



**Council**

**Thursday 30 November 2023**

**Confirmation of Cabinet and Committee Recommendations and relevant  
Originating Background Papers**

<b>Item on Summons</b>	<b>Cabinet / Committee Recommendation</b>	<b>Originating Report</b>
	Recommendation I: Governance, Audit, Risk Management and Standards Committee (20 September 22023)	
10.	Governance, Audit, Risk Management and Standards Committee Annual report	Report of Interim Director of Finance and Assurance (Pages 3 - 20)
	Recommendation I: Cabinet 16 November 2023	
11.	Annual Youth Justice Plan	Report of the Director of Children Services (Pages 21 - 132)

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**Report for:                    GOVERNANCE, AUDIT,  
RISK MANAGEMENT  
and STANDARDS  
COMMITTEE**

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<b>Date of Meeting:</b>	20 September 2023
<b>Subject:</b>	GARMS Committee Annual Report 2022/23
<b>Responsible Officer:</b>	Sharon Daniels – Interim Director of Finance & Assurance
<b>Exempt:</b>	No
<b>Wards affected:</b>	All
<b>Enclosures:</b>	Appendix 1 – GARMS Committee Annual Report 2022/23 Appendix 2 – GARMS Committee Terms of Reference

**Section 1 – Summary and Recommendations**

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This report sets out the draft GARMS Committee Annual Report 2022/23 for Full Council in compliance with the requirements of the GARMS Committees Terms of Reference.

**Recommendations:**

The Committee is requested to:

- 1) Consider the draft report attached at Appendix 1
- 2) Provide any comments/changes required to the report

- 3) Agree any recommendations the Committee may wish to make as part of the report.
- 4) Agree, subject to the above, for the report to be presented to Council for noting.

## **Section 2 – Report**

- 2.1 The GARMS Committee's Terms of Reference requires the committee to:
  - report to those charged with governance on the committee's findings, conclusions and recommendations concerning the adequacy and effectiveness of their governance, risk management and internal control frameworks, financial reporting arrangements, and internal and external audit functions.
  - report to full Council on an annual basis on the committee's performance in relation to the terms of reference and the effectiveness of the committee in meeting its purpose.
  - publish an annual report on the work of the committee.
- 2.2 The draft report for 2022/23 is attached at Appendix 1. This is the second annual report and, taking on the committee's comments regarding the length of the first report, the detail explaining the committee's responsibility under each element of its remit has been removed with the intention of appending the committee's Terms of Reference instead to provide this detail. The detailed appendix listing all reports considered by the committee during the year has also been removed and replaced with a summary of reports presented and a flavour of the queries raised by members of the committee in fulfilling their remit.

## **Legal Implications**

- 2.3 Completing an annual report is recommended in CIPFA practical guidance to Local Authorities.

## **Financial Implications**

- 2.4 There are no financial implications to this report.

## **Risk Management Implications**

Risk included on Directorate risk register? No  
Separate risk register in place? No

- 2.5 If an Annual Report is not provided to Council the Committee will not be fulfilling their Terms of Reference and will not be complying with best practice as set out in the CIPFA guidance.

## **Equalities Implications / Public Sector Equality Duty**

2.6 Was an Equality Impact Assessment carried out? No (n/a)

### **Council Priorities**

2.7 The GARMS Committee contributes to all the corporate priorities by enhancing the robustness of the control environment and governance mechanisms that directly or indirectly support these priorities.

## **Section 3 - Statutory Officer Clearance**

### **Statutory Officer: Sharon Daniels**

Interim Chief Financial Officer

**Date:** 4 September 2023

### **Statutory Officer: Jessica Farmer**

Interim Director of Legal & Governance, Monitoring Officer

**Date:** 4 September 2023

## **Mandatory Checks**

Ward Councillors notified: No, as it impacts on all Wards

## **Section 4 - Contact Details & Background Papers**

**Contact:** Tracy Barnett, Interim Head of Internal Audit & Corporate Anti-Fraud

**Background Papers:** None

If appropriate, does the report include the following considerations? N/A

- |                 |    |
|-----------------|----|
| 1. Consultation | No |
| 2. Priorities   | No |

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**Governance Audit, Risk Management & Standards Committee**

**2022/23**

**Annual Report**

## **Chair's Foreword**

I am pleased to present the to Full Council the Governance, Audit, Risk Management and Standards Committee Annual Report for 2022/23.

This is an annual report of the Committee presented to the full Council and as such a detailed explanation of the role of the Committee has been omitted but can be found in the Committee's Terms of Reference. The report shows that the GARMS Committee has undertaken its role effectively during 2022/23; covering a wide range of topics and ensuring that appropriate governance and control arrangements are in place to protect the interests of the Council. The Committee considered and reviewed a number of policy areas throughout the past year and this can be seen within the summary of the programme of works below.

The Committee has ensured that best practice has been followed throughout our workings and where issues need to be raised, they have been discussed at length at Committee meetings and the right level of scrutiny and challenge has occurred.

As the Chair of the Committee I would like to express my thanks to the Committee members for their contributions this year in carrying out the vital and important responsibilities the Committee oversees. I would also like to express my appreciation to the Council officers for their robust work throughout the year along with our external auditors.

Cllr. Kanti Rabadia

Chairman - Governance, Audit, Risk Management & Standards Committee

## **Introduction**

1. The purpose of the Governance, Audit, Risk Management and Standards (GARMS) committee is to provide independent assurance to members of the adequacy of the London Borough of Harrow's governance, risk management and control frameworks and oversees the financial reporting and annual governance processes. It oversees internal audit and external audit, helping to ensure efficient and effective assurance arrangements are in place. It also acts as the Standards Committee.

## **Terms of Reference and Membership**

2. The Committee's Terms of Reference requires the Committee:
  - To report to those charged with governance on the committee's findings, conclusions and recommendations concerning the adequacy and effectiveness of their governance, risk management and internal control frameworks, financial reporting arrangements, and internal and external audit functions.

- To report to full Council on an annual basis on the committee's performance in relation to the terms of reference and the effectiveness of the committee in meeting its purpose.
  - To publish an annual report on the work of the committee.
  - The Terms of Reference were reviewed in August 2022
3. The membership of the Committee for 2022/23 consisted of the following:
    - Councillor Kanti Rabadia (Chair)
    - Councillor Ghazanfar Ali
    - Councillor Philip Benjamin
    - Councillor Kuha Kumaran
    - Councillor Varsha Parmar
    - Councillor Yogesh Teli
    - Councillor Antonio Weiss (Vice-Chair)
  4. The Committees membership rules, compiled during 2022/23, state that:
    - An Elected Mayor, the Leader or members of the Executive are excluded;
    - The Chair of the Committee must not be a Member of the Executive;
  5. The Committee usually meets five times a year (April, July, September, November/December and January) however during 2022/23 the April meeting was cancelled and the July meeting was deferred until August.

### **The Committee's Programme of Work**

6. The Committee has a broad remit that includes:
  - Governance
  - Risk Management
  - Internal Audit
  - Countering Fraud and Corruption
  - External Audit
  - Financial reporting
  - Treasury Management
  - Health & Safety
  - Standards
7. The following sections provide details on each area and the Terms of Reference specifies the Committee's powers and duties within each area of responsibility. This was last reviewed by the Committee in August 2022.

### **Governance**

8. The Committee received a report on the 2021/22 Annual Governance Statement that included an Evidence Table detailing the assurances obtained to support the statement. This included assurances from the Council's Legal and Finance teams,

assurance on arrangements to secure VFM, assurance on how the Council's framework of assurance addresses the risks and priorities of the Council and assurances on arrangements for the Council's significant partnerships.

9. The Head of Internal Audit's opinion on the adequacy and effectiveness of the Council's framework of governance, risk management and control and the rationale behind it was reported to the committee at the same meeting as part of the Internal Audit Year-end report and was also included in the Annual Governance Statement. The opinion stated that:

*'The adequacy and effectiveness of the organisation's control environment for the 2021/22 financial year has been assessed as "Good with some significant improvements required in a few areas.'*

10. The statement itself detailed progress on the significant gaps identified as part of the 2020/21 Annual Governance Statement.
11. The Committee considered one additional governance report during the year covering Complaints.

## **Risk Management**

12. During 2022/23 the committee received three reports on risk management covering Quarters 1, 2 and 3 respectively. These reports enabled the Committee to monitor progress of risk related issues facing the Council.
13. During Quarter 4 the opportunity was taken to review and potentially streamline the format and detail contained in the Corporate Risk Register, which had become unwieldy throughout the year, with the aim of publishing it as a public document in the future.
14. Consideration was also given in Quarter 4 to whether there are risks on the register which could be transferred and/or de-escalated to directorate risk registers for on-going management and monitoring. It is intended that those risks that remain or are captured on the corporate risk register, are the critical but few risks, which are significant, live and active barriers to the achievement of the Council's new vision of Restoring Pride in Harrow and to the new and changing strategic direction it is embarking upon. In this way information overload on risk management can be avoided. Work in this area will continue in 2023/24.

## **Internal Audit**

12. The Internal Audit Charter is presented and approved annually. In 2022/23 the Charter was presented for approval to the August meeting along with the draft Internal Audit Annual Plan for 2022/23.

13. The Committee also received the year-end report covering output and performance of the Internal Audit Service for 2021/22 and a report on the internal audit planning process.
14. During the year the committee considered 1 red internal audit report as well as 1 follow-up of a red assurance report from the 2021/22 internal audit plan. Managers from the relevant services attended the GARMS Committee meetings for these items to answer Members questions and provide assurance on action being taken to address audit recommendations.
15. The draft Annual Governance Statement 2021/22 that included a report on the effectiveness of internal audit was provided to the committee for information in August 2022 (as above).
16. The Head of Internal Audit was provided with free and unfettered access to the GARMS Committee Chair during 2022/23.
17. During 2022/23 there were no new proposals made in relation to the appointment of external providers of internal audit services and no external providers were used during the year.
18. Members raised a number of queries with regard to work on the plan taking into account the Corporate Risk Register, risk assessment of reviews on the plan, carry forward of reviews, and the Annual Governance Statement.

### **Countering Fraud and Corruption**

19. During 2022/23 the Committee received reports on the corporate anti-fraud plan for approval and the year-end report covering the output and performance of the Corporate Anti-Fraud Team for 2021/22.
20. During the year Members raised several queries including the following:-
  - having a performance indicator for the Corporate Anti-Fraud and Corruption Strategy,
  - the overall recoverable fraud losses attributable to business rates/council tax,
  - the number of fraud referrals,
  - the tenancy recovery value and the authorities' fraud loss formula how the amount of resource available to the team relates to the collection rate.

