

Young People at Risk Strategy

2019-2023



Cabinet Member Introduction

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 all children in Haringey are able to achieve.

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.

That's why we are committed to investing in youth work, which 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 at 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 desperately need to improve outcomes and support for children in these groups.

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.

Cllr Mark Blake, Cabinet Member for Communities



Borough Commander Introduction

Haringey police are committed to reducing violence in our borough and we recognise the important role that prevention plays. This is why we believe in an approach that sees the whole problem from many angles and where we join forces to help protect young people from the earliest stages of risk. That is why we will prioritise our work in schools with an emphasis on building trust with young people as well as bearing down on violence by targeting those who are committing harm on our streets.

Only a highly committed partnership working closely with the communities and families that experience violence will achieve a lasting difference and improve safety in our borough. We are therefore committed to this work and we make that commitment knowing that policing does not have all the answers. The work we do relies on the support of our communities and we are pleased that this strategy explicitly recognises the importance of strengthening our relationships with young people and all those affected by violence.

Helen Millichap, Metropolitan Police Service North Area BCU Commander



Contents

Cabinet Member Introduction	3
Borough Commander Introduction	3
Executive Summary	4
Serious Youth Violence in Haringey	6
Our Approach	10
Haringey's public health model	13
Young Black Men	16
Young Black Women	17
A long term, whole systems approach	18
Achieving the five outcomes	26
The wider context	37
Methodology	38
Acknowledgements	39

The strategy has been developed with a wide range of partners, who have set out their roles in delivering the strategy in an Annex to this strategy. These include:

North Area Metropolitan Borough Command Unit, Homes for Haringey, Haringey Education Partnership, Bridge Renewal Trust, The College of North East London (CONEL), North Middlesex Hospital, the Youth Court, National Probation Service, Safer London, African Caribbean Institute, Mind in Haringey, and the Bishop of Edmonton.

Executive Summary

Our vision is for a borough where all young people grow up free from fearing or experiencing violence, where they are happy, succeed at school and beyond, and are supported by communities and families who together help them thrive.

Haringey's Borough Plan sets out how we will strengthen the foundations that enable our young people to succeed, and our ambitions for:

- The first few years of every child's life to give them the long-term foundations to thrive
- All children across the borough to be happy and healthy as they grow up, feeling safe and secure in their family, networks and communities
- Every young person, whatever their background, to have a pathway to success for the future
- Strong communities where people look out for and care for one another
- A safer borough

Most young people in Haringey achieve and thrive. However, serious youth violence (SYV) is an issue that has devastating consequences for too many young people in Haringey. However, as a system have to address the complex root causes of this issue which has devastating impacts on too many young people, families and communities in the borough. The Young People at Risk Strategy is our plan to reduce and prevent serious youth violence in Haringey over the next ten years. The strategy commits to a long-term strategic approach and defines the outcomes we want to achieve over the next ten years. It also commits to priorities for the Council and partners over the next four years to focus activity that will help achieve those outcomes. These will be reviewed and refreshed in identifying the next phase of priorities.

The first phase of our activity is laid out in an accompanying Action Plan.

The strategy takes a whole systems approach, in which partners, communities, and young people themselves work collectively to support all young people on positive pathways to adulthood. This strategy builds on the deep and widespread commitment within the Borough, to create a culture which takes collective responsibility for the safety of all young people and to embed a long term, preventative and whole systems approach.

This strategy is founded on the strong evidence that vulnerability is the root cause of youth violence. Our approach seeks to nurture the protective factors that keep our young people safe and away from violent situations. It adopts a public health model, taking an evidence-based and intelligence-led approach to reducing vulnerabilities and building resilience.

This strategy focuses on achieving five outcomes:

1. Safe communities with positive things for young people to do, where there are strong role models and trust in institutions
2. Supportive and positive family environments, with low levels of family stress, good parenting; and young people able to develop strong, healthy relationships with peers and trusted adults
3. Confident, happy and resilient young people able to cope with negative experiences, setbacks, and stress
4. Young people thriving in school, with positive aspirations for the future and access to employment and training opportunities to get there
5. Young people protected from exploitation and from experience of serious youth violence.



These outcomes are based on a comprehensive needs analysis of risk and protective factors. These are summarised in the accompanying evidence base.

To meet these outcomes, we set out our priorities for action:

1. Strong Communities

- Youth provision
- Strong Community role models
- Trust in Institutions

2. Strong Families and Healthy Relationships

- Early Help
- Support for parents
- Addressing family risk
- Youth homelessness
- Peer relationships

3. Positive Mental health and wellbeing

- Developing and embedding a community-based approach (the THRIVE model)

4. High Achievement and Opportunity

- Early learning
- Addressing under-attainment in education
- Exclusions and Alternative Provision
- Employment

5. Reduction in Serious Youth Violence

- Diversion from the criminal justice system
- Keeping deadly weapons off our streets
- Protecting and educating young people
- Targeting lawbreakers
- Offering ways out of crime
- Standing with communities, neighbourhoods and families against crime
- Supporting victims of violent crime

Embedding a whole systems approach

In developing this strategy, we have sought to work together as a whole system, to address the current levels of serious youth violence collaboratively, with each stakeholder playing their part. Our understanding of a whole systems approach is summarised below:

- A shared vision and strategy for tackling youth violence and reducing reoffending
- Shared governance and accountability for delivery
- A partnership where everyone's role is valued and maximised
- A shared and coordinated approach
- A skilled and confident workforce, across the whole partnership

And importantly, this strategy has been developed in collaboration with young people from Haringey – their voices and views inform everything we do and will continue to be fundamental to the delivery of our actions under this strategy. We commit to bringing together our communities and young people to create a movement to tackle serious youth violence in Haringey.

Serious Youth violence in Haringey



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, feeling healthy and happy, thanks to excellent schools, supportive families, and positive role models from all walks of life including sport, faith, business, and community activism.

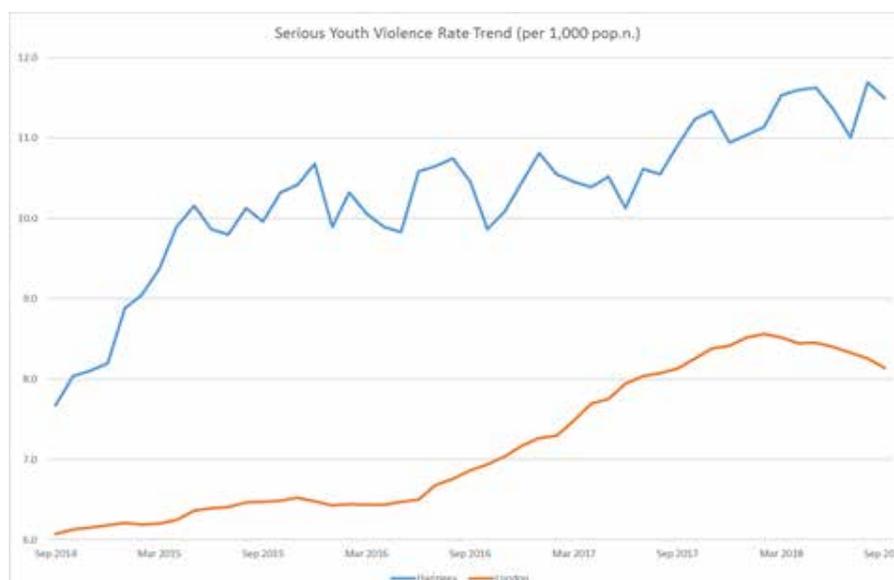
Violent crime is falling faster in Haringey than in London. In the last year we have seen 20% fewer knife injury victims under 25 years old.

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 has prompted responses from local, regional, and national government to address serious youth violence and its root causes as a matter of highest priority. Tackling serious violence is one of the top priorities within Haringey's Borough Plan 2019-23, which commits partners to ensuring that children will grow up free from violence and fear of violence in the community wherever they live in the borough.

There were 346 victims in Haringey in the 12 months to January 2019, one in every 99 young people aged 10-19 in Haringey. However, SYV affects many more young people than this, including victims who have not reported violent offences, friends of victims, and those who have witnessed violence in the community or online. These forms of exposure are traumatic and have severe and lasting effects. While most young people in Haringey grow up without direct experience of violence, we do not underestimate the breadth of its impact.

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. In the year to January 2019, there were 68 recorded instances of knife injuries among under-25s in Haringey. This number represents a 20% year-on-year reduction compared to a 1% London-wide reduction.

Many young people in Haringey are aware of gang activity, especially 'postcode wars'. This awareness can reduce the extent to which they feel safe travelling around the borough and deter them from opportunities outside of their local area. In Haringey, the majority of organised criminality is believed to be driven by the drug trade.



Summary of profile

A disproportionately high number of victims of serious youth violence, including knife crime, are from Black-African and Black-Caribbean communities.

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.

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.

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.

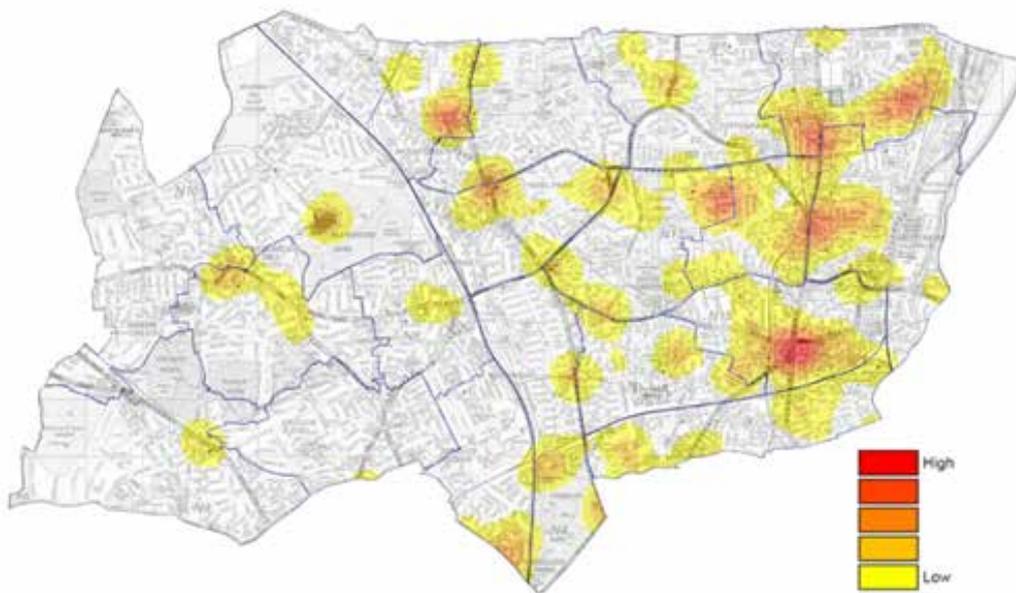
Looked-after children are significantly overrepresented among both victims and perpetrators. 28% of the Haringey youth justice cohort in 2018 were looked-after.

A significant proportion of both victims and perpetrators have experienced violence and trauma in their own childhoods.

Violent offences where 10-19 year olds are victims are concentrated between 3pm and 6pm, the time period immediately after school.

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.

Knife Injury Victims Aged Under 25 & Lethal Barrelled Firearm Discharges Hotspots



Knives

The 2017 Health Related Behaviour Survey found that 12% of pupils in Year 8 to 10 carry weapons when going out, or have friends who do so. However, this is likely to be an underestimate. There is also a specific issue around girls carrying weapons on boys' behalf, driven by coercion, exploitation, and a mistaken perception that girls are not stopped and searched by police.

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.

