

Report for: Cabinet 17 September 2024

Item number:

Title: Haringey Youth Justice Plan 2024 - 2027

Report authorised by: Ann Graham, Director: Childrens Services

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Ward (s) affected: All

Report for Key/Non-Key Decision: Key Decision

1. Purpose of the report

1.1 The purpose of the report is to inform members of Cabinet of the priorities within the statutory Youth Justice Plan for 2024- 2027 and to seek approval from Full Council to implement the plan.

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 a Youth Justice Plan. This report asks Cabinet to consider and endorse the Haringey Annual Youth Justice Plan 2024 - 2027. The 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 2024-2027, 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 Recommendation 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 paragraph 4.8.

3.2 Recommendation 2) That Cabinet recommend to full council adoption of the annual Youth Justice Plan.

4. Reasons for Decisions:

- 4.1 Recommendation 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.
- 4.2 Recommendation 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 what progress had been made on the strategic priorities and how strategic links with other supporting initiatives will be developed and maintained.

5 Alternative options considered:

5.1 N/A

6 Background Information

- 6.1 In England only, statutory youth justice plans must be signed off by full council. In advance of full council approval, the plan can be submitted with the approval of the Chair of the Youth Justice Strategic Partnership Board with confirmation of full sign off submitted at a later date. This partnership board has strategic responsibility to ensure youth justice services are delivered within its statutory remit. 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 30th June 2024. This plan was approved by the Youth Justice Strategic Partnership Board on the 26th June with the plan submitted to the YJB prior to the deadline.
- 6.2 This plan supports a range of associated partnership strategies including:
- a) The Corporate Delivery Plan 2022-2024
 - b) Haringey Early Help Strategy 2024-2027
 - c) Haringey Young People at Risk Strategy 2019 – 2029
 - d) Haringey's Health and Wellbeing Strategy 2020-2024
 - e) Community Safety Strategy 2024-2027
 - f) SEND and Alternative Provision Sufficiency Strategy 2023-2026
 - g) Mayor of London's Policing and Crime Plan 2022-2025.
- 6.3 The youth justice plan is supported by a more detailed operational delivery plan overseen by the Head of Service for Youth Justice and Youth at Risk Strategy, who reports progress to the Haringey Youth Justice Strategic Partnership Board.
- 6.4 As a statutory regulated service, youth justice 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 or joint inspection later this year.

6.5 The 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:

6.6 The Children and Young People's Scrutiny Panel considered a report on the Youth Justice Plan 2024-2027, at our last meeting on 29th July. The following sets out a summary of the main points that were raised:

- We endorsed the Youth Justice Plan 2024-2027 and the priorities contained within it. We welcome the move to a three-year plan and believe this will give the Council more scope to bring about improvements in some of the more challenging areas. The Panel Members also welcomed the revised format of the plan and we believe it is generally more accessible.
- We questioned officers about some of the reasons behind offending and reoffending and are concerned about the fact that there are contextual factors in Haringey linked to deprivation, cost of living, substance misuse and mental health. We believe that more should be done at a national level to erode these areas of inequality. We were pleased to hear that a lot of work is done to support these young people in Haringey and we welcome the adoption of a 'whole family' approach to try and address some of the underlying causes.
- We were particularly pleased to hear about the work that had been done by The Director of Children's Services to push partners to provide CAMHS as part of the Haringey Youth Justice Service. We welcome the establishment of a joint funded speech & language therapy service, alongside a substance misuse service.
- We continue to be concerned about disproportionality in the youth justice system, we welcome MOPAC funding and the work done to deliver bespoke interventions and inform research based evidence, particularly for black children and young people. An example of this is the Ether programme, which focuses on celebrating identity and raising aspirations. We also strongly endorse the trauma-led approach that Haringey has adopted, in order to understand what was happening with that young person and to provide appropriate support and interventions. We are pleased to hear that there has been training across the YJS and wider partners around disproportionality and inequalities.
- In relation to looked after children, it is pleasing to see that the youth justice cohort of looked after children has reduced from one in three, to one in four. We recognise that there is more work to be done in this area and strongly endorse a dedicated focus on improving experiences and outcomes for children who were looked after as well as SEND children, as a key priority, through the use of dedicated resources and targeted interventions.
- We advocate for continued partnership working across the youth justice system and are pleased that Haringey has strong partnership working practices in place.
- We are concerned about the impact of drugs-misuse on young people in Haringey, particularly in relation to the cohort of young people who were engaged with the Youth Justice Service. We believe that this is an area where working with our partner agencies is critically important.

Summary of progress against Haringey Youth Justice Plan 2023 - 2024

6.7 Between May – November 2023 the Management Board engaged directly in our self-assessment of our 'National Standards'. Board members put themselves forward to ratify the outcomes of the

audits in each area (Out of Court Disposals, In the community, In secure and At Court and Transitions).