## **External Audit**

21. The external auditors (Mazars) presented reports on the 2020/21 Statement of Accounts and the Harrow Pension Fund in August 2022 along with a report on the 2021/22 External Audit Plans (Audit Strategy Memorandums).
22. The external auditor's assessment of their independence was included in Mazar's Audit Strategy Memorandum 2019/20 presented to the committee in January 2020.
23. Throughout the year the committee received updates from Mazar's about the progress of the 2021/22 audit. The timeline for approving the accounts was affected by delays resulting from the requirement for further evidence to support the valuation of property, plant and equipment and investment property. It was reported there was a national issue in relation to accounting for infrastructure assets which impacted every local authority with material infrastructure balances.
24. The committee were advised that a new national issue arose in relation to the Council's reporting of its assets and liabilities associated to its membership of the Harrow Pension Fund and this will further impact upon the timing of the completion of the audit.
25. Members queried the delays being experienced in completing the audit of the accounts; VFM; valuations of properties; penalties that might be incurred due to failure to meet statutory deadlines.

## **Financial Reporting**

26. In addition to the queries noted in paragraphs 23 and 24 above Members questioned the valuation of pension fund investments, migration from SAP to D365 and the materiality figure used when auditing the statement of accounts.

## **Treasury Management**

27. The committee considered two reports on Treasury Management during the year, the 2022/23 outturn report in September and the 2022/23 mid-year report in January 2023.
28. Members asked a number of questions in relation to the various tables set out in the appendices to the reports. They enquired about the increase in investments, borrowing arrangements including fixed rates, the borrowing authorised limit and the repayment of borrowing.

## **Health & Safety**

29. During the year the committee received the Annual Health & Safety report summarising the Council's health and safety performance for 2021/22 and providing an update of activities together with statistics on training, audits and accidents, including schools.
30. Members raised queries about engagement between Occupational Health and Health & Safety on aspects that affect life/work balance, Local Authority corporate responsibility, asbestos surveys, and staff access to the corporate system.

## **Complaints**

31. As mentioned in paragraph 11 under governance a report covering complaints was presented in January 2023. This was the first report to the Committee pulling together themes surrounding complaints.

## **Conclusion**

32. The Committee has successfully fulfilled its purpose/roles and responsibilities as outlined in its Terms of Reference.

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## **GOVERNANCE, AUDIT, RISK MANAGEMENT AND STANDARDS COMMITTEE**

### **TERMS OF REFERENCE**

#### **1. Statement of purpose**

- 1.1 The Governance, Audit, Risk Management and Standards Committee is a key component of Harrow Council's corporate governance. It provides an independent and high-level focus on the audit, assurance and reporting arrangements that underpin good governance and financial standards.
- 1.2 The purpose of the committee is to provide independent assurance to the members of the adequacy of Harrow Council's governance, risk management and control frameworks and to oversee the financial reporting and annual governance processes. It oversees internal audit and external audit, helping to ensure efficient and effective assurance arrangements are in place. It also acts as the Standards Committee.
- 1.3 The Governance, Audit, Risk Management and Standards Committee has the following powers and duties:

#### **2. Governance**

- 2.1 To review the council's corporate governance arrangements against the good governance framework, including the ethical framework and consider the local code of governance.
- 2.2 To review the Annual Governance Statement (AGS) prior to approval and consider whether it properly reflects the risk environment and supporting assurances and legal and financial advice, taking into account internal audit's opinion on the overall adequacy and effectiveness of the council's framework of governance, risk management and control.
- 2.3 To monitor the progress of agreed actions to close significant governance gaps.
- 2.4 To consider the council's arrangements to secure value for money and review assurances and assessments on the effectiveness of these arrangements.
- 2.5 To consider the council's framework of assurance and ensure that it adequately addresses the risks and priorities of the council.
- 2.6 To review the governance and assurance arrangements for significant partnerships.

### **3. Risk Management**

- 3.1 To review the Council's risk management strategy.
- 3.2 To monitor the effective development and operation of risk management in the council via the review of the Council's Corporate Risk Register on a regular basis.
- 3.3 To monitor progress in addressing risk-related issues reported to the committee.

### **4. Countering Fraud and Corruption**

- 4.1 To review the assessment of fraud risks and potential harm to the council from fraud and corruption.
- 4.2 To monitor the counter-fraud strategy, actions and resources and the Council's approach to tackling fraud and corruption and promote an anti-fraud culture.
- 4.3 To review and approve the annual Corporate Anti-Fraud Team Plan.
- 4.4 To consider reports from the Head of Internal Audit/ Corporate Anti-Fraud Manager on the Corporate Anti-Fraud Team's performance at mid-year and at year-end.

### **5. Internal audit**

- 5.1 To approve the internal audit charter and support the independence of Internal Audit.
- 5.2 To review proposals made in relation to the appointment of external providers of internal audit services and to make recommendations.
- 5.3 To approve the risk-based internal audit plan, including internal audit's resource requirements, the approach to using other sources of assurance and any work required to place reliance upon those other sources.
- 5.4 To approve significant interim changes to the risk-based internal audit plan and resource requirements.
- 5.5 To make appropriate enquiries of both management and the Head of Internal Audit to determine if there are any inappropriate scope or resource limitations.
- 5.6 To consider any impairments to independence or objectivity arising from additional roles or responsibilities outside of internal auditing of the Head of Internal Audit.
- 5.7 To approve and periodically review safeguards to limit such impairments.

- 5.8 To consider reports from the Head of Internal Audit on internal audit's performance at mid-year and year-end, including the performance of external providers of internal audit services.<sup>1</sup>
- 5.9 To consider Red and Red/Amber assurance reports and summaries of specific internal audit reports as requested.
- 5.10 To contribute to the Quality Assurance Improvement Programme and in particular, to the external quality assessment of internal audit that takes place at least once every five years.
- 5.11 To consider the report on the effectiveness of internal audit contained within the AGS.
- 5.12 To provide free and unfettered access to the GARMS Committee Chair for the Head of Internal Audit, including the opportunity for a private meeting with the committee.

## **6. External audit**

- 6.1 To support the independence of external audit through consideration of the external auditor's annual assessment of its independence and review of any issues raised by Public Sector Audit Appointments (PSAA).
- 6.2 To consider the external auditor's annual letter, relevant reports and the report to those charged with governance.
- 6.3 To consider specific reports as agreed with the external auditor.
- 6.4 To comment on the scope and depth of external audit work and to ensure it gives value for money.
- 6.5 To advise and recommend on the effectiveness of relationships between external and internal audit and other inspection agencies or relevant bodies.
- 6.6 To scrutinise/comment on the External Audit plan and fees.
- 6.7 To monitor progress against the External Audit plan and receive summaries of audit work completed and key recommendations.
- 6.8 To review the management response to external audit recommendations and progress on implementation of recommendations.
- 6.9 To recommend action where external audit recommendations are not being implemented.

## **7. Financial reporting**

- 7.1 To review the annual statement of accounts prior to approval and satisfy themselves that appropriate steps have been taken to meet statutory and recommended professional practices. Specifically, to:
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- review the narrative report to ensure consistency with the statements and the financial challenges and risks facing the authority in the future
- review whether the narrative report is readable and understandable by a lay person
- review the key messages from each of the financial statements and evaluating what that means for the authority in future years
- monitor trends and review for consistency with what is known about financial performance over the course of the year
- review the suitability of accounting policies and treatments
- seek explanations for changes in accounting policies and treatments
- review major judgemental areas, eg provisions or reserves
- seek assurances that preparations are in place to facilitate the external audit.

7.2 To consider the external auditor's report to those charged with governance on issues arising from the audit of the accounts.

## **8. Treasury Management**

8.1 To review the Treasury Management strategy and monitor progress on treasury management in accordance with CIPFA codes of practice.

## **9. Health & Safety**

9.1 To review the Council's Health and Safety arrangements and oversee progress on Health and Safety.

## **10. Accountability arrangements**

10.1 To report to those charged with governance on the committee's findings, conclusions and recommendations concerning the adequacy and effectiveness of their governance, risk management and internal control frameworks, financial reporting arrangements, and internal and external audit functions.

10.2 To report to full council on an annual basis on the committee's performance in relation to the terms of reference and the effectiveness of the committee in meeting its purpose.

10.3 To publish an annual report on the work of the committee.

## **11. Standards**

11.1 Promoting and maintaining high standards of conduct by Councillors, co-opted members and "church" and parent governor representatives.

11.2 Assisting Councillors, co-opted members and "church" and parent governor representatives to observe the Members' Code of Conduct.

11.3 Advising the Council on the adoption or revision of the Members' Code of Conduct.

- 11.4 Monitoring the operation of the Members' Code of Conduct.
- 11.5 Developing and recommending local protocols to the Council to supplement the Members' Code of Conduct.
- 11.6 Enforcing local protocols and applying sanctions in respect of breaches as appropriate.
- 11.7 Advising, training or arranging to train Councillors, co-opted members and "church" and parent governor representatives on matters relating to the Members' Code of Conduct.
- 11.8 Granting dispensations to Councillors, co-opted members and "church" and parent governor representatives from requirements relating to interests set out in the Members' Code of Conduct.
- 11.9 To keep under review and amend, as appropriate, the Protocol on Councillor/Officer Relations.
- 11.10 To keep under review the Officer Code of Conduct and, after consultation with unions representing staff, make recommendations to Council for amendment or addition.
- 11.12 To receive reports and keep a general overview of probity matters arising from ombudsman investigations, Monitoring Officer reports, reports of the Chief Financial Officer and Audit Commission.
- 11.13 To have oversight of the Council's Whistleblowing Policy.
- 11.14 To agree the policy for decisions on payments to those adversely affected by Council maladministration (under section 92 Local Government Act 2000).
- 11.15 To establish sub-committees and working groups to deal with complaints that a member or a co-opted member has failed to comply with the Council's Code of Conduct.
- 11.16 To consider any application received from any officer of the Authority for exemption from political restriction under Sections 1 and 2 of the Local Government and Housing Act 1989 in respect of the post held by that officer and may direct the Authority that the post shall not be considered to be a politically restricted post and that the post be removed from the list maintained by the Authority under Section 2(2) of that Act.
- 11.17 Upon the application of any person or otherwise, consider whether a post should be included in the list maintained by the Authority under Section 2(2) of the 1989 Act, and may direct the Authority to include a post in that list.
- 11.18 On referral from the Monitoring Officer, to decide whether to take action against a member for breach of the Code of Conduct and if so, to decide what action should be taken.

## **12. Membership rules:**

- 12.1 An Elected Mayor, the Leader or a member of the Executive may not be Members;
- 12.2 The Chair of the Committee must not be a Member of the Executive;
- 12.3 The appointment of co-opted/independent members can be considered;
- 12.4 The Independent Persons are not members of GARMS and shall be invited to meetings only if there is a Standards item on the agenda.