- 49% of young people in the youth justice cohort have been charged with a knife-related offence during their offending history
- 19% of young people in the youth justice cohort have been stabbed
- Knife-related offences in 2018 among young people in the youth justice cohort were most often committed by 15-17 year olds (82%) and Black young people (64%), with a large minority committed by looked-after children (32%).

Exploitation

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).

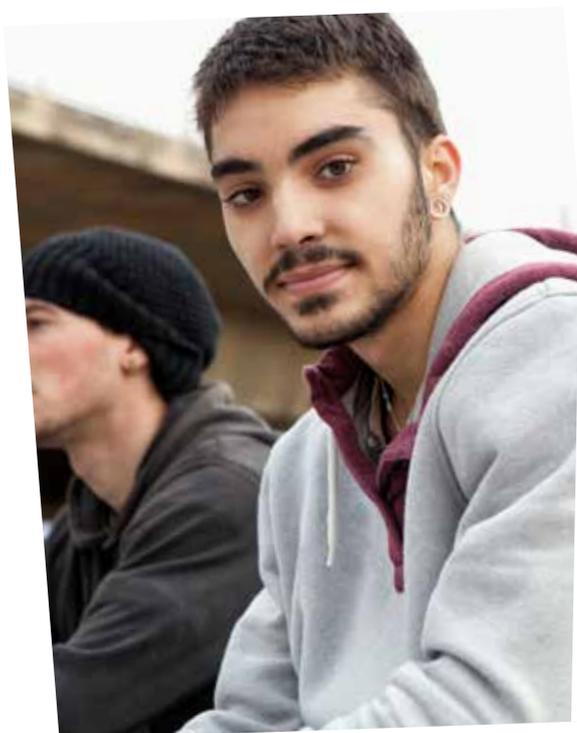
County lines means groups or gangs using young people or vulnerable adults to carry and sell drugs across borough or county boundaries¹. County lines operations impose high levels of violence and physical, mental and sexual harm. Several dozen children and young people who have been exploited in county lines operations are known to the Haringey Exploitation Panel, which identifies and addresses their individual vulnerabilities and needs. Young people from Haringey are known to have been trafficked as far away as Aberdeen.

Patterns of exploitation have changed in recent years as younger children and children from less deprived areas have been targeted by organised criminals for recruitment into their illegal activities. The peak age for CSE is 15-16 years old. Strategies are becoming more sophisticated. The majority of young people we consulted in the development of this strategy, from all parts of the borough, were aware of grooming and knew of peers who had been criminally exploited in some way.

Social media

Social Media is a catalyst and trigger for serious incidents of violence between young people. Social Media is being used to glamorise and incite serious acts of violence – and connects a wide range of young people into gang culture. Acts of violence and disrespect are being captured and spread across a range of media sites, spurring violence in real life.

We are just beginning to understand the impact and power of social media to prompt acts of violence. We want to work with a range of arts and culture and social media organisations to ensure that more positive outlets for music, video and story telling can be engaged in this area.



¹ Safer London: 'County Lines: What do I need to know?' (Accessed at <https://saferlondon.org.uk/2016/09/county-lines-i-need-know/>)

Our approach



Introduction

There is a deep and widespread commitment across the Borough to tackling youth violence and to supporting our young people on positive pathways to adulthood. This strategy builds on this commitment, seeking to create a culture which takes collective responsibility for the safety of all young people; and to embed a long term, preventative and whole systems approach. The Council cannot achieve the outcomes of the strategy on its own. All partners and all communities need to work together and take collective ownership of the issue.

The causes of serious youth violence are deep-rooted and complex, and require the whole system to work together in partnership to achieve lasting impact. Tackling youth violence is extremely challenging, in an environment where significant numbers of our young people are exposed to risk within their communities and families, experience trauma and mental ill health, struggle at school, and where criminal networks and gangs are working against us to draw young people into crime. Therefore, it is crucial that we are making the best possible use of the resources that we have and that every part of the system is enabled to play its full role.

In Haringey, the partnership is taking a twofold approach to tackling serious youth violence. This strategy sets out a long term whole systems approach to tackle the complex root causes of violence, based on the World Health Organisation's public health model. This is a long term strategic approach, which requires a ten year commitment from partners across the Borough.

This strategy is founded on the strong evidence that vulnerability is the root cause of youth violence. Our approach seeks to nurture the protective factors that keep our young people safe and away from violent situations. Whilst any young person can become a victim or a perpetrator of violence, there is

clear evidence that certain protective factors within communities, families, schools, and peer groups greatly reduce that risk.

In parallel with a long-term preventative approach, the strategy sets out our approach to tackling violence, urgently, here and now. We commit to taking tough enforcement action to disrupt professionalised criminality, tackle the drugs trade, and to target those who exploit young people. Our focus is on preventing reoffending and reprisals, and on re-integrating former violent offenders wherever possible.

Young people who are on the periphery of, or involved in criminal and gang activity are almost always victims as well as perpetrators. Therefore, there is a difficult balance to be struck between enforcement and support –and the Police and Youth Justice Service are at the forefront of managing this. A fundamental component of this strategy is a partnership approach that keeps young people away from the criminal justice system wherever possible and provides support at every opportunity, to help them back on to positive pathways to improve their life chances.

'Our vision is for a borough where all young people grow up free from fearing or experiencing violence, where they are happy, succeed at school and beyond, and are supported by communities and families who come together to help them thrive.'

This supports the Haringey Borough Plan's vision for a Haringey where strong families, strong networks and strong communities nurture all residents to live well and achieve their potential.

This strategy focuses on achieving five key outcomes. The fifth is the overarching outcome of preventing serious youth violence and keeping young people safe. These outcomes are based on a comprehensive needs analysis of the key risk factors associated with involvement in serious youth violence, and the key protective factors that lead to positive outcomes. These risk and protective factors are summarised in the accompanying evidence base.

We have selected a number of key measures, which will help us to understand the impact of our actions on outcomes for children and young people. We are

particularly interested in ensuring that outcomes for all children and young people improve, especially those who are currently most significantly affected by vulnerability and serious youth violence.

1. Strong Communities

Strong, supportive communities which celebrate and protect young people, where everyone feels safe, where there are positive activities for young people to do, and where there are positive role models and residents have trust in institutions.



Key success measures:

- Percentage of residents feeling very safe or fairly safe when outside in the local area during the daytime/after dark (Veolia/ Haringey Residents Survey)
- Proportion of young people in Haringey reporting positive perceptions of public authorities, including the Police.
- Communities who feel empowered to support young people to stay safe
- Percentage of residents who have taken part in any volunteering activities over the last 12 months
- Number of positive mentions of Haringey young people in the media

2. Strong Families and Healthy Relationships

Strong, supportive families in stable home environments, with low levels of stress and conflict. Healthy, positive relationships with parents, other trusted adults and peers.

Key success measures:

- Number of recorded instances of domestic abuse
- Number of households in temporary accommodation
- Proportion of Haringey residents who report ability to cope with unexpected expense
- Number of parents accessing parenting support
- Number of parents with increased ability to support children displaying risky behaviours

3. Positive Mental Health and Wellbeing

Young people are confident, happy and resilient; they are able to cope with setbacks, and stress, and to resolve conflicts constructively. They protect themselves through healthy behaviours and seek help when they need it.

Key success measures:

- Percentage of pupils reporting they are satisfied with their life at the moment



- Percentage of pupils reporting that they feel there is someone to talk to
- Percentage of young people reporting anxiety-related symptoms
- Young people in Haringey know how and where they can access help and are able to get help at the earliest opportunity of personal concern
- Levels of young people involved in substance misuse and risky sexual behaviours
- THRIVE model embedded across Haringey

4. High Achievement and Opportunity

All young people thriving in school, with positive aspirations for the future and access to employment, appropriate support, and training opportunities to get there.

Key success measures:

- Percentage of children achieving Good Level of Development at Early Years Foundation Stage
- Percentage of children reaching expected standard in reading, writing and mathematics at Key Stage 2
- GCSE 'Progress 8': a measurement of students' progress against expectations across 8 subjects between Key Stages 2 (aged 10/11) and 4 (aged 15/16)
- Number of Secondary school fixed term and permanent exclusions as a percentage of the school population
- Attainment gap between BAME and White British pupils
- A range of pathways into high-quality employment, education, and training opportunities after the age of 16 are clear and accessible for all young people
- Percentage of young people aged 16-24 known to be in education, employment or training

5. Reduction in Serious Youth Violence

Young people are and feel safe. They are protected from exploitation and from experience of serious youth violence.

Key success measures:

- Number of recorded incidents of serious youth violence
- Number of recorded Violence with Injury (non-domestic abuse) offences
- First time entrants to the youth justice system aged 10 to 17 (rate per 100,000 10-17 year olds)
- Number of repeat offenders in the Youth Justice System
- Number of young people who have been sentenced for violent or weapon-enabled offences who reintegrate successfully into the community

This strategy is for all young people living in Haringey under the age of 25, recognising that the transition to adulthood is not complete by the age of 18. It sets out our priorities for achieving these outcomes over the next four years, with an accompanying Action Plan setting out key commitments and next steps.

The Young People at Risk Strategy is rooted in the principles of the World Health Organisation's model of violence prevention:

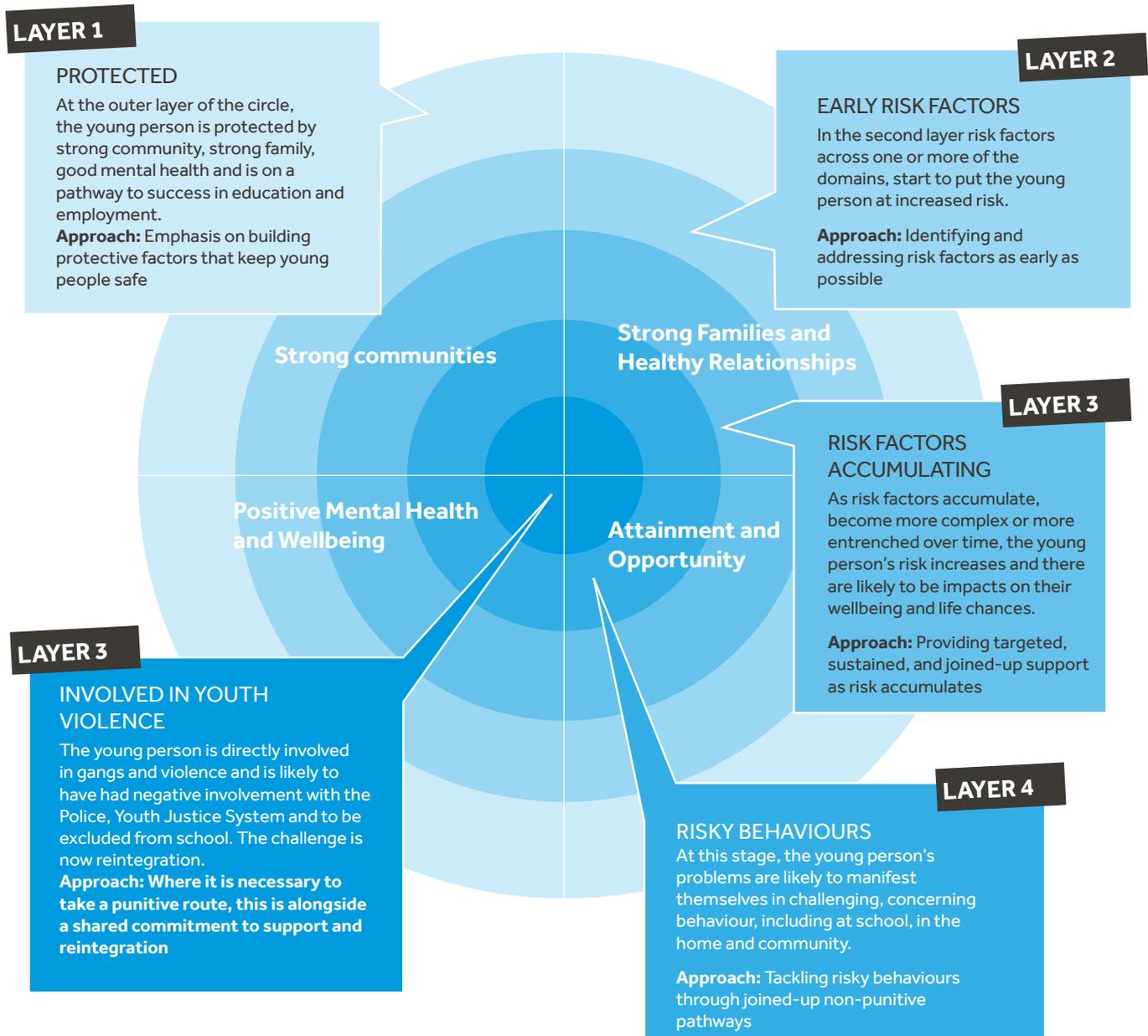
- Established with and for communities
- Rooted in evidence of effective practice
- Based on data and intelligence concerning risk factors, protective factors, causes, and correlates of violence
- Focused on long-term prevention as well as early intervention
- Focused on a defined population



Haringey's public health model

We have developed a model to conceptualise our public health approach to risk, in which the young person's level of risk is visualised as layers of a circle. The overarching goal is to keep, or pull back, our young people to the outer layers of the circle where they are protected by strong families and communities, good mental health and where they are enjoying and achieving at school and beyond.

