

Scrutiny Review: Disproportionality within the Youth Justice System

A Review by the Children and Young People's Scrutiny Panel

2016/17

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CHAIR'S FOREWORD

This review was an ambitious piece of work, covering a complex and multi-faceted issue. However, the simple fact behind it is that some groups of our young people are considerably more likely to get into trouble than others. This is a long standing issue, not just in Haringey but across London and nationally. The causes of this are complex but what is clear is that action so far to address them has not worked.

One of the most perturbing aspects of this review is the view from young people we spoke to that how you are treated is unduly influenced by race, ethnicity, where you live, social class and family background. Much of the evidence that we found across the youth justice system supports this view. In our view, negative stereotyping is having a demonstrably detrimental impact on the life chances of groups of young people in our borough and still drives the response of many agencies. With a different approach, many young people could be turned away from crime. Agencies need to accept the evidence that current arrangements are failing some groups of young people.

There is clear evidence that interventions aimed at preventing young people getting into trouble need to start earlier. Many issues begin to emerge at an early age, such as challenging behaviour at school. The Council's new Early Help and Prevention Service could play an important part in making improvements but it is too early in its existence to assess the impact that it may have. It also needs to be borne in mind that budget reductions have led to cuts in diversionary activities, such as those by the Youth Service, which are likely to have a negative effect on early youth offending.

Deprivation is one of the key drivers of disproportionality. Education and schools provide young people with the means to escape from it but there need to be clear, attractive and attainable career pathways for them. Without them, the temptation to follow the path of those who have become involved in criminality is stronger. Strong role models who reflect the local community within schools and voluntary projects aimed at young people at risk of becoming involved in crime have a powerful effect in helping young people turn their lives around.

There can be a strong incentive for schools to expel disruptive pupils but expulsion can have long term detrimental effects for young people, as well as the community. Some schools have been very effective in avoiding expulsions and all schools need to be encouraged to follow their excellent example.

The Council must address the perception that the regeneration of Tottenham is not for certain sections of the community but aimed primarily on bringing new people into the area and driving older/poorer (often BAME) communities out. The Council must do more to put in place in its regeneration plans interventions around housing and employment that benefit certain communities that believe they are losing out. Regeneration should be used to support initiatives which are aimed at supporting young people at risk of offending to find real jobs, such as training local people to become teachers.

It has been 5 years since the riots but some of the evidence we heard still points to disproportionality being at the heart of urban policing in London/Haringey. Relationships between young people and the Police can be good and engagement has improved. Police officers generally work well with young people in the community, especially those whose work requires them to do this on a regular basis. Some of those who do not engage as frequently with young people can be less effective and much good work can be undone by a single unfortunate incident. Evidence from local head teachers outlined clearly a dichotomy between the good relationships built inside schools and the negative experiences of some of their pupils from officers on the streets (some incidents they had witnessed). It is therefore essential that *all* Police officers are able to build positive relationships with young people and an understanding of the local community. Police colleagues need to redouble their efforts in relation to their contact on the streets with young black people, which from the evidence we heard can still be problematic and seen as hostile.

The voices of young people are still not being heard. The Council should strategically invest resources, time and commitment in developing channels for the authentic voice of young people directly affected by the youth justice system to be heard in the development of policy. The Council clearly needs a community engagement strategy here and can learn from the experiences of other boroughs.

For too long the issue of the over representation of black and minority groups in our youth justice system has been a huge elephant in the room. That needs to end now. The recent Young Review on Improving Outcomes for Young Black and/or Muslim Men in the criminal Justice System recognised this as being a specific issue. Our review heard how efforts to address many of the issues have been hampered by cuts to the very services that could make a difference, the "here today, gone tomorrow" aspect of targeted projects which lose funding, leaving young people with nothing and the disbanding of youth outreach services. It is nevertheless hoped that the review can make a useful contribution through its recommendations and by raising the profile of this important issue.



Kirsten Hearn
Chair

RECOMMENDATIONS:

Disproportionality in Youth Justice

1. That the Youth Justice Service be requested to engage with the Youth Justice Board in order to assist with further analysis of relevant data on disproportionality and that this process includes consideration of the over representation of young people classifying themselves as “Black other” in order to seek to establish the reasons that might be behind this. (*Recommendation 2.5*)
2. That the Council and partners in Haringey who provide services affecting young people at risk of entering the youth justice system be requested, as a key part of their response to the Charlie Taylor review, to;
 - Hold an open consultation on the future of youth justice services and place the reduction of ethnic disproportionality at the heart of this.
 - Review their policies, procedures and service outcomes to satisfy themselves and the community that they are meeting their public sector equality duty under the Equalities Act, treating all children and young people equitably and activities and interventions are meeting the needs of all within the borough, regardless of race, ethnicity or any other factors. (*2.19*)

Aspiration and Career Pathways

3. That further work be undertaken by the Children and Young People’s Service with schools to determine the most effective use of Pupil Premium funding in addressing literacy and promote the sharing of good practice. (*4.6*)
4. That the Council’s Regeneration Service be requested to explore the use of regeneration funding to assist schools with the training of teachers and other school staff from the local community to ensure that their workforce is not only of high calibre but reflective of the diversity of the area and able to provide positive role models for children and young people. (*4.20*)

School Exclusions

5. That the increase in behavioural issues at primary school level and, in particular, those precipitated by exposure to trauma, be referred to the Early Help Partnership Board for consideration and that an action plan be developed with partners to address the issue. (*5.22*)
6. That the Children and Young People’s Service engage with school Head Teachers on the issue of exclusions and, in particular;
 - Sharing of good practice on how they can best be avoided; and
 - Reviewing the zero tolerance policy towards the possession of knives and whether, in certain circumstances, alternatives to exclusion might be appropriate. (*5.26*)

Mental Health and Well Being

7. That action be taken to secure the continuation of work undertaken by the Mac-UK Project Future in Tottenham and that officers work with the project to identify suitable sources of funding to achieve this. (6.19)

Young People and the Police

8. That the Cabinet Member for Communities be requested to seek confirmation from the new Borough Commander that she will maintain the Police presence in schools and that, in addition, she will also give consideration to expanding the presence that is currently provided by the Police in primary schools. (7.12)
9. That the Cabinet Member for Communities be requested to work with the Haringey Police Borough Commander to develop a “reverse mentoring” scheme that involves Police officers new to the area being mentored by a local young person and that this includes regular monitoring of take-up. (7.18)

Hackney Council's Improving Outcomes for Young Black Men Programme

10. That a strategic investment be made by the Council, in terms of resources, time and commitment, to develop further engagement with children and young people and, in particular, disaffected young people and those at risk of coming into contact with youth justice services. (8.12)
11. The progress by Hackney with their Improving Outcomes for Young Black Men programme be monitored so that learning from this can be incorporated into;
 - Improving the effectiveness of interventions aimed at addressing disproportionality; and
 - Action to improve engagement with children and young people and, in particular, those at risk of entering the youth justice system. (8.12)

1. BACKGROUND

- 1.1 The Panel decided to commission a review in response to concerns raised by Members of the Panel regarding the disproportionate percentage of young people from some minority ethnic communities within the youth justice system in Haringey. The age range covered by this is 10 to 17.

Terms of Reference/Objectives

The terms of reference for the review were as follows:

“To consider the following;

- Overrepresentation of specific ethnic minority groups within the youth justice system and the reasons for this;
- How support services work together to prevent and divert young people from over represented communities entering the youth justice system;
- The support that young people receive once they enter the youth justice system and its effectiveness in preventing young people from re-offending; and
- Successful action undertaken by similar London boroughs to address the issue.”

Sources of Evidence:

- 1.4 Sources of evidence were:

- Research documentation and relevant local and national guidance;
- Interviews with key stakeholders and local organisations; and
- Visits to the Octagon Pupil Referral Unit, Mac-UK and Project 2020.

- 1.5 A full list of all those who provided evidence is attached as Appendix A.

Membership

- 1.6 The membership of the Panel was as follows:

Councillors: Kirsten Hearn (Chair), Mark Blake, Toni Mallett, Liz Morris, Reg Rice and Viv Ross

Co-opted Members: Ms Y Denny and Mr E Ekeowa (Church representatives)

2. DISPROPORTIONALITY AND YOUTH JUSTICE

Introduction

- 2.1 There has been a significant decrease in youth offending in recent years. Whilst the decrease has been amongst all communities, it has not been uniform in nature. There is a pronounced level of disproportionality across the youth justice system, with far higher proportions from some black and minority ethnic communities (BAME) entering the youth justice system. It has been recognised widely as an issue and is now a key priority for the Youth Justice Board, the strategic body responsible for overseeing the youth justice system in England and Wales. The situation in Haringey closely reflects the national position but with a comparatively high percentage of the local population from BAME communities, the number of young people impacted is greater than most other places.