**Report for: Cabinet**

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<b>Date of Meeting:</b>	16 November 2023
<b>Subject:</b>	Annual Youth Justice Plan
<b>Key Decision:</b>	Yes, the decision is significant in terms of its effects on communities living across all the wards of the borough.
<b>Responsible Officer:</b>	Parmjit Chahal – Director of Children’s Services
<b>Portfolio Holder:</b>	Cllr Hitesh Karia - Portfolio Holder for Children’s Services
<b>Exempt:</b>	No
<b>Decision subject to Call-in:</b>	No, as the decision is reserved to Council.
<b>Wards affected:</b>	All wards
<b>Enclosures:</b>	Appendix 1 - “The Harrow Youth Justice Plan 2023-24 Update”  Appendix 2 - Equalities Impact Assessment  Appendix 3 – Reference from Overview and Scrutiny Committee, 7 November 2023 (To Follow)

## **Section 1 – Summary and Recommendations**

This report sets out how the Harrow Youth Justice Partnership establishes a team and system compliant with Section 39 of the Crime & Disorder Act 1998 to coordinate effective provision of Youth Justice Services in Harrow and provides the annual Youth Justice Plan for approval by Council.

### **Recommendations:**

Cabinet is requested to recommend to Council that the Harrow Youth Justice Plan be approved.

### **Reason:**

The establishment of a Youth Justice Service is a statutory requirement (under the Crime and Disorder Act 1998). There are certain partners who must form part of the Multi-Disciplinary Team including Police, Probation, Education, Health and Social Work and others may form part of the team and partnership governing Board (in Harrow this is the Youth Justice Partnership [Management Board] which also reports to the Safer Harrow (Community Safety Partnership)). Under the Crime and Disorder Act 1998 the authority is also required to produce (and implement) a Plan (Youth Justice Plan), and this Plan must be approved by Council.

## **Section 2 – Report**

### **Introductory paragraph**

The Annual Harrow Youth Justice Plan outlines how the Harrow Youth Justice Partnership Board establishes a service, a strategy and a system which aims to keep residents safe and supports children from becoming involved (or further involved) within the Criminal Justice System. Children who commit crimes or antisocial behaviour or are at risk or vulnerable to being exploited into committing crime through the organised activity of others come to notice either through early identification (for example by arrest and release with or without bail, charge or conditions) or as a result of admitting or being found guilty through a Court of a criminal offence. Children who are subject to Court Orders will be ordered to comply with a Youth Justice Service who will carry out a child first focused person centred assessment of needs. Such assessment will be psychologically informed, trying to get to an understanding of the underlying reasons for offending behaviours. An intervention plan will then be devised to address these reasons. This may include trying to reduce vulnerabilities such as poor educational attainment, misuse of substances, poor mental and emotional health, poor physical health and the negative impact of poverty. As such the Youth Justice System is focused on much more than only stopping offending behaviour, although that is of course a key indicator of success. The system is also focused on generational improvement in life chances of young people who are at risk. In addition, a restorative approach is taken towards both victims and perpetrators of crimes. Our system encourages, where safe to do so and victims agree, for perpetrators to attempt to make direct or indirect amends towards victims. We also support victims independently to recover from the adverse impact of

crimes against them. However, we often find that perpetrators have been victims and the line is not always clear.

By the council understanding the system and approving the priorities and resources required to support these as outlined in the annual Youth Justice Plan the council are assuring residents of its intention and commitment to keep them safe from crime while at the same time supporting its vulnerable younger residents and their families from becoming involved in the negative impact of crime and the negative impacts of the criminal justice system.

### **Options considered**

Establishing a Youth Justice System and the core composition of the professionals which must take part in such a system is a statutory requirement. (Section 39 Crime and Disorder Act 1998). It is also a requirement to produce an Annual Youth Justice Plan.

The priorities established are a matter of local discretion based on data reflecting types of reported crimes committed as well as local intelligence regarding what crimes may be being committed and which young people are at risk of committing them even though they are not at this point subject to a formal finding or admission of guilt.

The level of prevention and early intervention work is a judgement based on available resources and the ability to understand if prevention work is actually working. As by its nature one cannot report on prevention apart from through extrapolation of what was expected to happen but did not. Our data shows that our levels of reoffending (specifically the amount people committing reoffences) is decreasing overall. However, the overall smaller cohort are a more complex and entrenched group and the number of re-offences they commit reflects this.

Currently the service is mainly established on the basis of addressing the reported and admitted levels of crime. However, the service has awarded a small grant of around £50K per year starting in Autumn 2023 (until end of March 2025) specifically to address children who have only been arrested once and not been otherwise involved in the criminal justice system to work with them so they do not get arrested or otherwise involved in the criminal justice system. From next year (April 2024) it may be an option to attempt to shift the resourcing towards this specific cohort of children to further reduce inequalities and support those children further in need to reduce their vulnerability to being involved in the criminal justice system.

However, for now there are no specific alternative options, and the Youth Justice Plan needs to be approved by Council for implementation, and this is the expectation of the Youth Justice Board who provide the grant money.

### **Background**

The attached Harrow Annual Youth Justice Plan 2023-24 outlines the current situation, the resources and staffing arrangements. No change is currently being sought but oversight and approval of the current priorities and

arrangements for meeting the statutory duties outlined in Section 39 Crime and Disorder Act 1998 are being recommended.

## **Ward Councillors' comments n/a**

### **Performance Issues**

Relevant key performance data is reported to the Partnership Management Board and the national Youth Justice Board (YJB) on a quarterly basis. The current organisational arrangement shows that a good level of service provision is in place. If the priorities or available resourcing was to be substantially amended it is possible that our performance would be negatively impacted. This could impact on the YJB's decision to award their annual grant funding of around £250K.

### **Environmental Implications**

The arrangements for establishing a service and partnership arrangement for governance and strategy have a minimal impact on the environment. The Governance Board meets quarterly mostly using Teams technology though there are occasional in person meetings which have a moderate impact if attendees choose to drive to these. The service itself involves meeting with Young People in various settings including at their residences, in secure locations such as Police Stations and Prisons and in community settings such as Youth centres and other community venues including schools. The environmental impact of such meetings is minimal though for some visits to young people placed in secure settings many miles away travel arrangements need to be made.

### **Data Protection Implications**

Data generated as a result of establishing these Youth Justice Systems is done so as part of a public task and legal obligation and this provides the legal basis for the data processing of relevant data. Work with those at risk of offending is carried out by consent. The legal basis of such data processing is outlined in the Children's Services privacy notices on the Harrow Website.

### **Risk Management Implications**

The risk of Council not approving this year's annual plan is that the document will not be seen as in a state of readiness by the Youth Justice Board. The impact of this would be substantial as may have a **high likelihood and critical impact** of reviewing their grant funding of around £250K per year. It may also raise a question to the relevant statutory inspection body to consider bringing forward an inspection which would be a **medium likelihood and moderate impact risk**.

Risks included on corporate or directorate risk register? **Yes**

Separate risk register in place? **No**

The relevant risks are summarised below.

The following key risks should be taken into account when agreeing the recommendations in this report:

Risk Description	Mitigations	RAG Status
If the report's recommendations for the Plan to approved by Council are not agreed, a statutory and compulsory inspection of Youth Justice Services in Harrow may be precipitated and brought forward again representing a further risk to the Council	<ul style="list-style-type: none"> <li>• Agreement to the report's recommendations if given will mitigate this risk downwards from amber to green</li> </ul>	<b>AMBER</b>
Responsibilities for reporting of the delivery of the 2023/24 Plan are should be clarified	<ul style="list-style-type: none"> <li>• Performance against 9 Key indicators are set to be reported to the National Youth Justice Board from Sept 2023. Once started to be reported this will mitigate the risk downwards towards Green</li> </ul>	<b>AMBER</b>
The consultation with users of the service in the strategic agreement of priorities and design of the plan is insufficient	<ul style="list-style-type: none"> <li>• There is a part of the service plan and work of the local Board to include the views of children directly impacted by the YJ Service in it's future strategy and direction. This would mitigate the risk downwards towards Green.</li> </ul>	<b>AMBER</b>

## Procurement Implications

"There are no procurement implications arising from the recommendation set out in this report".

## Legal Implications

Maintaining a set of partnership arrangements to provide suitable Youth Justice Services for Harrow is a statutory requirement under section 39 Crime and Disorder Act 1998. Under section 40 of the Act, the authority must, after consultation with the relevant partner agencies, formulate and implement an annual Youth Justice Plan setting out how youth justice services in the area are to be provided and funded, and how the youth offending team(s) established by them are to be composed and funded, how they will operate and what functions they will carry out.

Local authorities have a statutory duty to submit the annual youth justice plan to the Youth Justice Board.

The Youth Justice Plan must be signed off by full Council in accordance with the Local Authorities (Functions and Responsibilities) (England) Regulations 2000, and the Council's Constitution. If this has not taken place before 30 June (2023), the statutory guidance still allows the plan to be submitted to the Youth Justice Board (subject to conditions) in order that the Youth Justice Grant payment can be made in time.

## Financial Implications

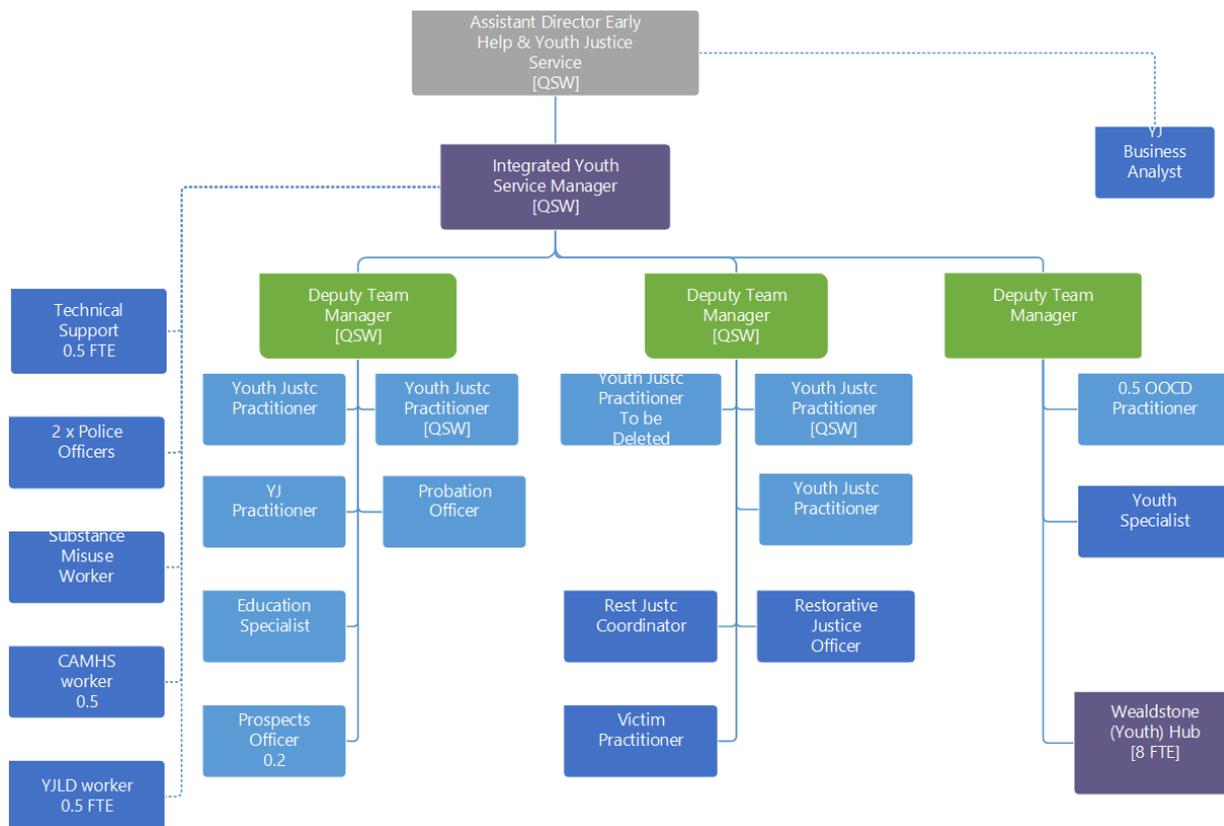
- The table below shows the income and expenditure of the Harrow YJS for 2022-23

