance UK had focused on recruiting male volunteers and had seen a rise of men involved with the programme, from 8% in 2002 to 44% in 2008.

Ms McGrath explained that the typical child attending the project was quite violent and parents are often unsure as to how to contain this. Parents often had not engaged with services prior to accessing Chance UK, and so are given help to access all the support they are entitled to, for example, assistance with applications for free school uniforms. Other additional themes were also built into the schedule, such as healthy eating

plans, which helped parents to see what a difference changing just one factor could make.

Hackney Schools Mentoring Programme

The Commission heard evidence from Deryl Walsh, Estella Maselino and Seanne Brearley, representatives from Hackney Schools Mentoring Project (HSMP). Ms Walsh explained that HSMP is part of the East London Business Alliance and that the project focuses on matching Year 10 students to business volunteer mentors. Approximately three and a half thousand students have been involved with the project since it started.

Members heard that the scheme is open to all students on a voluntary basis, and that they learn about it through presentations in school assemblies. Mentoring sessions take place on a weekly or fortnightly basis and consist of a mixture of help with planning and discussing future career options, CV writing and fun activities. In addition, the mentors' industry contacts are used to help find the young people work experience. HSMP is also developing a mentoring scheme for PRUs, as well as trying to provide job-hunting skills to students in Year 12.

The Commission takes the view that adults, including schools and other social agencies, need to make opportunities not merely to tell young people about parenting but, at least as importantly, to demonstrate how to implement its principles. The approaches Members have heard about are seen as good examples of how to demonstrate to young people the skills needed in successful parenting.

6.1.3 RECOMMENDATIONS ARISING FROM SECTION 6.1 ARE AS FOLLOWS:

Recommendation one

The Commission requests that studies be undertaken by Children and Young People's Services and The Learning Trust to investigate the feasibility of providing more support for parents when their children are very young (0 to 3 years), in the form of parenting programmes. Ideally these programmes would be available to all parents, but limited resources suggest we should target parents at highest risk of having children involved in youth crime.

Recommendation two

The Commission notes that different models of parenting programmes are available in Hackney, some offered through statutory organisations and some through the voluntary and community sector. The Commission also notes that, while an evidence base has been compiled for some models, such as Webster-Stratton, such plentiful research is not available for other models.

Members request that consideration be given as to how best to undertake a longitudinal study of the impact of various parenting programmes in the Hackney context.

Recommendation three

The Commission requests that The Learning Trust investigate how schools can be assisted to teach young people effective parenting skills. These skills may be taught as part of the existing (and developing) curriculum, but explicit reference should be made to parenting to ensure that the young person makes the connection between what they are learning and the effective parenting strategies and tools they may need in the future.

6.2 SCHOOLS

6.2.1 EXCLUSIONS

6.2.1.1 Establishing a link between school exclusions and youth crime

The Audit Commission's 1996 survey, *Misspent Youth*, found that 42% of young people who appeared before a youth court had been either temporarily or permanently excluded from school. A more recent survey by the Home Office shows this number has increased to almost three out of four (Hammersley *et al*, 2003). Truancy was also closely correlated to offending behaviour.

A report from the Social Exclusion Unit highlights the fact that 5% of all offences are committed by young people during school hours. Nearly half of all theft and handling offences committed by young people in London also take place when those young people would normally be at school.

Although there is clearly a correlation between exclusions and youth crime, it is difficult to establish causality. Being excluded probably does not, in itself, cause a student to become an offender, but it is likely that school exclusion and offending behaviour share the same underlying cause. We do know that once a young person has been excluded from school any pattern of offending behaviour tends to worsen. Research conducted by Berridge *et al* in 2001 indicates that recorded offending almost doubles once a young person has been excluded.

Furthermore, there appears to be a link between time lost from education through exclusion and truancy and crime in adulthood. Research undertaken by the Social Exclusion Unit in 1998 indicated that a third of the prison population had been regular truants from school and half of all male prisoners had been excluded.

The evidence presented to Members at Commission meetings throughout the course of the review also indicated a strong link between school exclusions and youth crime. Speaking from her experience as a Youth Magistrate in Haringey, Ms Jacobs told the Commission that exclusion from school was a major risk factor that increased the chances of young people committing crimes. Professor Bowling also identified truancy and exclusion as highly correlated with offending behaviour in young people.

Statistics from the Hackney Youth Offending Team (YOT) also appear to support this evidence. In the last academic year (2006-07) 38% of young people of statutory school age who were excluded during the last academic year were known to the YOT. In addition, a strong statistical link can be seen between Pupil Referral Unit (PRU) attendance and previous involvement in criminal activity.

This suggests to the Commission that when either offending behaviour or possible exclusion from school occurs urgent steps need to be taken to try to forestall the other, on the assumption that it may otherwise follow, greatly exacerbating the student's predicament.

Evidence from Professor John Pitts, Director of Socio-Legal Studies at the University of Bedfordshire, indicated that one strong motivating factor for young people to join a gang was their inability to find legitimate work due to a lack of academic qualifications. He noted that a study of gangs in Brixton had revealed that 75% of gang members had been excluded from school and were unable to access meaningful or well-paid employment. By contrast, they were able to make on average £32,000 a year tax free from dealing drugs on the street.

6.2.1.2 National and Hackney-specific guidance and best practice

The Children's Plan published by the Department of Children, Schools and Families is clear that exclusions must continue to be allowed where necessary, stating: 'We support unequivocally the right of head teachers to exclude pupils permanently where their behaviour justifies it.' (December 2007).

However, in line with previous national guidance, exclusions are to be used only in the last resort, where all other reasonable interventions have been tried and failed. The Children's Plan goes on to state, 'it is the responsibility of schools, local authorities and carers to work together to reduce the need for exclusion and re-integrate children into the mainstream wherever this is possible.'

The Learning Trust also has a Hackney Behaviour Support Plan, which has been in place since 2004. The Plan identifies exclusion as the most serious sanction available to a school, and stresses that it should be used sparingly and avoided if possible. In addition, the Plan provides a list of alternative sanctions that a school can use instead, including parental

involvement, detentions, restorative justice and internal exclusion, amongst others. The full list can be viewed in Appendix 3.

6.2.1.3 Exclusions statistics

The exclusion figures for the past four years in Hackney schools, excluding Academies, can be seen in the table below:

Hackney Pupils Permanently Excluded				
	2003/4	2004/5	2005/6	2006/7
Secondary (excluding Academies)	25	25	21	20
Primary	15	5	8	0
Special	3	7 (3 PRUs)	1 (PRU)	1
Total Hackney Schools (excluding Academies)	43	37	30	21
Total Out-borough Schools	5	11	39	37
Total	48	43	72	58

There were no permanent exclusions from Hackney primary schools in 2006/07, and the numbers of pupils excluded from secondary and special schools within Hackney has also fallen year on year. Unfortunately, however, the number of Hackney pupils permanently excluded from out-of-borough schools rose significantly from 2003/04 to 2005/06 and remains high in 2006/07.

Assault against another student or staff member remained the primary reason for permanent exclusion from Hackney schools in 2006/07. This was echoed in the data for Hackney pupils excluded from out of-borough schools, as twenty-four of the total thirty-seven exclusions were for an assault.

National statistics for permanent and fixed period exclusions in England and Wales during the 2006/07 academic year are not due for release until June 2008. The 2005/06 statistics for England and Wales show that 0.12% of the total school population was permanently excluded during this period. 2006/07 exclusion statistics for Scotland show a four per cent rise in permanent and fixed term exclusions from 2005/06.

Hackney's Corporate Plan for 2008/09 notes that the percentage of both fixed-term and permanently excluded pupils is relatively high in Hackney compared to both the national picture and Hackney's statistical neighbours. Unauthorised absences at primary school are also high, and

significantly worse than either our statistical neighbours or the national average. Secondary school absence rates are also higher, but closer to the national average.