This model is based on evidence of the key risk and protective factors within different domains of a young person's life. It sets out the different types and levels of intervention needed as risk escalates and compounds to put a young person at increased risk.



Risk factors: Haringey's most prolific young offenders

The model of accumulating risk over the life course is reflected in Haringey Youth Justice Service's analysis of the lives of 20 prolific young offenders up to the age of 18. The analysis demonstrates that prolific young offenders' life pathways result from early adverse child experiences, culminating in vulnerability and leading to risky behaviour and involvement in crime. The summary sets out a summary of experiences by age and provides an illustration of missed opportunities for early intervention:



Young Black Men

The analysis of serious youth violence in Haringey and the risk factors for involvement demonstrates that young Black men are more likely than their peers of other ethnicities to become victims or perpetrators of serious violence. Where data on the ethnicities of young people who are vulnerable is not available, we can usually identify the neighbourhoods where young people are most at risk. These neighbourhoods tend to be in the East of the borough, where residents are more likely than the Haringey or London averages to be Black African and Black Caribbean.

Key points include:

- The largest proportion of victims of SYV in Haringey are Black African or Black Caribbean. They make up 25% of Haringey's 10-19 population but 36% of victims
- Young Black men are significantly overrepresented in the youth justice cohort
- Black men living in North Tottenham and Wood Green are most likely to be involved in the drug trade and arrested for drug-related offences
- Young Black men are more likely to attain few or no qualifications than their peers
- Young Black boys are disproportionately excluded from school, whether permanently or for a fixed term. The 2016/17 rate of fixed period exclusions in Haringey secondary schools was 19% among Black Caribbean pupils and 8% among Black African pupils, compared to 5% for White British pupils.
- Community violence is highest and perceptions of safety are lowest in neighbourhoods where the highest proportion of residents are Black African and Black Caribbean, particularly North Tottenham
- Income deprivation affecting young people is higher in the East of the borough, with Northumberland Park, White Hart Lane, and Tottenham Hale having the highest levels.

Whilst young black men are more likely to experience many of the risk factors set out in this model, this does not fully explain the disproportionality across all of the outcomes noted above. In 2017 the Haringey Children and Young People's Scrutiny Panel² identified negative stereotyping as "having a demonstrably detrimental

impact on the life chances of groups of young people in our borough and still drives the responses of many agencies". The Lammy Review into the treatment of, and outcomes for, BAME individuals in the Criminal Justice System³ (CJS) further identifies unconscious and overt bias as drivers of disproportionately negative outcomes for BAME individuals who come into contact with the Criminal Justice System. Reviews of Exclusions and Alternative Provision in Haringey, not concluded at the time of drafting this Strategy, also highlight that it is in part how the system - through the curriculum, behaviour policies, access to appropriate support, concepts of appropriate sanctions - responds to young Black boys in particular, which is also having an impact on their experience in the education system. This reflects the perspectives of those engaged in the development of the strategy, including faith leaders, teachers, youth workers, and young people themselves, many of whom identified racism and prejudice as underpinning the experiences and life chances of black boys.

In order to improve the safety and overall outcomes for young Black men we will seek out opportunities to learn from localities that have made progress in addressing similar issues. Hackney Council has adopted a targeted approach to improving the life chances of young Black men and reducing disproportionality over a ten year period⁴. This approach is based on a similar understanding of inequality as driven by factors including discrimination, cultural factors, and poverty. Haringey will learn from the practice and experiences of Hackney and other local authorities in order to ensure that our work delivers real change for young Black men.

Later sections of this strategy will set out specific interventions to prevent serious youth violence and include measures to address discrimination, contextual factors, and inequality of opportunity. However, our model for prevention and our programme of work will be based on principles that will help ensure that there is a collective effort to improve the life chances and outcomes of young Black men:

- Fair treatment
- Equality of opportunity
- Valuing heritage, culture, and identity
- Celebrating success

Partners across the Borough will work together in a collective effort to embed the principles, policies, and

2 Scrutiny Review: Disproportionality within the Youth Justice System (2016). Accessed at <https://www.minutes.haringey.gov.uk/documents/s89632/Disprop%20FinRep%202%202.pdf>

3 The Lammy Review (2017). Accessed at https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/643001/lammy-review-final-report.pdf

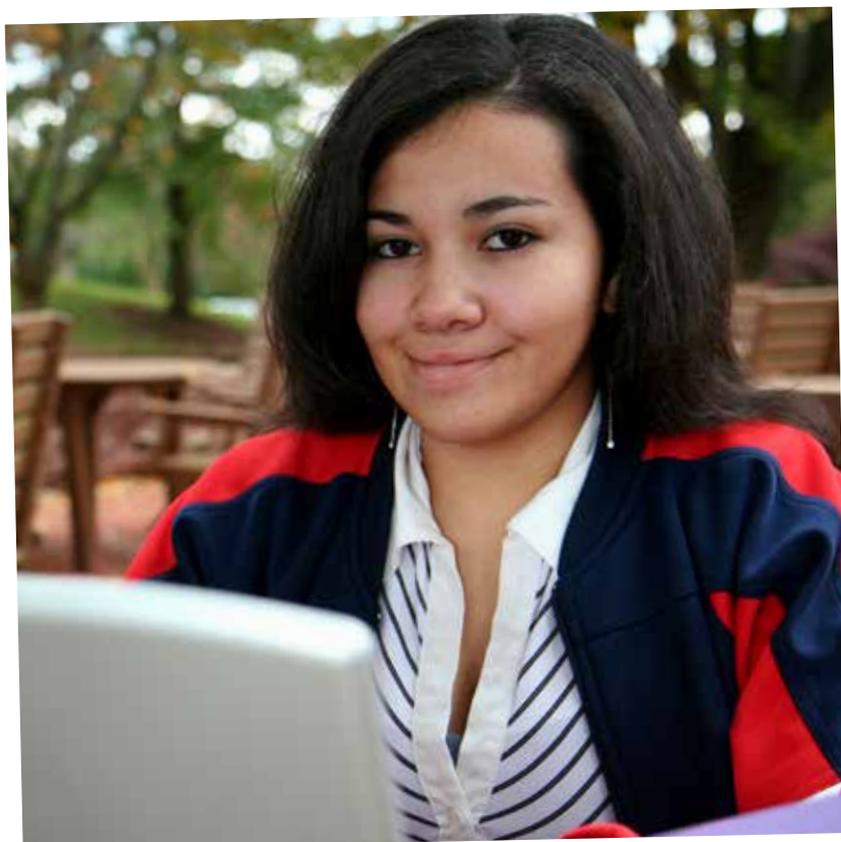
4 Hackney Council: Improving Outcomes for Young Black Men. Accessed at <https://hackney.gov.uk/article/4262/Improving-outcomes-for-young-black-men>

procedures that best improve outcomes and reduce the disproportionate impact of serious youth violence on young black men.

Young Black Women

Young black women experience many of the same risk factors as young black men and are increasingly being targeted by exploitative gangs. Over half of the young people supported through Haringey's Exploitation Panel last year were women and there is evidence that their involvement in gangs and violence is increasing in the Borough. They are often targeted through exploitative sexual relationships and act as knife or drugs carriers for male gang members, although some young women are playing a more active role in criminal activities.

This strategy commits partners to undertaking focused research on the experiences of young Black women and will prioritise the development of interventions targeted at this group, recognising that at heart a similar nexus of needs and vulnerabilities is driving behaviours and responses.



3

Embedding a whole systems approach'



Achieving the five outcomes of this strategy for all our young people requires a collective, consistent and coordinated approach from all of our partners. Our most vulnerable young people experience risk across different domains of their life and problems interrelate and compound one another over time, meaning that effective support needs to address problems in the round. At present, the deep levels of commitment and good practice taking place are not achieving the required level of impact, because we are not yet working together as a system.

Embedding a whole systems approach is challenging and will take time and focus. It requires a significant shift in the way all partners work together. We will need to build trust, take joint decisions, agree common approaches, develop common processes, and test and develop new models of joined-up support. The core building blocks of an effective whole systems approach are set out below, with a summary of initial steps on the journey.

- ➔ A shared vision and strategy for tackling youth violence and reducing reoffending
- ➔ Shared governance and accountability for delivery
- ➔ A partnership where everyone's role is valued and maximised
- ➔ A shared and coordinated approach
- ➔ A skilled and confident workforce, across the whole partnership

The key partners in Haringey's work to prevent serious youth violence include:

Haringey's communities, families and young people
Haringey Council
Haringey & Enfield Metropolitan Police Service
Youth Court
Mayor's Office for Policing and Crime
Haringey Primary and Secondary Schools
Haringey further education establishments
Haringey Education Partnership
Haringey Clinical Commissioning Group
Barnet Enfield Haringey Mental Health Trust
North Middlesex University Hospital Trust
Whittington Health
Homes for Haringey and Registered Social Landlords
Haringey Safer Neighbourhoods Board
Voluntary sector organisations across the borough
Faith groups
Sports organisations
Haringey businesses
Victim Support
Community Rehabilitation Company
Drug and alcohol services
Sexual health services
Arts and culture organisations

The Police, Council, schools, health and housing have crucial roles to play, but much of the work to support and protect our young people, rightly takes place within families, peer groups, social networks, and communities, and will remain below the radar of statutory services.

1. A shared vision and strategy for tackling youth violence and reducing reoffending

We need 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. This strategy, combined with the separate needs assessment, sets out this shared evidence base, vision, outcomes and approach. A wide range of partners have contributed to the development of this document and have signed up to working together to deliver it. This represents a significant step forward, but is not in itself sufficient to drive the change needed.

Priorities:

- Communication of the strategy to frontline staff across partner organisations, and to our young people, families and communities
- Raising awareness of the risk and protective factors, and levels of need within the Borough.
- Develop and deliver our Action Plan.

