

Report for: Cabinet - 7 November 2023

Title: Haringey Annual Youth Justice Plan 2023-2024

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

Lead Officers: Jackie Difolco, Assistant Director: Early Help, Prevention and SEND
Jackie.difolco@haringey.gov.uk
T. 020 8489 1114

Ward(s) affected: ALL

Report for Key/Non-Key Decision: Not applicable

1. Describe the issue under consideration.

1.1 The purpose of the report is to seek approval from Full Council to implement the statutory Haringey Youth Justice Plan for 2023-2024.

2. Cabinet Member Introduction

2.1 Working to prevent young people from entering the youth justice system, and to support those who have to be rehabilitated is vital, complex, and detailed work. The local authority leads this, working with a range of partners to support young people who are at risk of entering the system or who are going through it. As youth offending is a statutory regulated service, the LA is required to produce an Annual Youth Justice Plan. This report asks Cabinet to consider and endorse the Haringey Annual Youth Justice Plan 2023-24. The Annual Youth Justice Plan is a statutory requirement and must be agreed by Full Council. Securing the endorsement of Cabinet is an important part of the process and gives this overarching plan the attention and priority within council and partnership activities.

2.2 The local authority has a statutory duty to consult with partners to develop and implement this annual youth justice plan and as a statutory regulated service, youth offending services are inspected by Her Majesty's Inspectorate of Probation (HMIP). The plan sets out how youth justice services are to be provided and funded, and how the Youth Justice Service will run. As a strategic document, the plan covers and links to several associated partnership strategies which are set out in the report, including the Young People at Risk Strategy 2019-2029, Community Safety Strategy 2019-2023, and Haringey's Corporate Delivery Plan. To ensure delivery of the aims and objectives, there is a more detailed operational delivery plan, with progress being reported to the Haringey Youth Justice Strategic Partnership Board.

3. Recommendations

3.1 To note that the Children and Young People’s Scrutiny Panel have no changes to the annual Youth Justice Plan and recommend cabinet note their comments in accordance with Part four Section E paragraph 2.2 of the Council’s Constitution as outlined in paragraphs 5.6 – 5.11.

3.2 That Cabinet recommend to full council adoption of the Annual Youth Justice Plan.

4. Reasons for decision

4.1 In England only, statutory youth justice plans must be signed off by full council. However, the plan can be submitted with the approval of the Board Chair with confirmation of full sign off submitted at a later date. The ‘sign off’ by the Chair is an indication that the wider management board have approved the submitted plan which must be submitted to the Youth Justice Board (YJB) and published annually by 30 June 2023. This plan was approved by the Youth Justice Strategic Partnership Board on the 21st June with the plan submitted to the YJB prior to the deadline.

5. Report

Background information

5.1 It is the duty of each local authority after consultation with partners to formulate and implement an annual youth justice plan setting out:

- a) how youth justice services in their area are to be provided and funded; and
- b) how the Youth Justice Service will be composed and funded; how it will operate, and what functions it will carry out.

5.2 The document is the youth justice partnership’s main statement of purpose and sets out its proposals to prevent offending by children and young people. The plan shows not only what the Youth Justice Service (YJS) will deliver as a service, but how strategic links with other supporting initiatives will be developed and maintained.

5.3 This plan supports a range of associated partnership strategies including the Haringey Early Help Strategy 2021-2023, Young People at Risk Strategy 2019-2029, Community Safety Strategy 2019-2023, Haringey’s Corporate Delivery Plan and the Mayor of London’s Policing and Crime Plan 2022-2025. The youth justice plan is supported by a more detailed operational delivery plan overseen by the Head of Service for Young Adults, Youth Justice and Haslemere, who reports progress to the Haringey Youth Justice Strategic Partnership Board.

5.4 As a statutory regulated service, youth offending services are inspected by Her Majesty’s Inspectorate of Probation (HMIP). The most recent single inspection took place in 2012, however the YJS underwent a thematic inspection in May 2021 regarding the support and supervision that black and mixed heritage boys and young men are receiving from youth offending services. It is anticipated that the service will receive a full single inspection within 2023.

5.5 The Haringey Youth Justice Plan is required to address the areas of performance, structure and governance, resources, value for money, partnership arrangements and risks to future delivery. The plan takes into account local performance issues,

lessons from thematic inspections, together with learning from any serious incidents and regular quality assurance.