6.8 There has been a specific focus to merge strategic partners and practitioners within the Youth Justice Service to strengthen the link and ensure meaningful connection for strategic decision making and practice development. Following this, we have had some joint focus visits to Wood Green Custody Suite and Feltham Youth Offenders Institute. There will be other joint focus visits arranged for 2024 which includes Oak Hill Secure Training Centre and the new Secure School.

6.9 The board has moved to a thematic approach, enabling partners to have a targeted deep dive into the different parts of the youth justice system and partnership response. This is already proving to having a better impact, coupled by the board meetings being hybrid as opposed to being held virtually. The key thematic areas have been, Health, Education, and Children in Custody.

6.10 Our Key Achievements in 2023-2024 are:

- a) Moving to a thematic approach within our governance arrangements has enabled a deeper understanding of trends and areas of focus to target on to improve outcomes for children.
- b) Recruitment to key posts which includes a CAMHS nurse, Speech and Language Therapist to improve our health offer and health outcomes for children.
- c) Implementation of a bespoke training programme starting with a pilot of the 'Dusty Knuckle' 5-week Bakery programme for children that are not in education, training and or employment.
- d) Through regular surveys, developed a better understanding of the experience of staff working within the Youth Justice Service with implementation of support and development required.
- e) Improving our parenting offer with the reintroduction of our parenting workshops on topics such as criminal child exploitation.
- f) Redevelopment of the building and environment youth justice services operate from to make it a more welcoming space for our children, their families and staff and partners.
- g) Successful completion of the mentoring programme for children from black & global majority backgrounds through the Disproportionality Challenge Fund.
- h) Implementation of a three-part workforce development programme on disproportionality, adultification and health inequalities.
- i) Developed and embedded our operating model and approaches framework to ensure consistency of practice across our workforce.
- j) Completed case file audits across all domains within the National Standard Audits to inform evaluation, learning and development.
- k) Haringey Area Partnership achieved the 'Youth Justice SEND Quality Lead Status' redesignation with a [Child First Commendation](#).
- l) Over 74% of children and young people supported by the YJS were in full-time Education Training and Employment by the end of their intervention. 83% for school age and 70% for post 16+.
- m) The Young Haringey Achievement Centre (as named) continues to recognise the commitment and hard work of our children for their contribution to their local community with educational qualifications via the Assessment Qualifications Alliance (AQA) Scheme. AQA offer wide range of units which makes achievement accessible to every child and young people regardless of their age, ability or interests. From April 23 to March 24 32 children and young people received an accreditation, totalling 112 AQA units.

- n) The Youth Justice Service (YJS) complete exit questionnaires with children and young people in the last six weeks of their intervention. The YJS undertook a relaunch of the exit questionnaire in September 2023, and they analysed those exit questionnaires relating to 23 completed from a wide range of disposals. The findings of the exit questionnaires were generally very positive. It is apparent that the “best part” of working with us is working with the case manager, talking through their problems and getting help with education.

Table One: Summary of feedback from exit questionnaires

Exit Questionnaires Completed	23
Did you feel involved in the plan?	87% said Yes
Best part of working with YJS	78% said "working with your case manager"
Worst part of working with YJS	50% said "no worst part"
My Worker listened to me?	83% said their worker listened to them "always"
YJS helped most with...	100% said we helped them "stop me from offending".
Is there anything we could do better?	73% said "nothing"
I was asked for my views/opinions?	69% said "always"
What would help you stop offending?	25% said "my family"
How have you found your time at the YJS?	Top 3 responses – 9 said "helpful", 6 said "Good", 6 said "Useful"

- (i) The service continues 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.
- (ii) 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.

Performance against national indicators

- 6.11 There is a new requirement for all YJS's to report on ten additional key performance indicators (KPIs). The table in Appendix A provides 13 different indicators which are divided into three different sub areas comprising of the current and new indicators. (Refer to Appendix A: Haringey Youth National and Local Indicators 2024-2025)

First time entrants (FTE)

- 6.12 Between April 2023 and March 2024, Haringey has seen an increase of 6% in first time entrants to the youth justice system compared to the same period 22/23. In real terms, this relates to an increase of three children. Furthermore, this marks a decrease of 7% compared to three years ago. Haringey ranked 9th out of 11th (11th is worse) of children becoming first time entrants in our family of Youth Justice Services (nine statistical comparators) and 28th out of 31st (31st is worse) in London. The Haringey rate is higher than both the family and London averages.

Reoffending

- 6.13 Annual Haringey re-offending rate of 30.8% (of the 78 children in the cohort, 24 children committed 54 reoffences between them) and has reduced for the last four consecutive quarters. The family rate of YJS's is 32.1% and the London average rate is 32.5%.
- 6.14 The re-offences rate (number of offences) is the 7th lowest in London at 2.25 (lowest being better). It now stands at the joint lowest rate since we started tracking re-offending. This is

significantly lower than the London average (3.54) and the England average (4.23). We have projected this trend to continue into the next year.