Disproportionality

- 2.2 First time entrants to the Youth Justice System in Haringey are currently at their lowest levels ever. There were 111 first time entrants in 2014/15, compared to 500 in 2007. Haringey currently has the third lowest rate within its statistical family.

First Time Entrants to Youth Justice	Haringey 2014/15	London 2014/15	Statistical Family 2014/15
Youth Offending Rate (per 100,000 10-17 year olds)	460	429	540
Number of young people	111 yp	104 yp	132 yp

- 2.3 The table below shows the ethnicity data for the 2015 Youth Offending case load in Haringey, compares this to the ethnic breakdown of the Haringey population taken from the 2011 Census and shows the breakdown of Haringey's offending population as a whole. The disproportionality column highlights those cohorts of young people who are over represented.

Ethnicity	Haringey Population	2015 YOS caseload	Disproportionality	2011 Offending Population
White Total	46%	32%	-14%	40%
White Uk	27%	14%	-13%	
White Irish	1%	3%	2%	
White Other	17%	15%	-2%	
Mixed Total	12%	13%	1%	10%
Mixed White/Black carib	5%	1%	-4%	
Mixed White/African	2%	6%	4%	
Mixed White/Asian	2%	0%	-2%	
Mixed Other	3%	6%	3%	
Asian Total	9%	2%	-7%	5%
Asian Indian	2%	1%	-1%	
Asian Pakistani	1%	0%	-1%	
Asian Bangladeshi	2%	1%	-1%	
Asian Chinese	1%	0%	-1%	
Black Total	28%	51%	23%	42%
Black African	15%	14%	-1%	
Black Caribbean	8%	12%	4%	
Black Other	5%	25%	20%	
Other Total	5%	2%	-3%	3%

It shows that black young people are over-represented by 23%. The disproportionality shown in Haringey is replicated across London. Lambeth has the highest overrepresentation at 28%. Haringey has the third highest and is just behind Brent (24%).

- 2.4 The level of disproportionality is not uniform amongst the different groups included under the “black” category though. The largest level of disproportionality by far exists amongst those describing themselves as “black other”, which would include those regarding themselves as “black UK”. There is a slight *under* representation of those describing themselves as Black African whilst the over representation of Black Caribbean young people is relatively modest. The over representation of those young people describing themselves as “black other” is replicated amongst those young people attending the Pupil Referral Unit (PRU).
- 2.5 The Council’s Youth Justice Service will be undertaking further analysis of data and this will include the implementation of the Disproportionality Tool that has been developed by the Youth Justice Board. The analysis will be deeper than the Disproportionality Tool can currently provide and will include analysis of re-offending data and comparison with other areas with similar demographics of Haringey. The Panel would recommend that the analysis consider the issue of the pronounced level of disproportionality amongst young people identifying themselves as “Black other”, with the aim of determining the factors that may be contributing to this as this may assist in identifying interventions that may be effective and that its include engagement with the Youth Justice Board. This should also examine other relevant statistics, such as those for school exclusions, in order to identify any patterns.

Recommendation:

That the Youth Justice Service be requested to engage with the Youth Justice Board in order to assist with further analysis of relevant data on disproportionality and that this process includes consideration of the over representation of young people classifying themselves as “Black other” in order to seek to establish the reasons that might be behind this.

2.6 Whilst the numbers of young people being incarcerated nationally has been falling, the proportion of black young people within the custodial population has increased. In 2013/14, young people from a black ethnic background accounted for 22% of young people in custody. This compared with a figure of 8% for all young people convicted for an offence in that year. The position in Haringey, as in other London boroughs, reflects the national position. 65% of the young people who received a custodial sentence in 2015/16 were black. Young people who are given custodial sentences are at a very high risk of further involvement in criminality, with 73% of them re-offending within 12 months of release.

2.7 It is important to also note that young black people are also more likely to be victims of crime. The victims of the most serious violent crime are disproportionately young black men. In London between 1999 and 2005 63.6 % of male victims of homicide aged 10-17 were of Black Caribbean descent.

Gangs

2.8 There is a perception that young people from some ethnic minority groups are more likely to be associated with gangs and this could be used to explain levels of disproportionality. However, the influence of gangs on young people can be overstated. The Panel heard evidence from Head Teachers that indicated young people can be labelled as being in gangs when the reality is that they are merely associated with them through their social networks. They commented that it is rare for young people as young as 16 to be involved, but it was nevertheless possible that some were at the stage of “earning their stripes”.

2.9 This view is borne out by data from the Gangs Matrix, which is a Metropolitan Police database of individuals who have been identified as being a member of a gang by more than one source. The Panel heard that there are 206 people from Haringey currently on this but only 4 were young people of under the age of 18. In addition, gang-flagged crime represented only a small percentage of total youth crime. The majority of gang members will previously have been known to the Youth Justice Service so there is therefore a risk of those young people in contact with the service eventually becoming involved with gangs.

- 2.10 The vast majority of those identified on the Gangs Matrix – both London wide and in Haringey - are either African Caribbean or Black African. It was the view of Gareth Llywelyn-Roberts, from the Council's Integrated Gangs Unit, that the ethnicity of gangs reflected the ethnic breakdown of the areas where they were active. Gangs are predominant in the more deprived areas of the borough and these are disproportionately populated by black and minority ethnic communities. The ethnicity of gangs in other areas of the country also reflected the deprived areas that they come from. For example, in Manchester they tended to be white whilst in Bradford they would be of Asian origin.
- 2.11 Concerns have been raised that the Gangs Matrix can fuel disproportionality. It is felt that some young people from ethnic minority backgrounds can be tagged with the "gang" label in ways that are not justified and that this can have consequences for the way in which the Criminal Justice System deals with them. For example, the Gangs Matrix features in information provided by the Police to the Crown Prosecution Service at the point when the CPS makes charging decisions and it is therefore felt that it may be taken into account in decisions in respect of charging. The new London Mayor has pledged to review the Matrix and its use.

Causes

- 2.12 The Panel considered the underlying reasons for the levels of disproportionality and heard a number of possible explanations. A widely held view was that it reflected wider inequalities across a range of issues, including health, education, school attainment, employment and housing.
- 2.13 A number of factors that were felt to contribute to disproportionality were presented:
- *Absence of positive male role model/father figure;* This was highlighted as being an issue for many black Caribbean and mixed race boys by Tony Hartney, the Head Teacher of Gladesmore School, who stated that they often displayed anger in respect of this. He felt that many mothers were doing a difficult job holding families together. Whilst this could be effective when children are younger, it can be more difficult when they are older. The Panel also noted that a common pattern amongst young people who became associated with gangs was for them to come from a dysfunctional family with a low level of support and guidance.
 - *Deprivation;* Poverty and low status were identified as important issues. This was particularly true in the case of those young people who are materialistic in nature, which can make them more vulnerable to being manipulated by others. In addition, living in a disadvantaged neighbourhood increases the level of exposure to risk factors that increase the likelihood of youth offending behaviour.

- *School exclusions*; These can increase the risk of young people becoming involved in criminality. The Panel noted evidence that when Glasgow had stopped excluding children from school, figures for gang involvement dropped considerably.
- *Unmet mental health needs*; The Panel noted that one in three young people have unmet mental health needs and there can be huge barriers to accessing statutory services. In particular, there is considerable stigma attached to mental illness in the community. The view that the Panel received from Mac-UK, as part of the evidence that they gave to the Panel was that mental health is as much about social determinants as biology, including racism, feelings of oppression, repeated stop and searches, rejections from employers and repeated misunderstandings.