2. Shared governance and accountability for delivery

Delivery of the strategy is dependent on clear accountability and strong, multi-agency governance, and this work will be overseen by and report into each of four statutory and strategic partnership boards, symbolising the approach (safety; wellbeing; safeguarding; diversion) being taken to responding to the issues of serious youth violence: the Community Safety Partnership (co-chaired by the Lead Member for Communities and the Borough Commander), the Health and Wellbeing Board (chaired by the Lead Member for Adults and Health), the Local Safeguarding Children's Board (chaired independently) and the Youth Justice Board (chaired by the Director of Children's Services).

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. The Director of Children's Services will chair a joint executive board comprising the senior leaders from the Council, the Metropolitan Police Service, the NHS, 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.

3. A partnership where everyone's role is valued and maximised

It is crucial that we are making the best possible use of the resources we have, both human and financial, and that every part of the system is enabled to play its full role.

For young people and their families, this means trusting and valuing young people and their families and building up their trust in the system in return. It means empowering them to build up their skills and confidence and recognising that when young people and their families are involved in the design of support, it will be more effective.

Priorities:

- Celebrating Haringey's young people and their achievements
- Involving young people and their families in the design of activities and support, including within governance and advisory Boards.
- Building the confidence and skills of parents, including through facilitating and supporting peer support networks
- Providing better information about the support available, and clearer routes into it.
- Building levels of trust and confidence in the Police and other statutory services.

At community-wide level, this means empowering the wide range of people who come into contact with young people to play a full role in supporting and protecting them, with a particular focus on the most vulnerable. It means creating a movement which recognises Serious Youth Violence as a public health issue and uniting our Borough in celebrating and valuing young people.

Priorities:

- Empowering the community, through raising awareness of serious youth violence and how to protect, and support our young people.
- More support for faith leaders, sports coaches and the many other community members who are already playing a crucial role in supporting young people, including through making it easier to volunteer.
- Clearer routes into advice and support when a community member is concerned about a young person
- Enabling those working in the community to identify and take action to address risk

For the voluntary sector, this means recognising and valuing the crucial role of the voluntary sector and including voluntary sector organisations within governance and decision making, and as part of integrated support for young people and families. It means supporting the voluntary sector to build their capacity to deliver, including through increasing resources and making sure that these are targeted and coordinated effectively.

Priorities:

- ➔ Joint workforce development, to embed a common approach, build skills and connections across the system
- ➔ Maximising funding coming into the local VCS, including through support with funding applications and new funding mechanisms, including Haringey Giving
- ➔ Better coordination of VCS activity, including matching up providers with organisations who have free space
- ➔ Greater involvement of the VCS within governance and decision-making
- ➔ Greater role for VCS in playing key worker roles and as part of integrated packages of support for young people and families, including through Early Help

For core delivery partners

Whilst partnerships across statutory partners are already strong, there is more to be done to make sure that Drug and Alcohol, Mental Health, Sexual Health, A&E, GPs, sports and arts organisations and others are playing a full part in identifying risk factors, taking advantage of opportunities to engage young people in support, and intervening in the most effective ways for this cohort. Relationships between universal and specialist services, and community-based support need to be strengthened, and a common approach taken.

External partners

We must also work closely with our neighbouring Boroughs; in particular Enfield, with whom Haringey shares a Metropolitan Police Borough Command Unit (BCU). Without joint working, there is the risk that enforcement approaches just push criminal activity across borders. The BCU, the use of North Middlesex Hospital by Haringey residents, and the travel of young people between Boroughs to attend schools and the College of Haringey, Enfield, and North East London (CONEL), and the cross-border work of voluntary organisations including the Godwin Lawson Foundation, Selby Trust and the Tottenham Hotspur Foundation all underline the importance of strong partnership working.

We also need to work constructively with our London

partners, notably the Mayor of London, the Mayor's Office for Policing and Crime (MOPAC), MOPAC's new Violence Reduction Unit, and London Councils. Haringey is fortunate to have been the recipient of the largest grant from the Mayor's Young Londoners Fund, enabling the borough to deliver Haringey Community Gold. We have also benefitted from London Councils' activity in sharing innovation and best practice among London boroughs. These examples highlight the importance of Haringey's strategic relationships with pan-London partners, with whom we will continue to work collaboratively.

4. A shared and coordinated approach

In order to work together most effectively, we will take a common approach when supporting young people and their families. We will develop and embed a common practice approach, with involvement from a wide range of partners, communities, young people and families, based on the following principles:

- ➔ **A strengths-based, relationships-based and trauma-informed approach,** focused on building on strengths, at all levels of risk.
- ➔ **Engagement of young people and their families in the design of support packages**
- ➔ **Intervening as soon as issues are identified and sustaining support for as long as it is needed,** with smooth transitions as levels of risk change, and as the young person moves into adulthood.
- ➔ **Addressing problems in the round - taking a joined-up, whole family approach**
- ➔ **Making best use of moments of opportunity, to engage young people and their families,** providing support back on to a positive pathway even for the most prolific offenders.

Young people need different types of support according to their age, range of risk and protective factors, and level of risk. The Strategy includes an age range up to 25, recognising that the transition to adulthood is not complete at the age of 18. This will require a nuanced approach to safeguarding which recognises the different approaches already in place for children and young people, and for adults. As a system, we need to work to avoid 'cliff edges', or abrupt changes in approach and support levels as a young person reaches certain ages or levels of risk.

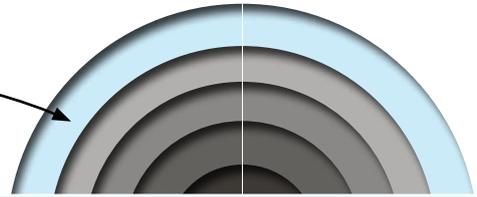
The typology below sets out an overview of the approach at different levels. In a fully integrated system, young people's support can be intensified, amended or stepped back as the individual moves between different layers of the circle, and in response to changes or specific incidents, with minimal disruption.

Layer 1: Protected

Young people are supported to achieve the outcomes set out in this strategy, primarily by excellent universal services; strong families and communities; safe, attractive places; affordable, quality housing; and a thriving economy. Excellent universal services including children's centres and early years education, schools, healthcare, youth provision, and the police, are key partners.

LAYER 1: PROTECTED

Protective factors



STRONG COMMUNITIES

- Low levels of crime and ASB
- Intolerance of violence
- Availability of meaningful developmental activities
- Safe spaces to spend time
- Visible positive role models.

STRONG FAMILIES AND RELATIONSHIPS

- Family stability
- Connectedness to family or trusted adults
- Ability to discuss problems with parents
- High parental expectations for school performance
- Shared activities with family
- Consistent presence of parent(s)
- Frequent social activity
- Family use of constructive problem-solving strategies
- Strong relationships with non-deviant peers

POSITIVE MENTAL HEALTH

- Healthy relationships
- Developed social skills
- Frequent social activity
- Stable home environment

HIGH ACHIEVEMENT AND OPPORTUNITY

- Early language and communication skills
- Commitment to school
- High parental expectations for school performance
- High quality schooling
- Visible role models
- Economic opportunity in the local area

Approach: Haringey's new Borough Plan sets out our approach to strengthen these foundations, which enable our young people to succeed. In particular, the Borough Plan sets out our ambition to ensure:

- The first few years of every child's life will give them the long-term foundations to thrive
- All children across the borough will be happy and

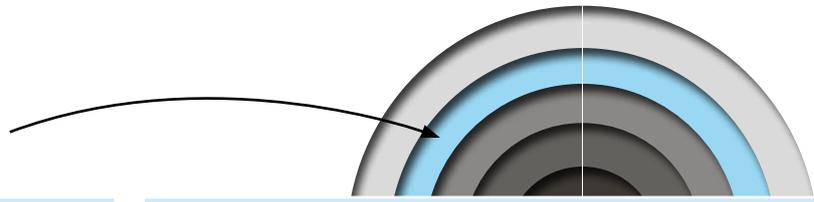
healthy as they grow up, feeling safe and secure in their family, networks and communities

- Every young person, whatever their background, has a pathway to success for the future
- All residents will be able to live free from the fear of harm
- Strong communities where people look out for and care for one another

Layer 2: Early Risk

The second layer of the circle sets out the range of early risk factors that start to put young people at increased risk. The vast majority of young people who experience risk in one or more areas of their lives do not become involved in violence, but it is important to identify and address these risks as early as possible in order to support all of our young people to thrive.

LAYER 2: EARLY RISK



COMMUNITY

Communities with multiple deprivations; little infrastructure for community activities or youth services; and in which residents experience crime, anti-social behaviour, and interactions with the state that lower trust in civic institutions.

FAMILY AND RELATIONSHIPS

Family environments in which young people experience early trauma, instability, or in which parents have difficulties parenting due to their own needs such as poor housing, mental and physical health issues, domestic violence, and debt. Young people at this level of risk may have difficulty forming strong or healthy peer relationships.

MENTAL HEALTH

Periodic mild mental health conditions, such as stress, anxiety, low-mood; most likely caused by poverty, unstable home environments, bullying, low self-esteem and/or difficulty forming relationships

EDUCATION

Low school readiness in terms of skills and/or behaviour including poor communication and language skills, followed by negative experiences at school and compounded by curtailed potential to achieve

Approach: As a system we need to identify when young people are placed at early risk by their community and social environments, their experiences of learning or by mental health and relationship difficulties. All partners need to intervene as early as possible to address these issues in order to mitigate their impact and duration, and to build up the protective factors which will support young people to thrive. Early identification of risk is needed from the very earliest stages of life, and throughout the life course, so that emerging risk factors in adolescents and teenagers are recognised and addressed. Much of this early intervention rightly takes place informally within families and communities, and

so a key aspect of this strategy is addressing early risk by empowering families and communities to support young people to stay on a positive path.

It is also crucial that a wide range of frontline professionals, including teachers, housing officers, health workers, and voluntary sector practitioners, are able to identify and act to mitigate early risk. Everyone who works with and interacts with young people should understand the risk and protective factors for youth violence and play a part in supporting young people to thrive.

Layer 3: Accumulating Risk

The risk of a young person being involved in SYV increases as they experience a higher number of risk factors, at a higher level of severity, or for prolonged periods. Young people at this level of risk are likely to have experienced a range of adverse childhood experiences (ACEs). When a young person has ACEs across the four domains set out in our model, risk escalates as issues within one domain impact on experiences and outcomes within another. In particular,

issues within the family, peer group, and/or community tend to have impacts on the child or young person's mental health and school experiences, attainment and aspirations. For instance, neglect jeopardises mental health, affects school performance and makes young people more vulnerable to exploitation and involvement in risky behaviours. Deprived communities with few positive role models and high levels of crime can influence aspirations. Most crucially, when young people experience trauma through violence in their home, school, or community, they become more likely to use violence themselves.

LAYER 3: ACCUMULATING RISK

Risk factors

COMMUNITY

- Exposure to violent crime
- Exposure to gang activity
- Victim of violence

FAMILY AND RELATIONSHIPS

- Abuse
- Neglect
- Household Dysfunction
- Exploitation

MENTAL HEALTH

- Adverse childhood experiences
- Household dysfunction
- Exposure to violent crime

EDUCATION

- Low educational attainment
- Fixed-term exclusion
- Poor economic prospects

Particular life experiences and transition points can cause risk levels to rise rapidly, and unstable home environments tend to escalate risk over time. These include changes in family circumstances such as loss of a parent or primary care giver, becoming homeless or moving into temporary accommodation, transitioning to a new school, including from primary to secondary school, being subject to fixed term or permanent exclusion, and experiencing violence and trauma. If we are to prevent young people's levels of risk increasing we need to understand and respond to these trigger events.