<b>INCOME</b>	Youth Justice Board	Local Authority	Police	Probation	Health	<b>Total</b>
Cash	£257,636	£801,387		£5,000		<b>£1,064,023</b>
In-kind			£100,134	£31,709	£33,272	<b>£165,115</b>
<b>Total income</b>	<b>£257,636</b>	<b>£801,387</b>	<b>£100,134</b>	<b>£36,709</b>	<b>£33,272</b>	<b>£1,229,138</b>

- 

<b>EXPENDITURE</b>	Youth Justice Board	Local Authority	Police	Probation	Health	<b>Total</b>
Salaries	£219,394	£686,692	£100,134	£31,709	£33,272	<b>£1,071,201</b>
Activity costs	£6,031	£13,877		£5,000		<b>£24,908</b>
Accommodation	£0	£0				<b>£0</b>
Overheads	£32,211	£100,818				<b>£133,029</b>
Equipment	£0	£0				<b>£0</b>
<b>Total expenditure</b>	<b>£257,636</b>	<b>£801,387</b>	<b>£100,134</b>	<b>£36,709</b>	<b>£33,272</b>	<b>£1,229,138</b>

- Funding from the Youth Justice Board is provided through an annual grant managed by the Council. Funding from the Police, Probation Service and Health are provided in-kind.
- The make up of the Harrow YJS is shown in the structure chart below



- In addition to the budgets listed above, specific grants may be bid for from time to time but these will not impact on the funding for the existing established service as they will have additional specific outcome goals.
- All activities within the Youth Justice Plan will be managed within existing budgets

## Equalities implications / Public Sector Equality Duty

The Annual Youth Justice Plan does specifically address recognising the disproportionate over representation of Black Caribbean Young men within the Criminal Justice System as a whole and within London and indeed within Harrow. One of the priorities in the plan is to attempt to find ways to seek to address this disproportionality through a three pronged approach of a) supporting the directly impacted young people, b) ensuring all YJS staff are suitably professionally supported to recognise the impact of unconscious bias and c) challenging any direct or indirect forms of discrimination amongst our partner organisations and across Harrow if we ever encounter it.

The EQIA therefore concluded that there is no negative impact to mitigate against. The EQIA is attached as an appendix

## **Council Priorities**

Please identify how the decision sought delivers this priority.

- 1. A council that puts residents first**
- 2. A borough that is clean and safe**
- 3. A place where those in need are supported**

The Annual Harrow Youth Justice Plan outlines how the Harrow Youth Justice Partnership Board establishes a service, a strategy and a system which aims to keep residents safe and supports children from becoming involved (or further involved) within the Criminal Justice System. Children who commit crimes or antisocial behaviour or are at risk or vulnerable to being exploited into committing crime through the organised activity of others come to notice either through early identification (for example by arrest and release with or without bail, charge or conditions) or as a result of admitting or being found guilty through a Court of a criminal offence.

Children who are subject to Court Orders will be ordered to comply with a Youth Justice Service who will carry out a child first focused person-centred assessment of needs. Such assessment will be psychologically informed, trying to get to an understanding of the underlying reasons for offending behaviours. An intervention plan will then be devised to address these reasons. This may include trying to reduce vulnerabilities such as poor educational attainment, misuse of substances, poor mental and emotional health, poor physical health and the negative impact of poverty. As such the Youth Justice System is focused on much more than only stopping offending behaviour, although that is of course a key indicator of success.

The system is also focused on generational improvement in life chances of young people who are at risk. In addition, a restorative approach is taken towards both victims and perpetrators of crimes. Our system encourages, where safe to do so and victims agree, for perpetrators to attempt to make direct or indirect amends towards victims. We also support victims independently to recover from the adverse impact of crimes against them. However, we often find that perpetrators have been victims and the line is not always clear.

By the council understanding the system and approving the priorities and resources required to support these as outlined in the annual Youth Justice Plan the council are assuring residents of it's intention and commitment to keep them safe from crime while at the same time supporting it's vulnerable younger residents and their families from becoming involved in the negative impact of crime and the negative impacts of the criminal justice system.

The priorities in the annual youth justice plan are a matter of local discretion based on data reflecting types of reported crimes committed as well as local intelligence regarding what crimes may be being committed and which young people are at risk of committing them even though they are not at this point subject to a formal finding or admission of guilt.

The level of prevention and early intervention work is a judgement based on available resources and the ability to understand if prevention work is actually working. As by its nature one cannot report on prevention apart from through extrapolation of what was expected to happen but did not. Our data shows that our levels of reoffending (specifically the amount people committing reoffences) is decreasing overall. However, the overall smaller cohort are a more complex and entrenched group and the number of re-offences they commit reflects this.

Currently the service is mainly established on the basis of addressing the reported and admitted levels of crime. However, the service has awarded a small grant of around £50K per year starting in Autumn 2023 (until end of March 2025) specifically to address children who have only been arrested once and not been otherwise involved in the criminal justice system to work with them so they do not get arrested or otherwise involved in the criminal justice system. From next year (April 2024) it may be an option to attempt to shift the resourcing towards this specific cohort of children to further reduce inequalities and support those children further in need to reduce their vulnerability to being involved in the criminal justice system.

### **Section 3 - Statutory Officer Clearance**

**Statutory Officer: Jo Frost**

Signed on behalf the Chief Financial Officer

**Date: 20 September 2023**

**Statutory Officer: Paresh Mehta**

Signed on behalf of the Monitoring Officer

**Date: 8 November 2023**

**Director of Children's Services: Parmjit Chahal**

Signed on behalf of the Corporate Director

**Date: 6 November 2023**

**Head of Procurement: Nimesh Mehta**

Signed by the Head of Procurement

**Date: 20 September 2023**

**Head of Internal Audit: Neale Burns**

Signed on behalf of the Head of Internal Audit

**Date: 21 September 2023**

**Has the Portfolio Holder(s) been consulted? Yes**

## **Mandatory Checks**

**Ward Councillors notified: NO, as it impacts on all Wards**

**EqlA carried out: YES**

**EqlA cleared by: Jennifer Rock**

Date: 27 September 2023, further enhanced with additional specific data on 19/10/2023

## **Section 4 - Contact Details and Background Papers**

### **Contact:**

Mark Scanlon

Assistant Director for Youth Justice and Early Help

07860 828861 / [mark.scanlon@harrow.gov.uk](mailto:mark.scanlon@harrow.gov.uk)

### **Background Papers:**

- Section 39 of the Crime and Disorder Act 1998 (linked as follows:

<https://www.legislation.gov.uk/ukpga/1998/37/section/39>

## **Call-in waived by the Chair of Overview and Scrutiny Committee**

**NO**

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### You will need to produce an Equality Impact Assessment (EqIA) if:

- You are developing a new policy, strategy, or service
- You are making changes that will affect front-line services
- You are reducing budgets, which may affect front-line services
- You are changing the way services are funded and this may impact the quality of the service and who can access it
- You are making a decision that could have a different impact on different groups of people
- You are making staff redundant or changing their roles

Guidance notes on how to complete an EqIA and sign off process are available on the Hub under Equality and Diversity. You must read the [guidance notes](#) and ensure you have followed all stages of the EqIA approval process (outlined in appendix 1). Section 2 of the template requires you to undertake an assessment of the impact of your proposals on groups with protected characteristics. Equalities and borough profile data, as well as other sources of statistical information can be found on the Harrow hub, within the section entitled: [Equality Impact Assessment](#) - sources of statistical information.

Equality Impact Assessment (EqIA)		
Type of Decision:	<input checked="" type="radio"/> Cabinet <input type="radio"/> Portfolio holder <input type="radio"/> Other (state)	
Title of Proposal	Approve the Youth Justice Annual Plan	Date EqIA created: 20 Sep 2023
Name and job title of completing/lead Officer	Mark Scanlon – Assistant Director of Harrow Youth Justice & Early Help Service	
Directorate/ Service responsible	People > Children and Families	
Organisational approval		
EqIA approved by the EDI Team:	<b>Name: Jennifer Rock</b>  <b>Assistant Policy Officer – EDI Team</b>	<b>Signature</b> <input checked="" type="checkbox"/> <b>Tick this box to indicate that you have approved this EqIA</b>  <b>Date of approval: 27.09.23</b>

## 1. Summary of proposal, impact on groups with protected characteristics and mitigating actions

(to be completed **after** you have completed sections 2 - 5)

### a) What is your proposal?

The Annual Plan is a government requirement. It outlines the strategy and arrangements of fulfilling the Statutory Duty outlined at Section 39 of the Crime and Disorder Act 1998 to establish suitable Youth Justice Services and partnership arrangements in a local authority area. The proposal is for Council to approve the annual plan which outlines the arrangements and strategies in place to fulfil this requirement.

### b) Summarise the impact of your proposal on groups with protected characteristics

The Annual Plan includes a strategic objective to address the over representation of young Black men within the criminal justice system. This is a pattern which is evidenced at National, London and Harrow wide level. The inclusion of a priority to address this aims to reduce such over-representation.