The Commission is disappointed that statistics were not provided during the course of the review setting out figures for secondary exclusions in all publicly-funded education in Hackney, including Academies. However, Members have been assured that efforts are being made to ensure that Academies are fully part of the Hackney family of schools in this as in other respects.

6.2.1.5 Pupil Referral Units

Hackney has two traditional Pupil Referral Units (PRUs); St. John's, which covers primary school age children, and Daniel House, which covers Key Stage 3 (Years Seven to Nine). In addition, Regent's Vocational College offers vocational courses for Years Ten and Eleven.

The Commission heard evidence from Mr Kevin Doherty, Head Teacher of Daniel House PRU, who explained that his students had either been permanently excluded from Hackney Schools, or resided within the borough and had been permanently excluded from schools outside the borough. There were up to forty places available, and in 2006/07 all forty had been filled.

Mr Doherty explained that the aim of a PRU was to reintegrate students back into mainstream schools as soon as they were ready. In 2006/07 this had been achieved in 33% of cases, which was the highest percentage in Daniel House's history. Mr Doherty stated that one reason for this success was close working with TLT creating a smooth reintegration path for students.

Daniel House also offers support to Year Ten and Eleven students that have not reintegrated into mainstream schools, but who wish to continue academic studies rather than the vocational courses offered at Regent's College. Members heard that that the Year 11 students who had recently left Daniel House had all attained GCSEs and secured college places.

Members also heard evidence from Ms Yvonne Servante, Deputy Director for Learning and Standards in secondary schools, that Regent's Vocational College is being developed to become a Centre of Excellence. In addition, a new virtual referral unit is being developed to cater for specific needs that cannot be met elsewhere.

6.2.1.6 Work to prevent exclusions

Ms Servante gave further evidence about work being done in an attempt to prevent exclusions occurring in the first place, such as programmes intended to boost young people's aspirations and the development of an engaging and enjoyable curriculum. Revisions in the 14-19 education

programme and the introduction of diplomas are expected to feed into this work. A new pilot scheme providing personalised provision for 100 students, including 'taster' vocational experience, is also being trialled.

Extended services are now reasonably well developed at most primary schools and work is also being done with secondary schools to further this offer. In addition, TLT strategies are closely aligned with Youth Services, to ensure young people have access to cohesive services. In response to the rising numbers of Hackney students being excluded from out-of-borough schools, experts have been sent to work with vulnerable Hackney students placed in these schools.

As well as creating an engaging youth offer, exclusions are minimised through adopting new ways to respond to challenging behaviour from students. Restorative Justice techniques are being piloted in a number of schools, and TLT is also working to support strong links between secondary schools and parents.

The Commission also heard evidence from Sgt Ralph Lawton, Project Co-ordinator of the Safer Schools Partnership in Hackney, who explained that Officers worked in partnership with TLT and other school staff to ensure young people felt secure in the school environment. A stated key aim of the Safer Schools Partnership is to achieve a reduction in exclusions through diversionary programmes, which teach new skills and promote youth engagement, and through restorative justice techniques (See Section 6.1.2.2.1).

The Commission is particularly concerned about fixed-term exclusions of five days or fewer, because exclusions (especially when made without alternative provision) can be a contributory risk factor in youth involvement with crime. Members therefore wish to commend and encourage TLT in its efforts to minimize the use of exclusions by suggesting alternative strategies (see Appendix 3).

6.2.2 OPPORTUNITIES FOR APPROPRIATE RISK

Professor Ben Bowling gave evidence to the Commission, explaining that adolescence was the time of life filled with the most risks; emotional risks, risk of depression, risks associated with alcohol and drugs, risk of self-harm, the highest incidence of accidents, risk of victimisation (from peers and predatory adults), and new risks associated with modern technology and the strong focus on consumerism. He also noted, however, that adolescence marked the transition between childhood and the onset of both responsibility and independence.

Professor Bowling explained that one way for young people to assert independence and test boundaries for was risk-taking behaviour, and that this was a necessary, albeit dangerous, part of growing up. He presented the view that, possibly due to our growing awareness of the new risks

surrounding adolescence, society was becoming overly safety-conscious and protective, leaving no opportunities for young people to take the relatively low-level risks usually involved in asserting independence and self-discovery. Concerns were raised that this would lead at least some young people to assert their independence and test themselves in ways that were extremely dangerous and highly unacceptable, including criminal behaviour.

Written evidence from members of the Hackney School Governors Association, many of whom sit on school exclusion panels, supported the evidence described above. They claimed that many children felt bored and unmotivated at school, and put forward the view that schools should be more challenging and exciting, providing an environment in which young people could take risks without being drawn into gang culture. This was supported by comments from the Commission's youth consultation event, during which respondents claimed that young people "act up" at school due to boredom or because they find it entertaining.

The argument was also supported by teachers who presented evidence to the Commission. Mr Chris Cole, Head Teacher at St. Matthias, agreed that the opportunity to take age-appropriate risks was important for young people. He felt that sport was the key way to meet this need, and lamented the reduction of sport options in many schools. At St. Matthias he felt efforts were made to meet this need, through activities such as martial arts training.

Mr Ron Keating, Deputy Head Teacher at Cardinal Pole, expressed the view that the new curriculum at Cardinal Pole provided lots of opportunities for young people to engage in controlled and appropriate risk-taking behaviour. He also stressed the importance of ensuring that young people are afforded the opportunity to take emotional risks, such as taking on a challenging role as part of a team, where their peers were relying on them.

The issue of providing opportunities for age-appropriate risk is not discussed in the Learning Trust Behaviour Support Plan for schools. The Commission takes the view that this is an unfortunate omission that needs to be remedied.

6.2.3 CONTACT WITH PARENTS

Members heard that staff at St. Matthias are encouraged to build links with parents through home visits, which also provide the opportunity to observe young people in their home environment. Mr Cole expressed the view that creating strong ties with parents at an early stage is fundamental in addressing problems that may arise later on in the child's school career. Staff also help parents who are struggling to access support services to which they are entitled, such as financial assistance for school uniforms, and this further strengthens the link between the school and parents.

Mr Keating confirmed that Cardinal Pole takes a similar approach. He noted that, traditionally, secondary schools have less strong links with parents than primary schools, due to the larger number of students and more impersonal environment. However, Cardinal Pole are taking steps to ensure parents feel that have a share their children's education and to remove any sense of isolation felt by either students or parents. Mr Doherty also agreed, noting that in order to help a child attending a pupil referral unit to go back to mainstream education it was very important to work effectively with their parents or carers.

Sgt Ralph Lawton explained that one important aspect of the Safer Schools Partnership presence in schools was that, as they were more flexible in their work hours and not tied to the school premises, it was easier for Officers to visit student's homes and speak with their parents when appropriate. This strengthens the school's ability to liaise effectively with parents. In addition, Officers are able to work with parents and students from different schools when cross-school conflicts arise.

Lastly, the Commission identified concerns surrounding language barriers, particularly relating to the Turkish and Kurdish communities. Cllr Unluer expressed the view that parental lack of confidence in accessing services, largely due to language barriers, was passed on to Turkish and Kurdish young people. Ms Saydar agreed with this viewpoint but noted that funding applications from Derman to work with schools on this issue had been rejected.

This issue is likely to apply to a wider group than just the Turkish and Kurdish communities. Hackney Council's Corporate Plan for 2008-09 notes that 54% of primary school pupils in Hackney have a first language other than English.