Use of custody

- 6.15 The number of children and young people sentenced to custody has decreased by 44% (5 custodial sentences) since the last year. This represents a minor decrease of 4% compared to three years ago. The current figure is that Haringey ranked 26th lowest in London and 8th lowest in our family (lowest is worse).
- 6.16 Our data shows that we had six custodial sentences but that related to five children as one child was sentenced twice in the period. Custody is never recommended unless directed by a court for matters deemed “so serious” and most harmful and grave crimes which include Murder, Weapon and Robbery offences. However, as part of good practice commensurate community options are always put forward.
- 6.17 The six custodial sentences relate to five children (one child was sentenced twice). All five were male, one was aged 18 years old at point of sentence, two were aged 17, two were aged 16 with the remaining child aged 15 years old, all were children that identify their ethnicity as black.

Priorities within Haringey Youth Justice Plan 2024 - 2027

- 6.18 Haringey’s Young People at Risk Strategy reviewed and refreshed its partnership action plan 2023-26 which aligns with the work of the Youth Justice Service and our long-term approach to reducing youth violence in the borough. [Haringey Young People at Risk Action Plan 2024 - 2027](#)
- 6.19 The Youth Justice Strategic Plan 2024-2027 builds on the findings and learning from the external diagnostic we commissioned in March 2023 and National Standard Audits completed between May and November 2023. The Youth Justice Strategic Partnership Board moved to a three-year plan as a key reflection was that many priorities take more than one year to embed and become business as usual. Accountability for the Youth Justice Partnership Plan is overseen by the board to ensure regular and robust, positive scrutiny and challenge with an annual report on progress reviewed and considered.
- 6.20 The Youth Justice Strategic Priorities over the next three years are set out in the graphic below:

Table Two: Youth Justice Partnership Strategic Priorities 2024 - 2027

Priority 1: Child First: For the YJSPB and YJS to continue our commitment to child first approach which should be incorporated in all aspects of service delivery, governance and quality assurance.

Priority 2: Restorative Justice: Increase the number of victims that engage in Restorative Justice processes and improve their outcomes.

Priority 3: YJS Health Offer: To increase the uptake of the health offer and improve health outcomes, particularly in relation to EMH, SLT and substance misuse using trauma informed approaches.

Priority 4: Disproportionality: Increase the focus of disproportionality within the context of remands/sentenced into custody, education, health and stop and search.

Priority 5: Children in Care: To improve entry to ETE, Health and Wellbeing outcomes for those children in care, CP, CIN and SEND cohort.

Priority 6: Serious Youth Violence: Strengthen and expand our evidence-based approaches to reduce levels of Serious Youth Violence in particular Robbery and Knife crime.

Priority 7: Prevention and Diversion: Increase the number of children and families supported by our prevention offer.

6.21 The Youth Justice Service Strategic Partnership have agreed and committed to a three-year strategic plan with seven key priorities and will be reviewed on an annual basis with the plan refreshed.

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

7.1 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

- 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.
- Outcome 3 Successful Futures - Every young person, whatever their background, has a pathway to success for the future

Theme 7: A Safer Borough

- Outcome 1: A borough where all residents and visitors feel safe and are safe.

7.2 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).

7.3 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.

8. Carbon and Climate Change

8.1 N/A

9. Statutory Officers comments (Director of Finance (procurement), Head of Legal and Governance, Equalities)

Finance

9.1 The cost of the Youth Justice service is met from a combination of Local Authority funding, specific grants and contributions from other agencies. In 2023/24 the total expenditure was £1.721m, of which £1.031m is from the general fund, with the same level of council funding maintained in 2024/25. Grant funding from the Youth Justice Board Good Practice is £0.639m, which has increased by 6.9% in 2023/24 compared to the previous year. The grant funding for 2024/25 has yet to be advised but is expected to be no less than £0.639m awarded in 2023/24.

Assistant Director of Legal & Governance (Monitoring Officer)

9.2 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 how Youth Justice Services in their area are will be provided, funded and operate. The plan must be submitted to the Youth Justice Board by the 30th June 2024.

9.3 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.

9.4 The matters referred to in this report and plan meet these legal obligations.

Equalities

9.5 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.

9.6 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.

9.7 This report is to inform members of the CYP and Schools Scrutiny of the objectives for the statutory Youth Justice Plan for 2024-2027. This plan takes into account learning from partnership working, as well as serious incidents and safeguarding to ensure our children and 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.

9.8 Equalities impact will be monitored as part of annual refresh of the plan.

10. Use of Appendices

Appendix A: Haringey Youth National and Local Indicators 2024-2027

Appendix B: Haringey Youth Justice Plan 2024 - 2027

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

11. Background papers

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

11.2 [Youth Inspection Programmes \(justiceinspectorates.gov.uk\)](https://justiceinspectorates.gov.uk/)

11.3 'External links – Haringey Council is not responsible for the contents or reliability of linked web sites and does not necessarily endorse any views expressed within them. Listing should not be taken as endorsement of any kind. It is your responsibility to check the terms and conditions of any other web sites you may visit. We cannot guarantee that these links will work all of the time and we have no control over the availability of the linked pages.'