### c) Summarise any potential negative impact(s) identified and mitigating actions

No negative impacts have been identified

<b>2. Assessing impact</b>																			
		What does the evidence tell you about the impact your proposal may have on groups with protected characteristics? Click the relevant box to indicate whether your proposal will have a positive impact, negative (minor, major), or no impact																	
<b>Protected characteristic</b>	For <b>each</b> protected characteristic, explain in detail what the evidence is suggesting and the impact of your proposal (if any). Click the appropriate box on the right to indicate the outcome of your analysis.	Positive impact	<b>Negative impact</b>		No impact														
			Minor	Major															
<b>Age</b>	<p>Harrow has a resident population of 261,300<sup>1</sup>. Increasing by 9.3% in the ten years between 2011 and 2021 with an increase of 7.8% in people aged 15 to 64 years, It has an above average working age population aged 16-64 of just under 64% (160,462) and a growing younger population aged 0-15 of 18.5% (48,300), which is higher than the London average, suggesting that the borough is a popular destination for families<sup>2</sup>.</p> <div style="text-align: center;"> <p>Population by Age-band % (Harrow 2021 Census)</p> <table border="1"> <thead> <tr> <th>Age Band</th> <th>Percentage</th> </tr> </thead> <tbody> <tr> <td>0-15</td> <td>20%</td> </tr> <tr> <td>16-24</td> <td>10%</td> </tr> <tr> <td>25-49</td> <td>37%</td> </tr> <tr> <td>50-64</td> <td>17%</td> </tr> <tr> <td>65-84</td> <td>13%</td> </tr> <tr> <td>85+</td> <td>2%</td> </tr> </tbody> </table> </div>	Age Band	Percentage	0-15	20%	16-24	10%	25-49	37%	50-64	17%	65-84	13%	85+	2%	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Age Band	Percentage																		
0-15	20%																		
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25-49	37%																		
50-64	17%																		
65-84	13%																		
85+	2%																		

<sup>1</sup> Census 2021

<sup>2</sup> Census 2021

	<ul style="list-style-type: none"> <li>As with most areas in the country, the borough has an ageing population. With the number of residents aged 65 plus Increasing by 19.4% in the ten years between 2011 and 2021 with 31% rise in people aged 90 years and over<sup>3</sup>. Those aged 85 plus could increase by 60% by 2030<sup>4</sup>.</li> <li>Data available shows that the pandemic has adversely impacted young people aged 18-24, with 1 in 10 young people out of work<sup>5</sup>.</li> <li>Harrow has one of the lowest proportions of young people Not in Education, Employment and Training (NEETS). However, due to the Covid-19 pandemic, there has been a significant increase in numbers, from 0.8% to 1.8%<sup>6</sup>. (Now 1.2% August 2022<sup>7</sup>)</li> </ul> <p><b>Impact</b> The projects will aim to be inclusive of all residents regardless of their age as it is a statutory obligation for the council to maintain a Youth Justice Service</p>				
Disability	<ul style="list-style-type: none"> <li>The 2021 Census data shows that 9.75% of Harrow's population aged 15 to 64 years have a disability this equates to 16,840 people.</li> <li>There is a strong correlation between disability, in particular the extent of the disability, and economic inactivity.</li> <li>There are also particular groups that have specific obstacles in progressing to the labour market or sustaining self-employment. These include adults with learning disabilities and those with severe mental health issues.</li> <li>Disabled people are also likely to be under-represented among business owners within Harrow.</li> </ul> <p><b>Impact</b> The Youth Justice Service aims to be inclusive of all residents regardless of their disability status.</p>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

<sup>3</sup> Census 2021

<sup>4</sup> Poppi and Pansi projections to 2030

<sup>5</sup> DWP Job claimant data April 2021

<sup>6</sup> NEETS data at December 2020.

<sup>7</sup> NEETS data at December 2022.

<p><b>Gender reassignment</b></p>	<ul style="list-style-type: none"> <li>In 2020, the Equality and Human Rights Commission (EHRC) survey found that one in six respondents identified themselves as prejudiced towards transgender people<sup>8</sup>.</li> <li>There is limited national data collected for this characteristic. We will need to consider the inequalities and discrimination experienced for this protected group when data becomes available.</li> <li>The charity Gender Identity Research &amp; Education Society (GIRES) estimated in their Home Office funded study in 2009 the number of transgender people in the UK to be between 300,000 and 500,000. More recently Stonewall advised that it is estimated that around 1% of the population might identify as trans, including people who identify as non-binary. This would represent about 600,000 trans and non-binary people in Britain and about 2,500 people in Harrow.</li> </ul> <p><b>Impact</b></p> <ul style="list-style-type: none"> <li>The Youth Justice Service will be inclusive of all residents regardless of their gender reassignment status.</li> </ul>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
<p><b>Marriage and Civil Partnership</b></p>	<ul style="list-style-type: none"> <li>At the time of the 2021 Census 53.9% of Harrow's residents were married or in a registered civil partnership, which was the highest level in London.</li> <li>21% of households were married, or in same-sex civil partnerships, with dependent children, the highest level in London.</li> <li>At October 2020 there have been 144 Same Gender Civil Partnerships in Harrow, 25 of which has been converted to a Marriage. There have been 8 Opposite Gender Civil Partnerships. There have been 57 Same Sex marriages.</li> </ul> <p><b>Impact</b></p> <p>The projects will be inclusive of all residents regardless of their marriage and partnership status.</p>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

<sup>8</sup> Equality and Human Rights Commission (2020), Attitudes transgender people, 2020

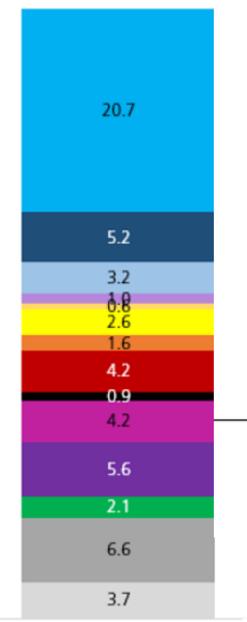
<p><b>Pregnancy and Maternity</b></p>	<ul style="list-style-type: none"> <li>• ONS births figures show Harrow as having 3,312 live births in 2021<sup>9</sup>. 14 live births per 1000 population is higher than the England &amp; Wales average of 10.8</li> <li>• The borough has a higher-than-average infant mortality rate in London, at a rate of 3.9 deaths per 1000 live births, which is an indicator of poverty and inequality in the borough.<sup>10</sup></li> <li>• Nationally, women have faced discrimination during pregnancy and maternity in the workplace. EHRC Survey data shows that around one in nine mothers (11%) reported that they were either dismissed; made compulsorily redundant, where others in their workplace were not.</li> </ul> <p><b><u>Impact</u></b> The projects will be inclusive of all residents regardless of their pregnancy and maternity status, including residents with childcare/caring responsibilities.</p>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
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<sup>9</sup> Source: Office for National Statistics (ONS, 2022), Live births in England and Wales 2021

<sup>10</sup> Public Health England (2022), London's Poverty Profile 2022,

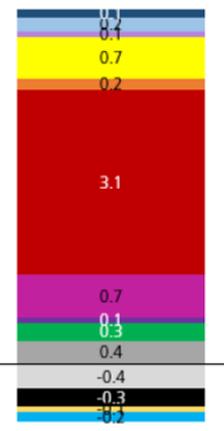
Race/  
Ethnicity

% breakdown of non-WB populations, 2019



Harrow (62.9% non-WB)

% breakdown of change in non-WB populations

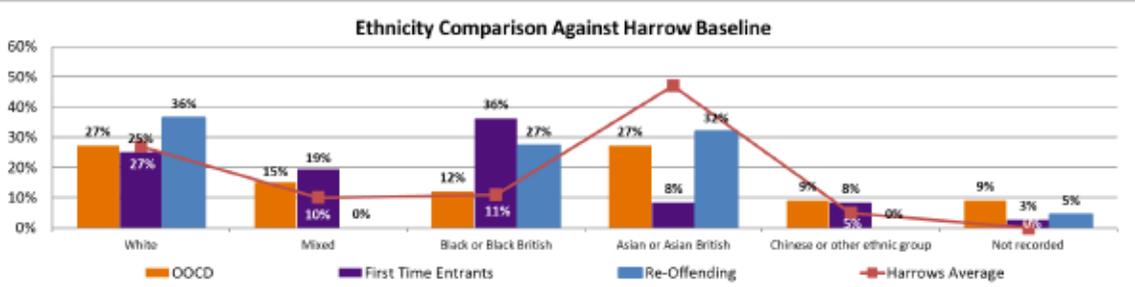


- Hindu Indian
- Sri Lankan
- Other South Asian
- Iranian
- Greek/ Greek Cypriot
- Other East European
- Polish
- Romanian
- Jewish
- Other Muslim
- Pakistani
- Black African/ Caribbean
- West European and Hispanic
- Other

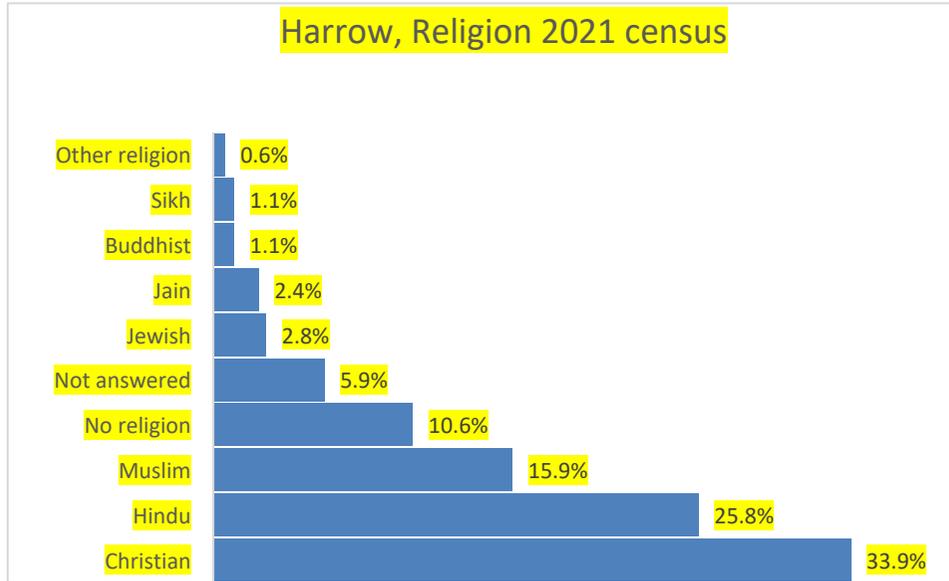
- Harrow is one of the most culturally diverse local authorities in the UK, with over 60% of residents from Black, Asian, and Multi-Ethnic backgrounds and an estimated 20% Eastern European community, which is fast growing<sup>11</sup>. Black African (notably the Somali Community) groups have been fast growing over the last 6 years or so, as has the Afghan community.
- Unemployment rates are significantly higher in certain areas of the borough, particularly in the Wealdstone and Marlborough area (central Harrow) and Roxbourne (south Harrow), focused in an around the Rayners Lane estate and among residents classified as Black and Other ethnic groups. These areas are also ranked high on the indices of deprivation for the UK.

