

Report for: Cabinet September 2018

Title: Decision on the development of a Youth Zone in Haringey

Report authorised by : Ann Graham, Director of Children's Services

Lead Officer: Charlotte Pomery, Assistant Director Commissioning

Ward(s) affected: All

**Report for Key/
Non Key Decision:** Key Decision

1. Describe the issue under consideration

- 1.1 Enabling all children and young people to have the best start in life is a key priority of the Corporate Plan, Building a Stronger Haringey Together, 2015 – 2018. Whilst the Council continues to face a challenging financial climate over the coming years due to reducing funding, increasing need and growing demand, the approach continues to be ambitious focusing on improving outcomes for all children, young people and families.
- 1.2 In March 2017, Cabinet agreed a partnership in principle between the Council and OnSide to develop a Youth Zone for Haringey. In March 2018, Cabinet agreed to take forward this partnership following the selection of a site at Woodside High School as a possible location of a Youth Zone. In the Cabinet report, a number of next steps were identified which have, however, not been taken forward by officers at this stage.
- 1.3 Following the local election in May 2018 and work to develop a new and as yet emerging strategic approach by the Council and partners to addressing the needs of young people at risk, it is felt that the landscape in which a Youth Zone would be operating in the borough is not yet clear.
- 1.4 Through this paper, Cabinet will be asked to review the previous decision to proceed with a Youth Zone in the borough and to halt any steps to developing the partnership with OnSide in Haringey.

2. Cabinet Member Introduction

- 2.1 As the Lead Member for Communities, I am committed to improving the experiences and outcomes for all residents of Haringey. I have been saddened by the trend of increasing violence particularly affecting young people and their families in the borough but it has strengthened my resolve to address the range of factors which contribute to such incidents occurring.
- 2.2 The recommendations in this report will enable us to focus on developing both a sound evidence base and our future approach through needs analysis and engagement with local young people, families, communities and partners. I believe that the emerging community-focused and locally-based approach will

build and sustain the assets and resources that we need to address the deep-seated issues we face.

3. Recommendations

3.1 Cabinet is asked to:

3.1.1 Rescind all previous decisions made relating to a Youth Zone in Haringey, in particular, its establishment, location, funding and the partnership with OnSide and to dissolve any arrangements made for a Youth Zone.

3.1.2 Delegate to the Director of Children's Services, in consultation with the Lead Member for Communities, to take any further steps necessary to dissolve the arrangements made for a Youth Zone.

3.1.3 Agree that Officers continues with the task of shaping the landscape of youth provision in Haringey as set out below in Paragraph 6.3.2.

4. Reasons for decision

4.1 The overall strategic approach of the Council and partners to addressing the needs of young people at risk and tackling serious youth violence has not yet been developed or agreed. Work is underway to ensure that this approach is grounded in the views and contributions of local communities and of young people directly affected, as well as of a range of professionals with experience and expertise in this area. An in-depth needs analysis has been prepared which will allow targeting of resources through a better understanding of what may have most impact in Haringey and a range of interventions are being explored to consider whether they would work well together to address need in Haringey. The implications of such analysis and engagement for youth provision have not yet been worked through which means that the landscape in which a Youth Zone would be operating in the borough is not yet clear.

4.2 The engagement so far with community members, young people and other stakeholders to develop the strategic approach outlined above has confirmed that a community based response resonates widely and is emerging as a strong plank of any future developments. Members are keen to optimise the opportunity to work directly with local communities, recognising and building on their strengths and assets in developing and implementing the overall strategic approach.

4.3 In light of the work to develop a sustainable and strategic approach to addressing young people at risk, questions have been raised about whether a single base for youth provision, rather than a network of community settings acting as bases for provision across Haringey, is a preferable approach. Again, it is considered too soon to be in effect shaping future provision around a single offer when the overall priorities and outcomes for young people at risk have not yet been developed or agreed more widely.

4.4 A further factor contributing to the decision being placed before Cabinet, regards the location and site of the proposed Youth Zone, which was planned to be developed on premises at Woodside High School. Such provision would

enhance the youth offer in Wood Green, the infrastructure for which is recognised to be underdeveloped. However, the potential premises identified are land designated as Metropolitan Open Land, an important consideration for any development. Members are keen to explore options which do not compromise the amount or quality of such land in the borough.

- 4.5 It is fully recognised that working in partnership with OnSide would bring considerable additional investment into the borough for youth provision. However, such a partnership also requires a significant proportion of the Council spend on existing youth services to be diverted to supporting a Youth Zone. Given the fragility of funding for youth provision and the need for a strong evidence base for future investment, and for the reasons outlined above, Members do not consider it desirable to make such a commitment at this point in time.

5. Alternative options considered

- 5.1 The option to continue to develop a Youth Zone for Haringey on the site of the Woodside High School in partnership with OnSide was considered but discarded for the reasons set out above.
- 5.2 The option to pause development of a Youth Zone for Haringey in partnership with OnSide in light of issues with the site as set out above and to pursue other sites was considered but discarded for the reasons set out above.

