

Report for: Health and Wellbeing Board – 19th February 2019

Title: **Young People at Risk Strategy**

Report

Authorised by: Rebecca Hatch, Head of Policy & Cabinet Support

Lead Officer: **Hugh Smith, Policy & Equalities Officer**

1. Describe the issue under consideration

- 1.1 In March the Cabinet of Haringey Council will consider a Young People at Risk Strategy, the overarching aim of which is to reduce serious youth violence.
- 1.2 The Young People at Risk Strategy sets out the scale and nature of serious youth violence in Haringey, outlines a strategic model to address risk, sets the direction and priorities for medium-term activity to tackle serious youth violence, and details a set of short-term actions.
- 1.3 The strategy reflects the Council administration's priority to prevent youth violence and Borough Plan objective to ensure that children can grow up free from violence and fear of violence in the community wherever they live in the borough. It is being brought forward at a time when Central and London government have adopted new approaches to tackling youth violence and there are opportunities to learn from other localities that have been successful in this area, including Glasgow and Hackney.

2. Recommendations

- 2.1 That the Health and Wellbeing Board:
 - i. Considers the content of the Young People at Risk Strategy
 - ii. Notes the particular relevance of Outcome 2, 'Strong Families and Healthy Relationships' and Outcome 3, 'Positive Mental Health', to members of the Health and Wellbeing Board
 - iii. Comments on the content, noting the need for health partner input in relation to priorities and interventions to:
 1. Improve young people's mental health,
 2. Improve family functioning,
 3. Help young people form healthy peer relationships,
 4. Meet the needs of young people with SEND
 - iv. Considers the roles of board members with respect to the overall collective effort to reduce and prevent serious youth violence, in particular:
 1. Early identification of individual or family risk
 2. Interventions to increase safety in healthcare settings
 3. Interventions to address risky behaviours such as substance use
 4. Support for victims of serious youth violence
 - v. Recommends how the roles of board members, with respect to reducing youth violence, can be articulated in the strategy

3. Background Information

- 3.1 The Young People at Risk Strategy is informed by:
- i. The Godwin Lawson Foundation Report on Youth at Risk, which sets out the attitudes of vulnerable young people in Haringey to issues relating to crime and safety
 - ii. The profile compiled by the Youth Justice Service of 20 prolific young offenders
 - iii. The Scrutiny Review on Disproportionality in the Youth Justice System
 - iv. A literature review on youth safety and associated risk factors, drawing on publications from governmental, non-governmental, and academic sources from the UK and abroad.
 - v. A needs assessment, setting out the baseline prevalence of various risk factors in Haringey, undertaken by Public Health.
 - vi. Extensive engagement with partners, residents, and young people.
- 3.2 The strategy takes a whole systems approach to youth violence and adopts a public health model. This means involving all partners and the community in a collective effort to target those most at risk of involvement in youth violence while mitigating the risk factors and building the resilience of all young people in Haringey.
- 3.3 Our framework conceptualises a young person's level of risk, as a series of concentric circles. At the outer layer, the young person is protected and achieving positive outcomes. As risk increases, the young person moves towards the centre of the circle.
- i. At layer 1 (the outer layer) they are protected from violence,
 - ii. At layer 2 they have signs of early risk,
 - iii. At layer 3 they are accumulating risk,
 - iv. At layer 4 they exhibit risky behaviours,
 - v. At layer 5 (the innermost layer) they are involved in violence.
- 3.4 The closer the young person is to the centre of the circle (layer 5) the greater the risk that they become involved in youth violence. The overarching aim of the strategy is to keep young people in the outer layers of the circle where they are protected from risk, and to intervene to push them back to the outer layers if they start to gravitate towards the centre.
- 3.5 Risk can be seen to increase and decrease in relation to four key areas that cut across the layers of the circle:
- i. Community
 1. Protective factors include safe neighbourhoods, safe spaces, and visible positive role models

2. Risk factors include deprivation, local crime, gang activity, and low confidence in civic institutions
- ii. Family and relationships
 1. Protective factors include positive relationships with parents, trusted adults, and peers
 2. Risk factors include adverse childhood experiences, unstable home environments, and experience of bullying and/or exploitation
- iii. Mental health
 1. Protective factors include social activity and stable home environments
 2. Risk factors include poverty, adverse childhood experiences, and substance use
- iv. Attainment and opportunity
 1. Protective factors include good schools, high parental engagement in education, and local economic opportunity
 2. Risk factors include low school readiness, SEND, exclusions, and lack of qualifications