Children, Young People and Scrutiny comments

- 5.6 Children, Young People (CYP) and Schools scrutiny considered a report on the Annual Youth Justice Plan 2023-24, at our last meeting on 21st September. In relation to the three key performance indicators: First time entrants; reoffending; and use of custody, each of these indicators showed a long-term positive trend, recognising the challenge in some areas, particularly the use of custody with mitigation in place to continue to reduce this. We unanimously endorsed the Plan and the priorities that were set out within it. In particular, we welcomed the Council's continuing commitment to 'child first, offender second' approach and the trauma-informed contextual safeguarding and whole family approach to assessment intervention and delivery.
- 5.7 We recognise the fact that Haringey Youth Justice Service has maintained consistently strong service performance over the past two years, with 82% overall compliance on personal performance reports for assessments completed, sentence plans and home visits completed within timescales. Similarly, having over 70% of young people supported by the YJS being in full-time Education Training and Employment is also positive news. We look forward to hearing about further improvements in these metrics in future years.
- 5.8 The Panel are especially pleased that Haringey has the lowest local reoffending rate since tracking began and we were pleased to hear officers set out that a large part of the reason for this, is as a result of the quality of interventions that are carried out by case managers in Haringey. We welcome the use of evidence based and therapeutic interventions and the trauma-led approach. We recognise that this is a complicated and challenging cohort to work with and that the quality of interventions is crucial in reducing reoffending.
- 5.9 As a Panel, we sought assurances about what preparations have been put in place in anticipation of an upcoming Ofsted inspection of the service, following on from the thematic inspection that took place in 2021. We were pleased to hear that an external provider had been commissioned to do a diagnostic assessment, and that this had provided a positive assurance about the overall service. We welcome that additional staffing has been recruited following this assessment, to provide strengthened management oversight.
- 5.10 We sought assurances around co-production, and we heard that that there was a young people's participation network that met with managers from the service on a quarterly basis. This was in addition to a separate parent/carers' forum. These discussions were reported up to the Youth Justice Board and we welcome the fact that the Board also engages directly with the youth justice cohort of young people.
- 5.11 The Panel would like to bring Members' attention to a recent study, the largest of its kind, which was reported in the Guardian newspaper. It revealed that 33% of care-experienced children received a youth justice caution or conviction, compared with 4% of those without care experience. This figure was even higher for some care-experienced minority ethnic groups including black Caribbean (39%), mixed white

and black Caribbean (42%), Travellers of Irish heritage (46%) and Gypsy/Roma (50%). The Panel feels that this is a metric that should be monitored at a local level within Haringey.

6. Summary of progress against Haringey Youth Justice Plan 2022-2023

- 6.1 Haringey YJS has maintained consistently strong performance over the past two years, with 82% overall compliance on personal performance reports. Whilst there was a dip at the end of 2022, the service still managed to achieve 76% of assessments completed within timescales, 88% sentence plans completed within timescale, and 81% of home visits undertaken within timescales.
- 6.2 Over 70% of young people supported by the YJS are in full-time Education Training and Employment and 80% of young people received accreditation for the work they completed with us.
- 6.3 The service places a key focus on disproportionality and racial disparity using the feedback gained from the thematic inspection and the good practice guidance. The YJS were successful in a funding bid with Islington, Hackney and Camden for the Mayor's Office for Policing and Crime (MOPAC) Disproportionality Challenge Fund. This bid enabled the service to commission identity based intensive mentoring with academic evaluation.
- 6.4 The service continue to offer substance misuse support, general health nurse and recently have filled our full time CAMHS officer post. We still have a part time CAMHS role to recruit to which is currently vacant. The additional full-time role was commissioned to respond to the growing need for emotional wellbeing for children and young people within the YJS cohort.
- 6.5 The service has continued their commitment to Child First Offender Second approach. Within 2022, there was a stronger focus on well-being, participation, young people feedback, and in house group work that focused on identity, health, and wellbeing.
- 6.6 Refer to section 7 of the Haringey Youth Justice Plan 2023-2024 for more detailed information on key achievements within the year.
- 6.7 In relation to the three key performance indicators, progress was as follows:

First time entrants (FTE)

- 6.8 Between October 21 and Sep 22 (latest available period) 51 young people have become first time entrants. Haringey has seen an increase of 2% in young people becoming first time entrants to the youth justice system compared to the same period 2020/21, this relates to one young person. This still marks a decrease of 30% compared to three years ago. Haringey has the sixth lowest rate of FTE out of 11 in our family of Youth Offending Teams (YOT) and ranks 25th out of 31 YOTs in London. The Haringey rate is lower than their YOT Family but higher than the London average.