The Commission takes the view that it is important for every child to feel that home and school expect similar standards and use similar methods to insist upon them. Members acknowledge that this is particularly difficult when there are linguistic barriers and/or differences of tradition to be overcome, but conclude that such considerations make it more, rather than less, important for schools and indeed other social agencies to establish meaningful links with students and their homes.

6.2.4 RECOMMENDATIONS ARISING FROM SECTION 6.2 ARE AS FOLLOWS:

Recommendation four

Members request that The Learning Trust provide a report to the Commission outlining how they will encourage and support the use of internal exclusion (where the student is removed from the classroom but remains within school grounds) as an alternative to fixed-term external

exclusion in Hackney schools, particularly those lasting five days or fewer. The report should also include details of how the Trust might work in partnership with out-of-borough schools attended by Hackney students to promote this message.

Recommendation five

Members believe that Youth Offending Team (YOT) and Safer Schools Partnership (SSP) Officers may have a helpful perspective to add in many cases of potential school exclusion. Members therefore request that The Learning Trust provide the Commission with a report explaining how they will work with schools, the YOT and the SSP in Hackney to ensure that when an exclusion is being considered, the head teacher either seeks the views of the YOT or SSP Officer best known by the young person, or briefly documents for the pupil's record the reasons why it would not be helpful or appropriate to seek these views.

In addition, the Commission encourages governing body discipline committees to hear from SSP and YOT Officers, amongst other agencies, when considering exclusions.

6.3 HOMELESSNESS

6.3.1 THE IMPACT OF HOMELESSNESS ON YOUTH AND CRIME

A 1992 report by Hagan and McCarthy found that young people who are homeless are at much greater risk than others of committing crime. Furthermore, they are at greater risk of becoming victims of crime. In his London-based study, Ballintyne found that young rough sleepers reported very high levels of victimization, with 78% reporting that they had been victims of a crime against them during their period of rough sleeping. Fear of crime was also high, with 69% reporting a fear of being a victim of crime (1999).

Baron and Kennedy found that homeless young people are also the least likely to be deterred by the threat of punishment (1991). In a study of one hundred young people aged sixteen to thirty who were homeless in large cities in the UK, Carlen (1996) found that crime, such as theft, prostitution and drug offences, had become part of a "culture of survivalism". Wincup *et al* (2003) interviewed one hundred and sixty people aged twenty-five or less who were in contact with homelessness services and found that 95% had committed an offence, predominantly related to drug or alcohol use. In addition, those leaving custody are more likely to re-offend within a year if they are homeless (Carlise, 1996).

6.3.2 HACKNEY STRATEGIES RELATING TO HOMELESSNESS

The 2002 Homelessness Act placed a duty on Local Authorities to develop Homelessness Strategies by July 2003. In response to this, LBH consulted upon and agreed a Homelessness Strategy for 2003-04, and also completed a Best Value Review of Homelessness and Advice Services.

Housing Needs are in the process of developing a new Homelessness Strategy, which is expected to be finalised soon. The draft Strategy has retained a strong focus on a multi-agency approach to homelessness prevention amongst young people. The delivery plan aims to reduce the numbers of young people leaving home early through increased community outreach work, such as raising awareness of the difficulties that face young people who leave home at a young age and early access to third-party assistance in preventing breakdown of communication at home, with a particular focus on young people from the Afro-Caribbean community. There is also a focus on providing wider range of accommodation for young people.

The new Strategy will feed into the overall Hackney Housing Strategy, of which one of the four current priorities is to meet the needs of vulnerable people. LBH is in the process of a large consultation to update the Housing Strategy, and hopes to complete this by September 2008.

The Homelessness Strategy also links into Hackney's Supporting People Five Year Strategy (2005-2010), which Housing Needs describe as the main indicator of issues and future development of the service for young people. Key relevant priorities of the Supporting People Strategy are:

- Working with providers to ensure that current provision is targeting young people who are a strategic priority for the borough, such as looked after children, care leavers, young offenders and teenage parents. This will include improving the links to statutory agencies responsible for these groups.
- Developing services to support young people with complex needs, including mental health problems and learning difficulties.
- Increasing floating support provision for young people living in emergency, temporary or permanent housing to help them maintain their accommodation.
- Developing provision for young people who need to move out of the area for safety reasons, such as risk of gang or crime involvement.

6.3.3 THE CURRENT SITUATION IN HACKNEY

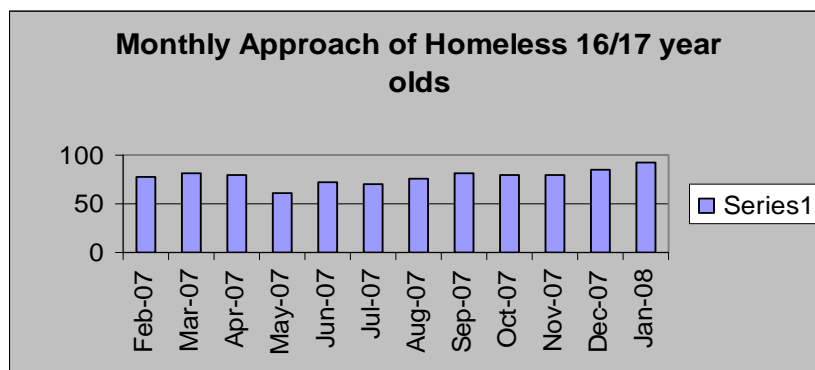
6.3.3.1 Homelessness amongst young people in Hackney

Agencies working with young homeless people tend to divide clients into two major categories; homeless households with dependent children and

young single homeless clients. This report does not address the issue of homeless households with dependent children.

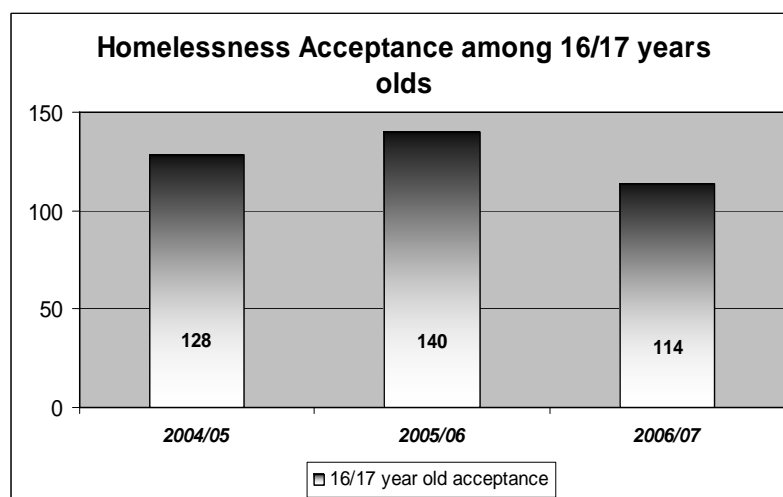
Young homeless people represent 15% of all single homeless acceptances in Hackney. The chart below shows the numbers of sixteen and seventeen-year-olds that have approached Housing and Social Services regarding homelessness during the past year.

Rate of 16/17 year olds approaching as homeless in Hackney



The following chart shows the figures for year-on-year acceptances of homeless applications from sixteen and seventeen-year-olds.

Acceptance among 16/17-year-old group in Hackney (figures from the Draft Homelessness Strategy)



Young people from BME households are disproportionately likely to leave home. Young people from the Afro-Caribbean community account for 79% of sixteen and seventeen-year-old young people accepted as homeless.

6.3.3.2 Provision in place in Hackney

The Housing Needs Division currently provides services to young people through a range of teams and operations. These are the Homeless

Assessment Team, which deals with formal homelessness applications under homelessness legislation, the Housing Advice and Options Team, which includes the front line reception function at Christopher Addison House, and the Joint Assessment Team, which has recently been merged with the asylum team in Stoke Newington Town Hall.

