


**Report for:** Cabinet 12 March 2019

**Title:** Young People at Risk Strategy 2019-29

**Report authorised by :**   
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**Ward(s) affected:** All

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

## 1. Describe the issue under consideration

- 1.1. This report seeks approval from Cabinet to adopt the Young People at Risk Strategy 2019-29.
- 1.2. The overarching objective of the Young People at Risk strategy is to prevent and reduce serious youth violence (SYV) in Haringey over ten years, working with our partners and communities, mindful that the definition of young people can extend to those under 25.
- 1.3. The Young People at Risk Strategy sets out a long term strategic approach to reducing and preventing youth violence, based on a public health model; strategic priorities to achieve the outcomes of the strategy over the next four years (2019-23); and an action plan for short-term and medium-term activity.
- 1.4. The strategy reflects the administration's priority to prevent youth violence, as set out in the Labour Manifesto and the Haringey Borough Plan (2019-23).
- 1.5. The strategy is being brought forward at a time when Central and London government have adopted new public health approaches to tackling youth violence. This strategy aligns fully with this approach and draws on learning from successful implementation of activity to reduce youth violence in localities such as Glasgow and Hackney.

## **2. Cabinet Member Introduction**

- 2.1. Nothing can be more important than providing a safe and secure environment for children to grow up in. This strategy aims to galvanise the council, our local public partners, voluntary, community and faith organisations, the wider community and young people in a civic effort to ensure that achieve for all children in Haringey.
- 2.2. Across our borough, youth projects such as Project Future in Northumberland Park, which supports young men on the estate to improve their health and well-being and take positive pathways in their lives; the London Boxing Academy on White Hart Lane; and the Council's Young Adults Service, which works with Haringey's care leavers, empower Haringey's young people to become independent adults. At the centre of all of this incredible work are strong, positive, healthy relationships between young people and their peers, and with trusted adults. That is what this strategy is focused on, developing an environment in our borough where those positive relationships, in the community, families, at schools, in faith organisations and youth providers, can flourish.
- 2.3. That's why we are committed to investing in youth work, which nationally has been so undermined over recent years, and to listening and acting upon the views of young people, particularly those who are the most at risk of being affected by violence. That's why the strategy has a specific focus and actions on those young people who we know are a greater risk, such as those at risk of exclusion from school, those in the care system, those from poorer economic circumstances; black boys; and those with special educational needs. We urgently need to improve outcomes and support for children in these groups.
- 2.4. We place a great emphasis on community engagement and I look forward to ongoing and challenging interaction from our local communities as we deliver this strategy.

## **3. Recommendations**

- 3.1. It is recommended that Cabinet:
  - 3.1.1 Approves the Young People at Risk Strategy attached at appendix 1.
  - 3.1.2 Approves the Young People at Risk Action Plan attached at appendix 2.
  - 3.1.3 Notes the Young People at Risk Evidence Base attached at appendix 3
  - 3.1.4 Notes the Young People at Risk Equalities Impact Assessment attached at appendix 6.

## **4. Reasons for decision**

- 4.1. Haringey can be proud of its strong, connected, and cohesive communities. Young people are able to grow up free from experience of violence in the vast majority of Haringey's communities, achieving highly thanks to excellent schools, supportive families, and positive role models from all walks of life. Violent crime is falling faster in Haringey than in London as a whole. In the last

year we have seen 20% fewer knife injury victims under 25 years old.

- 4.2. However, serious youth violence (SYV) is an issue that has devastating consequences for too many young people in Haringey. A spike in violent incidents resulting in deaths of young people in London in 2018 necessitates concerted action across the system, in order to ensure that all our young people can grow up free from fearing or experiencing violence.
- 4.3. These developments require the Council and its partners to adopt a new approach to tackling SYV, taking the opportunity to learn from localities that have achieved successful outcomes.
- 4.4. To achieve maximum impact, all partners need to work together as a system. The Young People at Risk strategy will take a whole systems approach to preventing youth violence, based on a public health model. This means working across the whole partnership and with communities to implement evidence-based measures to address vulnerabilities and build resilience.
- 4.5. In order to help Haringey's young people stay safe, we need to address the drivers of serious youth violence. Accordingly, the Young People at Risk strategy seeks to achieve the following outcomes:
  - 4.5.1. Strong communities: Safe communities with positive things for young people to do, where there are strong role models and trust in institutions
  - 4.5.2. Strong families and healthy relationships: Positive family environments, low levels of family stress, good parenting; and young people able to develop strong, healthy relationships with peers and trusted adults
  - 4.5.3. Positive mental health and wellbeing: Confident, happy and resilient young people who are able to cope with negative experiences, setbacks, and stress
  - 4.5.4. High achievement and opportunity: Young people thriving in school, with positive aspirations for the future and access to employment and training opportunities to get there
  - 4.5.5. Reduction in Serious Youth Violence: Young people are protected from exploitation and from experience of serious youth violence