Bias and Stereotyping

- 2.14 Whilst the issues mentioned above provide convincing explanations for the level of disproportionality, bias and negative stereotyping from criminal justice agencies cannot be ruled out as also being a relevant factor. For example, the Panel heard that there have been historical differences in the offences that young people from different ethnic minority groups are charged with. Black young people were more likely to be charged with robbery whilst white young people were charged with theft for similar offences, which carries a lesser tariff. Young black people are also more likely to be convicted, particularly with more serious crimes.
- 2.15 The Panel feels that the Council and its partners need to accept the evidence that current arrangements have not been effective in addressing disproportionality effectively and that negative stereotyping is a factor within this. The youth justice system is currently being examined in detail by the Charlie Taylor review for the Ministry of Justice. The Panel is of the view that the Council, in responding to this, should hold a truly open consultation on the future of youth justice services in the Borough and place reducing ethnic disproportionality at the heart of this.
- 2.16 There is a public sector equality duty under the Equalities Act (2010) to have due regard to;
- Tackle discrimination and victimisation;
 - Advance equality of opportunity; and
 - Foster good relations.
- 2.17 In addition, the Prime Minister has recently launched an audit of public services in order to identify racial disparities. This is intended to show race affects how people are treated on a range of key issues.
- 2.18 The Council and partners who provide services affecting young people at risk of entering the youth justice system should also review their policies, procedures and service outcomes as part of this process in order to satisfy themselves and the community that they are;

- Meeting their public sector equality duty under the Equalities Act;
- Treating all children and young people equitably; and
- Activities and interventions are meeting the needs of all young people within the borough, regardless of race, ethnicity or any other factors.

2.19 However, it also needs to be recognised clearly that youth justice services cannot address disproportionality in isolation due to the wide range of issues that contribute towards it.

Recommendations:

That the Council and partners in Haringey who provide services affecting young people at risk of entering the youth justice system be requested, as a key part of their response to the Charlie Taylor review, to;

- *Hold an open consultation on the future of youth justice services and place the reduction of ethnic disproportionality at the heart of this.*
- *Review their policies, procedures and service outcomes to satisfy themselves and the community that they are meeting their public sector equality duty under the Equalities Act, treating all children and young people equitably and activities and interventions are meeting the needs of all within the borough, regardless of race, ethnicity or any other factors.*

Views of Young People

2.20 The Panel sought to obtain feedback from young people who were either at risk of coming into contact with the youth justice system or had already offended but this proved to be something of a challenge. The Panel met with a small group of young offenders but they were reluctant to engage and the session was abandoned. However, this did provide some evidence of the deep mistrust that exists between disaffected young people and the statutory sector.

2.21 Some feedback was nevertheless obtained from young people at the Mac-UK Project Future in Tottenham though. They stated that young people who had been in trouble often felt that everyone in authority was against them. They felt that black young people were treated less favourably, especially when arrested for the first time. In respect of schools, they felt that a lot of teachers found it difficult to cope with young people talking back and being loud.

2.22 The young people highlighted the fact that young people were affected by gangs. It was felt that having other things to do and alternative sources of income could help reduce involvement. Many young people feel threatened in certain areas. Offenders are often victims as well and can feel stuck in a cycle.

2.23 The young people did not think that other young people would listen to them if they attempted to mentor them, especially if they were already involved in gangs. They felt that if you attempted to set yourself up as a role model, you were no longer considered “one of them”. They also felt that interventions needed to take place with children when they were as young as possible if they are to be successful.

Previous Reports and Reviews

2.24 Several of the issues raised within this review are long standing and have been covered in other reviews and reports and the Panel has sought to avoid any duplication of specific recommendations. Of particular relevance are the two reports that were undertaken in the wake of the riots of 2011; “After the Riots” and “It Took Another Riot”. In particular, they make recommendations that refer to the need to;

- Attracting inward investment to create opportunities for the employment of local people;
- Providing opportunities and activities for young people, particularly vulnerable young people;
- Improving the relationship between the police and the community.

2.25 The Overview and Scrutiny Committee is intending to look at progress made with the implementation of recommendations from these reports in due course. The work of the Panel on this review will help to inform the discussion on this.

2.26 The review recently undertaken by the Panel on Youth Transitions also covers some relevant areas, particularly around career aspirations and pathways for young people. Progress with the implementation of the recommendations of this review will be monitored closely by the Overview and Scrutiny Committee. The Panel will also be receiving a report later this year on the development of 6th form provision within the borough.

3. PREVENTION AND INTERVENTION

Introduction

- 3.1 The Panel received evidence from a wide range of sources on the specific action that is taken to reduce the risk of young people coming into contact with the youth justice system through early help and prevention. It also looked at what is currently done by the Youth Justice Service to reduce the level of reoffending.
- 3.2 There was a clear consensus that interventions to date have not happened at an early enough stage to be effective. For example, the key age for preventative interventions in respect of involvement in gangs was felt to be between ages of eight and eleven, during the transition from Primary to Secondary school, rather than fifteen or sixteen, when they might already be involved in criminality.
- 3.3 In many cases, it was felt that the needs of young people are for mainstream services rather than those specifically focussed on youth justice. It was nevertheless felt that the new Early Help and Prevention Service had the potential to make a difference. The Panel also noted with concern that there has been a loss of diversionary activities such as summer programmes, sport and youth clubs over time due to budget cuts.

The Early Help and Prevention Service

- 3.4 The Council's Early Help and Prevention Service began its work in October 2015. It is responsible for delivering holistic family support for vulnerable children, young people and families and aims to:
 - Enable them to overcome a range of issues and sustain improvements made;
 - Prevent escalation to statutory services and reduce demand on Children's Social Care; and
 - Build community resilience through the development of local networks of professionals, residents and voluntary and community organisations.
- 3.5 The new Service is the key part of the Wider Early Help Partnership, which is charged with delivering the Early Help Strategy. It also helps to address the government's Troubled Families agenda. Especially relevant is that fact that the service now incorporates Youth Provision, including the Raising Participation Age and NEET responses.
- 3.6 The Service provides support for vulnerable families on a locality basis, with close links with schools and Children's Centres. Its three teams deliver support for families assessed as having needs categorised as Tier 2 (non-statutory) with family support workers and youth practitioners who are embedded in the team. Since the service opened in October it has provided support to 716 families and 1245 children as part of its family working.

- 3.7 The relationship with schools and Children's Centres is developing quickly and positively. The service now supports children attending 91% of the borough's schools. There is also a dedicated worker who provided support to children and young people in alternative provision, such as the Tuition Centre, the Octagon and the London Boxing Academy. Each Children's Centre also has a named family support worker who visits at least twice per week for half a day.
- 3.8 It has a critical role in supporting children and young people who are at risk of becoming involved in the youth justice system. The ongoing Charlie Taylor review of the youth justice system means that the whole policy area is currently under review but some work has already been begun by the Service to respond to the issues highlighted in the earlier interim report of the review. There is to be a shift to a more proactive approach and early intervention will be at the heart of reforms.
- 3.9 The interventions that are felt by the Service as most likely to be successful are those driven by early identification. There is a particular need to support young people at high risk of exclusion and non attendance and work is being done with schools and other providers to improve the identification of early signs. Targeted programmes are also being developed at the Bruce Grove youth centre.
- 3.10 Youth services have been reduced since last year following cuts to budgets. A consistent and strong service is now provided but this has to work within the available resources. Universal and Targeted sessions are currently provided five days per week at Bruce Grove and on one day at Muswell Hill. Ongoing youth provision has been maintained and some families of young people with additional risk factors are being supported through the early help approach. Efforts are being made to extend the range of provision at Bruce Grove.
- 3.11 Haringey Triage is the primary means of preventing entry into the youth justice system. Only 12% of those who go through Triage re-enter the Youth Justice system. The option of also offering those who go through Triage an early help package is being explored, which may help mitigate the impact on younger siblings of an older brother or sister who has offended.
- 3.12 The Panel is of the view that the new service is still currently developing but has the potential to be effective if it is able to facilitate interventions at an early stage. However, the new service is not in a position to completely fill the gap left by the reductions in funding for the youth offer or the cuts to the prevention service that had been provided by the YOS. The Panel also noted the views of local Head Teachers of the importance of close links between Early Help and schools. They also felt that, whilst Early Help was evolving, the pace of change needed to be quicker.