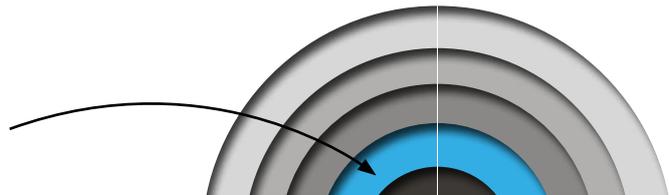
Approach: At this stage, the young person and their family need joined-up, tailored, and sustained support, which holds risk, builds protective factors and pushes them back to the outer layers of the circle. For young children, a whole family approach is needed, and engagement to support issues within the family and wider networks, should continue into the later teenage years, wherever possible. The whole partnership, needs to work together in a coordinated approach to provide a targeted and coherent offer of support, with a flexible approach to enable a wide range of people to play a key worker role.

Layer 4: Risky Behaviour

At this level of risk, the young person may start to externalise the impact of the risk factors they have experienced through risky behaviours and may be characterised as 'out of control'. These young people are often on the periphery of involvement in criminal activity and are very vulnerable to exploitation. These young people often start to disengage, or become excluded from their family, support network, school, and/or community environments, becoming either aggressive or withdrawn. A young person may exhibit these behaviours from a young age, although risky behaviours most commonly emerge as a child reaches early adolescence.

It should be noted that many young people will not respond to risk and trauma through defiant and challenging behaviour. Others internalise their problems, with trauma manifesting, for example, through serious mental health problems, including eating disorders and self-harm. These young people also need focused support.

LAYER 4: RISKY BEHAVIOUR



COMMUNITY

Exposure to the drug trade or gang activity, resulting in behaviour that is harmful to the community, such as ASB, and criminal activity such as drug dealing. This is aggravated by adult exploitation and criminal networks as well as negative relationships with institutions

FAMILY AND RELATIONSHIPS

Breakdown in relationships with adults, potentially leading to periods of missing or homelessness, becoming a victim of exploitation, and association with peers affiliated with violent behaviour and substance use. Family environments may feature negative or abusive relationships or loss of parental control.

MENTAL HEALTH

Experience of more serious mental health issues, caused or exacerbated by trauma or substance misuse. The young person's behaviour may become violent or self-destructive.

EDUCATION

Low school readiness in terms of skills and/or behaviour including poor communication and language skills, followed by negative experiences at school and compounded by curtailed potential to achieve

Approach: The approach at this stage is to focus on finding opportunities to engage young people, providing intensive, tailored, and sustained support to deal with underlying risk factors and trauma, and offering routes to improve their life chances. This involves making better use of moments of opportunity, such as coming to the attention of police for the first time, getting a fixed term exclusion or a confrontation with a parent and helping to empower peers, family members and other trusted adults to support the young person to re-engage in family life, education and positive activities and relationships.

Young people are likely to need intensive and/or specialist support, particularly to deal with mental health, trauma and behavioural issues:

- ➔ Within their community, this means swift and early action to direct the young person into positive activities away from drug dealing, knife carrying, gangs and crime; and above all to keep them from entering the criminal justice system.
- ➔ Within families, this may mean support for parents to rebuild strong caring relationships, help them manage difficult and challenging behaviour, maintain boundaries, prevent relationship breakdown and keep the young person at home.
- ➔ For looked-after children, or young people on the edge of homelessness and the care system, this means ensuring that an intensive package of support is in place that supports swift reunification with the home or family network where safe and appropriate.

- Within education, this is likely to involve action to avoid or reduce the chances of exclusion from school and to engage young people in education and/or training.
- In terms of mental health and behaviour, this may involve support to deal with trauma and its manifestation in frequent conflict, depression,

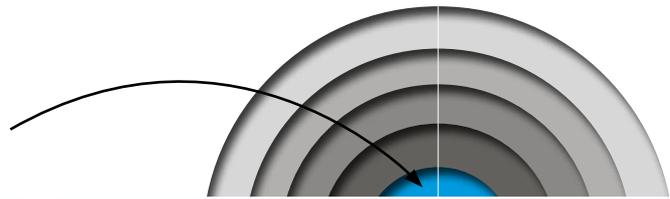
anxiety, substance use or sexually risky behaviours.

A dual approach of support and enforcement is necessary at this level of risk. We advocate an approach that deals with risky behaviour in a non-punitive way, for as long as the balance of risk allows us to do so, and will look for new and creative ways to keep young people out of the centre of the circle.

Layer 5: Involvement in Serious Youth Violence

At this layer the young person is directly involved in criminal activity, often through exploitation, which leads them into serious youth violence, whether as victim, perpetrator, or both. This layer is characterised by exclusion from mainstream society: the young person may be homeless, out of school, gang-affiliated, and known to the youth justice system.

LAYER 5: INVOLVEMENT IN SERIOUS YOUTH VIOLENCE



COMMUNITY

Exclusion from mainstream society, entrenchment in gangs with lifestyles characterised by weapon possession, experience of violence as a victim or perpetrator, and involvement in organised criminal activity controlled by adults.

FAMILY AND RELATIONSHIPS

Isolation from trusted adults and exclusion from the home, with peer relationships characterised by exploitation and/or violence within a context of gang affiliation

MENTAL HEALTH

Experience of multiple severe traumas, resulting in serious behavioural problems and maladaptive coping mechanisms.

EDUCATION

Alternative provision may not offer a genuine alternative that supports young people back to mainstream education. Employment and training opportunities are not available or don't appear attainable.

Approach: At this stage, young people have crossed a threshold and enforcement becomes necessary, alongside a continued focus on support back to a positive pathway. These young people are often known to one or more of the agencies below, and we will work to strengthen and better align the support offered through these key partners:

- Alternative Provision
- The Young People's Supported Housing Pathway
- Children's Social Care
- Youth Justice Service
- The Integrated Gangs Unit
- The Haringey Exploitation Panel, comprising

representatives of the above services, as well as other partners

We will work with partners across all of these services to drive a consistent approach to working with young people who have been involved in serious youth violence, emphasising our ambition to deliver rapid response support to victims and re-integrate young offenders wherever possible, and drawing on contextual safeguarding practice. This will involve working across children's and adults' services and adopting an approach that is conscious that the transition to adulthood should not be a cliff-edge in terms of the treatment of an individual. We will adopt a parallel approach through our Community Safety Strategy, to enforce against the criminal exploitation of young people, using data analytics and intelligence in partnership with the

Police and colleagues in Enfield to target hotspots, identify trends early, and support and participate in investigations and prosecutions.

5. A skilled and confident workforce, across the whole partnership

A whole systems approach is underpinned by a skilled and confident workforce, which works together routinely and seamlessly, and where staff from one organisation know and trust their colleagues in other parts of the partnership. We need to broaden our conception of who makes up this workforce, and to include voluntary sector staff, faith leaders, volunteers and community leaders within the support system. The aim is a coordinated movement, based on trust and strong relationships, shared skill sets and a common approach to holding and managing risk.

In addition to taking a common approach, those working with young people at risk need common tools and processes, access to shared information where appropriate, budget flexibility and comprehensive information about the support that can be offered.

Priorities:

→ Early Intervention Workforce development

We aim to create a network of 'early intervention workers', including a wide range of individuals who work directly with young people. Some of these will be volunteers, others professionals, some focusing on these issues full time, others as a small part of their day job, or in their own time. Most will be working outside of statutory frameworks and processes, with young people at lower levels of risk. They will have varied skill sets, and will work with young people in different ways and at different levels of intensity. The Council and partners will bring this workforce together, empowering and equipping them to provide more effective support. We will design and deliver joint workforce development for practitioners working with young people in the public, voluntary and community sectors. The objectives of this development programme will be to build skills and capacity; embed a common approach; and build connections, fostering a more joined-up and comprehensive system of support.

→ Strengthening joined up, sustained support for young people and families

We will extend existing multi-agency support models, learning from good practice within Early Help, the Exploitation Panel, and other areas. These models use a key worker to design and oversee multi-agency support, over a sustained period, to address problems in the round, with a focus on building on strengths, to pull the young person back to lower levels of risk. This approach is needed for individual young people, and should be strengthened and extended for families, including those with older children and teenagers. This approach will involve a wider pool of practitioners working with young people as key workers, rather than developing a new service, or 'professional key worker' roles. These roles require tenacity and flexibility; and individuals will need training, resources and ongoing support and advice to take on a greater role in coordinating holistic support.

→ Tools to support effective partnership working

The workforce will require new tools to equip them to work together more easily and efficiently. In particular, the wide range of potential support on offer could be communicated and publicised more effectively, especially as this increases. In addition, assessment processes, outcomes frameworks, support plans, referral processes and management of risk, need to better align, with common tools and processes wherever possible. We need to get better at sharing information, whilst retaining regard for data protection and confidentiality. A more flexible use of budgets across organisations, to achieve a wider set of outcomes, is also a key enabler.

Achieving the five outcomes

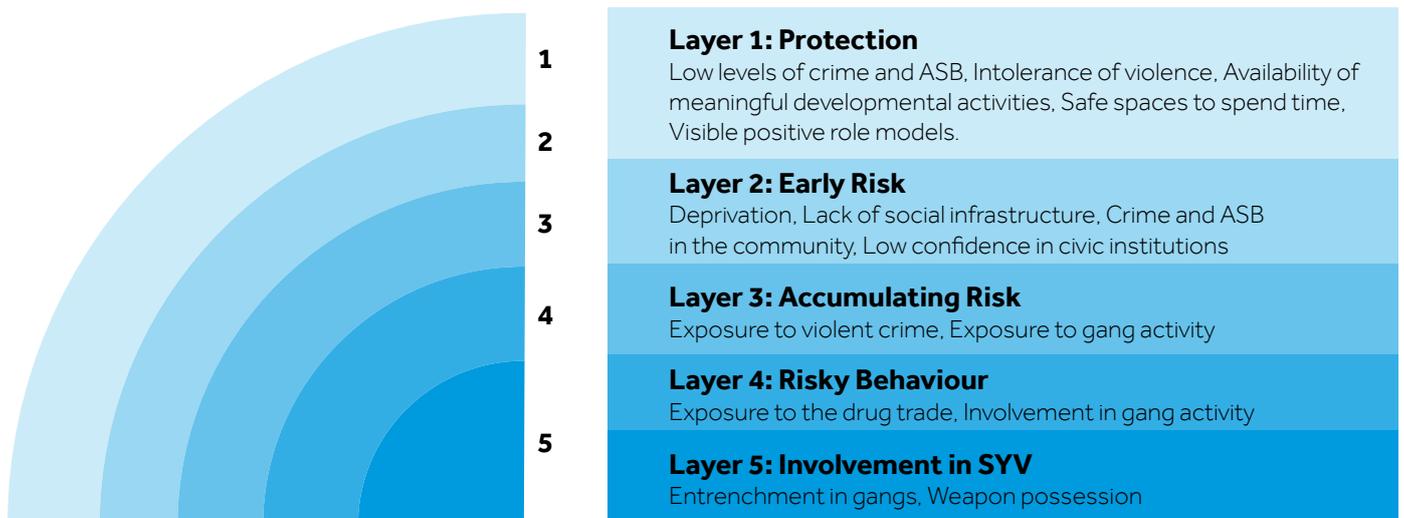
This section sets out our strategic priorities for achieving the five outcomes of this strategy, focusing on the next four years, 2019-23. It summarises the risk and protective factors for each of the five outcomes, at increasing levels of risk, and provides an overview of our current approach. More detail on delivery of the identified priorities is set out in the accompanying Action Plan, and more detail on the risk and protective factors and their prevalence, is set out in the accompanying Evidence Base.