The Housing Advice and Options Team provides assistance to single non-priority households and place referrals to housing agencies. The Joint Assessment Team (JAT) works with young people aged sixteen and seventeen who are homeless or at risk of homelessness. Their primary aim is to prevent young people leaving home early, which they approach through multi-agency work in partnership with agencies such as Connexions and health, counselling and mediation services. Where this is not possible they place young people in accommodation, both short-term (for example, hostels) and long-term (for example, supported lodgings).

A dedicated single homelessness worker has also been appointed, who helps to ensure close working with voluntary sector organisations in the borough. In addition, the Council supports a single homeless forum, which meets on a bi-monthly basis and has wide representation from both the voluntary and statutory sectors.

Hackney has two hundred and forty-two units of supported accommodation for young people aged sixteen and seventeen with support needs, as well as non-specific supported accommodation available to people aged eighteen and above. These projects are funded through Supporting People.

A list of accommodation support service providers for young people can be found in Appendix 4.

6.3.4 ACCOMMODATION COMBINED WITH EXTRA SUPPORT

A 1999 report by Hutson noted that many young people in hostel accommodation were frightened of violence from other residents. Most expressed a desire for self-contained accommodation providing a higher level of support. Van der Ploeg and Evert (1997) and Ballintyne (1999) conclude that simply providing accommodation is not sufficient and that a strategic, multi-agency approach to homelessness is required. This is also supported by report from Metcalf and Christie, who found that many homeless young people require a programme of assessment, advice and continuing support for employment and further education, as well as accommodation and financial assistance (1993).

Some schemes for young people offering accommodation combined with further support are provided in Hackney. One example is Ridley Road, a specialist forty-eight bed project for sixteen and seventeen-year-old homeless clients. The project works with the young residents focusing on supporting them to gain education, training and skills that help them into

work. Staff also provide support that helps young people tackle other personal issues that may put them at risk of homelessness.

The Commission heard evidence from The Foyer Federation, a well-known model that emphasises the need for this type of provision.

6.3.4.1 The Foyer Federation

Mr Kevin Smith, Head of Network Services for the Foyer Federation, explained that all Foyers are independently managed and that the Foyer Federation's role is to manage the accreditation process for organisations that want to become Foyers, to promote the Foyer model and to provide support, resources and learning programmes to established Foyers.

Foyers work with a mixed community aged between sixteen and twenty-five. They are distinct from other accommodation for people at risk of homelessness, such as shelters or hostels, in that they provide holistic support services as well as somewhere to live. Members heard that, instead of simply receiving a service, young people entering a Foyer should be made aware that they are also taking on a commitment to the service. If they will not accept this two-way contract then Foyer accommodation may not be suitable for them.

There are about one hundred and thirty Foyers in the UK, although they have a lower profile in London than in other parts of the country. There are eleven Foyers in London, including the largest in the UK, Focus E15 in Stratford. There is no Foyer presence in Hackney. Foyers are located in Newham, Tower Hamlets and the City of London, but Hackney Housing Needs does not have access to them.

Foyers range in size from two hundred and ten beds (Focus E15) to five beds (the smallest Foyer, located in Cornwall). Members heard that the average size of thirty-to-forty was probably optimal.

Roughly ten thousand young people use Foyers each year, with an average stay of eight-to-ten months. There is a two-year limit on how long a young person can stay. The Commission heard that most young people were referred to Foyers through Homelessness Units, although there were some referrals from schools and colleges and some self-referrals.

To establish a Foyer a potential provider must identify a suitable location or premises and obtain funding for the set-up costs. The conversion and accreditation process normally takes about a year. The running costs are usually funded by Supporting People, although Foyers are encouraged to apply for additional funding so as not to be reliant on one funding stream. Young people's living costs are covered by their benefits or money they earn from working.

Foyers measure their success against the five Every Child Matters criteria, as required by all Supporting People funded projects. In addition, they

measure success by how many young people leave Foyers without going back into the homelessness support system.

The Commission also heard some criticisms of Foyers from members of the public. Concerns were expressed about the Foyers in Ilford and Stratford, in terms of parties, drugs and teenage pregnancies. In response, Mr Smith explained that however good any intervention project is, there will also be some young people that it does not reach. He went on to say that every Foyer has rules against the types of behaviour described, but a necessary part of the Foyer model is to give young people a level of responsibility to help them prepare for living in non-supported housing. Mr Smith felt that in the majority of cases this approach worked well for residents and helped to build their confidence.

A number of studies have found Foyers to be a helpful model for addressing the needs of homeless young people. Ward (1997) claims, "Overall, Foyers are seen as encouraging activity and self-help among the young residents... The personal support offered is understood to be a vital element in restoring self-confidence."

Worley and Smith (2001) reported two main findings from their study of young people receiving support from Foyers. Firstly, that the majority of young people's support needs had increased on their route to the Foyer and that they would have benefitted from having had access to a Foyer sooner. Secondly, that many young people in Foyers had been excluded from school and, therefore, had particular need of the educational aspect of the support package.

However, Kodz (2000) presented a mixed verdict, following an in-depth survey of twelve operational schemes, including Foyers and other similar projects. The study concluded that the impact of Foyers varied significantly depending on where they were located and stressed the need for a robust local needs analysis to be conducted before introducing provision based on this model.

The Head of Housing Needs commented that the current demographic trends and level of need in the borough suggest that there could be a case for this type of specialised accommodation for young people, in order to provide support such as links to the local community, training, education and employment. However, he noted it might prove difficult to obtain revenue funding and it would take a minimum of two years to create a Foyer in Hackney. He also explained that re-shaping a current young people's service funded by Supporting People to create a Foyer would require agreement from the Supporting People Commissioning Body and support from other stakeholders, including Members, Housing Needs, the Learning Trust and others.

6.3.4.2 Look to the Future

A privately run scheme identified in Hackney offering a similar model is Look to the Future (LtF). LtF is a residential resource offering holistic support and accommodation for care leavers between the ages of sixteen and twenty-one. Located near Hackney Downs station, they offer nine one-bedroom flats and two self-contained studios for emergency placements.

All young people provided with accommodation by LtF undergo a comprehensive needs assessment, which provides the basis for a structured package of education, social and personal life-skills training. All residents also have access to drama therapy with a trained practitioner in order to build self-confidence and self-awareness, and to explore alternative behaviours and strategies, as appropriate.

In addition, LtF provides targeted support, such as assistance in accessing the relevant support services, to young people in the following groups: young people with mild learning difficulties, young offenders, young parents, and unaccompanied asylum seekers.

When a resident is perceived to have sufficient skills to move on to independent living, LtF works in conjunction with Local Authorities, Social Services and Local Housing Associations to provide assistance in finding suitable accommodation. They also offer an outreach support service for those that have moved on.

LtF does not provide the same universal service as a Foyer, as it is targeted only at care leavers, but it appears to offer the same model of holistic support. A site visit was undertaken in 2007 by a small group of Commission Members, who formed a positive impression of the service. Further contact in early 2008 revealed that Hackney has only made two referrals to LtF in the last year, with the majority of spaces being filled by referrals from Islington, Newham and Enfield.

The Commission shares the view of Council officers that, where possible, the right place for adolescents to live is with their parents. However, it feels that where this is not possible alternative accommodation is needed that can provide at least some of the support and encouragement that parents can offer in order to minimize the risk of young people being drawn into various kinds of unacceptable behaviour as a result of having to fend for themselves before they are ready to do so.

6.3.5 RECOMMENDATIONS ARISING FROM SECTION 6.3 ARE AS FOLLOWS:

Recommendation six

The Commission requests that Housing Needs review the current level of provision combining accommodation with holistic support services that is available for young people in Hackney, with a view to determining whether there is sufficient provision available to meet young people's needs, and report back to the Commission.