## 5. Alternative options considered

- 5.1. Do Nothing
- 5.2. The strategy would not be developed and adopted. This would compromise the Council and the partnership's capacity to reduce and prevent SYV in Haringey and thereby jeopardise the fulfilment of the manifesto pledges and Borough Plan outcomes outlined above. It is not mandatory to have a Young People at Risk strategy. However, not having one would fail to signal the Council's intent and commitment on this issue.

## 6. Background information

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## 6.1. Serious Youth Violence in Haringey

- 6.1.1. Serious youth violence (SYV) is an issue that has devastating consequences for too many young people in Haringey. There were 346 victims in Haringey in the 12 months to January 2019. However, many more young people in Haringey are exposed to violence through social networks and social media.
- 6.1.2. SYV includes, but is not limited to, weapon-enabled crime. These types of crime make up a significant proportion and have the most harmful consequences.
- 6.1.3. Young people tell us that they carry knives for personal safety and fear of being a victim, and to a lesser degree a desire for status or peer pressure. Engagement suggests that knives have become normalised for some young people in Haringey, through association with knife carriers and exposure to knife-related incidents on social media.
- 6.1.4. SYV in Haringey is largely driven by criminal exploitation of young people within a system of criminal activity that is controlled by adults for financial gain. This exploitation takes a number of forms, including county lines, child criminal exploitation (CCE), and child sexual exploitation (CSE).

## 6.2. Serious Youth Violence Profile

- 6.2.1. A disproportionately high number of victims of serious youth violence, including knife crime, are from Black-African and Black-Caribbean communities.
- 6.2.2. Three quarters of SYV victims are male and a quarter female. Young people have told us that under-reporting is more common when young women are victims. Three quarters of victims are aged between 15 and 19.
- 6.2.3. Perpetrators of knife crime across London and in Haringey are disproportionately described as from a BAME background. In Haringey, young Black people are significantly overrepresented in the youth justice cohort.
- 6.2.4. Across London almost 90% of violent offenders are male and 85% of the youth justice cohort are male. Children with a special educational need and/or a disability (SEND) are significantly overrepresented in the youth justice cohort.
- 6.2.5. Looked-after children are significantly overrepresented among victims and perpetrators. 28% of the Haringey youth justice cohort in 2018 were looked-after.
- 6.2.6. A significant proportion of both victims and perpetrators have experienced violence and trauma in their own lives.
- 6.2.7. Violent offences where 10-19 year olds are victims are concentrated between 3pm and 6pm, the time period immediately after school.
- 6.2.8. Key locations include Wood Green High Road, Bruce Grove, and Tottenham Hale, with high volumes of incidents also occurring across Northumberland Park, Tottenham Green, and West Green wards. However, hotspots have shifted over time following targeted partnership work with the police and communities.

## 6.3. Risk and Protective Factors

- 6.3.1. Risk factors are aspects of a person, group, or environment that make serious youth violence more likely to occur. From local and national data and what we have heard from young people and partners, we view the following as the most critical risk factors for young people in Haringey becoming involved in serious youth violence:
  - 6.3.1.1. Adverse childhood experiences, including abuse, neglect, and household dysfunction
  - 6.3.1.2. Being a victim of any kind of violence