→ Across all our delivery for this Strategy, we will take a common approach, based on the following principles:

- A strengths-based, relationships-based and trauma-informed approach, for young people at all levels of risk
- Engagement of young people and their families in the design of support packages
- Intervening as soon as issues are identified and sustaining support for as long as it is needed
- Addressing problems in the round, taking a joined-up, whole family approach
- Making best use of moments of opportunity, to engage young people and their families in support

Outcome 1: Strong Communities

Outcome: Safe communities with positive things for young people to do, where there are strong role models and trust in institutions



Haringey can be proud of its strong, connected, and cohesive communities. Haringey's Residents Survey 2018 found that over 90% of Haringey residents agree that people from different backgrounds get on well in their local area, compared to 81% of people across the country⁵. There is particularly strong cohesion between different ethnic and religious communities, neighbours tend to interact more frequently than the national level, and levels of volunteering are relatively high. Haringey is home to active faith communities and a vast number of voluntary sector groups who all help make our communities stronger, more resilient, and safer. Communities provide activities from sports and performing arts at the universal level, to conflict mediation and weapon sweeps at the hard end. Young people are able to grow up free from experience of violence in the vast majority of Haringey, with visible positive role models from walks of life including sport, faith, education, business, and community activism.

However, we know that communities can also expose young people to risk:

- Only 49% of residents in North Tottenham feel safe outside at night in their local area, compared to the Haringey average of 69%.
- While the Council's recent Ofsted report rightly highlighted Bruce Grove Youth Space as "excellent provision for young people in Haringey [that] offers a wide range of effective universal and targeted support, facilitated by highly motivated and skilled workers", there is a lack of youth provision across the Borough, as highlighted through the Godwin Lawson research and our wider engagement with young people.
- East and North Haringey have some of the lowest confidence levels in policing in London.
- A lack of economic opportunity and positive role models within some communities were highlighted through engagement.

'There used to be youth workers on the basketball courts, engaging and supporting young people. Where they've gone, their places are taken by gang members who are there to lead them on to a very different path.'

Hesketh Benoit, Haringey Sports Benefit

PRIORITIES FOR ACTION

Youth Provision

This strategy commits to developing a stronger more co-ordinated universal youth offer, alongside provision targeted at specific locations, times and groups of young people, including those most at risk, girls and for particular communities such as the Somali community. We know that incident of serious youth violence tend to occur between 3-6pm, and so safe spaces for young people to go after school is a priority. We also need more activities in the school holidays, particularly in the long summer break, in order to prevent at-risk young people from being drawn into risky or criminal behaviour. Wood Green is particularly lacking in youth provision and is therefore the initial focus for additional youth space. We will also focus on provision in major social housing estates, including those in North Tottenham and Broadwater Farm, building on existing good practice in Bruce Grove and Project 2020 in Northumberland Park.

Strong Role Models

Haringey's communities are strengthened by individuals who act as positive role models for our young people. Positive relationships with adults can help young people to cope with setbacks, raise aspirations and build confidence. Faith leaders, sports coaches, teachers, volunteers, and neighbours enrich the lives of Haringey's young people, and help keep them safe. We will support and extend the network of mentors and role models in the Borough, with a focus on those communities most at risk.

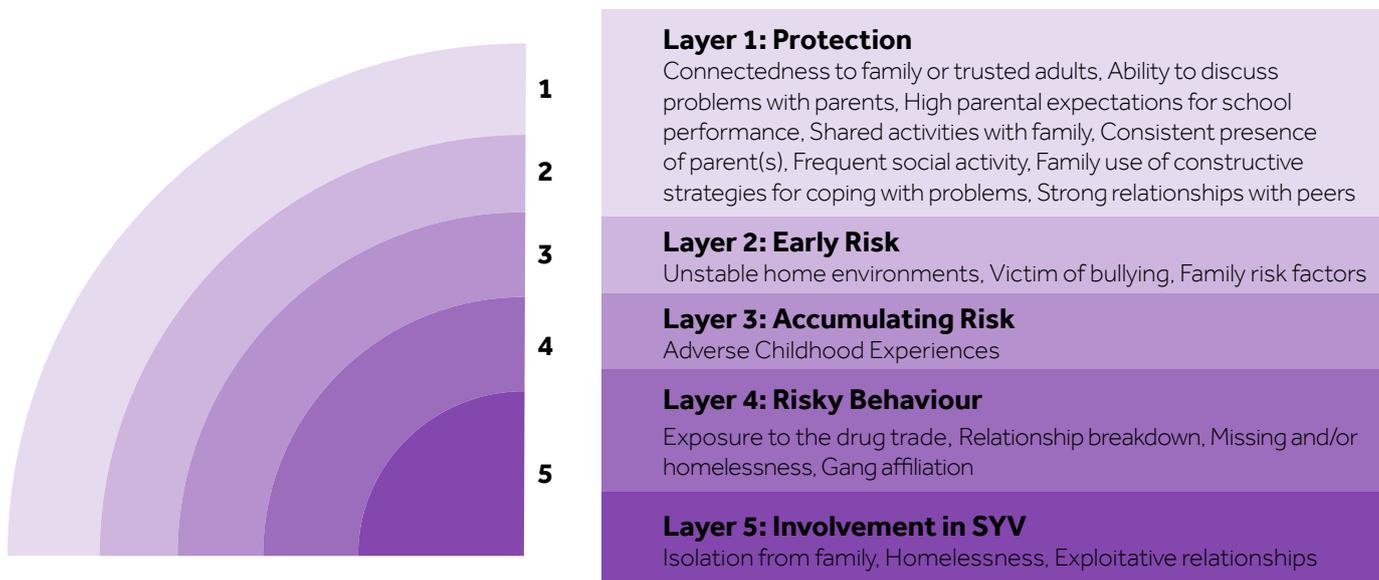
Building trust in Institutions

Building greater trust in the Police, the Council and the education system is fundamental to the success of this strategy. We recognise that building trust is challenging and will take time.

⁵ Haringey Council (2018) 'Haringey Residents Survey' (Accessed at <https://www.haringey.gov.uk/local-democracy/have-your-say-haringey/residents-survey>)

Outcome 2: Strong Families and Healthy Relationships

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



Strong families and healthy relationships are the best defence against young people becoming involved in violence. For looked-after children, holistic support from dedicated adults is vital to keep young people safe.

Most children in Haringey grow up in healthy, positive environments that enable them to succeed in life. However, raising children can be tough, especially for those in Haringey who are facing challenges. Difficult, unstable and stressful home environments are key risk factors for involvement in violence and other poor life outcomes. ACEs, which include abuse (physical, emotional, and sexual), neglect (physical and emotional), and household dysfunction (parental mental illness, domestic violence, parental separation, parental incarceration, and parental substance use) characterise the childhoods of the vast majority of our young offenders. Family risk factors are often, but far from always, interlinked with poverty. Young people experiencing family-level risk factors are also most likely to live in neighbourhoods which have the most community-level risk factors.

- ➔ In 2017/18 Haringey had the second highest rate of domestic violence of all London boroughs (46.9 per 10,000 residents), and the fourth largest number of incidents (1,018).
- ➔ 30% of the most prolific young offenders' parents had issues with drugs and alcohol.
- ➔ The Council provides temporary accommodation to over 3,100 households, a disproportionately high number of whom are households with lone parents, young children, and from BAME communities.

Whilst numbers are reducing, high numbers of children in the Borough have experienced homelessness and temporary accommodation in their lives.

- ➔ Census data indicates that 53% of all Black households with dependent children are lone parent households. Our engagement has identified that these households may feature lower levels of parental supervision, and that this can, in turn, place young people at a higher level of risk.
- ➔ In 2017/18, 480 16-24 year-olds received housing and/or homelessness support in Haringey, following separation from their families. The Home Office's 2018 Serious Violence Strategy states that experiences of homelessness are a marker for being at higher risk of becoming a victim or offender.

The results of our Health-Related Behaviour Survey indicate that most young people are able to talk to their parents about difficult topics. However, parents of older children are asking for help to deal with challenging behaviour, stress and trauma and for more information about the risks posed by gangs, drugs and exploitation.

Public and voluntary services across Haringey are working to support families and help ensure young people are able to form strong and healthy relationships with their peers. Children's Centres and the most effective schools act as hubs for wider support for families. The Council's Early Help service supports families experiencing difficulties to resolve their issues and become more resilient, and there is a strong

partnership approach to reducing and preventing neglect and abuse through the Local Safeguarding Children Board. There is excellent support for families experiencing domestic violence and abuse, including through the Hearthstone programme, the borough's independent domestic violence advocacy service, and advocates in North Middlesex Hospital.

PRIORITIES FOR ACTION

Support for Parents

A key gap in current support is for parents of older children and young people. Universal and more targeted support and advice is needed to help parents identify and address risk and to resolve problems and family conflict. We will facilitate peer support groups for parents to share challenges and support each other. More targeted support programmes will focus on enabling parents to have more positive interactions with their children, to build their resilience, set appropriate boundaries.

Early Help

Early Help promotes prevention and earlier intervention aimed at achieving better outcomes for children and young people, who are vulnerable either through their circumstances or the communities in which they live, with a focus on the whole family's needs. It is a coordinated response to multiple needs that require a multi-disciplinary team around the family.

Our vision is for a coordinated Early Help offer in which every part of the partnership sees itself and that seeks to deliver integrated interventions at the earliest possible opportunity. We will focus on harnessing opportunities to work alongside partners, implementing a collective approach across the wide range of services. We will seek to learn from good practice elsewhere and develop our offer in partnership in order to address priority issues in Haringey.

Addressing Family Risk

We will improve support to address the key family risk factors, including domestic violence, parental substance misuse and parental conflict, seeking additional funding and taking steps to improve the targeting and effectiveness of interventions.

Youth Homelessness

We will implement a new approach to youth homelessness, which places greater emphasis on

supporting young people to resolve family conflict and improve relationships, and which provides a larger number of modern, shared-house style housing units for those young people who cannot remain at home. This will include female-only accommodation, which recognises the particular needs of young homeless women and girls.

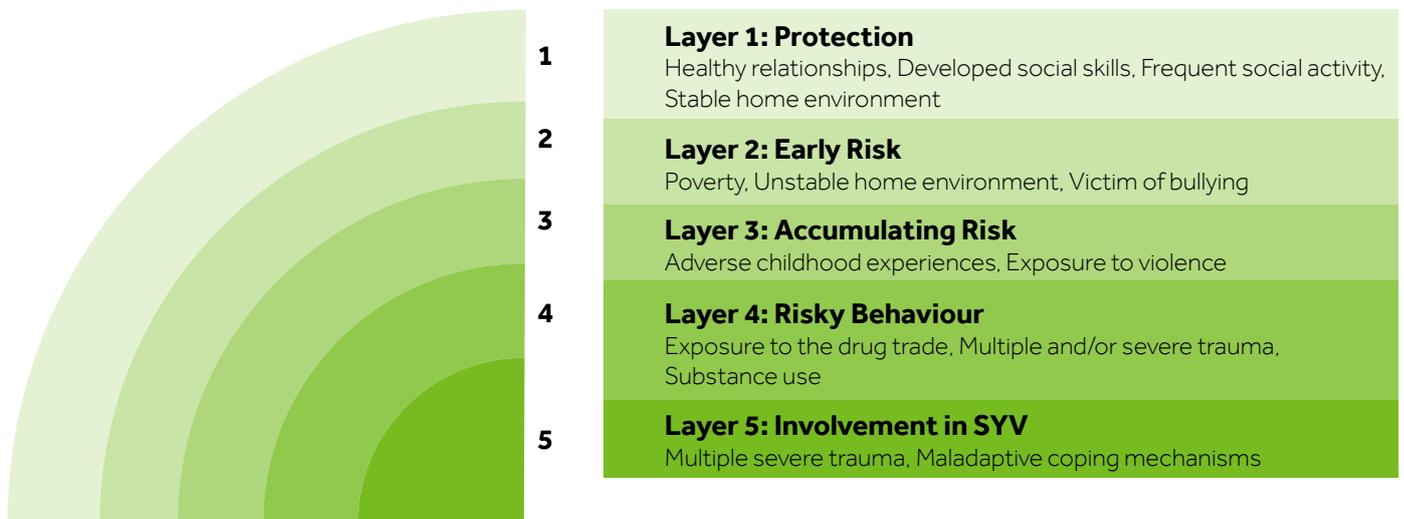
Peer Relationships

As a young person becomes older, the influence of family lessens and the influence of peers becomes more important. Our analysis in the previous sections demonstrates that negative peer relationships are a strong risk factor for involvement in SYV. Association with young people who are themselves involved in violence or risky behaviour can be instrumental in drawing young people into similar patterns of behaviour, while exploitation and grooming by adults severely heighten risk. Conversely, the ability to develop healthy relationships is an important protective factor against involvement in youth violence. We will build on good practice and work with partners in schools and the voluntary sector in particular to help ensure our young people are able to develop healthy friendships and relationships.