The Youth Justice Service

- 3.13 Young people who enter the youth justice system are dealt with by the Youth Justice Service (YJS). This was established in 2000 and there is a statutory duty on partners to provide resources for it. Like elsewhere, Haringey's service works with children and young people between 10 and 17. Its outcomes are measured in relation to reducing first time entrants, re-offending and the demand for custody. There is a multi-agency approach, including staff from the Police, Probation, Social Workers, Health and a range of specialist staff. Governance is via a Partnership Board involving C&YPS, Police, Health, Probation, Court Service and Council Members.
- 3.14 Decisions on whether to charge young people are taken by the Police and the Crown Prosecution Service. They are remanded in custody if the charge is serious. Young people either attend court for their first appearance from remand or on bail. They are entitled to bail after their first appearance unless there are clear objections.
- 3.15 Out of court disposals occur when a young person admits an offence. They are either triaged, cautioned or conditionally cautioned. A caution involves the Police speaking to the young person. A conditional caution is the same but with the addition of a specific intervention e.g. attendance at a youth project. The YJS works with the young person and there is some intervention. If they co-operate, there will be no further action.
- 3.16 Officers from the YJS, in their evidence to the Panel, felt that strategies to prevent offending should focus on:
- Family based interventions, including pre-natal services, family and parenting support;
 - Community factors, such as community mobilisation, peer led community programmes and community policing;
 - School-based strategies, including early years education, reasoning and social skills, family literacy, preventing truancy and exclusion and further education; and
 - Youth strategies, including positive activities, youth employment with training, mentoring and youth work programmes.
- 3.17 The YJS seeks to provide interventions that address issues of diversity and counter disproportionality. The staff group employed within the service are representative of the community it serves and this includes those at management level.
- 3.18 The Panel heard that targeted interventions undertaken by the Service have included group work aimed at meeting the needs of young black men at a preventative level and also those involved in persistent offending who are linked to gangs and serious youth violence. These have included:
- The Horizons group, which was delivered in partnership with a third sector organisation aimed at those assessed at being at risk of becoming involved in offending;
 - A group work programme called Face It, that was aimed at gang members and delivered in conjunction with Khulisa, an organisation

- founded in South Africa delivering programmes to young people from disadvantaged groups at risk of committing violent offences and thereby at risk of custody;
- Delivery of a confronting conflict programme involving 58 young people in 2013/14, which is being redeveloped currently to deliver to young black men involved in gangs and perpetrating serious youth violence in Haringey;
 - Co-delivery of programme in Tottenham called R U MAD; and
 - The Roma Support group targeted Roma girls experiencing high levels of discrimination within the Youth justice system and at increased risk of custody for persistent low level offending.
- 3.19 BAME parents can often be at a disadvantage due to lack of access to services. The service has therefore held sessions for BAME parents exploring the issues that affect them and their young people. This has included work with the Somalian community. This was in recognition that some Somali youth were, at the time, becoming involved in violent offending and therefore at increased risk.
- 3.20 The YJS also seeks to ensure that one-to-one interventions on Court orders take full account of diversity issues. Haringey has developed its own Integrated Intervention Plan that includes sections that focus on diversity and barriers to compliance. This was undertaken in recognition that the national processes for intervention planning were not meeting the needs of Haringey young people and has been viewed positively by both the Youth Justice Board and the Prisons Inspectorate.
- 3.21 A mental health screening is undertaken as part of the work of the YJS with offenders. However, there is an issue of how to take forward any needs that are identified as part of this process as young people can be resistant to accessing mental health services.
- 3.22 The following additional steps are being taken:
- Analysis of data, including implementation of the YJB Disproportionality Tool and a deeper dive to include analysis of re-offending data and comparison with other areas with similar demographics of Haringey;
 - Further analysis of links between poor educational outcomes due to high rate of exclusions of young black people in the cohort;
 - Further analysis of Youth Offending data to develop appropriate responses as interventions to inform Haringey's Youth offer for early intervention and prevention; and
 - Developing partnership working with Community Safety as part of the Targeted Response for young people on the edge of offending and gang involvement.
- 3.23 The Panel noted that the Youth Offending Service (YOS), which the YJS replaced, had a prevention service but no longer has due to cuts. The new targeted service, as part of the Early Help process, is taking up some of this

work and will be attempting a more sophisticated approach. However, it is too early to determine the effectiveness of the new approach.

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4. ASPIRATION AND CAREER PATHWAYS

Introduction

- 4.1 The Panel received evidence of the strong influence of deprivation on disproportionality. In such circumstances, making good progress at school is of paramount importance. In addition, there needs to be clear and attainable career pathways for young people at risk of criminality so that they can see a way forward that is a viable alternative to criminality.
- 4.2 Pupils who perform least well at school tend to come from some of the ethnic minority communities who are over represented in the youth justice system. In particular, there is an attainment gap affecting black Caribbean pupils that needs to be closed.

Literacy

- 4.3 The Head Teachers who gave evidence to the Panel highlighted specifically the importance of literacy, as they felt that young people were more vulnerable if their reading age was below their chronological age. If they were struggling with tests and exams, they could mask their difficulties with challenging behaviour to preserve their pride.
- 4.4 They stated that there are currently no funding mechanisms that specifically target black young people. They nevertheless felt that there was a specific need for targeted help to boost literacy, particularly at primary school level. This was needed at an early stage so that children and young people were able to feel confident about their ability and avoided struggling or becoming frustrated.
- 4.5 The Panel notes that the Pupil Premium is available to assist schools in addressing disadvantage and Haringey schools are in receipt of this. It is targeted at looked-after children and those in receipt of free school meals. The use of it is monitored by Ofsted, the Office for Standards in Education, Children's Services and Skills, and details have to be published by each school of its allocation, including:
- How it is intended that the allocation will be spent;
 - How the previous academic year's allocation was spent; and
 - The impact of this expenditure on the educational attainment of those pupils who received funding.
- 4.6 However, a number of schools have in the past not disaggregated the funding, which can lead to it merely be absorbed into mainstream funding.
- 4.7 The Panel is of the view that at least some of this funding should be being used by schools to address the literacy issues that were raised. It would therefore recommend that further work be undertaken with schools to ensure that the money is not merely be used to plug gaps and to determine the kind of interventions funded by it that may be effective. However, it notes that not

all disadvantaged children who have literacy issues will necessarily either be in receipt of free school meals or be looked after and there therefore may be a need for additional provision if literacy is to be boosted.

Recommendation:

That further work be undertaken by the Children and Young People's Service with schools to determine the most effective use of Pupil Premium funding in addressing literacy and promote the sharing of good practice.

- 4.8 The Head Teachers also emphasised the importance of the training of young professionals so that they understand cultural norms. Groups of boys from particular minority ethnic groups can be especially loud and boisterous but this did not necessarily mean that they were disrespectful. It was merely how they bonded.
- 4.9 They felt that it was important to have diversity and a balance in both age and gender amongst school staff as children and young people paid far more attention to such things than was realised. Teachers in Haringey have been recruited by Gladesmore School from a number of countries, including Jamaica, Turkey and countries in Africa. It can take a long time before teachers recruited in this way are sufficiently well-trained to start. Finances currently make this difficult to do. There is also an issue with white working class boys that mirrors the situation with black boys and schools need staff who can relate to children and young people from less well-to-do backgrounds.
- 4.10 Gladesmore School have found that training their own staff is one of the few ways in which they can obtain staff of the right calibre that match the diversity of the area. If the school advertises, there are normally only very small numbers of applicants who are suitable. The training of teachers requires long term investment and it is necessary to identify suitable people at an early age and support them. The Panel also heard there may be challenges in recruiting suitable teachers in disadvantaged areas – for example, Tottenham is still not considered an attractive place to work for many teachers.

Opportunities from Regeneration

- 4.11 The regeneration of parts of the borough has the potential to address some of the socio-economic issues that may be behind some of the levels of disproportionality but it is important that the young people from the communities most affected are in a position to take advantage of the opportunities that arise.
- 4.12 Regeneration activity is currently focussed primarily on the physical environment. It is nevertheless recognised that consideration of how local people can benefit is needed. The People Programme aims to address this

by embedding social and economic outcomes into the regeneration process, including education, employment and community safety.