The report should also set out whether there are supported accommodation services available in Hackney (such as the Look to the Future Service) which are being used by Local Authorities other than LBH, and the reasons for this. The Commission acknowledges that this may be because looked-after children in Hackney are better prepared to move directly into independent accommodation and therefore do not have need of this service, or because the need is being met elsewhere.

Members also request that, having established the level of provision and of need for supported accommodation services in the borough, Housing Needs consider the case for a Foyer being developed in Hackney, including any further local needs analysis, and report back to the Commission.

6.4 SERVICES FOR YOUNG PEOPLE

6.4.1 YOUTH PROVISION AND CRIME

Evidence presented to the Commission by Professor Bowling indicated a very high percentage (up to 98% on self-surveys) of young people, young males in particular, had committed a criminal offence, although these offences did not necessarily lead to conviction. This being the case, Professor Bowling suggested that the question should not be 'why do some young people become involved with crime?', but rather 'why do most young people grow out of crime / stop committing crimes?'

Further evidence from Professor Bowling's research indicated that deterrence in the form of the criminal justice system appeared to have very little impact on the decision to stop committing crimes. Instead, he suggested, the young person's personal decision to withdraw from criminal activity is the key to lasting change, and it is essential for community and statutory services to support this process through the provision of alternative positive activities.

Therefore, Professor Bowling suggested, it is necessary to provide a three-tiered model of youth activities; universal services to support all young people, targeted interventions for those most at risk of becoming

involved with youth crime, and finally, reintegration services for those who have previously been involved with crime.

The Make Space Youth Review (2007) appears to support the need for universal provision. Following a study of over sixteen thousand young people, parents, teachers and youth workers, the review noted that the overwhelming majority of young people said they were often bored, most notably in the hours directly after the end of the school day. The report goes on to link boredom and the likelihood of becoming involved in criminal activity.

Support for targeted activity programmes for young people can be found in the NACRO report, 'Making a Difference: Preventing Crime through Youth Activity' (2000). The report concluded that introducing such programmes in disadvantaged areas can dramatically reduce youth crime.

6.4.2 THE NATIONAL CONTEXT

In 2005, the Government published Youth Matters, its green paper on the future of youth services in England. This set out the basis for the youth offer, and proposed a major set of universal and targeted measures for 13-19 year-old young people.

Amongst other measures, Youth Matters proposed a Youth Opportunity Fund (YOF) and a Youth Capital Fund (YCF) so that young people could have a say in deciding how to spend money on youth services in their area. The Funds were intended to involve young people, especially those identified as hard-to-reach, in identifying and creating positive activities. In 2007-08 London received £5.1 million for the YOF and £4.4 million for the YCF.

A £79 million package has also been announced for a 'London Youth Offer', which will be jointly funded by the London Development Agency (LDA) and the Department for Children, Schools and Families (DCSF). The package will run over two years from 2008 to 2010, and the objectives are based on those already established by the YOF and the YCF, as well as the Positive Activities for Young People programme (discussed in Section 6.4.4). The funding is particularly aimed at deprived and hard-to-reach young Londoners who are the most likely to be victims of crime and are at risk of involvement in anti-social behaviour or street gangs.

In 2007 the Government published 'Aiming high for young people: a ten-year strategy for positive activities'. The strategy aims to foster a more positive approach to young people across society, to increase young people's participation in positive activities that build social and emotional skills and to enable young people to have a greater say in the services provided for them. The DCSF will be responsible for progressing the strategy over the next ten years.

All Local Authorities also have a Local Strategic Partnership (LSP), which receives a Local Area Agreement (LAA) grant and commissions projects and services through LAA funding. Hackney's LSP, Team Hackney, includes all the Council's strategic partners, such as the Learning Trust, the Police and community and voluntary sector representatives.

Team Hackney is divided into five thematic partnership boards, each relating to different service areas. Issues relating to young people in Hackney are usually addressed by the Children and Young People Partnership Board. However, as the body responsible for addressing issues of crime and fear of crime in Hackney, the Safer Cleaner Partnership Board takes the lead on issues relating to youth and crime and has oversight of the Youth Crime Reduction subgroup. Team Hackney is also responsible for establishing LAA task groups to look at specific issues, such as Guns and Gangs.

6.4.3 YOUTH SERVICES

Youth Services is the department of the Council responsible for youth provision and manages the YOF and YCF, as well as the Positive Activities for Young People programme. The primary purpose of Youth Services is to provide activities and opportunities to young people aged between thirteen and nineteen to promote their personal and social development. These services are delivered through a network of providers, including the community and voluntary sector.

In March 2006 a Youth Services Improvement Group was established to oversee a change programme, following an inadequate Ofsted Inspection grading in 2006. This change programme has been accompanied by a significant increase in investment over the past two years. Youth Services particularly targeted the following areas for improvement; staff recruitment and retention, management information and performance, curriculum planning and implementation and the infra-structure of the service.

Youth Services have made significant strides forward, as reflected in the good outcome of the National Youth Agency (NYA) Review, published in 2007 following a year-long inspection of Youth Services. The NYA Review noted that "...the first year of addressing a wide range of areas for improvement has laid firm foundation upon which to build integrated youth support services in which Youth Services takes a leading role."

Members recognise and applaud the good work that has been taking place within Youth Services, and are confident that improvements will continue to be made.

One particular challenge has been that young people in the borough have been unaware of the activities and projects available to them. This was highlighted in the recent Young Scrutiny Group report, which notes "Group Members were surprised to hear about the number of youth activities

available in the borough that they had not previously been aware of. Members feel that most young people living in Hackney are similarly unaware of the opportunities available to them.”

In order to address this, the ‘What’s On in Hackney’ guide for young people and the ‘Hackney Youth Service A-Z’ have recently been compiled. Prior to this, no comprehensive list of youth provision facilities in Hackney was available. The ‘What’s On in Hackney’ guide was distributed to young people through Hackney Today in December 2007.

6.4.4 TARGETED SUPPORT AND REINTEGRATION

Positive Activities for Young People (PAYP) is a targeted programme that has provided a range of diversionary activities for young people at risk of social exclusion since 2003. Funding is allocated to Local Authorities on the basis of youth population and street crime statistics.

The programme, provided Youth Services, aims to reduce crime by developing young people’s interests and talents and engaging them in the community. The target group is at-risk young people aged eight to nineteen, or up to twenty-five in cases where the young person has a learning and/or physical disability.

Hackney’s PAYP programme offers activities based on arts, sport and culture during the school holidays and out of school hours throughout the year. Youth Services figures indicate that the programme helped to reduce youth crime by 27% last year.

The Commission also heard from the Youth Offending Team and other organisations providing targeted support to those at risk and reintegration work to those who had been involved in youth crime.

6.4.4.1 The Crib Social Inclusion Project

Evidence was presented to the Commission from Ms Jeanette Collins about The Crib Social Inclusion project, which was started in Hoxton in 1999 as a response to the high level of crime in the area. The Crib is an outreach project, working with disadvantaged, at risk young people and their families. Members heard that The Crib had greater access to troubled areas and hard-to-reach young people than most other projects.

The Crib provides a number of different schemes for young people and their families, including work with young mothers, projects to unite young people from different boroughs, summer schemes, work with gangs, relationship-building between young people and the police, study groups, youth development programmes, and whole-family events such as barbeques and award ceremonies.

The Crib employs one full-time staff member, eight part-time staff members and ten voluntary staff members, and costs roughly two hundred thousand pounds to fund per annum. Roughly one hundred and fifty young people attend the three ward projects each week, and The Crib also tracks and supports twenty-five specific young people.