Outcome 3: Positive Mental Health and Wellbeing

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



We are committed to enabling a mentally healthy society where mental distress and illness can be raised and supported without stigma, at any age; where the impacts of mental health and wellbeing are taken as seriously as those of physical health; and where we have a collective understanding of what good mental health looks like.

We know that young people face particular challenges in terms of their mental health. Some of these, such as coming to terms with identity, are inherent in growing up. However, peer pressure, bullying and stress are being exacerbated by social media and the pressures of the complex society in which young people are becoming adults. Many young people will have had ACEs which may have affected their emotional development and their trust in those around them, and some will be affected by negative cultural perceptions of mental health issues. Support for youth people's mental health needs to take account of and address the whole range of these experiences to effectively build their wellbeing.

A significant number of young people in Haringey are made vulnerable to involvement in serious youth violence due to poor mental wellbeing and associated behaviours such as substance use, risky sexual behaviours and inability to deal with conflict. Sometimes, children have needs which have not been identified and supported in a timely fashion – most typically around those on the Autism Spectrum (ASD) or experiencing Attention Deficit Hyperactivity (ADD).

➔ Two-thirds of Year 8 and 10 pupils report that they are generally satisfied with their lives, whilst one third are not. Only a third report having high self-esteem.

- ➔ Approximately one in ten young people has a diagnosable mental health condition
- ➔ A quarter of primary pupils and 13% of secondary school pupils report having been bullied in the last year
- ➔ 19% of secondary pupils know someone who takes drugs, 14% have been offered cannabis, and 3% have been offered cocaine. Use of drugs among young people is relatively high compared to London averages.

A wide range of services that help keep our young people mentally well are already in place in Haringey. These range from universal services such as a strong education system to more specialised services such as a range of targeted mental health provision including NHS Choices and CAMHS to approaches for vulnerable young people such as Project Future. There are also examples of local innovation. For example, Haringey Youth Team are delivering the innovative More Than Mentors peer-mentoring project in partnership with Community Links from East London to help build resilience in young people, with older adolescents supporting their younger vulnerable peers. Funding through the CAMHS Trailblazer will build on existing approaches in schools to reach out to children and young people where they sit on a daily basis as well as reducing waiting times for specialist support. In order to reduce the fragmentation in our system and to provide better and more timely access to all children, young people and families to the help they may need, partners are committed to developing and embedding the Thrive approach in Haringey.

PRIORITIES FOR ACTION

Developing and Embedding the THRIVE approach

Good mental health and wellbeing cannot be delivered by a single agency, however strong their clinical practice – but depends on how wider society, as well as more localised communities, see mental illness. We want to encourage a borough where mental illness can be raised and supported without stigma, at any age.. This will mean that coming forward for support around anxiety and depression is not seen as a sign of weakness, but as a sign of a healthy approach to life. From this Strategy alone, there are no illusions that life is straightforward – we all need support at various points and support which we feel speaks to our particular circumstances and needs.

We also know that we need to improve our transitions pathways for children and young people into adult mental health services, where these may be needed for the longer term. This may involve rethinking the age bandings used to determine where young people go for help. And we need to focus on ensuring that the Thrive approach can span ages and enable access to the right support.

We are at the early stages of developing the Thrive model in Haringey but are committed to embedding its approach across four key areas, with the child, young person and family at the centre:

Getting advice: Signposting; self-management; one off support

Ensuring that children, young people and families know what is available, can access evidence based self help and support and feel confident in knowing their way around what is there to help. Community and faith organisations can play a key role here in providing non-stigmatising information and support.

Getting help: Goals focused, evidence informed and outcomes focused interventions

Where needs have been identified, ensure that there is timely access to the right support – and that children, young people and families feel confident in this support. The CAMHS Trailblazer will test the extent to which this could be offered through schools and community based networks in Haringey.

Getting more help: extensive treatment

Sometimes, children and young people need more specialist help which may only be delivered by qualified and trained clinicians – we need to reduce the waiting times for this treatment (including for young people with ASD and ADD) and to make sure that whilst waiting for more help children and young people are supported effectively. Where young people continue to need support into adulthood, we need to strengthen pathways for transition.

Getting risk support: risk management and crisis response

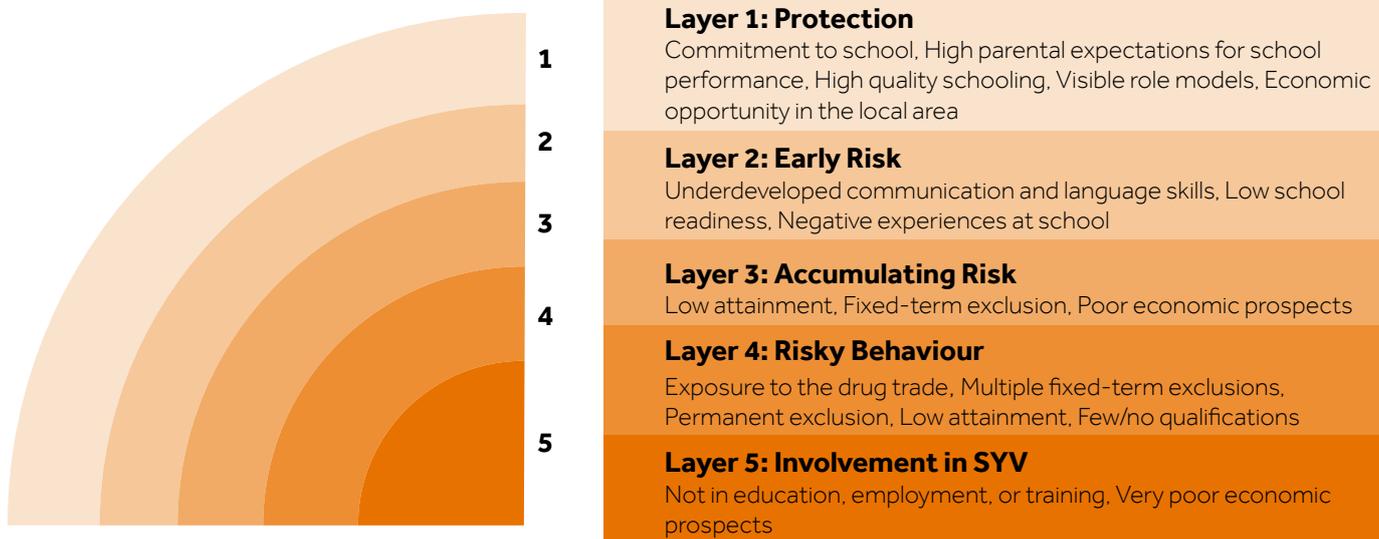
In a crisis, we need to have clear and direct support for children, young people and their families. When young people become very unwell, we need to support parents and families through a very challenging time and to build their resilience to address long term mental health.

The approach is not reserved for those currently identified as CAMHS practitioners, or specialists in mental health. In the Thrive model, children, young people and families are central to the work – as are people involved in community activities, neighbours, school based staff and specialist clinicians – recognising that it is in part the effective access and in part the effective intervention which contribute to an effective outcome.

Our work to build young people's resilience, to develop trauma informed practice and to extend our network of provision in schools all forms part of the Thrive approach.

Outcome 4: Attainment and Opportunity

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



A focus on enabling all children and young people to achieve their potential, with educational attainment, engagement levels in school, aspirations and economic opportunities all high, will help to keep young people away from risky or violent lifestyles. These protective factors speak to some of Haringey's major strengths. Over 95% of schools in Haringey have a 'Good' or 'Outstanding' rating from Ofsted. Haringey pupils have the best progress nationally from Key Stage 2 to GCSE and Haringey's average Progress 8 score, which aims to capture the progress a pupil makes from the end of primary school to the end of secondary school, is above the London and national averages. Moreover, the overwhelming majority of young people we spoke to in the course of developing this strategy had positive aspirations for the future, whether progressing into higher education, securing high-quality employment, or working to improve their communities.

However, we know that there are persistent issues with some groups of pupils not achieving their potential and that early risk factors, such as poor speech and language development and late diagnosis and support of Special Educational Needs and Disabilities (SEND), have far reaching impacts.

- ➔ Boys (69%) and pupils with free school meal status (69%) are less likely to reach a good level of development at the end of reception, compared to the Haringey average (74%).
- ➔ Black boys have the lowest attainment of all ethnic and gender groups (in 2015/16 52.3% achieved

A*-C in English and Maths, compared to 61.3% of all pupils across London).

- ➔ In 2016/17, 74% of Haringey Secondary school pupils with fixed period exclusions were boys. Black pupils are significantly more likely to be excluded than their peers, at 19% compared to 5% for White British pupils in Haringey. Data on pupils attending alternative provisions indicates that pupils with SEND or a social, emotional or mental health need are more likely to be excluded than their peers.
- ➔ Nationally, over 70% of young offenders who have been sentenced for knife-related offences have received at least one fixed-term exclusion
- ➔ Haringey has high numbers of NEETs, compared to other Boroughs and larger proportions of Mixed Race (10.7%), Black (7.9%) and Asian (5.6%) 16-17 year olds are NEET compared to the London averages (8.4%, 5.7% and 3.9% respectively).

This strategy will seek to address the root causes of underachievement and the ways in which this can limit young people's aspirations and opportunities in adulthood. It will build on the excellent practice already taking place within our schools, colleges and early years settings, focusing on the priority areas below.

PRIORITIES FOR ACTION

Early Learning

Early education has a deep and lasting impact on future outcomes. We will continue to strengthen work to identify and address speech and language issues; to diagnose special educational needs and disabilities (SEND), including Autism Spectrum and Attention Deficit Hyperactivity early; and to improve support within mainstream education.

Addressing under-achievement in education

BAME children and those on free school meals achieve less well at school than their peers. To address this, we will continue and strengthen work with Haringey Education Partnership and local schools to target activity to raise attainment of BAME pupils, including through identifying and supporting those at risk of under-achievement early, and through improving the relevance of the curriculum to BAME groups.

Reducing exclusions and improving Alternative Provision

School exclusions are a key contributory factor to involvement in SYV. Preventing exclusions where possible and reducing their impact on individual pupils' life chances is a key component of this strategy. The partnership is committed to tackling the institutional challenges around BAME and SEND disproportionality in exclusions. We know that the transition from primary school to secondary school can be difficult for some pupils, and we will make sure that this transition is as positive as possible. We will review and recommission Alternative Provision where appropriate, in order to improve outcomes for those young people who cannot attend mainstream education.