Reoffending

- 6.9 The Haringey re-offending rate continues to reduce and has reduced for the last four consecutive quarters. It is currently at the lowest rate since we started tracking re-offending. The latest return for the annual re-offending rate (cohort between April 2020 and March 21) was 32.3%. This relates to 40 young people re-offending from a cohort of 124 committing 70 re-offences. This compares to 40.6% re-offending for the previous year and 40.9% 3 years ago. Haringey has the lowest re-offences rate (1.75) across London. The rate is expected to reduce even further as predicted by our live tracker tool. This is largely due to the continued reduction in arrest rates, the decriminalisation of young people and the impact of interventions. Performance data indicates that reoffending relates to a small cohort of existing young people on the YJS caseload.

Use of custody

- 6.10 Between January and December 2022 (latest available period), the number of young people sentenced to custody has increased by 80% (which equates to 4 custodial sentences) However, three young people received a concurrent Detention Training Order (DTO) and s250(long term custodial sentence) (Sentencing Act 2020) in the same sentencing occasion which had to be counted separately in terms of our formal data submission and has negatively distorted the Haringey rate. One of the same young people also received a further custodial period whilst already serving an existing custodial sentence. There were nine custodial sentences during the period (relating to five young people). Whilst Haringey has the highest rate of young people in custody when compared with our YOT family and across London, this still represents a decrease of 47% compared to three years ago.
- 6.11 Refer to **section 9.31** within the youth justice plan for more detailed analysis.

7. Priorities within Haringey Youth Justice Plan 2023-2024

- 7.1 Haringey's Young People at Risk Strategy is in the process of being reviewed with a refreshed partnership action plan developed that aligns with the work of the Youth Justice Service and our long-term approach to reducing youth violence in the borough.
- 7.2 Key priorities for the Haringey Youth Justice Partnership Board for 2023-24 include areas for development highlighted by the self-assessment against the Youth Justice Board national standards as outlined below.
- a) to continue Haringey's commitment to "child first, offender second" approach, which is managed through a trauma-informed, contextual safeguarding and whole family approach to assessment intervention and delivery,
 - b) through investment, introduce evidence-based approaches to reduce levels of serious youth violence and knife crime in the borough as a means of increasing community safety and reducing the safety and well-being concerns relating to young people,
 - c) to improve outcomes for our most vulnerable cohort of young people specifically Children in Care, those with SEND, subject to child protection plans in terms of engagement and attainment within Education, Employment or Training, health and improved health and wellbeing,

- d) to strengthen and develop closer alignment between the management board and wider youth justice service,
- e) to continue our work to reduce the use of custody as a sanction for young people.
- f) underpinned by Haringey's Early Help Strategy and Youth at Risk Strategy, and the Turnaround funding, embed our prevention approach within the YJS. Using a team around the family approach to ensure wider issues within the family network are considered fully and addressed to improve outcomes for children and young people,
- g) to work with our partners to increase our Out of Court Disposal work as part of our early intervention model to enable children and young people to access appropriate and earlier support,
- h) have continued key focus on disproportionality and racial disparity. The wider partnership will consider the issue from their individual areas, being informed by their own agencies captured data, ensuring the issue is being addressed at all levels both strategically and operationally with shared ownership and accountability,
- i) increase the focus of disproportionality within the context of remands into custody, with a focus on the cohort of isolated families with limited networks who are at risk of youth detention,
- j) to continue the work of supporting Haringey young people around the issue of Stop and Search, address the impact in terms of disproportionality and racial disparity as well as the safeguarding impact of the lived experience on our young people.
- k) to improve the health offer and health outcomes for young people, particularly in relation to mental health, speech and language, communication,
- l) to continue our focus on restorative justice throughout the service and the partnership, increasing the number of victims engaged and promote the value to the restorative process,
- m) to continue our work on constructive resettlement, with the support of our partners in the prison service, social care, health, education and housing. To also continue this emphasis beyond the scope of resettling children from custody, but to include intensive YJS work, lengthy community orders and young people transferring to adult services,
- n) increase and strengthen the participation and voices of children, young people and their families.

7.3 Key performance indicators for 2023-2024 include:

No	Area for Development	Target	22/23 Output	23/24 Target
1	National Indicators	1.1 Reduce the Use of Custody 1.2 Reduce the rate of Re-offending. 1.3 Reduce the rate of first-time entrants into the Youth Justice System	9 sentences 32.3% 51 yp	6 sentences 30% 45 yp
2	Education	2.1 Increase the %of young people in suitable Education, training, and employment	70%	80%
3	Management Oversight Audits	3.1 Increase the overall Audit % for the Planning Section 3.2 Increase the overall Audit % for the Resettlement section. 3.3 Increase the overall Audit % for the Custody section	58% 58% 59%	70% 70% 70%
4	Case Management (PPRs)	4.1 Increase the % of ASSET+ completed within timescale. 4.2 Increase the % of Home Visits undertaken every two months as a minimum. 4.3 Increase the % of Sentence Plans completed within timescale	76% 81% 88%	90% 90% 90%
5	Children in Care	5.1 Reduce the number of CIC with ETE concerns (education, training, and employment) 5.2 Increase the number of CIC who have an assessed need for Substance Misuse support. 5.3 To support our CIC with robust risk plans to reduce the number of CIC who get assessed as High Risk across Serious Harm Safety and Wellbeing and Reoffending	76% 67% 26% 68% 32%	65% 60% 20% 60% 25%