The Commission feels that the approach taken by The Crib to actively seek out 'hard-to-reach' young people is commendable. Members have heard evidence of a large and growing amount of provision of positive social experiences for young people in Hackney, but are concerned that this provision is not widely known about and often fails to draw in those who are perhaps in greatest need of it.

6.4.4.2 Peckham Evangelist Churches Action Network (PECAN)

The Commission heard evidence from Mr. Torquil Allen and his colleague Mr. Steve Rawlins, who represent an organisation operating in south London called Peckham Evangelist Churches Action Network (PECAN). The organisation was formed in 1989 as a way to improve the employment rate, in response to the high crime rates and levels of deprivation the founders saw in Peckham.

Members heard that PECAN helps disadvantaged individuals to prepare for and find work through CV preparation and interview techniques, motivational workshops and other self-esteem building courses. The organisation's services, offered on a voluntary basis, are becoming more specialised, with programmes targeting specific barriers to employment, such as disabilities, older clients with minimal IT skills and long-term unemployment.

PECAN also runs a targeted ex-offender employment preparation programme called WorkOut, funded by Department of Work and Pensions. Clients are given a risk assessment and an action plan is developed, which will involve an induction week, one-to-one job coaching, a voluntary work placement, mentoring and family support.

The three progression routes for clients of the WorkOut programme are ongoing training or education, self-generated employment (this encompasses the majority of outcomes) and a recently developed scheme called InterWork (ring-fenced paid work placements within an identified company called Interserve^{fm} Ltd). Statistics show that, of the one hundred and ninety-five ex-offenders who have completed the programme, 74% went on to employment or further training. Follow up work indicates a 93% retention rate for those entering employment. An independent evaluation on the WorkOut programme is due to take place in August 2008.

The Commission also heard about two further PECAN projects called Morph Design and the Progression Employment Education Programme (PEEP), funded by the LDA. The overall running costs of the Morph Design programme and PEEP are £250,000pa and £200,000 pa,

respectively. Referrals to both programmes are from pupil referral units, social services and the Youth Offending Team.

The Morph Design project is a sixteen-week course targeted at sixteen to eighteen-year-olds who wish to study carpentry and obtain a qualification. It is combined with a programme of personal development, including goal setting, motivational support and mentoring.

PEEP is a five-week programme for thirteen to seventeen-year-olds that includes life skills training, workplace taster sessions, peer role models, and the chance to study for GCSEs, NVQs (level two), or an ECDL Qualification. 66% of young people undertaking this programme progress onto further education, training, employment or voluntary work.

The Commission acknowledges the critical importance of the work done by a variety of statutory and voluntary agencies to ensure that young people who have committed offences are encouraged and supported to obtain and retain employment.

6.4.5 THE VOLUNTARY AND COMMUNITY SECTOR AND FUNDING

The Voluntary and Community Sector (VCS) is responsible for much of the youth provision in Hackney, whether commissioned by the Council and partners or funded through alternative sources. The Commission repeatedly heard evidence from youth projects operating in the community that the largest challenges they face to effectively meeting the needs of young people and parents in the borough is the process of obtaining funding.

Those running projects in the borough identified a number of barriers. Firstly, they claimed that the yearly funding allocation process leads to great instability in services, anxiety about premises and overheads and the inability to plan or develop long term projects. However, year-on-year funding under the LAA has now been changed and all future partnership funding will be on a three year basis.

Secondly, the funding application process itself was criticised as too complex and time-consuming. It was noted that applications written in a certain style are treated favourably, but that the skill required to do this is not synonymous with the ability to effectively engage and support young people. Therefore, they claimed, many good projects are failing to find funding because they are unable to articulate their project's merits in written language suitable to impress funding organisations.

Another concern was that to secure funding, projects need to be able to demonstrate that they are results-based. However, smaller organisations often do not have the time or skills to collect and analyse data, and have no access to assistance in this matter.

An additional challenge that was identified for small voluntary organisations is the struggle to develop effective partnership with 'salaried' organisations who sometimes do not take them seriously. This can make negotiations and equitable partnerships more difficult to achieve, particularly with large organisations.

Finally, Members heard that the majority of strategic planning meetings and training take place in normal working hours, between 9am and 5pm. Voluntary projects are often run on evenings and weekends by those holding down a full time job elsewhere. This makes it difficult or impossible for them to attend the training and planning sessions, leaving them further out of the loop.

6.4.6 RECOMMENDATIONS ARISING FROM SECTION 6.4 ARE AS FOLLOWS:

Recommendation seven

The Commission notes the concerns raised by representatives of the voluntary and community sector in terms of the overly complicated nature of the funding application process and is pleased to support the recommendation arising from the Governance and Resources Scrutiny Commission's 2007-08 Team Hackney review that a specific communications strategy be developed to make clear the purpose and rationale of strategic commissioning and the LAA clear to the voluntary and community sector (VCS).

The Commission suggests that this strategy also addresses the issue of marketing the commissioning approach to the VCS.

Recommendation eight

While acknowledging that positive social experiences are increasingly being made available to young people, the Commission is concerned that many young people, and especially those in most need of them, do not access them. Members request that a joint report from Youth Services and the Youth Offending Team outlining innovative plans for reaching out to young people and drawing them into positive social experiences be presented to the Commission.

7 CONCLUSION

- 7.1 This has been the fifth review of the Children and Young People Scrutiny Commission. The review has aimed to identify some key issues that have particular relevance to youth crime and young people as victims of crime, and to put forward recommendations that will provide support to young people in Hackney, their parents or carers and others working to help young people make positive choices about their future.
- 7.2 Given the large topic area encompassed by youth crime, it was not possible for the Commission to thoroughly investigate all issues that potentially could have been included in the review. Two issues were specifically identified by Members as worthy of further investigation. Firstly, although Members were for the most part satisfied that the 0-5 services provided to Hackney children and their parents were of a high quality, concerns were raised that they might not be reaching those who were most in need of support. Secondly, Members were interested in determining the extent to which the mental health needs of children and young people in the borough had an adverse affect on their likelihood of becoming either involved in, or a victim of, youth crime, and on other aspects of their lives. The Commission may wish to undertake further scrutiny of these issues at a future stage.
- 7.3 The issues surrounding youth and crime are complex and the themes identified in this report are all linked - schools and Youth Services are now expected to work together to provide a cohesive package of activities for young people; a breakdown in family relations as a result of a lack of effective parenting tools can lead to potential homelessness for a young person; parental engagement with a school is vital in addressing a student's challenging behaviour and avoiding exclusion, just as the school support network can be vital to a parent who is struggling to manage. It would be easy to go on.
- 7.4 So, we see that no aspect of this report can be viewed in isolation. Similarly, the Commission recognises that many of the report's recommendations require partnership working between LBH and a number of other key organisations, and intends to hold ongoing dialogue with those on whom the recommendations have an impact.
- 7.5 Finally, the Commission commends the examples of excellent work being done to address issues surrounding youth and crime encountered during this review, both separately and in collaboration, by the Learning Trust, the Youth Offending Team, other parts of Children's Services, the NHS and the Police. The Commission also expresses particular thanks to the young people who engaged in the Commission's youth consultation event and took time to complete the Commission's online youth and crime survey. The review was also enriched by the members of the public and local community representatives who attended the evidence-gathering sessions and made helpful comments and contributions.

8 MEMBERSHIP OF THE SCRUTINY COMMISSION

8.1 Elected Members:

- Councillor Bell
- Councillor Demirci
- Councillor Icoz
- Councillor Kennedy
- Councillor Landau
- Councillor C McShane
- Councillor Plouviez
- Councillor Price
- Councillor Shaikh
- Councillor Stauber
- Councillor Taylor (Chair)
- Councillor Unluer (Vice Chair)

8.2 Co-optees:

- Edith Akinnawonu
- Ralph Bergmann
- Andrew Bridgwater
- Vera Edwards
- Mary Ludlow
- Mohammed Zeena

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Lead Councillor: Cllr Geoff Taylor

Report Originating Officer: Clair Bantin, Overview and Scrutiny Officer.