☒	☐	☐	☐
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<sup>11</sup> Harrow Economic assessment 2019-2020: population

<p><b>Race/ Ethnicity continued</b></p>	<ul style="list-style-type: none"> <li>The majority of 16–18-year-olds that are classed as NEET are from Black and Multi Ethnic backgrounds and located in neighbourhoods with high levels of deprivation. However, the data also shows that the single largest ethnic group of pupils aged 16-18 classed as NEET is White British.</li> <li>Marlborough, and Wealdstone neighbourhoods have the highest number of households in need of re-housing. These respectively have a Black and Multi Ethnic population of 77% and 75%.</li> <li>The highest rates of overcrowding is in Greenhill ward (97.5 per 1,000 households) and a Black and Multi Ethnic population of 74% (2011 census).</li> </ul>  <p><b>Impact</b> The Youth Justice Service will aim inclusive of all residents regardless of their race and ethnicity and explicitly anti-racist in attempting to address the known disproportionality of young Black men overly represented in the criminal justice system.</p>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
<p><b>Religious diversity</b></p>	<ul style="list-style-type: none"> <li>Religious diversity is strong in Harrow. At the 2011 Census Harrow was the most religiously diverse borough in the country with the highest number Hindus (25%) and Jains (2.2%) and the second highest number of Zoroastrians.</li> <li>At the 2021 census Harrow had the highest number (and proportion) of Hindu followers in the country (25.8%). At 2.8% Harrow's Jewish community was the ninth largest nationally. 33.9% of residents described themselves as Christians (the 11th lowest proportion in the country) and 15.9% described themselves as Muslims. Harrow had the lowest ranking for 'no religion' (10.9%).</li> </ul>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

- As the population’s ethnic composition changes, rates of participation in various religions are also likely to change<sup>12</sup>.
- There is limited data on employment/unemployment rates for Harrow by religion.



**Impact**

The Youth Justice Service will aim to be inclusive of all residents regardless of their religion or beliefs.

**Sex**

- The 2021 census show that the total population of Harrow is now 261,300, made up of 132,500 women (50.7%) and 128,800 men (49.3%). Overall, the number of males and females living in Harrow is very similar.





<sup>12</sup> Harrow Economic Assessment: 2019-2020: population

- Economic activity among Harrow's male population is higher than the London average at 86%, compared with 83%<sup>13</sup>. However, economic activity among females in the borough is lower than the London average at 72%.
- Harrow is a low wage borough, with those that are employed in the borough earning less than the London average weekly earnings of £813.40<sup>14</sup>. Women also earn less than men in the borough. The average gross weekly earnings among women working in Harrow is £480.10, this is 28% lower than the London average of £666<sup>15</sup>.
- 20% of Harrow businesses are female led.<sup>16</sup>
- While the pandemic may have negatively impacted both sexes, the shift to home working may have had a positive impact in enabling women to return to work, as they are able to share childcare responsibilities.

**Impact**

The Youth Justice Service will be inclusive of all residents regardless of their sex.

**2.1 Cumulative impact – considering what else is happening within the Council and Harrow as a whole, could your proposals have a cumulative impact on groups with protected characteristics?**

Yes                      No   

Black young men are over represented nationally already within the criminal justice system. The Harrow Youth Justice Service aims to address this through a 3 pronged anti-racist approach

- a) Train all team members in anti-racist and unconscious bias approaches
- b) Provide leadership and resilience building programmes for children already within the system to help them understand the structural context and how to overcome the pernicious impact of structural biases
- c) Challenge all partners and providers to develop their own cultural competence and understanding of structural and entrenched forms of endemic racist systemic arrangements

<sup>13</sup> NOMIS: Labour supply (at December 2020)

<sup>14</sup> Source: NOMIS: earnings by place of work: 2021

<sup>15</sup> Source: NOMIS: earnings by place of work: 2021

<sup>16</sup> Beauhurst: number of companies registered at Companies House that are female led (April 2021)

**2.2 Any other impact - considering what else is happening nationally/locally (national/local/regional policies, socio-economic factors etc), could your proposals have an impact on individuals/service users, or other groups?**

Yes                      No   

If you clicked the Yes box, Include details in the space below

**3. Actions to mitigate/remove negative impact**

**Only complete this section if your assessment (in section 2) suggests that your proposals may have a negative impact on groups with protected characteristics. If you have not identified any negative impacts, please complete sections 4 and 5.**

In the table below, please state what these potential negative impact (s) are, mitigating actions and steps taken to ensure that these measures will address and remove any negative impacts identified and by when. Please also state how you will monitor the impact of your proposal once implemented.

State what the negative impact(s) are for <b>each</b> group, identified in section 2. In addition, you should also consider and state potential risks associated with your proposal.	Measures to mitigate negative impact (provide details, including details of and additional consultation undertaken/to be carried out in the future). If you are unable to identify measures to mitigate impact, please state so and provide a brief explanation.	What action (s) will you take to assess whether these measures have addressed and removed any negative impacts identified in your analysis? Please provide details. If you have previously stated that you are unable to identify measures to mitigate impact please state below.	Deadline date	Lead Officer
n/a				

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#### 4. Public Sector Equality Duty

How does your proposal meet the Public Sector Equality Duty (PSED) to:

1. Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equality Act 2010
2. Advance equality of opportunity between people from different groups
3. Foster good relations between people from different groups

#### Include details in the space below

The relevant priority within the Annual YJ Plan aims to promote greater equality of representation within the criminal justice system.

The YJ plan aims to promote greater equality of outcome for all young people at risk of being impacted by the criminal justice system as a whole.

#### 5. Outcome of the Equality Impact Assessment (EqIA) click the box that applies

**Outcome 1**

**No change required: the EqIA has not identified any potential for unlawful conduct or disproportionate impact and all opportunities to advance equality of opportunity are being addressed**

**Outcome 2**

**Adjustments to remove/mitigate negative impacts identified by the assessment, or to better advance equality, as stated in section 3&4**

**Outcome 3**

**This EqIA has identified discrimination and/ or missed opportunities to advance equality and/or foster good relations. However, it is still reasonable to continue with the activity. Outline the reasons for this and the information used to reach this decision in the space below.**

Include details here

## **Cabinet – 16 November 2023**

### **Reference from the Overview and Scrutiny Committee**

**7 November 2023**

#### **66. Youth Justice Plan**

The Committee received the Annual Youth Justice Plan, in advance of it being presented to Cabinet on 16 November 2023. Cabinet be requested to recommend the Plan to Council for approval and note the submission of the report to the Youth Justice Board. Cabinet might also make suggestions to feed into next year's plan.

The Youth Justice Plan outlined the arrangements and planned priorities for the Harrow Youth Justice Partnership to deliver Youth Justice Services in Harrow.

The Committee requested that Portfolio Holders be invited to future meetings to respond to queries on the Administration's priorities.

In the discussion that ensued, Members raised questions and the following issues:

- What police resources were available from the Borough Command Unit, and whether they were sufficient for Harrow?
- What was the percentage rate of re-offending?;
- Whether the Harrow Youth Justice Service worked with the families of young people involved in crime, and whether resources were available to them, such as parenting classes;
- Why had the Wealdstone Action Group ceased operating and providing support in stopping knife crime?
- Why were knife crime and county line issues not referenced in the report?
- Whether over-crowding and unsuitable housing in Wealdstone could be addressed to reduce crime among the youth;
- Whilst the report had listed outputs, there seemed to be a gap in providing data on what was working well;
- What role could Harrow Councillors play in the Harrow Youth Justice Service;
- Whether Harrow Council met the remand costs;
- Citing page 45 of the report, how many cases were there per year;
- What trigger points resulted in the Harrow Youth Justice Service being involved in a young offender's life;
- What was the percentage of minority groups in care of the programme and how had that percentage changed over the years?

- In response to the questions, the officer advised as follows:
- The Metropolitan Police Service (MPS) had provided Harrow with two officers with experience in youth justice. However, one had been seconded to Brent, and the replacement officer would be joining Harrow within the next few weeks;
- The re-offending rate among 16-18 year olds was around 22.2%. The data presented to the Committee showed that Harrow had a lower rate than statistical neighbours and the London and National averages.
- Harrow Youth Service worked with families of young offenders, and conducted home-visits to determine reasons behind offences and administer questionnaires. The return rate of the questionnaires was 100% from the young persons and 78% from their parents. However, the intervention with parents was voluntary and some did not wish to participate;
- Wealdstone Action Group had been a community action project involving residents, businesses and statutory partners. With regards to addressing street drinking, it had been successful, as the Holy Trinity Church had noticed a reduction in the disposal of empty beer cans from 100 to 20 per day within six months. Currently, the Youth Justice Service engaged a teacher to work with the youth and assist them into employment, education, and training. Furthermore, work on county lines was conducted through a joint partnership with Brent Council, and still operated on a “rescue and response” basis;
- Knife crime and county lines were still issues in Harrow, however, overall numbers had reduced. The detail of these were not in the report as they were part of the Community Safety reports, to which the Youth Service contributed;
- Housing still remained an issue in Harrow and was a city-wide problem. Whenever the Youth Service was alerted to a housing issue, efforts were made to re-house, particularly if it was gang related.
- The plan did not capture all details on what was working well but would seek to do so in future plans;
- Councillors could continue playing a significant role in promoting the idea that young offenders were “children” first and foremost. Any negative attitudes towards children being referred to as young offenders should be challenged. Councillors could also go on visits with Youth Justice Service officers. Another area to offer support was in facilitating secure premises in which to see children;
- Remand costs were met by Harrow Council. But these were partly refunded through grants;
- There were between 90 to 100 cases of youth offending per year;
- Harrow Youth Justice Service would get involved when there was a conviction by the courts or an admission to an offence in court. Being arrested did not necessarily lead to the Service being involved in a young person’s life. However, the strategic direction was to provide more early intervention and prevention work.
- There was a higher percentage of young black offenders than other ethnicities but that the percentages were substantially influenced by small changes due to the low number of cases. The percentage rate had remained similar over the past 2-3 years.

**RESOLVED: To RECOMMEND** (To Cabinet):

- 1) the Plan be noted; and the Committee's comments be
- 2) referred to Cabinet for consideration.

**Reason For Recommendation**

The establishment of a Youth Justice Service is a statutory requirement (Section 39 Crime and Disorder Act 1998). There are certain partners who must form part of the Multi-Disciplinary Team including Police, Probation, Education, Health and Social Work and others may form part of the team and partnership governing Board. The Youth Justice Board contributes a part of the budget required to fund such a service. However, the local authority and partners need to contribute additional resources to enable a suitable arrangement to fulfil the statutory duty. As such it is right and proper for the Council to approve and be assured that arrangements are suitable and effective in discharging its statutory duties.

The Safer Harrow (Community Safety Partnership) have received a specially arranged briefing regarding the aims and objectives of the Youth Justice Plan and it is agreed will receive quarterly updates on the progress of the Youth Justice Service in line with those provided to the Harrow Youth Justice Management Board. They will also be involved in considering the plan for 2024-25 which will be put to cabinet for approval rather than this one which is just for noting.

**Options Considered**

Establishing a Youth Justice System and the core composition of the professionals which must take part in such a system is a statutory requirement. (Section 39 Crime and Disorder Act 1998).

The priorities established are a matter of local discretion based on data reflecting types of reported crimes committed as well as local intelligence regarding what crimes may be being committed and which young people are at risk of committing them even though they are not at this point subject to a formal finding or admission of guilt.