- 6.3.1.3. Exploitation by adults, whether through County Lines, involvement in the drug trade, gang affiliation, or sexual exploitation
- 6.3.1.4. Mental health conditions, and specifically PTSD and emotional disorders
- 6.3.1.5. Underachievement at school
- 6.3.1.6. School exclusion
- 6.3.1.7. Lack of confidence in authorities
- 6.3.1.8. Poverty
- 6.3.2. A comprehensive overview of the risk factors and the groups of Haringey young people most vulnerable to experiencing those risk factors is set out in the Evidence Base accompanying the Strategy, at Appendix 3.
- 6.3.3. Protective factors that make involvement in serious youth violence less likely include:
  - 6.3.3.1. Strong communities, with accessible safe spaces in which to pursue developmental activities
  - 6.3.3.2. Connectedness to trusted adults and healthy relationships with peers
  - 6.3.3.3. Stable home environments
  - 6.3.3.4. Positive mental health and resilience
  - 6.3.3.5. Engagement in and commitment to education.
- 6.4. The strategy's approach to keeping young people safe is to mitigate the risk factors for involvement in serious youth violence and build the protective factors. In order to do so it focuses on five outcomes, set out in para 7.6, and improvements to the way in which the partnership works together to keep young people safe, set out in para 7.7.
- 6.5. Strategy Development
  - 6.5.1. Findings from a wide range of research and evidence-gathering activity has informed the development of this strategy including:
    - 6.5.1.1. Engagement with young people in secondary schools and youth services
    - 6.5.1.2. Community engagement through public events in Wood Green and Northumberland Park
    - 6.5.1.3. Partner engagement through a Haringey Stat on Serious Youth Violence, a strategy development session, presentations to partnership boards, and individual consultation.
    - 6.5.1.4. The Godwin Lawson Foundation report on Youth at Risk, which explores the attitudes of vulnerable young people regarding crime and safety issues
    - 6.5.1.5. A Needs Assessment that set out who is most at risk by bringing together datasets relating to a comprehensive range of risk factors
    - 6.5.1.6. A joint review of school exclusions, in partnership with Haringey secondary schools
    - 6.5.1.7. A literature review on youth violence and associated risk factors
- 6.6. Long-term Outcomes and Medium-term Priorities
  - 6.6.1. The strategy commits to achieving five key outcomes over the ten-year lifetime of the strategy. These are underpinned by medium-term priorities, which reflect the key issues that the partnership needs to address, which affect young people now.
  - 6.6.2. Outcome 1: Safe communities with positive things for young people to do, where there are strong role models and trust in institutions
    - 6.6.2.1. Priority 1: Youth Provision
    - 6.6.2.2. Priority 2: Strong Role Models

### 6.6.2.3. Priority 3: Trust in Institutions

6.6.3. Outcome 2: Positive family environments, low levels of family stress, good parenting; and young people able to develop strong, healthy relationships with peers and trusted adults

6.6.3.1. Priority 1: Early Help

6.6.3.2. Priority 2: Support for Parents

6.6.3.3. Priority 3: Addressing Family Risk

6.6.3.4. Priority 4: Youth Homelessness

6.6.3.5. Priority 3: Peer Relationships

6.6.4. Outcome 3: Confident, happy and resilient young people who are able to cope with negative experiences, setbacks, and stress

6.6.4.1. Priority: Developing and Embedding the THRIVE approach

6.6.5. Outcome 4: Young people thriving in school, with positive aspirations for the future and access to employment and training opportunities to get there

6.6.5.1. Priority 1: Early Learning

6.6.5.2. Priority 2: Addressing under-achievement in education

6.6.5.3. Priority 3: Reducing exclusions and improving Alternative Provision

6.6.5.4. Priority 4: Employment

6.6.6. Outcome 5: Young people are protected from exploitation and from experience of serious youth violence

6.6.6.1. Priority 1: Diversion from the Criminal Justice System

6.6.6.2. Priority 2: Keeping Deadly Weapons off Our Streets

6.6.6.3. Priority 3: Protecting and Educating Young People

6.6.6.4. Priority 4: Targeting Lawbreakers

6.6.6.5. Priority 5: Offering Ways out of Crime

6.6.6.6. Priority 6: Standing with Communities, Neighbourhoods, and Families against Knife Crime

6.6.6.6.1. Priority 7: Supporting Victims of Violent Crime

## 6.7. Whole Systems Approach

6.7.1. Achieving the five outcomes of this strategy for all our young people requires a collective, consistent and coordinated approach from all of our partners. A whole systems approach means working in partnership to support young people and their families, at all layers of risk. At present, the deep levels of commitment and current good practice are not achieving the required level of impact, because we are not yet working together effectively enough.

6.7.2. The strategy sets out five building blocks to achieving a step change in how the partnership works together to support young people, each with supporting workstreams:

6.7.2.1. A shared vision and strategy for tackling youth violence where all parts of the system are working towards common goals; share a common understanding of the root causes of violence and scale of the problem; and are agreed on the approach to achieving lasting impact.

6.7.2.2. Shared governance and accountability for delivery across the partnership.

6.7.2.3. A partnership where everyone's role is valued and maximised; empowering members of the community who come into contact with young people to play a full role in supporting and protecting them, maximising resource and



capability in the voluntary sector to deliver coordinated and targeted support, and strengthening relationships between delivery agencies.