3.6 The strategy details the profile of the young people that are most likely to become involved in serious youth violence. Risk factors across the four key areas outlined in para 3.5 are disproportionately experienced by African-Caribbean boys living in North Tottenham and Wood Green, and this leads to this group becoming overrepresented among perpetrators and victims of serious youth violence. The reasons for these young people experiencing risk factors in relation to their communities, families, mental health, and education are complex and include community deprivation, multi-generational cycles of trauma, unconscious bias, and institutional racism. While the strategy is explicit about the need to improve outcomes for this cohort, it is important to note that young Black men are not the only group vulnerable to involvement in youth violence. In particular, we know from our data analysis and engagement activity that girls are at risk of certain forms of exploitation and violence; young people with SEND are more likely to be victims of violent crime; and there are particular issues within Kurdish, Turkish, and Eastern European communities.

3.7 In order to address risk factors and build protective ones, the strategy sets out interventions to achieve five key outcomes:

- i. Safe communities with positive things for young people to do, where there are strong role models and trust in institutions
- ii. Positive family environments, low levels of family stress, good parenting; and young people able to develop strong, healthy relationships with peers and trusted adults.
- iii. Confident, happy and resilient young people who are able to cope with negative experiences, setbacks, and stress

- iv. Young people thriving in school, with positive aspirations for the future and access to employment and training opportunities to get there
 - v. Less serious youth violence here and now
- 3.8 Key commitments include:
- i. Strong Communities
 - 1. Improved Youth Provision
 - a. Haringey Community Gold, a £1.5m programme funded by the Mayor of London featuring detached youth work, mental health and employment support, and a community leader development programme
 - b. Additional universal youth provision, with Wood Green as a priority area
 - c. Summer Programme 2019
 - 2. Role Models
 - a. A community leader programme to train vulnerable young people to advocate for their communities
 - b. Strategic coordination of mentoring activity across Haringey
 - 3. Trust in Institutions
 - a. Continued engagement with young people through all available channels
 - b. Safer Schools Officer assigned to every school in Haringey
 - c. Enhanced support for VCS and faith groups to utilise space and develop skills to support vulnerable young people
 - ii. Strong Families and Healthy Relationships
 - 1. Support for Families
 - a. Peer support for parents of children known to the youth justice service
 - b. Family mediation to prevent youth homelessness
 - c. Support for families affected by parental substance use
 - d. A community-led parenting support programme
 - e. Work with young adults in HMP Pentonville
 - 2. Peer Relationships
 - a. Rollout of peer support projects in youth services, building on learning from More than Mentors in Bruce Grove Youth Space
 - b. Map, coordinate, and enhance educational interventions relating to sex and relationships, exploitation and grooming, and online safety

- iii. Positive Mental Health
 - 1. Support in Schools
 - a. CAMHS Trailblazer project to deliver mental health support within Haringey schools
 - 2. Trauma-Informed Practice
 - a. Trauma-informed training for professionals working with young people
 - b. MASH referrals of knife crime victims to CAMHS
 - c. Mental Health First Aid training, delivered in partnership with the Haringey Wellbeing Network
- iv. Attainment and Opportunity
 - 1. BAME Attainment
 - a. Rollout of Vulnerability to Underachievement Toolkit to enable early identification of risk
 - b. Work with primary schools to ensure curriculums and learning materials reflect pupils' cultures and heritage
 - 2. Reducing Exclusions and Improving Alternative Provision
 - a. Establish forums for primary and secondary school teachers to improve the transition from primary to secondary school
 - b. Establish a forum to facilitate sharing of best practice in behaviour management, driving sector-wide improvements
 - c. Advocate for restorative behaviour management in schools
 - d. Address gaps in local alternative provision offer and ensure all commissioned AP meets vulnerable pupils' needs
 - 3. Pathways to Employment
 - a. Enhanced work experience offer to local secondary school pupils
 - b. Apprenticeship and Section 106 Strategies that ensure that Council resources are put to best use
- v. Reduction in Serious Youth Violence
 - 1. Criminal Justice and Enforcement
 - a. Participate in partnership operations with the police and local communities to tackle crime in known hotspots
 - b. Enforce against organised criminal activity in partnership with the MPS
 - c. Enforcement against retailers who sell knives to children