Employment

Young people who have been excluded from school or who have been involved in youth violence can find it difficult to find work or progress onto further education. We will prioritise increased support to get young people at risk into meaningful employment and education post 16 and reduce the numbers of NEETs.



Outcome 5: Reduction in Serious Youth Violence

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

The overarching aim of this strategy is to prevent serious youth violence. The focus on the four outcomes above is key to preventing youth violence in the long term, but we must in parallel take a strong enforcement and disruption approach to stop violence now, by disrupting gangs and associated drug trading and exploitation. Most young people become involved in criminal behaviour through exploitation, and should therefore be treated as victims, alongside enforcement where necessary. Whilst our approach is tough on those involved in criminal behaviour, it retains a focus on opportunities for reintegration and support back on to a positive path.

We have an effective Community Safety Partnership, jointly chaired by the local authority and the Metropolitan Police, which brings together representatives from the criminal justice, health and wellbeing, housing, education, and voluntary sectors to take a solutions-focused approach to community safety issues facing our borough. This strategy is integrated with the forthcoming Haringey Community Safety Strategy, which will set out how partners in Haringey will tackle violent crime with our communities and young people, by focusing on prevention and early intervention, addressing vulnerability, targeting

resources at high crime areas, empowering former offenders and victims to move on, and driving a zero tolerance approach to violence against women and girls.

The actions taken to tackle serious youth violence now, are set out in detail in the North Area Violence Reduction Group's action plan for Haringey and Enfield, co-owned by the North Area Metropolitan Police BCU, Enfield Council, and Haringey Council. The action plan's priorities are fully integrated with those of this strategy, as set out below:

Diversion from the Criminal Justice System

Our ambition is for fewer young people from Haringey to enter the criminal justice system. The Police, Council and Youth Justice System will work in partnership to develop and test new approaches for young people on the periphery of the criminal justice system and work to maximise all available opportunities to engage and re-engage young people in support.

Keeping Deadly Weapons off Our Streets

In partnership with Police, schools, retailers, and communities, we will reduce opportunities for violent crime by minimising accessibility and availability of weapons, including through the Responsible Retailers Programme and community weapons sweeps.



Protecting and Educating Young People

We will take an approach to protecting young people that focuses on early intervention and prevention. This will be rooted in honest, frequent, and consistent engagement between all partner agencies and young people.

Targeting Organised Criminality

The partnership will enforce against those who jeopardise the safety of our young people with an approach driven by strategic and tactical analysis and based on information sharing between agencies and co-ordinated and targeted use of resources.

Offering Ways out of Crime

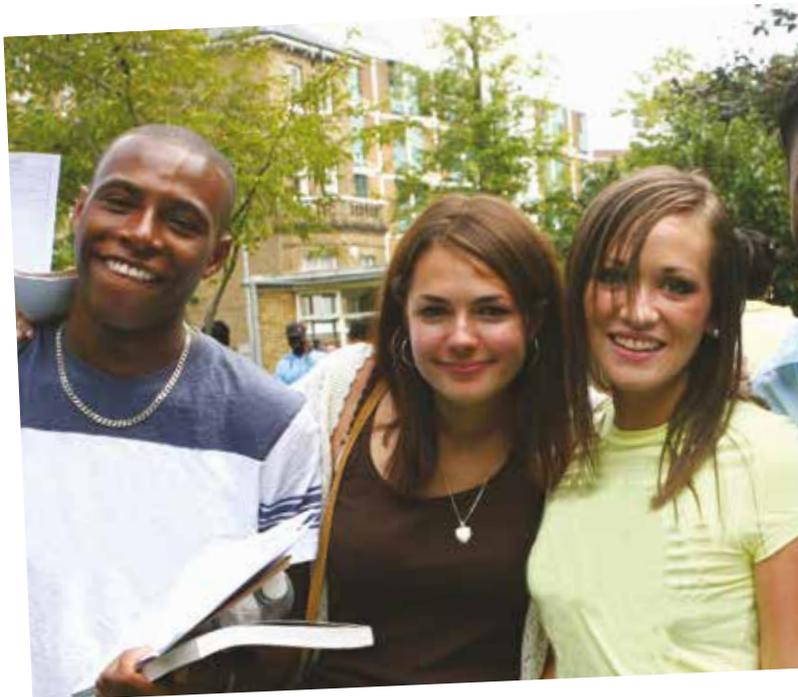
We believe in the importance of offering second chances to those who have already been involved in violence crime, through addressing the factors that led them to become involved, setting their lives back on the right track, and providing opportunities for employment or further education and training. We will work in partnership to reduce the harm caused by serious violence by addressing vulnerability, providing opportunities for young people to access services, and by empowering gang members to exit gangs.

Standing with Communities, Neighbourhoods, and Families against Knife Crime

As a partnership, we will work with communities to address the problems that cause and result from violence. Extending the use of locality approaches to tackle violence, with a focus on building strong partnerships between the Police and the wider community, we will support and develop street-based approaches to prevent and mediate conflict and strengthen the support offered to young people and communities in the aftermath of violence.

Supporting Victims of Violent Crime

In alignment with our locality approach, the partnership will deliver support in the community from local teams for victims, ensuring consistent support through the aftermath of incidents and criminal justice system processes. As a partnership, we will also strengthen existing good practice to support young people who have been victims of exploitation, building on the success of the multi-agency Haringey Exploitation Panel by expanding its scope to cross-border issues and re-naming to the Haringey Contextual Safeguarding Panel.



Conclusion

The Young People at Risk Strategy supports the Haringey Borough Plan and sets out the borough's long-term strategic approach to keeping local young people safe, focusing on achieving outcomes that will reduce young people's vulnerabilities and the risk that they may become involved in serious youth violence. While it provides a framework for a number of initiatives that are either already in place or in development, it does not detail everything we will do as a partnership. The short-term action we will take is captured in the accompanying Action Plan. Delivery of the Young People at Risk Strategy will involve collective action from every organisation involved in working with young people and families in Haringey. We commit to making sure that the voices and views of Haringey's communities and young people inform everything we do, and we commit to galvanising a movement to end serious youth violence in Haringey.

The wider context



National

This strategy fully aligns with the approach set out in the Home Office's Serious Violence Strategy, which sets out the national approach to reducing and preventing serious violence and addressing cycles of violence that affect individuals, families, and communities across the country. It sets out an approach based on early intervention and prevention and emphasises the importance of communities and partnerships.

London

The Mayor of London has brought forward ambitious plans to tackle serious youth violence and its root causes. The Mayor's 2017 Knife Crime Strategy sets out his administration's key areas of focus for taking action against knife crime. The new Violence Reduction Unit is taking forward a London-wide public health approach, supported by the £45m Young Londoners Fund. Haringey Council has been the largest recipient of the Young Londoner's Fund, receiving £1.5m to fund our community-based approach to protecting our young people. Haringey works in partnership with the Mayor's administration in the effort to tackle youth violence, through liaison and joint working with MOPAC and the Metropolitan Police Service.

Haringey

This strategy is being brought forward immediately after Haringey Council's adoption of its Borough Plan for 2019-23. This document sets out the vision, priorities, and objectives for Haringey over the next four years. Key objectives relate to increasing young people's safety, reducing rates of entry into the youth justice system, and reducing crime. This strategy sets out how the Borough will achieve these objectives, focusing on achieving positive outcomes for our young people.

This strategy also aligns closely with the forthcoming Haringey Community Safety Strategy 2019-23. This outlines how the Community Safety Partnership will make Haringey a safer borough by addressing high priority forms of criminality. This strategy complements the Community Safety Strategy by focusing on young people's safety. Activity to target adult perpetrators, including the adults who criminally exploit children, will be set out in more detail in the Community Safety Strategy.

Both the Borough Plan and the Community Safety Strategy adopt a whole systems approach, setting out how we will work with our partners and our communities.



Methodology



A wide range of research and evidence gathering has informed the development of this strategy including:

Engagement with Young People

Through the development of this strategy we have prioritised engagement with young people, parents, communities, and with our partners. The most important piece of activity has been engagement with young people. Council officers have had conversations with dozens of young people in settings across the borough, many of whom have had direct experience of the issues discussed in this strategy, in order to better understand their perspectives on the issues and potential solutions. We found pervasive awareness of gang activity and weapon-enabled crime, high levels of concern for personal safety, and low levels of confidence in civic institutions. However, we also gained insight into the most suitable ways forward and developed a clear sense of young people's priorities.

Partner Engagement

We have engaged with partners through statutory boards, partnership boards, one-to-one conversations, and through events in October 2018 and February 2019 that brought a diverse array of stakeholders together to discuss the data and evidence on youth safety and look at ways forward. This strategy has been developed in partnership and as a whole systems model, and so collaboration with our partners has been fundamental to its development and will be vital in its delivery.

Godwin Lawson Foundation Report

In partnership with Bridge Renewal Trust, we commissioned the Godwin Lawson Foundation to conduct a consultation with vulnerable and high-risk young people in Haringey to find out more about their attitudes towards crime and safety issues. The findings are wide-

-ranging and cover perspectives on crime levels, weapon carrying, police, schools, the Council and youth services, and include recommendations for ways forward. These findings provided a starting point for our work to develop Haringey-specific solutions to local issues.

Needs Assessment

Haringey Council's Public Health team undertook a needs assessment that set out who is most at risk by bringing together datasets relating to a comprehensive range of risk factors including deprivation, school exclusions, GCSE attainment, mental health issues, negative home environments, risky behaviours, and criminal activity. This needs assessment provides baseline figures and confidence in our assessment of the groups of young people and families who are most likely to experience risk overall. It has been tested with and informed by our partners. We will therefore be able to target interventions at those most in need, ensuring the most effective use of limited resources.

Literature Review

Council officers undertook a review of literature on youth safety and associated issues from sources including academic publications, think tanks, charities, and government agencies and departments. This review was not restricted to UK-based sources, as a significant amount of relevant literature has been published on youth safety and violence reduction around the world, from Bogota to Baltimore. However, we have also drawn learning from research and good practice from our neighbours including Hackney, Camden, Waltham Forest, and Lewisham. The outcome of the literature review is a solid understanding of the causes and consequences of youth violence, prioritisation of the issues that need to be addressed in a collective effort to prevent youth violence, and an evidence base for the effectiveness of interventions to address those issues.

Acknowledgements

Haringey Council would like to thank:

Aspire, the Haringey Children in Care Council

Bridge Renewal Trust

Bruce Grove Youth Space

Catherine West MP

David Lammy MP

Godwin Lawson Foundation

Haringey BAME Attainment Steering Group

Haringey Citizens

Haringey Clinical Commissioning Group

Haringey Community Safety Partnership

Haringey Early Help Partnership Board

Haringey Education Partnership

Haringey Health and Wellbeing Board

Haringey Multi-Faith Forum

Haringey Safer Neighbourhoods Board

Haringey Youth Justice Partnership Board

Homes for Haringey

Hope in Tottenham

Mayor's Office for Policing and Crime

North Area Violence Reduction Group

Metropolitan Police Service North Area BCU

North Middlesex Hospital

Project 2020

Pupils and teachers from Alexandra Park School

Pupils and teachers from Dukes Aldridge Academy

Pupils and teachers from Fortismere School

Pupils and teachers from Gladesmore School

Pupils and teachers from Heartlands High School

Pupils and teachers from Highgate Wood School

Pupils and teachers from Park View School

Pupils and teachers from the Octagon Pupil Referral Unit

Pupils and teachers from The Willows Primary School

Pupils and teachers from Woodside High School

RISE Projects

Students and staff from the College of North East London (CONEL)