CONTRIBUTORS TO THE REVIEW

The following people gave evidence at for Children and Young People Commission meetings:

2 July 2007

Ms Florence Kroll – Head of the Youth Offending Team

3 September 2007

Dr Glenda Ericksen – Child and Adolescent Psychiatrist for City and Hackney CAMHS

Professor John Pitts – Director and Vauxhall Professor of Socio- legal Studies, University of Bedfordshire

Professor Ben Bowling – Criminology and Criminal Justice, King's College London

Ms Wendy Lanham – Head of the Early Intervention Parenting Programme

Ms Debra Philip – Head of the Family Support Service

Ms Yvonne Servante – Deputy Director of Learning and Standards for Secondary Schools, TLT

8 October 2007

Mr Chris Cole – Head Teacher, St. Matthias CE Primary School

Mr Ron Keating – Deputy Head Teacher, Cardinal Pole RC School

Mr Kevin Smith – Head Teacher, Daniel House Pupil Referral Unit

Ms Liz Tonge – Programme Manager, Attendance and Behaviour Service, TLT

Ms Val Wesolowicz – Head of Attendance and Behaviour, TLT

5 November 2007

Mr Paul Owen – Principal Manager,
Looked After Children

Ms Veronica Flemming – Parent from the
Early Intervention Parenting Programme

Mr Torquil Allen – PECAN

Mr Steve Rawlins – PECAN

Ms Lynda Green – Dalston Youth Project

Mr Leonard Williams – Dalston Youth
Project

3 December 2007

Mr Alan Wood – Chief Executive of TLT
and Corporate Director of Children's
Services

Sgt Ralph Lawton – Safer Schools
Partnership

Ms Nicola Baboneau – Community and
Partnerships, TLT

Ms Ruth Jacobs JP

Ms Penny Dixie – Assistant Director,
Support for Children and Young People,
TLT

9 January 2008

Professor Steven Scott – Professor of
Child Health and Behaviour, King's College
London

Ms Estella Maselino – Hackney Schools
Mentoring Project

Ms Deryl Walsh – Hackney Schools
Mentoring Project

Ms Seanne Brearley – Hackney Schools
Mentoring Project

Ms Gracia McGrath – Chance UK

Mr Peter Blackwell – ReachOut! UK

Mr Steve Curtis – CityZEN

Ms Jeanette Collins – The Crib

4 February 2008

34 young people – from a range of organizations, including Youth Services, YOT, The Crib and Hackney Youth Parliament

21 February 2008

Ms Algin Saydar – Chief Executive, Derman

Mr Kevin Smith – The Foyer Federation

Mr Garmon ap Garth – The Foyer Federation

Mr Royston John – NCBI

3 March 2008

Mr Simon Bird – The Learning Trust

The following people greatly enhanced the Scrutiny Review by attending some or all of the evidence-gathering meetings and making helpful comments and contributions:

- **Cllr Rita Krishna** – Cabinet Member for Children’s Services
- **Cllr Sharon Patrick** – Cabinet Member for Health
- **Mr Michael Connors** – Youth Participation Manager, LBH
- **Mr Nathan Cato** – Youth Worker, LBH
- **Mr Yahya Hafesji** – Consultation Officer, LBH
- **Mr Vernon Strowbridge** – Head of Revenues, LBH
- **Chief Superintendent Steve Dann** – Borough Commander
- **Superintendent Leroy Logan, MBE** – Metropolitan Police
- **Superintendent Alun Goode** – Hackney Borough Police
- **Sgt Homre Varley** – Hackney Borough Police

- **Mr Clive Seall** – Operations Manager, YOT
- **Ms Liz Dewsbury** – Effective Practice & Programmes Manager, YOT
- **Mr Curtis Ashton** – Operations manager, YOT
- **Mr Paul Olaitan** – Operations Manager, YOT
- **Ms Juna Daniel** – YOT Officer
- **Ms Moira McCarthy** – YOT Officer
- **Ms Natasha Barrett** – Final Warnings Officer, YOT
- **Ms Gemma Wright** – Group Facilitator, YOT
- **Ms Osoria Oluaregbe** – YOT Officer
- **Ms Jackie Loftus** – Neighbourhood Officer, Hackney Homes
- **Mr Wayne Hylton** – Estate Safety Manager, Hackney Homes
- **Ms Elaine Peers** – The Learning Trust
- **Ms Diane Pungartnik** – Director Hackney Modern
- **Mr Ian Levy** – Robert Levy Foundation
- **Ms Deborah Thomas** – Hackney Quest
- **Rev Joyce Daley** – Coordinator for Hackney Borough Street Pastors
- **Rev Rose Hudson-Wilkin**
- **Mr Taiwo Ojo**
- **Ms Samia Siddik**
- **Mr Nick Morris**
- **Mr Michael Jacobs**
- **Mr Chiatulah Ameke**
- **Mr Lloyd French**
- **Ms Joyce Berry**

- **Mr Christopher Sills**
- **Mr Cuthbert Jack**

Representatives from the following organizations provided evidence to assist the review via telephone, letter or email:

- **Ms Marie Price** – Head of Consultation, LBH
- **Mr Zulfiqar Mulak, MBE** – Head of Housing Needs, LBH
- **Ms Emma Oppen** – Customer Services Manager, LBH
- **Mr Matthew Chan** – Performance Officer, LBH
- **Ms Jill Godsey** – Marketing Coordinator, Big Brothers Big Sisters of America
- **Mr George Hosking** – The WAVE Trust
- **Dr Sue Bailey** – Adolescent Forensic Service
- **Fairbridge**
- **Look to the Future (LtF)**
- **Ms Mary-Anne Anaradoh** – Acting Principal Lawyer, LBH
- **Ms Nicole Wood** – Financial Comments, LBH

Members are grateful to all those who took part. Errors and omissions are the responsibility of the Commission.

Scrutiny Commission Review Proposal

1. Proposed review

It is proposed to investigate the needs of young people in Hackney who are at risk of becoming, or who are already, involved in crime or other antisocial behaviour. The review will identify whether there is more that the Council, its partners and/or the wider Hackney community can do to support young people in this situation so that they can play a full and positive part in the life of the community.

2. Origin of proposal (e.g. Surgery, Neighbourhood Committee, outside body, performance indicator, Mayor's Priority)

The review topic was proposed at the 15 February 2007 Children and Young People Scrutiny Commission meeting, as an issue of key Member interest. This was supported by the results of a recent Scrutiny survey that identified 'crime and how to prevent it' as the most important area of concern for local residents, and the area which they thought would most benefit from an in-depth review.

The topic has clear links with the Mayor's Priority 1, 'raising the life chances of the most disadvantaged', with specific reference to children and young people. Steps will also be taken to encourage a strong level of engagement in the review from local community leaders, which ties in with the Mayor's Priority 3, 'involving the whole borough in what we do'.

In addition, the review aims to support one of the Local Area Agreement (LAA) targets, namely to 'reduce overall crime in line with local Crime and Disorder Reduction Partnership Targets and narrow the gap between the worst performing wards/neighbourhoods and other areas across the district.'

Further details of the review were finalised in consultation the Cabinet Member for Children's Services, Cllr Rita Krishna, the Director of Children's Services, Mr Alan Wood and the Head of Service for the Youth Offending Team, Ms Florence Kroll.

3. Scope and terms of reference

- To review statistics relating to the involvement of young people with crime in Hackney.