The level of prevention and early intervention work is a judgement based on available resources and the ability to understand if prevention work is actually working. As by its nature one cannot report on prevention apart from through extrapolation of what was expected to happen but did not. Our data shows that our levels of reoffending (specifically the amount people committing reoffences) is decreasing overall. However, the overall smaller cohort are a more complex and entrenched group and the number of re-offences they commit reflects this.

Currently the service is mainly established on the basis of addressing the reported and admitted levels of crime. However, the service has awarded a small grant of around £50K per year starting in Autumn 2023 (until end of March 2025) specifically

to address children who have only been arrested once and not been otherwise involved in the criminal justice system to work with them so they do not get arrested or otherwise involved in the criminal justice system. From next year (April 2024) it may be an option to attempt to shift the resourcing towards this specific cohort of children to further reduce inequalities and support those children further in need to reduce their vulnerability to being involved in the criminal justice system.

However, for now there are no specific alternative options.

### **For Consideration**

#### **Background Documents:**

Annual Youth Justice Plan - Report

Minute extract of Overview and Scrutiny Committee – 7 November 2023

#### **Contact Officer:**

Mwim Chellah, Senior Democratic Services Officer

Tel: 07761 405 966

[Mwimanji.Chellah@harrow.gov.uk](mailto:Mwimanji.Chellah@harrow.gov.uk)



**Report for: Cabinet**

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<b>Date of Meeting:</b>	16 November 2023
<b>Subject:</b>	Noting of the Annual Youth Justice Plan
<b>Key Decision:</b>	<p>Yes</p> <p>The Youth Justice Plan outlines the arrangements and planned priorities for the Harrow Youth Justice Partnership to deliver Youth Justice Services in Harrow. The plan is submitted each June to the Youth Justice Board and considered suitable by the YJB for them to release Harrow's annual grant funding which is usually in the order of around £250K. The grant for 2022-23 was £257,636. The amount for 2023-24 will be £269K. The full budget of income and expenditure is shown in the relevant section on page 7 below.</p>
<b>Responsible Officer:</b>	Parmjit Chahal – Director of Children's Services
<b>Portfolio Holder:</b>	Cllr Hitesh Karia - Portfolio Holder for Children's Services
<b>Exempt:</b>	No
<b>Decision subject to Call-in:</b>	No
<b>Wards affected:</b>	All wards
<b>Enclosures:</b>	<p>"The Harrow Youth Justice Plan 2023-24 Update"</p> <p>Equalities Impact Assessment</p>

## **Section 1 – Summary and Recommendations**

This report sets out how the Harrow Youth Justice Partnership establishes a team and system compliant with Section 39 of the Crime & Disorder Act 1998 to coordinate effective provision of Youth Justice Services in Harrow.

### **Recommendations:**

Cabinet is requested to note the submission of the report to the Youth Justice Board and to make any suggestions deemed fit to feed into next year's plan.

**Reason:** The establishment of a Youth Justice Service is a statutory requirement (Section 39 Crime and Disorder Act 1998). There are certain partners who must form part of the Multi-Disciplinary Team including Police, Probation, Education, Health and Social Work and others may form part of the team and partnership governing Board. The Youth Justice Board contributes a part of the budget required to fund such a service. However, the local authority and partners need to contribute additional resources to enable a suitable arrangement to fulfil the statutory duty. As such it is right and proper for the Council to approve and be assured that arrangements are suitable and effective in discharging its statutory duties.

The Safer Harrow (Community Safety Partnership) have received a specially arranged briefing regarding the aims and objectives of the Youth Justice Plan and it is agreed will receive quarterly updates on the progress of the Youth Justice Service in line with those provided to the Harrow Youth Justice Management Board. They will also be involved in considering the plan for 2024-25 which will be put to cabinet for approval rather than this one which is just for noting.

## **Section 2 – Report**

### **Introductory paragraph**

The Annual Harrow Youth Justice Plan outlines how the Harrow Youth Justice Partnership Board establishes a service, a strategy and a system which aims to keep residents safe and supports children from becoming involved (or further involved) within the Criminal Justice System. Children who commit crimes or antisocial behaviour or are at risk or vulnerable to being exploited into committing crime through the organised activity of others come to notice either through early identification (for example by arrest and release with or without bail, charge or conditions) or as a result of admitting or being found guilty through a Court of a criminal offence. Children who are subject to Court Orders will be ordered to comply with a Youth Justice Service who will carry out a child first focused person centred assessment of needs. Such assessment will be psychologically informed, trying to get to an understanding of the underlying reasons for offending behaviours. An intervention plan will then be devised to address these reasons. This may include trying to reduce vulnerabilities such as poor educational attainment, misuse of substances, poor mental and emotional health, poor physical health and the negative

impact of poverty. As such the Youth Justice System is focused on much more than only stopping offending behaviour, although that is of course a key indicator of success. The system is also focused on generational improvement in life chances of young people who are at risk. In addition, a restorative approach is taken towards both victims and perpetrators of crimes. Our system encourages, where safe to do so and victims agree, for perpetrators to attempt to make direct or indirect amends towards victims. We also support victims independently to recover from the adverse impact of crimes against them. However, we often find that perpetrators have been victims and the line is not always clear.

By the council understanding the system and approving the priorities and resources required to support these as outlined in the annual Youth Justice Plan the council are assuring residents of its intention and commitment to keep them safe from crime while at the same time supporting it's vulnerable younger residents and their families from becoming involved in the negative impact of crime and the negative impacts of the criminal justice system.

### **Options considered**

Establishing a Youth Justice System and the core composition of the professionals which must take part in such a system is a statutory requirement. (Section 39 Crime and Disorder Act 1998).

The priorities established are a matter of local discretion based on data reflecting types of reported crimes committed as well as local intelligence regarding what crimes may be being committed and which young people are at risk of committing them even though they are not at this point subject to a formal finding or admission of guilt.

The level of prevention and early intervention work is a judgement based on available resources and the ability to understand if prevention work is actually working. As by its nature one cannot report on prevention apart from through extrapolation of what was expected to happen but did not. Our data shows that our levels of reoffending (specifically the amount people committing reoffences) is decreasing overall. However, the overall smaller cohort are a more complex and entrenched group and the number of re-offences they commit reflects this.

Currently the service is mainly established on the basis of addressing the reported and admitted levels of crime. However, the service has awarded a small grant of around £50K per year starting in Autumn 2023 (until end of March 2025) specifically to address children who have only been arrested once and not been otherwise involved in the criminal justice system to work with them so they do not get arrested or otherwise involved in the criminal justice system. From next year (April 2024) it may be an option to attempt to shift the resourcing towards this specific cohort of children to further reduce inequalities and support those children further in need to reduce their vulnerability to being involved in the criminal justice system.

However, for now there are no specific alternative options.

## **Background**

The attached Harrow Annual Youth Justice Plan 2023-24 outlines the current situation, the resources and staffing arrangements. No change is currently being sought but oversight and approval of the current priorities and arrangements for meeting the statutory duties outlined in Section 39 Crime and Disorder Act 1998 are being recommended.

## **Ward Councillors' comments n/a**

### **Performance Issues**

Relevant key performance data is reported to the Partnership Management Board and the national Youth Justice Board (YJB) on a quarterly basis. The current organisational arrangement shows that a good level of service provision is in place. If the priorities or available resourcing was to be substantially amended it is possible that our performance would be negatively impacted. This could impact on the YJB's decision to award their annual grant funding of around £250K.

### **Environmental Implications**

The arrangements for establishing a service and partnership arrangement for governance and strategy have a minimal impact on the environment. The Governance Board meets quarterly mostly using Teams technology though there are occasional in person meetings which have a moderate impact if attendees choose to drive to these. The service itself involves meeting with Young People in various settings including at their residences, in secure locations such as Police Stations and Prisons and in community settings such as Youth centres and other community venues including schools. The environmental impact of such meetings is minimal though for some visits to young people placed in secure settings many miles away travel arrangements need to be made.

### **Data Protection Implications**

Data generated as a result of establishing these Youth Justice Systems is done so as part of a public task and legal obligation and this provides the legal basis for the data processing of relevant data. Work with those at risk of offending is carried out by consent. The legal basis of such data processing is outlined in the Children's Services privacy notices on the Harrow Website.

## **Risk Management Implications**

The risk of not noting this year's annual plan is that the document will not be seen as in a state of readiness by the Youth Justice Board. The impact of this would be substantial as may have a **high likelihood and critical impact** of reviewing their grant funding of around £250K per year. It may also raise a question to the relevant statutory inspection body to consider bringing forward an inspection which would be a **medium likelihood and moderate impact risk**.

By adding an addendum providing a steer for the next iteration of the annual plan would provide no risk at all on the current year's grant allocation funding—this would be the recommended course of action (**mitigation**) regarding any

significant change of strategic intention, priorities or resource allocation. Any such strategic changes could then be considered as part of the next annual plan review.

Risks included on corporate or directorate risk register? **Yes**

Separate risk register in place? **No**

The relevant risks are summarised below.

The following key risks should be taken into account when agreeing the recommendations in this report:

Risk Description	Mitigations	RAG Status
If the report's recommendations are not agreed to be noted, a statutory and compulsory inspection of Youth Justice Services in Harrow may be precipitated and brought forward again representing a further risk to the Council	<ul style="list-style-type: none"> <li>Agreement to the report's recommendations if given will mitigate this risk downwards from amber to green</li> </ul>	<b>AMBER</b>
Responsibilities for reporting of the delivery of the 2023/24 Plan are should be clarified	<ul style="list-style-type: none"> <li>Performance against 9 Key indicators are set to be reported to the National Youth Justice Board from Sept 2023. Once started to be reported this will mitigate the risk downwards towards Green</li> </ul>	<b>AMBER</b>
The consultation with users of the service in the strategic agreement of priorities and design of the plan is insufficient	<ul style="list-style-type: none"> <li>There is a part of the service plan and work of the local Board to include the views of children directly impacted by the YJ Service in it's future strategy and direction. This would mitigate the risk downwards towards Green.</li> </ul>	<b>AMBER</b>

## Procurement Implications

"There are no procurement implications arising from the recommendation set out in this report".

## Legal Implications

Maintaining a set of partnership arrangements to provide suitable Youth Justice Services for Harrow is a statutory requirement under Section 39 Crime and Disorder Act 1998.

The priorities in the annual youth justice plan are a matter of local discretion based on data reflecting types of reported crimes committed as well as local intelligence regarding what crimes may be being committed and which young people are at risk of committing them even though they are not at this point subject to a formal finding or admission of guilt.

The level of prevention and early intervention work is a judgement based on available resources and the ability to understand if prevention work is actually working. As by its nature one cannot report on prevention apart from through extrapolation of what was expected to happen but did not. Our data shows that our levels of reoffending (specifically the amount people committing reoffences) is decreasing overall. However, the overall smaller cohort are a more complex and entrenched group and the number of re-offences they commit reflects this.