- 4.13 As part of the development of the Tottenham People Programme, priorities are being developed. Areas that have been identified include:
- Primary to secondary school transition;
 - Employability skills;
 - Connections with employers;
 - Addressing estate based crime; and
 - Developing community resilience.
- 4.14 The Panel heard that there are a range of funding potential sources for this including sale of land, Section 106 agreements (conditions in the planning process), fund raising and grants. Different sources of funding will be brought together to address priorities. For example, £935,000 has been obtained from the DCLG to fund the two-year Northumberland Park Social Regeneration: People Pathfinder Project. This will work with residents and partners to build on the strengths of the community and support families to enjoy the achievement of the vision for a resilient Tottenham. There will be £200,000 for residents to commission specific projects, which will need to originate from Tottenham.
- 4.15 Regeneration Officers from the Council felt that the most important issues to be addressed in addressing disproportionality were training and employment. There are currently significant gaps in GCSE attainment between Tottenham and the remainder of the Borough, with 44% of young people getting 5 A-C grades compared with a Borough average of 55%. The Council's aim is to get levels up to the Borough average, which will require a focus on the young black and white working class boys that are currently failing disproportionately. Although the academic route is not suitable for everyone, many apprenticeships now also require 5 GCSEs at A to C, meaning failure at the GCSE stage can also impact on plans for vocational careers.
- 4.16 One particular challenge is the development of a serious A-Level offer in Tottenham. The London Academy of Excellence and the National College for Digital Skills are opening soon in Tottenham and it is hoped that these will address this to some extent. Training in engineering and manufacturing provision need to be developed further and work is being undertaken with the College of North East London regarding this.
- 4.17 Some companies who have moved into the area, such as Premier Inns, have provided specific training to local people and can provide guaranteed interviews but it is not possible to guarantee that jobs will go to local people. Jobs tended be entry level though and the Panel felt it was possible to be more aspirational and develop better opportunities for local people, as well communicating them effectively. This could include exploring commitments within agreements with companies coming into the area to involve local people in workforce development.

- 4.18 The Panel has noted that there is a perception within sections of the community that the regeneration of Tottenham is not for them but aimed primarily on bringing new people into the area and driving others, such as more deprived and BAME communities, out. This view needs to be addressed effectively by the Council. The Panel is of the view that one way that this can be addressed is by doing more to put in place interventions within regeneration plans that benefit the communities that may feel they are at risk of losing out.
- 4.19 The Panel noted the view of the Head Teachers that it received evidence from on the importance of having school staff who reflect the diversity of the local area. It feels that some of the funding available for regeneration purposes could be used to assist local schools in the training of staff so that those that they employ are not only of high calibre but reflective of the diversity of the area and therefore able to provide positive role models. Such an investment might well prove to be cost-effective over a number of years as well as beneficial to local schools and the community.
- 4.20 Helen Fisher, the Tottenham Programme Director, acknowledged the importance of the workforce reflecting the local community. She stated that the funds coming into the area tend to be capital rather than revenue, and therefore ineligible for use in training, but there are nevertheless choices to be made regarding the use of funds. Developing pathways into teaching could be considered as part of a range of options.

Recommendation

That the Council's Regeneration Service be requested to explore the use of regeneration funding to assist schools with the training of teachers and other school staff from the local community to ensure that their workforce is not only of high calibre but reflective of the diversity of the area and able to provide positive role models for children and young people.

5. SCHOOL EXCLUSIONS

Introduction

- 5.1 The Panel noted that school exclusions – either fixed term or permanent – can increase the level of risk for young people in coming into contact with the youth justice system and also the over representation of some BAME groups amongst those who are excluded, which tend to be the same ones who are disproportionately represented within the youth justice system.

The Schools and Learning Service

- 5.2 The Panel received evidence from Deborah Tucker, from the Schools and Learning Service. Strategic and planned support is provided to schools in respect of exclusions is part of a traded service. The Council no longer has a Behaviour Support Team as this role has been delegated to schools. The cost of interventions is high but it is considered there is value in the outcomes achieved.
- 5.3 The statistics for exclusions show a considerable level of disproportionality. Black African/Caribbean boys are 2.4 times more likely to be excluded from Haringey schools whilst white “other” (that is, non-UK) boys are twice as likely as others. Exclusions from out-of-borough schools follow a similar pattern in respect of ethnicity.
- 5.4 In the past, the Local Education Authority had a role but now it is only the Head Teacher that has the formal power to exclude. Schools normally involve the Council to discuss the options that are available to them. At the point of exclusion, there are normally a lot of other actions that have been taken by them that have proven to be ineffective. A percentage of young people who are excluded from school are known to the YJS but further work is needed to establish the links and relationships.
- 5.5 There is currently a downward trend in exclusions but this does not necessarily signify better behaviour on the part of pupils. In 2014/15, there were no permanent exclusions from primary schools and the number from secondary schools has also gone down. There is no real pattern amongst schools in terms of permanent exclusions, except in the case of Gladesmore School, who have not excluded anyone for 12 years and have made good use of managed moves and “swaps”.
- 5.6 The Panel noted that there has been a worrying increase in the number of Key Stage 1 pupils that have been identified at being at risk of exclusion. 90% of these are black and all have suffered some sort of trauma. Head Teachers do not wish to exclude them but are not sure how to cope with the behaviour issues that have arisen.

- 5.7 Support services are normally involved but often do not have enough time to provide assistance before a crisis point is reached. Schools are often working exceptionally hard to address the issues but Head Teachers also have to consider the welfare of the school as a whole. Such children are typically already known to social care with assessments being done but the issue was how well the range of services work together and the speed of the response.
- 5.8 The Panel noted that there is very little evidence that exclusions improve behaviour. Permanent exclusion can consolidate dissociation of young people from the education system but it is often possible to re-integrate young people in instances where they had been excluded for “one off” incidents.
- 5.9 Attainment is lower for those young people who are excluded and it has the most detrimental effect on Black Caribbean pupils. Young people who are excluded are also at risk of becoming involved in criminality but this can be avoided where there is good alternative provision. The causal link between exclusion and criminality is not fully established but there is clear evidence that it reduces life chances.
- 5.10 The Panel noted that are a number of things that could help to address the issue, including:
- Consistent challenge and support from families for children and schools;
 - Schools where core values and principles are shared, understood and practiced by teachers and children;
 - Monitoring and evaluation of exclusion data for students with protected characteristics and using outcomes to identify gaps in support and change practice;
 - Targeted approaches with a focus on early intervention, prevention and better crisis management;
 - Planned managed moves; and
 - Good or outstanding alternative provision.

The Octagon Pupil Referral Unit

- 5.11 The Panel also received evidence from Angela Tempany the Executive Head of the Octagon Pupil Referral Unit (PRU). The Tri Borough Alternative Provision (TBAP) Multi Academy Trust took over the running of the PRU in 2014 following a negative Ofsted inspection. Learners range in age between 5 and 16. However, there are far fewer children of primary school age.
- 5.12 The ethnic breakdown of learners at the PRU is as follows:

	No.	Gender: M/F		Known to YOS (Pre-court disposal and sentenced)	Court orders
White: English	15	12	3	1	1
White: Irish	3	3		2	1
Traveller of Irish heritage	2	2			
Turkish	1	1			
Kurdish	1	1			
White European	5	5		2	
Mixed race Caribbean	7	5	2		
Black UK	30	23	7	6	4
Bangladeshi	2	2			
Black African	21	15	6	2	
Arab	1	1			
Latin/South/Central America	1	1			
Other mixed	4	4			
Other black	3	3			
Total	86	68	18	13	6

- 5.13 The above figures show a high level of disproportionality, with black boys significantly over represented compared to local demographics.
- 5.14 There were now three primary classes and numbers have grown. Ms Tempany felt that this was due to a lack of early intervention and behaviour support in Haringey primary schools. All learners should have multi-agency support plans but there is a lack of Social, Emotional and Mental Health (SEMH) provision in Haringey. Work is undertaken with schools to develop education and healthcare plans which are needed in order to address behavioural issues. Efforts are made to encourage the re-integration of children into schools.
- 5.15 Troubled families can find it difficult to engage with services and often fail to attend appointments. This is a national problem and a multi agency approach is needed to address this effectively. Learners from the PRU often fail to attend appointments at Child and Adolescent Mental Health Services. In response to this, therapeutic support is now provided on site.
- 5.16 The re-inspection of the Unit by Ofsted is due to take place shortly. However, there have already been two rigorous assessments by Challenge Partners. The first one had rated the Octagon as requiring improvement but the most recent assessment has rated it as good with outstanding features.
- 5.17 At the time of the last Ofsted inspection, no learners had gained 5 GCSEs. During the last summer examinations, 54% of learners had got 5 A-G grade GCSEs and 20% had got 5 A-C grades. This compares with a national average of 18% for PRUs. A committed effort has been necessary to drive up academic performance at the Octagon.