- To consider the current range of services available in the Borough aimed at either preventing or dealing with the impact of youth crime.
- To identify and understand the various factors that increase a young person's chances of becoming involved with crime and remaining involved with crime.
- To identify a repertoire of tools and intervention techniques that can combat these risk factors and encourage young people to reject crime, through examining best practice both within Hackney and elsewhere.
- To access people in the statutory agencies and the community and voluntary sector who are working with young people involved with crime or at risk of becoming so, and to share these findings.
- To encourage community representatives to engage with this important issue and to play a leading role in the review, through attending all public evidence-gathering sessions and providing ongoing feedback.
- To make recommendations for future policy and/or practice.

4. Timescales and methods (including details of formal meetings, public engagement, site visits and other sources of evidence)

The review will begin in September 2007 and presentations and/or consultations will take place at the scheduled October 07, November 07, December 07, January 08 and February 08 Commission meetings. Site visits and *ad hoc* meetings with Officers will be conducted as necessary and reported to the Commission.

It is anticipated that the review will involve:

- Written submissions
- Evidence gathering in public
- Closed interviews with young people and professionals working in the field of youth crime
- Site visits where appropriate
- Comparisons with other boroughs

5. Objectives and likely outcomes

Recommendations for action are likely to affect:

- Young people in the borough who are or have been involved in crime, or young people at risk of becoming involved in crime.

- Individuals or organisations who may be involved in the provision of services to young people involved in crime or at risk of becoming so.

6. Lead Member

Cllr Geoff Taylor, supported by all other Members of the Children and Young People Commission.

7. Details of how the review and its outcomes will be publicised

The final report will be concluded in March 2008 and will be presented to Cabinet and Council. It will be available on the Hackney website. A brief summary of the report will be published in *Hackney Today* and will be sent to the *Hackney Gazette*. A fuller summary will be sent to organisations which the Commission considers would be interested in its findings.

8. Key contributors to the review

Contributor	How have they been consulted on proposal
Council Lead Officer Ms Florence Kroll	A series of planning meetings with the Lead Member, which will continue at regular intervals throughout the course of the review
Council Officers	Alan Wood, Corporate Director of Children's Services
Executive Member(s) Cllr Rita Krishna Cllr Julius Nkafu	Cllr Krishna was consulted over the choice of review topic and general review planning. Cllrs Krishna and Nkafu are also invited to attend evidence-gathering sessions during the review.
Team Hackney Partnership	The Children and Young People's Partnership Board and the Safer, Cleaner Partnership Board
Partner Organisations	Hackney Police, the Learning Trust
Live/Pending Consultations	Local JPs, academic experts in relevant fields

Further details will be added during the course of the review

9. Scale of recommendations and parties requested to implement

Service/organisation	Timescales and method for response

Further details will be added during the course of the review

10. Details of how outcomes will be monitored

The final report will detail how the recommendations will be monitored, which may include reports back to the Children and Young People Scrutiny Commission from the parties asked to implement the recommendations. It is intended that the commission will routinely monitor the implementation and impact of its recommendations for up to three years (i.e. until May 2011).

Extract from the Learning Trust's 2004 Behaviour Support Plan:

Sanctions Other Than Exclusion

Exclusion is the most serious sanction that a school can use. It is important that schools have a range of alternative sanctions that are available so that exclusion can be used sparingly. Over-use of exclusion will not only lead to children missing out on education and falling behind but it will also reduce the seriousness with which pupils view it.

This plan cannot provide an exhaustive list of alternative sanctions but schools can consider strategies that could include:

- Restorative Justice – The “perpetrator” and the “victim” are brought together so that the harm done can be redressed and both parties are given an opportunity to take part in the process
- Detention – As long as heads give 24 hours notice, parental consent is not required. No notice is required for a detention of 15 minutes.
- Withdrawal of privileges – pupils kept in and supervised during break-time; pupils not allowed to take part in school trips; pupils prevented from taking part in sports.
- Community service type punishments – For example a pupil who has engaged in vandalism or graffiti is instructed to assist in cleaning or repairing the damage he / she has inflicted
- Internal exclusion – pupils withdrawn from classes for a finite period and supervised in another part of the school.
- Letters to parents – A formal letter to parents explaining the behaviour and emphasising the seriousness of the incident
- Meetings with parents – Inviting the parents to the school to explore the reasons for the behaviour and drawing up a home-school contract or initiating a Pastoral Support Programme.
- Parent involvement – parents attend lessons with the pupil (primary schools)
- Student court – pupil agrees to abide by the decision made by members of the school community
- Internal exclusion from peers – A pupil’s individual school timetable can be changed so he / she comes to school at a later time than other pupils and leaves after other pupils have left. The pupil is withdrawn from classes, supervised in another part of the school during lesson time and break times. This may be appropriate where the pupil is engaging in negative interactions with other pupils
- Lunchtime exclusions – The behaviour of some pupil’s may be the most challenging at break times. The pupil could be supervised during morning break and then excluded for lunchtimes. In many cases, this will require the parents to collect and supervise the child during lunchtime and so needs careful arrangement. Lunchtime exclusions

are subject to the same legal provisions as normal exclusions. In other words they must be for a fixed period and the parent has the same right to make representations to governors.

- Short term placements at off-site provision such as Daniel House or St. John's Learning Centre - A short time at a PRU where the pupil can meet others who have been permanently excluded can reinforce the seriousness of the situation and focus the pupil on what permanent exclusion would mean.

Schools should avoid sanctions that could be deemed humiliating to pupils. For example, if a pupil has not been engaging in vandalism or graffiti, it might not be reasonable for that pupil to be instructed to take part in a community service punishment removing graffiti.

Appendix 4

Providers of accommodation support services to young people

CLIENT GROUP	PROVIDER	SERVICE	SERVICE TYPE	CAPACITY
Offenders/At Risk of Offending	Nacro Community Enterprises Ltd	Offenders Accommodation Based	Accommodation Based	16
	Novas (Bridge HA)	Sanctuary HA Scheme	Accommodation Based	9
	Novas (Bridge HA)	Ex Offenders Offenders	Accommodation Based	7
	One Support Housing Group	Male Ex Offenders	Accommodation Based	6
	Penrose HA	Mens Offenders	Accommodation Based	40
	Penrose HA	Womens Offenders	Accommodation Based	4
	St Martin Of Tours	Offender Accommodation Service	Accommodation Based	6
Young People At Risk	Centrepoint	Centrepoint Young People	Accommodation Based	23
At Risk	Christian Alliance	Young People at Risk Accommodation Based	Accommodation Based	11
At Risk	Circle EPIC	Young People Floating Support	Floating Support	16
At Risk	Circle EPIC	Young People Shared Supported Housing	Accommodation Based	6
At Risk	Family Mosaic	47 Dalston Lane	Accommodation Based	7
At Risk	Outward	Young People at Risk	Accommodation Based	37
At Risk	St Martin of Tours	Vulnerable Young People	Floating Support	15
At Risk	St Martin of Tours	Youth Services	Accommodation Based	20

At Risk	St Martin of Tours	Youth Services - Scattered	Accommodation Based	27
At Risk	One Support Housing Group	High Support-Young Vulnerable schemes No 1	Accommodation Based	26
At Risk	One Support Housing Group	High Support-Young Vulnerable schemes No 2	Accommodation Based	29
Young People Leaving Care	Shian	Young People Support Service	Accommodation Based	19
Young People Leaving Care	Novas	Young People Leaving Care	Accommodation Based	6
Teenage Parents	Family Welfare Association	TP Accommodation Based Service	Accommodation Based	6
	St Martin of Tours	Floating Support Teenage Parents	Floating Support	15
	One Support Housing Group	Patchwork Teenage Parents	Floating Support	15
	One Support Housing Group	Patchwork Mother and Baby Scheme	Accommodation Based	20