6. Background information

- 6.1 A decision to enter into partnership with OnSide to deliver a Youth Zone for Haringey was made in principle by Cabinet in March 2017. This was followed in March 2018 with an agreement for the Council to work with OnSide to establish a Youth Zone on a site on the premises of the Woodside High School, the freeholder for which is the Council. This decision was made subject to a number of issues being resolved including the ability to use Metropolitan Open Land (MOL) for a Youth Zone, any detailed contractual or lease arrangements being developed and engagement with young people and families on what should be delivered on the ground. The development of such arrangements and actions, as identified in the Cabinet paper, has not taken place and no application to the GLA in respect of the MOL has been made.
- 6.2 As highlighted in the emerging Borough Plan, Haringey is a very diverse place – with strong, connected communities, opportunities for learning and in a world city offering its residents great potential. All Haringey schools are good/outstanding and Progress 8 scores at GCSE are above the London average. However, this profile masks stark inequalities – with some children and young people experiencing multiple risk factors, being vulnerable to harm and not achieving their full potential. Recent needs analysis, still being developed, highlights some key factors which the borough needs to address to improve outcomes consistently for all children and young people.
- 6.2.1 Recent events vividly and tragically highlight the impact of not responding to children and young people’s vulnerabilities: more than 80 young people were killed or injured by knives in Haringey in the year to February 2018; 1 in 8

firearm discharges across London occurred in the borough during this period. Other key indicators include:

- Sixth highest rate of 17 year olds cautioned/sentenced of all London Boroughs
- 335 victims of Serious Youth Violence (SYV) in the 12 months to December 2017, an increase of 4% compared to the previous period
- Age profile of SYV suspects shows most offenders aged 15 to 18
- Only 55% of Haringey residents agree the police do a good job, compared to a London average of 68%, the second lowest level in London.
- Our in-depth audit of the 20 most prolific young offenders known to our YOS shows that most have experienced loss/separation from one parent, the average first age of exclusion is 10-11 and 65% had themselves been a victim of crime by the age of 18.

6.2.2 Overall, needs analysis underpins our approach: to build effective, sustainable and community based support, addressing needs early and ensuring young people have positive choices in all areas of their lives, targeting those at most risk. This is being developed through a Young People at Risk Strategy which will have links with a range of current and forthcoming strategies and is being co-designed with young people, local residents and other stakeholders in order to ensure that it is rich both in its analysis and in its solutions.

6.3 Alongside the needs analysis, key highlights of which are set out above, current youth provision has been mapped by the Bridge Renewal Trust and Godwin Lawson Foundation (BRT and GLF). This mapping, and gapping, shows that whilst there is a significant amount of activity in the borough there are insufficient interventions at the prevention and early intervention side of the spectrum.

6.3.1 This analysis has been complemented by the views of community groups, young people and parents sought during a period of engagement.

6.3.2 Bearing in mind the above, the Council remains in the early stages of shaping the landscape of youth provision in Haringey, with a need for a clear evidence base for both existing and new provision as part of the emerging Young People at Risk Strategy.

6.4 In summary therefore, taking into account the in-depth needs analysis, the effective and sustained dialogue with communities, the detailed provision mapping and long-term strategy development underway currently, it is argued that there is insufficient clarity and agreement to develop a Youth Zone currently and that the key priority is to continue this wider work before committing to a specific model of intervention and support.

- 6.5 Key partners in the Youth Zone project, notably OnSide and Woodside High School, have been informed of the recommendations set out in this report. Detailed conversations to determine how these partners can continue to support the Council's emerging strategic objectives in this area are being held. The development of Youth Zones in other London Boroughs (e.g. Barking & Dagenham and Croydon) is noted and the Council will continue to take an interest in considering the outcomes from these initiatives.
- 6.6 As noted above, no binding agreements or commitments have been developed or entered into, as envisaged in the March 2018 Cabinet paper setting out the proposal for a Youth Zone on the Woodside High School site.

7. Contribution to strategic outcomes

- 7.1 The Corporate Plan, Building a Stronger Haringey Together, sets out the vision and priorities for the Council. It's underpinning principles of empowering communities so that people can do more for themselves and enabling all children and young people to have the best start in life align well with the proposals to strengthen the strategic approach to supporting young people in Haringey as set out in this paper.

8. Statutory Officers comments (Chief Finance Officer (including procurement), Assistant Director of Corporate Governance, Equalities)

8.1 Finance

- 8.1.1 At present there is no financial impact for the Council arising from the project at this stage. However, once this stage has been concluded, a financial assessment of resources based on future proposals can be calculated. The £26k already paid to OnSide for preparatory works to support the application to the GLA must be treated as a sunk, non-recoverable cost.

8.2 Procurement

- 8.2.1 In the absence of a formal agreement between the Council and OnSide, there are no procurement comments on the proposals contained in this paper.

8.3 Legal

- 8.3.1 There are no formal agreements preventing the Council from dissolving the arrangements for a Youth Zone. Also, there are no financial liabilities to the Council arising from the proposed decision.

8.4 Equality

- 8.4.1 The Council has a public sector equality duty under the Equality Act (2010) to have due regard to:
- a. tackle discrimination and victimisation of persons that share the characteristics protected under S4 of the Act. These include the characteristics of age, disability, gender reassignment, marriage and civil

partnership, pregnancy and maternity, race, religion or belief, sex (formerly gender) and sexual orientation;

- b. advance equality of opportunity between people who share those protected characteristics and people who do not;
- c. foster good relations between people who share those characteristics and people who do not.

8.4.2 The Youth Zone proposal aimed to increase the range of and outreach of activities for young people across the borough. This included activities accessible to and targeted at young people who share protected characteristics, including those with disabilities, young women and different ethnicities and religions. A full equality impact assessment was to be undertaken when a confirmed site had been identified for the new Youth Zone. This has not been taken forward for the reasons set out above.

9. Use of Appendices

10. Local Government (Access to Information) Act 1985