- 5.18 The Panel noted that the single biggest reason why learners come to the PRU is possession of knives, for which there is zero tolerance within schools. Very few have actually used the knives though, and in some cases they had been carrying knives as they had been bullied. Police are not always told of incidents, but can do a check to see if there have been previous incidents. Work is being done with schools to look at alternatives to exclusions in such situations, such as attendance on knife awareness courses. This might reduce the risk of criminalisation of young people that exclusion carries with it.
- 5.19 The Panel also noted the view that the Pupil Referral Unit had previously acted in the past as a breeding ground for gang activity and crime. In addition, the location of the Octagon in the middle of Wood Green is problematic due to post code rivalries between gangs, which can make it difficult for young people from Tottenham to attend.
- 5.20 A multi-agency pupil support team has been set up with partners to assess young people who are placed at the PRU. This considers a range of issues including any links to gangs. The Police and the Youth Justice Team are involved in this and are able to provide local intelligence. It was acknowledged that there is a risk of nurturing criminality by placing children and young people at the PRU but the reality is that young people are likely to be involved beforehand. They are observed very closely when they attend the PRU and if there are concerns about them, they can be isolated or moved elsewhere, including secure accommodation.
- 5.21 The Panel has noted the evidence of growth in behavioural issues arising at primary school level. In some cases, this appears to have been precipitated by exposure to trauma at an early age. It notes in particular the view of the Executive Head of the PRU who feels that there is currently a lack of early intervention and behaviour support in primary schools.
- 5.22 The Council's Early Help and Prevention Service clearly have a role in working with primary schools to address these issues but effective action will require input from a range of partners, particularly schools and CAMHS. The Panel would therefore recommend that this issue be referred for consideration by the Early Help Partnership Board and that an action plan be developed for addressing the issue.

Recommendation:

That the increase in behavioural issues at primary school level and, in particular, those precipitated by exposure to trauma, be referred to the Early Help Partnership Board for consideration and that an action plan be developed with partners to address the issue.

- 5.23 The Panel also noted the clear evidence of the detrimental effects of exclusions and is of the view that these should only be used as a very last

resort by schools. The costs of exclusions are large and referral to the PRU is a significant step and can risk nurturing criminality amongst some young people which may have a long term detrimental effect on the community.

- 5.24 The Panel welcomes that Gladesmore School has avoided permanently excluding any children or young people for 12 years. The Council has limited influence on schools but the Panel is view that further engagement should take place with Head Teachers on the issue of exclusions and, in particular, the sharing of good practice so that their number can be kept to an absolute minimum.
- 5.25 The Panel also noted evidence regarding the number of young people who are in the PRU for possession of knives and the fact that in a number of cases they had been carrying them due to being bullied and that checks had not always taken regarding previous incidents. Whilst robust action should be taken by schools in response to the possession of knives, there are alternatives to exclusion that can be used in certain circumstances which may constitute a more proportionate response and not carry the same level of risk of criminalisation that placement at the PRU may carry.
- 5.26 The Panel welcomes the work that the PRU is undertaking with schools in respect of this issue. In addition, it would therefore recommend that discussions take place with schools regarding a possible review of their zero tolerance and automatic exclusion response to possession of knives so that a more appropriate response is possible that takes into account the circumstances of the incident and level of risk that the young person presents to the school community.

Recommendation:

That the Children and Young People's Service engage with school Head Teachers on the issue of exclusions and, in particular;

- Sharing of good practice on how they can best be avoided; and*
- Reviewing the zero tolerance policy towards the possession of knives and whether, in certain circumstances, alternatives to exclusion might be appropriate.*

6. MENTAL HEALTH AND WELL-BEING

Introduction

- 6.1 Mental health and well-being was identified as a particular issue of relevance and the Panel received evidence from Dr Nick Barnes, Adolescent Psychiatrist from Barnet, Enfield and Haringey Mental Health Trust in respect of this. It also received evidence from Mac-UK, a community psychology project currently working with young people in Tottenham.

Child and Adolescent Mental Health Services

- 6.2 Dr Barnes felt that CAMHS in Haringey were good at getting children and families to engage. Their outreach team is large compared to other authorities. They try to work closely with the YJS but Dr Barnes felt that interventions need to take place with young people before they come into contact with them.
- 6.3 He reported that CAMHS services were currently undertaking a transformation process. As part of this, access to services is being considered and a greater focus on emotional well being. A community based triage process is being developed and services will be delivered in more accessible settings, such as schools and youth centres.
- 6.4 He stated that there are issues in respect of the diagnosis of mental health issues. There are likely to be large numbers of young people in secure settings in England who have undiagnosed neurodevelopment conditions that have directly contributed to their offending behaviour. In order to gain access to support, there is firstly a need to have a diagnosis. However, there is concern amongst some parents and carers about stigma and it can also be difficult for professionals to be precise about diagnoses. In addition, the concept of ADHD does not transfer easily to many cultures.
- 6.5 Dr Barnes acknowledged that there is underrepresentation of BAME communities amongst mental health professionals and a lack of understanding amongst them of mental health issues. Many families from these communities prefer to engage with religious institutions, in particular churches, instead of statutory services. There can also be stereotypes relating to mental illness within the black community. In addition, there is a culture of masculinity and a lack of male role models. There is also a view that emotions should not be expressed. He felt that services needed to develop a better understanding of how it feels to seek help.
- 6.6 Trust is a big issue and the capacity for this is low amongst the community. The use of drugs and of sectioning under the Mental Health Act for people from BAME communities is disproportionately high. 70-80% of those accessing mental health services are young girls whilst 70-80% of those who came into contact with the youth justice services are boys. There is also a lack of therapeutic input and rehabilitation within the criminal justice system.

6.7 Dr Barnes felt that peer mentoring could be a useful tool. Interventions can be more effective if young people feel that they are coming from people who know what they are talking about from their own experience. In the community, there is pressure on young men to show masculinity and fear and vulnerability cannot be expressed for fear of exclusion. Meeting with someone they can relate to who is able to express vulnerability can be very effective. In schools, it can provide an opportunity to see that transformations can be made.

Mac-UK and Project Future

6.8 The Panel also received evidence from Dr Sally Zlotowitz, Dr Lucy Gore and Lamont Emesibe from Mac-UK. It heard that the young people that Mac-UK work with often came from families where there has been multi generational deprivation. The project aims to try and change social factors and give young people a voice. It also aims to highlight mental health as a public health issue, especially in the BAME communities.

6.9 They stated that young people can face social pressures to become involved in crime, which can also be driven by deprivation and living in a high crime environment. A lot of the young people that are drawn into gangs are materialistic and like to keep up with fashion. They also value the male interaction and engagement that comes with gangs. In addition, young people can feel disempowered and not listened to. They feel that involvement with gangs gives them power.

6.10 The level of threat that young people can feel is very high and they therefore believe that they have no choice other than to carry a knife as it is better to be caught with a knife than without one. Many are desensitised to prison and several have siblings and friends inside. It can also be easy to underestimate the level of trauma that some young people have been through. They have no real outlet to express the stress and fear that it has caused and their emotions are often expressed as fear and violence.

6.11 The project follows a multi disciplinary approach, with a range of professionals included within the team as well as young people. It works on a one-to-one basis with young people. All the programmes that they use are co-produced with them.

6.12 The young people that they work with had felt that what was needed most was access to education, employment and training and programmes therefore focussed on these issues. Many had had difficult experiences with schools and felt let down by services. Literacy, numeracy and music sessions had therefore been set up. For some young people, their role models were drug dealers with nice cars so providing an attainable alternative to this is important.

- 6.13 The project operates solely through peer referral. A safe and secure place has been developed for young people, where they are able to be themselves. The service is open to all and it is hoped that the effects of it will filter through to a wide range of young people. The challenge is to obtain and retain their trust.
- 6.14 It is not intended to replace services but to enable young people to access them more easily. Since they had started their work, 108 young people have been through the project. They had enabled some young people to get back into education and provided help with court appearances and visits to probation services. They will also visit young people in prison or in rehab.
- 6.15 The project works with a range of other organisations in the community. In particular, there are links with employment schemes and Jobcentre Plus. They have been successful in getting young people into apprenticeships and full time employment. Many lack basic life and employability skills and can find it a challenge to stay in work and therefore require support.
- 6.16 Funding for the project comes from Haringey Council, Mac-UK and Barnet, Enfield and Haringey Mental Health Trust and the Big Lottery Fund. It was commissioned by the Big Lottery fund and is half way through its funding period as a “community psychology” project. The project is subject to evaluation and this will include its role in increasing access to education and employment. They are currently looking at ways of keeping it going when the funding runs out.
- 6.17 Young people who the Panel heard from during their visit to Project Future commented that previous projects and interventions had been around for a while and then had gone. A lot of other youth projects have disappeared, including the Triangle and 10 Bruce Grove. If Project Future closed, they felt that there would be nothing left.
- 6.18 They stated that the project had helped to build up self confidence and improve communication skills. They had a high level of trust for the project. One young person stated that he had had nothing to do after being in prison until he had got involved in music at the project. It had also helped him with numeracy and literacy.
- 6.19 The Panel was impressed by the work that Mac-UK is undertaking with young people in Tottenham. It therefore feels that it is imperative that the future of the project is secured so that the progress that it has made is sustained. It therefore recommends that the Council work closely with the project to identify suitable sources of funding to secure its continuation.