- 6.7.2.4. A shared and coordinated approach across the partnership that is strengths-based, relationships-based and trauma-informed, which values engagement with young people, takes opportunities to address issues in the round, and is clear what support is appropriate for a young person's level of risk.
- 6.7.2.5. A skilled and confident workforce, across the whole partnership of public and voluntary sector professionals and practitioners, which works together routinely and seamlessly, and where staff from one organisation know and trust their colleagues in other parts of the partnership.

6.8. Action Plan

- 6.9. An Action Plan that sets out how the Council and partners will work towards the identified outcomes, priorities, and whole systems approach is appended to this report at Appendix 2.

6.10. Governance

- 6.10.1. The Director of Children's Services will chair a joint executive comprising the senior leaders from the Council, the Metropolitan Police Service, health services and Haringey schools. The executive group will have overall responsibility for delivering cross-cutting programmes and for periodic review and refresh of the strategy and action plans, ensuring all aspects of the Strategy continue to be supported in their delivery. Any decisions for individual organisations will continue to be made by those individual organisations as there is no delegation of functions to the structure described above.
- 6.10.2. The joint executive will report to the Community Safety Partnership, the Health and Wellbeing Board, the Youth Justice Partnership Board, and the Local Safeguarding Children Board.

## 7. Contribution to strategic outcomes

- 7.1. The Young People at Risk strategy supports the following Haringey Borough Plan (2019-23) outcomes:
  - 7.1.1. Best Start in Life: The first few years of every child's life will give them the long-term foundations to thrive
  - 7.1.2. 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
  - 7.1.3. Every young person, whatever their background, has a pathway to success for the future
  - 7.1.4. All residents will be able to live free from the fear of harm
  - 7.1.5. Strong communities where people look out for and care for one another
  - 7.1.6. A proud, resilient, connected, and confident place
  - 7.1.7. A safer borough
- 7.2. This strategy fully aligns with the national approach to reducing and preventing serious violence set out in the Home Office's Serious Violence Strategy.
- 7.3. Haringey works in partnership with the Mayor of London's administration to tackle youth violence through liaison and joint working with the Mayor's Office of Police and Crime and the Metropolitan Police Service. This strategy fully aligns with the Mayor's Knife Crime Strategy and is integrated with the North Area Violence Reduction Plan.

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

### Finance

The development of the strategy inclusive of a manifesto pledge of £250k p.a. for youth services, is incorporated into the council's Medium Term Financial Strategy. This takes into account the pressures facing services, the need to provide resources appropriately across the council, whilst supporting of the delivery of desired outcomes stated above.

Furthermore Haringey has been successful in attracting the following additional funding in support of this programme.

- £1.5m over 3 years from the GLA for Haringey Community Gold
- £1m over 2.5 years from the DWP & DHSC for CAMHS Trailblazer
- £390k over 15 months from the MHCLG Supporting Families against Youth Crime fund for Parenting Support
- £633k over 3 years from Public Health England supporting children with alcohol dependant parents



## Procurement

The contents of this report are noted. There are no procurement implications at this stage. If, and when external commissioning of services is required to support young people at risk, procurement advice should be sought to ensure the most appropriate competitive process or route to market is employed

## Legal

There is no legal requirement for the Council to develop and publish the Young People at Risk Strategy and Action Plan. However, the Strategy and Action Plan compliments the Council's statutory duties towards children and young people in the borough, in particular, relating to promoting and safeguarding their welfare under the Children Act 1989 and Children Act 2004. The Strategy and Action Plan also falls within the Council's general power of competence "to do anything that individuals generally may do" under the Localism Act 2011.

## Equality

- 8.1. 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.
- 8.2. 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.
- 8.3. 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 Black 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.
- 8.4. 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.
- 8.5. 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.

- 8.6. The full impact on individuals and groups who share protected characteristics is set out in an Equalities Impact Assessment, attached at Appendix 6.

## **9. Use of Appendices**

Appendix 1: Young People at Risk Strategy  
Appendix 2: Young People at Risk Action Plan  
Appendix 3: Young People at Risk Evidence Base  
Appendix 4: Supporting Statements  
Appendix 5: Haringey Stat on Serious Youth Violence Presentation  
Appendix 6: Equalities Impact Assessment

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

Background papers:

Haringey Borough Plan 2019-23

Godwin Lawson Foundation: Youth at Risk

Health-Related Behaviour Survey