- d. Street-based and hospital-based conflict mediation
 - e. Utilise the Integrated Gangs Unit to provide and coordinate a tactical approach to enforcement and early intervention
2. Exploitation
- a. Develop the Haringey Exploitation Panel into a regional service
 - b. Establish a contextual safeguarding approach in practice
3. Re-Offending and Re-Integration
- a. Gang Exit, to support individuals affected by gang activity to access safe housing, healthcare, and employment or educational opportunities
 - b. Rescue and Response, to support young people affected by County Lines.
 - c. Advance Minerva, wraparound support for female offenders aged from 15 years old
 - d. From the Inside Out, a restorative and holistic resettlement service for young people in custody

3.9 However, we are clear that additional interventions on their own won't achieve the step change we need. For this reason, the strategy contains actions to develop a whole systems approach, making sure that the Council and partners work in a more joined-up and strategic way to address young people's vulnerabilities, under five headings:

- i. Shared Vision and Strategy
 - 1. Communication and dissemination of the strategy and the evidence base on youth violence and safety
- ii. Shared Governance and Accountability for Delivery
 - 1. A new Assistant Director for Safer Communities
 - 2. Creation of a partnership executive board
- iii. A Partnership where everyone's Role is Valued and Maximised
 - 1. Targeted partnership communications campaigns
 - 2. Training and workforce development
 - 3. Enhanced support for voluntary sector groups
- iv. A Shared and Coordinated Approach
 - 1. Development of a common practice approach across the partnership to deliver consistent and appropriate support at all layers of risk
 - 2. Participation in partner community engagement initiatives such as the Safer Neighbourhoods Board Youth Safety Summits

3. Conferences and public events to focus on and develop solutions to specific issues
- v. A Skilled and Confident Workforce Across the Whole Partnership
 1. Bringing together the whole workforce of practitioners who engage regularly with young people, from professionals to volunteers, in order to build relationships and foster good practice
 2. Workforce development to address unconscious bias and encourage restorative and trauma-informed practice
 3. Trial integrated community-based support for young people

4. Contribution to strategic outcomes

- 4.1 The Young People at Risk Strategy links to the following outcomes of the Borough Plan:
 - i. People
 1. Happy Childhood: All children across the borough will be happy and healthy as they grow up, feeling safe and secure in their family, networks and communities.
 2. Every young person, whatever their background, has a pathway to success for the future
 3. All residents will be able to live free from the fear of harm
 - ii. Place
 1. A Safer Borough

5. Statutory Officer Comments (Legal and Finance)

5.1 Legal

There are no legal implications arising from the recommendations

5.2 Finance

5.3 There are no financial implications arising from this report

6. Environmental Implications

6.1 There are no environmental implications arising from the recommendations

7. Resident and Equalities Implications

7.1 The Council has a Public Sector Equality Duty under the Equality Act (2010) to have due regard to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act
- Advance equality of opportunity between people who share those protected characteristics and people who do not
- Foster good relations between people who share those characteristics and people who do not.

7.2 The three parts of the duty applies to the following protected characteristics: age, disability, gender reassignment, pregnancy/maternity, race, religion/faith, sex and sexual orientation. Marriage and civil partnership status applies to the first part of the duty.

7.3 The strategic objective of the Young People at Risk strategy is to prevent youth violence in Haringey by addressing the risk factors that make young people more vulnerable to involvement in criminality. It sets out the ways in which particular groups, most notably young African-Caribbean men, young people with SEND, and young people with mental health conditions are more likely to be victims and perpetrators of violent crime because they are over-represented among those experiencing various risk factors.

7.4 The Young People at Risk Strategy will help the Council to meet its public sector equality duty by reducing discrimination against and victimisation of these groups of young people. Discrimination in this sense extends to poorer outcomes in relation to their communities, their families, their mental health, and their educations. Victimisation primarily relates to their likelihood of becoming victims of violent crime.

7.5 The strategy also sets out how the Council and partners will work to improve outcomes for parents, and most notably parents of young people living in relatively deprived communities, parents experiencing difficulties managing the behaviour of their children, and parents from communities who are less likely to interact with public services. These parents are more likely to be from ethnic and religious minorities, and so the strategy will help the Council to meet its public sector equality duty to eliminate discrimination with regard to the protected characteristics of race and ethnicity, religion or belief, and pregnancy/maternity.

8. Use of Appendices

8.1 Appendix 1: Summary of Haringey Council's model for addressing serious youth violence