Recommendation:

That action be taken to secure the continuation of work undertaken by the Mac-UK Project Future in Tottenham and that officers work with the project to identify suitable sources of funding to achieve this.



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7. YOUNG PEOPLE AND THE POLICE

Introduction

- 7.1 The Panel received evidence from the Police regarding the issues that they feel may contribute to disproportionality, their possible causes and what might be done to address them effectively.

Disproportionality

- 7.2 The Panel heard from Victor Olisa, the former Borough Commander for Haringey, who is now Head of Diversity at the Metropolitan Police. He acknowledged that there was disproportionality and felt that this manifested itself throughout the justice system and included Stop and Search, sentencing and the experience of incarceration.
- 7.3 He stated that the Police reacted to reports of incidents in public spaces and these were more likely to come from the eastern, more deprived half of the borough than the west. Such reports can ultimately lead to action against the individuals involved and this was reflected in the respective numbers of people entering the youth justice system and their ethnicity. There was nevertheless some evidence of bias and differences in interpretation in the law in respect of particular communities.
- 7.4 Behaviour that is regarded as “high spirits” in the west of the borough could be interpreted as intimidating in the east. This interpretation can be driven by cultural bias and exacerbated by the operational experience of police officers. This can lead to the development of stereotypes and a different response to similar incidents depending on where they took place. Officers may view their different responses as self protection but he felt that there is little evidence that it was more likely for young people in the east of the borough to be confrontational. It was important that police officers did not work from stereotypes or defensiveness. There was a comprehensive programme of training to address such issues, including unconscious bias training. The vast majority of police officers bought into this but some responded better than others.

Relationships

- 7.5 The Panel noted that the importance of relationships between the Police and young people was highlighted in the reports that followed the 2011 riots. Positive relationships can have a number of benefits and of particular relevance is their role in developing a better mutual understanding between the Police and young people, which can reduce the risk of negative stereotyping and mistrust.
- 7.6 Mr Olisa felt that neighbourhood based officers had good relationships with young people, especially the officers that covered Broadwater Farm. In addition, there were now police officers in both secondary and primary

schools that have developed good relationships with a range of people, including children and young people.

- 7.7 He acknowledged that the relationship between some other police officers and young people was not always good and some covering emergency response can be inclined to be more confrontational. It was important that all police officers shared the same ethos and outlook of those who work more closely with young people. However, it is not possible to ensure that all police officers behave well at all times.
- 7.8 He was of the view that involvement in neighbourhoods by a wider range of police officers, including work with schools and regular interaction with young people would assist in improving relationships. More interaction between young people and those working in different agencies could also be of benefit. The Princes Trust programme had proven to be very useful. This is a 12 week programme that involves young people with convictions spending time with police officers. It helped to increase their understanding of police officers and also assisted police officers by encouraging them to approach young people in a different way. Reverse mentoring could also assist with police officers buddying up with young people so that they gained a better understanding of them and of the local community. In addition, senior officers could give up a space in their diary to engage with young people.

Police in Schools

- 7.9 The Panel noted that there is a 14 strong Police Schools Team within Haringey and this plays an important role in developing relationships with young people. The team covers all secondary schools in the borough. There is also a named police officer attached to all primary schools, with 12 officers covering the Borough's 63 schools. In addition, there is also a dedicated officer at the College of North East London (CONEL) and Tottenham 6th Form College.
- 7.10 It received evidence from Chief Inspector Marco Bardetti from Haringey Police, who felt that the engagement encouraged by having police officers in schools was positive. The Police are not required to provide officers in schools and they are not a part of the Borough's officer allocation. The Police withdrew from schools at one stage but they have now been put back in after a specific decision was taken by the previous Borough Commander. He stated that there are now lower crime rates around schools and less violence. For example, fights between schools are now rare.
- 7.11 He felt that the presence of Police in schools had a number of benefits;
- It promoted a positive image of the Police by providing a friendly face, enabling barriers to be broken down and the opportunity for direct engagement with students, including those who are a cause of concern;
 - Police were able to pick up any issues that come up, provide direct intervention or support and liaise with the local authority. They could also

help to prevent truancy and disorder around transport hubs as their remit also includes routes to school;

- It could also encourage young people to consider the Police as a potential career; and
- It helped address the lack of engagement between the Police and young people.

7.12 The Head Teachers who met the Panel felt that the Police presence in schools enabled them to take a proactive rather than a reactive role. Young people raised issues with the Police that they would not go to school staff with, which was welcome. The Police also got a large amount of intelligence. Police outside the school had previously been a source of concern by some parents but they were now viewed as being there to keep people safe. They felt that the work by the Police with schools had improved a lot but nevertheless felt that more could still be done. This was particularly true of work with primary schools as there a need for the Police to engage with families and schools at an earlier age. Whilst it was felt that police officers linked to schools worked very well with young people, not all other officers shared the same ethos.

7.13 The evidence that the Panel received has indicated the importance of having police officers in schools as well as a need to expand this further into primary schools. The Panel is nevertheless mindful that the current arrangements were driven by the previous Borough Commander. The Panel feels that it is essential that they are maintained and, in addition, would recommend that that consideration is given to expanding the work that police officers undertake in primary schools as an important way of improving engagement and relationships with the community and, in particular, children and young people.

Recommendation:

That the Cabinet Member for Communities be requested to seek confirmation from the new Borough Commander that she will maintain the Police presence in schools and that, in addition, she will also give consideration to expanding the presence that is currently provided by the Police in primary schools.

Engagement

7.14 Mr Bardetti reported that a range of engagement was undertaken with young people from the black community. A work experience scheme had been set up for young people in Haringey schools with the aim of getting them interested in the Police Service as a potential career. Work also took place with youth centres and the Octagon Pupil Referral Unit. In addition, there has been a proposal to develop a free school for young people who have come into contact with the youth justice system which the Police and Council had

been involved in developing. The demographic for the proposed school was likely to be mainly young black people.

- 7.15 However, Mr Bardetti stated that there is a lack of resources for diversion and engagement with young people which has been exacerbated by the loss of outreach and diversionary activities, such as youth clubs and summer programmes. Any additional funding from regeneration monies to assist with this would be very welcome.
- 7.16 The Panel noted that Stop and Search can only be used where there are reasonable grounds for suspicion that someone is in unlawful possession of an article. Reasonable grounds can be based on intelligence, briefings or the attitude of the person concerned. It is monitored by the Haringey Independent Stop and Search Monitoring Group and the Independent Advisory Group, which includes representation from teachers and young people. Approximately half of those stopped in Haringey are classified as “IC3” i.e. Black African or Black African Caribbean people. However, the Panel noted evidence from Mr Olisa that this is one of the least disproportionate figures across London.
- 7.17 There are now 620 black police officers in whole of the Metropolitan Police. They make up 7% of Haringey’s Police officers, which is roughly average. Recruitment to the Metropolitan Police is a national process and used to be open to anyone across the country. It is now necessary to have lived in London for at least three years and to speak a second language. It does not apply to senior ranks but it is hoped that the changes in those recruited would eventually feed up to higher levels. There are also now two Volunteer Police Cadet units in Haringey, which it is hoped will encourage more people from the black community to join the Police. At the moment, the Cadet units have a high percentage of young people from minority ethnic communities.
- 7.18 The Panel is of the view that, despite the recommendations of the reports that followed the riots of 2011, efforts to improve relationships between the Police have not been as successful as hoped and they have been hampered by lack of resources for diversionary and preventative, exacerbated by budget cuts. In particular, it noted evidence from several sources, including local Head Teachers, of a dichotomy between the relationships built inside schools by Safer Schools Officers and negative experiences of some of young people from officers on the streets. The Panel is of the view that Police colleagues need to redouble their efforts in relation to their contact on the streets with young black people, which from the evidence we heard can still be problematic.
- 7.19 The Panel feels that the suggestion that was made by Mr Olisa of the use of a reverse mentoring scheme for Police officers new to the area is something that should be progressed. It was developed as part of the Project 2020 initiative but there was a lack of take up by the Police. The Panel feels that it should be re-visited and encouragement given to the Police to participate fully in the scheme as a useful means of developing better relationships with

the community through developing a better understanding amongst all Police officers of young people in the area and particularly those from black and minority ethnic communities.