8. Contribution to Corporate Delivery Plan 2022-2024 and strategic outcomes

8.1 The objectives of the youth justice service are aligned with the priorities within Haringey's Corporate Delivery Plan' specifically:

Theme 3: Children and young people

- a) Outcome 2 Happy Childhoods - All children across the borough will be happy and healthy as they grow up, feeling safe and secure in their family networks and communities.
- b) Outcome 3 Successful Futures - Every young person, whatever their background, has a pathway to success for the future.

Theme 7: A Safer Borough

- c) Outcome 1: A borough where all residents and visitors feel safe and are safe.
- 8.2 This work contributes to the Mayor of London's Policing and Crime Strategy, Haringey's Corporate Delivery Plan, the Haringey Community Safety and Early Help Strategy. It will also help to deliver on the Young People at Risk strategy, as well as the North Area Violence Reduction Group (NAVRG).
- 8.3 Officers and partners work strategically across related work areas and boards such as Youth Justice, Safeguarding Children and Adults, Health and Wellbeing, Regeneration, Community Gold, Early Help, and the Community Safety Strategy.

9. Carbon and Climate Change

- 9.1 Not relevant to this report.

10. Statutory Officers' comments

Finance

- 10.1 The Youth Justice service activity is funded from a combination of Local Authority funding, specific grants, and contributions from other agencies. The delegated funding available totals £1.706m, of which £1.083 is from the general fund. Grant funding is the Youth Justice Board Good Practice grant of £0.605m, which has increased by 10.8% in 2022/23 compared to the previous year. The grant funding for 2023/24 has yet to be advised but is expected to be no less than £0.605m awarded in 2022/23.

Head of Legal and Governance

- 10.2 Section 40 of the Crime and Disorder Act 1998 places a statutory duty on local authorities, after consultation with relevant persons and bodies, to formulate and implement a Youth Justice Plan setting out the provision for Youth Justice Services in their area. The plan must be submitted to the Youth Justice Board by the 30th June 2023.
- 10.3 Youth Justice Plans: Guidance for youth justice services updated in March 2023 states that in England, the plans must be signed off by Full Council in accordance with Regulation 4 of the Local Authorities (Functions and Responsibilities) (England) Regulations 2000. Where local authorities are unable to obtain sign off by Full Council, the plan can be submitted to the Youth Justice Board with the approval of the Haringey Youth Justice Strategic Partnership Board Chair, with confirmation of Full Council sign off at a later date. The Board Chair sign off is taken as an indication that the wider management board approves the plan.
- 10.4 The matters referred to in this report and plan meet these legal obligations.

Equalities

- 10.5 The Council has a Public Sector Equality Duty under the Equality Act (2010) to have due regard the need to:
- a) Eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act,
 - b) Advance equality of opportunity between people who share those protected characteristics and people who do not,
 - c) Foster good relations between people who share those characteristics and people who do not.
- 10.6 The three parts of the duty applies to the following protected characteristics: age, disability, gender reassignment, pregnancy/maternity, race, religion/faith, sex, and sexual orientation. Marriage and civil partnership status applies to the first part of the duty. Although it is not enforced in legislation as a protected characteristic, Haringey Council treats socioeconomic status as a local protected characteristic.
- 10.7 This report is to inform members of the Community Safety Partnership of the objectives for the statutory Youth Justice Plan for 2023-24. This plan takes into account learning from partnership working, as well as serious incidents and

safeguarding to ensure our young people are given specialist support to cater to their needs. Cross-cutting and partnership work with CAHMS, Social Care and other teams/organisations supports us in catering to the needs of vulnerable groups, specifically with regard to mental health, sex and sexual orientation, disability, and gender reassignment. As well as this, a focus on disproportionate exclusion rates, custody and other negative outcomes will be focused on as part of the new plan to further protect those with the previously mentioned protected characteristics.

11. Use of Appendices

Appendix A: Haringey Youth Justice Plan 2023-2024

12. Local Government (Access to Information) Act 1985

[Youth justice plans: guidance for youth justice services - GOV.UK \(www.gov.uk\)](https://www.gov.uk/guidance/youth-justice-plans-guidance-for-youth-justice-services)