Recommendation:

That the Cabinet Member for Communities be requested to work with the Haringey Police Borough Commander to develop a “reverse mentoring” scheme that involves Police officers new to the area being mentored by a local young person and that this includes regular monitoring of take-up.

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8. HACKNEY COUNCIL'S IMPROVING OUTCOMES FOR YOUNG BLACK MEN PROGRAMME

- 8.1 The Panel has also looked at action that has been taken by other local authorities on this issues that the review has covered. Of particular relevance is the ambitious programme being undertaken by Hackney Council that is focussing on improving outcomes for young black men. This is relevant to Haringey as they are the main group that is disproportionately represented within the youth justice system in Haringey. The Panel received evidence from Sonia Khan, Head of Policy and Partnerships at Hackney Council on this.
- 8.2 Hackney have identified the fact that young black men tend to fare worse than their peers across a range of indicators, from poorer educational results to higher offending rates. This has been a problem for many years and although there have been many responses aimed at addressing it, these have not had the impact needed. The Panel noted that that previous policy had focussed primarily on addressing socio-economic issues rather than race but the conclusion of the work that has been done so far was that the issue of race was also of significance.
- 8.3 The programme is being led by Councillor Anntionette Bramble, Hackney Council's lead Cabinet Member for Children and Young People. It approach involves local people, the voluntary and community sector and the statutory sector in shaping and delivering solutions, with young people at the heart of this.
- 8.4 The programme sets out some clear ambitions:
- Within 10 years: Outcomes and opportunities for black boys and young black men should be the same as the wider population;
 - Within 15 years: It is hoped to start to see cultural changes in terms of aspirations and trust of the state;
 - Within 15 years: Working with other authorities, central government and the state, the Council also wishes to see changes in media representation and portrayals.
- 8.5 Ms Khan felt that there was a sense that young black men were in danger of getting left behind in accessing opportunities, particularly those arising from the regeneration of the borough.
- 8.6 A theory of change has been developed that addresses how the changes that are aimed for can be brought about. Key partners have been involved in the development process, including Hackney CVS, the umbrella organisation for the community and voluntary sector. There has been much engagement with young people as well and Hackney CVS have developed a Youth Advisory Group that includes young people. They have also set up focus groups and engagement has taken place with local businesses as well as workshops with parents, Council staff and partners.

8.7 The theory of change sets out the main assumptions about what is driving inequality and the actions that the Hackney wishes to take forward. There are challenges within it for the partner agencies, young men and the wider community. The key issues identified to date are as follows.

- Critical intervention points; These are well known key transition or critical points that can negatively impact on a young person's life, such as the transition from primary to secondary school or a first exclusion as well as things that happen beyond their control such as a bereavement
- Role of schools; There remains a gap in achievement between black boys and the wider school population. Collaboration with schools is required to look more closely at how the gap is narrowed, how schools manage behaviour for black boys as well as the relationship between parents and schools. It is felt that this could be contributing to the higher rate of exclusions.
- Trust between parents and the statutory sector; It is felt that relationships between black parents and the state do not appear to be generally positive and are undermining opportunities to work constructively.
- Families; There are concerns at disproportionate levels of violence and abuse, both within families and in the community and how this may affect children young people.
- Community leadership; Engagement has highlighted the need to build a better understanding between the black community and the statutory sector.
- Young men at risk and community safety; Hackney's Gangs Unit estimate that there are over 1000 young people on the periphery of gangs and need to be engaged with positively to avoid getting more involved in gang life. There is a concern that the situation for young black men at risk can deteriorate quickly because they do not know how to seek help or will not go to the statutory sector for support. A need has been identified to continue to build a greater level of trust in the Police that might increase reporting and reduce crime.
- Mental health; Mental health issues are felt to be affecting wider outcomes of young black men. It is felt that young people need to access support more quickly and mental health services need to examine institutional bias and stereotyping. The extent of substance misuse is seen by young people as a significant trigger of mental health problems.
- Regeneration and opportunity; Young people felt that the Council needed to engage differently about the changes in Hackney rather than just providing information. They did not always know how they could benefit from the increasing prosperity and that their aspirations were therefore

being limited. Although the programme to date has not actively engaged as many black owned businesses as had been anticipated, the indication is that some businesses are finding it difficult to survive and therefore not able to engage and make a wider community contribution.

- Culture and Identity - Valuing heritage and celebrating success. The work highlighted a need to focus more on black culture, identity and heritage, which it is felt is not celebrated or talked about enough. It is also felt that there is a need to counter negative stereotypes in wider society with positive presentations of young black men and their success stories.
- Behaviour, lifestyles, culture and identity: Work with young black men uncovered the extent to which some felt alienated by mainstream society and angry about injustices. They therefore may distance themselves and behave in a defensive manner. This can make gang lifestyle or criminal activity seem attractive as a way of being empowered and accepted. There can also be strong gender stereotypes imposed on them.

8.8 Panel noted that schools were being engaged in discussions on the issue of exclusions and, through this, it was hoped to build a greater awareness of the impact of exclusions on the community. A group of Head Teachers was looking at the issue as well as under achievement. In terms of mental health, providers were being brought together and workshops have taken place looking at well-being.

8.9 The project aims to empower the community through development of the community and voluntary sector. There was a perception in the community that initiatives were not sustained. It had therefore been agreed that only things that could be sustained would be committed to and for actions to focus on mainstream services.

8.10 It is anticipated that recommendations will bring about changes that are:

- Universal - bringing about changes for everyone;
- Making an offer or service more inclusive;
- Targeted to address a specific cohort by ethnicity, gender, age, socio-economic group or an intersection of these.

8.11 The Panel is of the view that links with Hackney should be developed and maintained so that the impact of their recommendations on addressing the issues in question, which have very close parallels with Haringey, can be monitored and consideration given to undertaking similar interventions where they have proven to be effective.

8.12 It is particularly important that effective engagement takes place with young people in Haringey that are affected by the youth justice system in the development of policy and that this involves a wide range of them from all areas of the borough and ethnic minority groups. It feels that the Council should invest strategically, in terms of resources, time and commitment, to develop this. The Panel was impressed with the work that Hackney has

undertaken to engage with disaffected young people and feels that the learning gained through this should be incorporated by Haringey to drive improvements in engagement here.

Recommendations:

- *That a strategic investment be made by the Council, in terms of resources, time and commitment, to develop further engagement with children and young people and, in particular, disaffected young people and those at risk of coming into contact with youth justice services.*
- *The progress by Hackney with their Improving Outcomes for Young Black Men programme be monitored so that learning from this can be incorporated into;*
 - *Improving the effectiveness of interventions aimed at addressing disproportionality; and*
 - *Action to improve engagement with children and young people and, in particular, those at risk of entering the youth justice system.*

Appendix A

Participants in the Review:

Chief Inspector Marco Bardetti, Haringey Police

Dr Nick Barnes, Adolescent Psychiatrist, Barnet, Enfield and Haringey Mental Health Trust

Jason Bradley, Community Youth Outreach Officer, Homes for Haringey

Marlon Bruce, The Activity Co-ordinator, Tottenham Programme, Regeneration, Planning and Development

Patrick Cozier, Head Teacher of Highgate Wood School and Member of Haringey Youth Justice Board

Lamont Emesibe, Youth Interventions Specialist and Gangs Worker, Project Future

Helen Fisher, Tottenham Programme Director, Regeneration, Planning and Development

Gill Gibson Assistant Director for Early Help and Prevention, Children's Service

Councillor Joe Goldberg, Cabinet Member for Economic Development, Social Inclusion and Sustainability

Dr Lucy Gore, Clinical Psychologist, Project Future

Tony Hartney, Head Teacher of Gladesmore School and Chair of Haringey Safer Neighbourhood Board

Gareth Llywelyn-Roberts, Offender Management Strategic Lead, Community Safety and Regulatory Services

Gareth Morgan, Head of Service, Early Help and Prevention, Children's Service

Chief Superintendent Dr Victor Olisa, Strategic Lead for Diversity and Inclusion, Metropolitan Police

Jennifer Sergeant, Head of Targeted Response and Youth Justice, Children's Service

Simon Stone, Service Manager, Haringey Youth Justice Service

Deborah Tucker, Schools and Learning Service, Children's Service

Dr Sally Zlotowitz, Clinical Community Psychologist and Acting Clinical Director, Mac-UK