Currently the service is mainly established on the basis of addressing the reported and admitted levels of crime. However, the service has awarded a small grant of around £50K per year starting in Autumn 2023 (until end of March 2025) specifically to address children who have only been arrested once and not been otherwise involved in the criminal justice system to work with them so they do not get arrested or otherwise involved in the criminal justice system. From next year (April 2024) it may be an option to attempt to shift the resourcing towards this specific cohort of children to further reduce inequalities and support those children further in need to reduce their vulnerability to being involved in the criminal justice system.

## Financial Implications

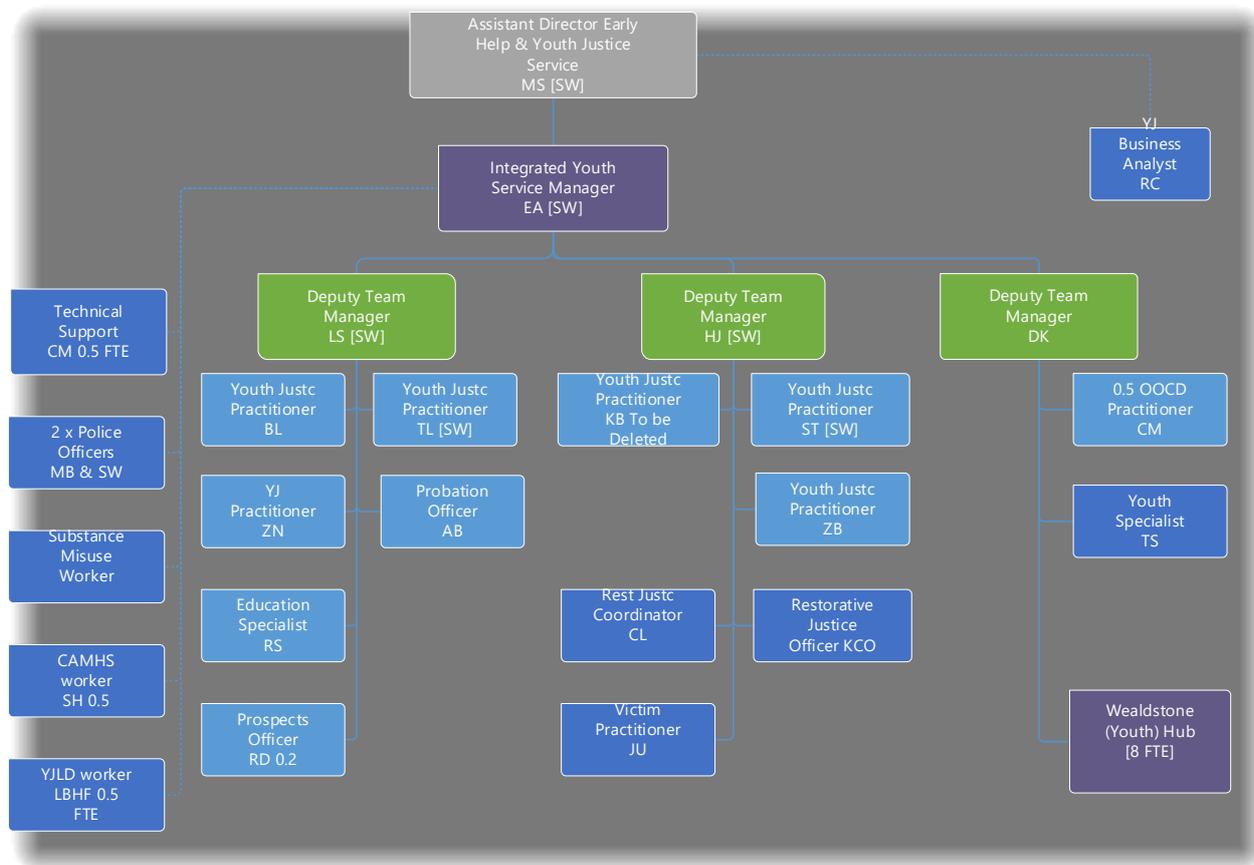
- The table below shows the income and expenditure of the Harrow YJS for 2022-23

<b>INCOME</b>	Youth Justice Board	Local Authority	Police	Probation	Health	<b>Total</b>
Cash	£257,636	£801,387		£5,000		<b>£1,064,023</b>
In-kind			£100,134	£31,709	£33,272	<b>£165,115</b>
<b>Total income</b>	<b>£257,636</b>	<b>£801,387</b>	<b>£100,134</b>	<b>£36,709</b>	<b>£33,272</b>	<b>£1,229,138</b>

- 

<b>EXPENDITURE</b>	Youth Justice Board	Local Authority	Police	Probation	Health	<b>Total</b>
Salaries	£219,394	£686,692	£100,134	£31,709	£33,272	<b>£1,071,201</b>
Activity costs	£6,031	£13,877		£5,000		<b>£24,908</b>
Accommodation	£0	£0				<b>£0</b>
Overheads	£32,211	£100,818				<b>£133,029</b>
Equipment	£0	£0				<b>£0</b>
<b>Total expenditure</b>	<b>£257,636</b>	<b>£801,387</b>	<b>£100,134</b>	<b>£36,709</b>	<b>£33,272</b>	<b>£1,229,138</b>

- Funding from the Youth Justice Board is provided through an annual grant managed by the Council. Funding from the Police, Probation Service and Health are provided in-kind.
- The make up of the Harrow YJS is shown in the structure chart below



- In addition to the budgets listed above, specific grants may be bid for from time to time but these will not impact on the funding for the existing established service as they will have additional specific outcome goals.
- All activities within the Youth Justice Plan will be managed within existing budgets

## Equalities implications / Public Sector Equality Duty

Adopting the Annual Youth Justice Plan does not involve any

- new policy, strategy or service
- making any changes affecting front line services
- reducing budgets which may affect front line services
- changes to the way services are funded
- making any staff redundant or changing their roles

The Annual Youth Justice Plan does specifically address recognising the disproportionate over representation of Black Caribbean Young men within the Criminal Justice System as a whole and within London and indeed within Harrow. One of the priorities in the plan is to attempt to find ways to seek to address this disproportionality through a three pronged approach of a) supporting the directly impacted young people, b) ensuring all YJS staff are

suitably professionally supported to recognise the impact of unconscious bias and c) challenging any direct or indirect forms of discrimination amongst our partner organisations and across Harrow if we ever encounter it.

The EQIA therefore concluded that there is no negative impact to mitigate against. The EQIA is attached as an appendix

## **Council Priorities**

Please identify how the decision sought delivers this priority.

- 1. A council that puts residents first**
- 2. A borough that is clean and safe**
- 3. A place where those in need are supported**

The Annual Harrow Youth Justice Plan outlines how the Harrow Youth Justice Partnership Board establishes a service, a strategy and a system which aims to keep residents safe and supports children from becoming involved (or further involved) within the Criminal Justice System. Children who commit crimes or antisocial behaviour or are at risk or vulnerable to being exploited into committing crime through the organised activity of others come to notice either through early identification (for example by arrest and release with or without bail, charge or conditions) or as a result of admitting or being found guilty through a Court of a criminal offence.

Children who are subject to Court Orders will be ordered to comply with a Youth Justice Service who will carry out a child first focused person-centred assessment of needs. Such assessment will be psychologically informed, trying to get to an understanding of the underlying reasons for offending behaviours. An intervention plan will then be devised to address these reasons. This may include trying to reduce vulnerabilities such as poor educational attainment, misuse of substances, poor mental and emotional health, poor physical health and the negative impact of poverty. As such the Youth Justice System is focused on much more than only stopping offending behaviour, although that is of course a key indicator of success.

The system is also focused on generational improvement in life chances of young people who are at risk. In addition, a restorative approach is taken towards both victims and perpetrators of crimes. Our system encourages, where safe to do so and victims agree, for perpetrators to attempt to make direct or indirect amends towards victims. We also support victims independently to recover from the adverse impact of crimes against them. However, we often find that perpetrators have been victims and the line is not always clear.

By the council understanding the system and approving the priorities and resources required to support these as outlined in the annual Youth Justice Plan the council are assuring residents of it's intention and commitment to

keep them safe from crime while at the same time supporting it's vulnerable younger residents and their families from becoming involved in the negative impact of crime and the negative impacts of the criminal justice system.

### **Section 3 - Statutory Officer Clearance**

**Statutory Officer: Jo Frost**

Signed on behalf the Chief Financial Officer

**Date: 20 September 2023**

**Statutory Officer: Aarti Hansrani**

Signed on behalf of the Monitoring Officer

**Date:**

**Chief Officer:**

Signed off by the Corporate Director

**Date:**

**Head of Procurement: Nimesh Mehta**

Signed by the Head of Procurement

**Date: 20 September 2023**

**Head of Internal Audit: Neale Burns**

Signed on behalf of the Head of Internal Audit

**Date: 21 September 2023**

**Has the Portfolio Holder(s) been consulted? Yes**

## **Mandatory Checks**

**Ward Councillors notified: NO, as it impacts on all Wards**

**EqlA carried out: YES**

**EqlA cleared by: Jennifer Rock**

Date: 27 September 2023, further enhanced with additional specific data on 19/10/2023

## **Section 4 - Contact Details and Background Papers**

### **Contact:**

Mark Scanlon

Assistant Director for Youth Justice and Early Help

07860 828861 / [mark.scanlon@harrow.gov.uk](mailto:mark.scanlon@harrow.gov.uk)

### **Background Papers:**

- Section 39 of the Crime and Disorder Act 1998 (linked as follows:

<https://www.legislation.gov.uk/ukpga/1998/37/section/39>

## **Call-in waived by the Chair of Overview and Scrutiny Committee**

**NO**

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### You will need to produce an Equality Impact Assessment (EqIA) if:

- You are developing a new policy, strategy, or service
- You are making changes that will affect front-line services
- You are reducing budgets, which may affect front-line services
- You are changing the way services are funded and this may impact the quality of the service and who can access it
- You are making a decision that could have a different impact on different groups of people
- You are making staff redundant or changing their roles

Guidance notes on how to complete an EqIA and sign off process are available on the Hub under Equality and Diversity. You must read the [guidance notes](#) and ensure you have followed all stages of the EqIA approval process (outlined in appendix 1). Section 2 of the template requires you to undertake an assessment of the impact of your proposals on groups with protected characteristics. Equalities and borough profile data, as well as other sources of statistical information can be found on the Harrow hub, within the section entitled: [Equality Impact Assessment](#) - sources of statistical information.

Equality Impact Assessment (EqIA)		
<b>Type of Decision:</b>	<input checked="" type="radio"/> Cabinet <input type="radio"/> Portfolio holder <input type="radio"/> Other (state)	
<b>Title of Proposal</b>	Approve the Youth Justice Annual Plan	<b>Date EqIA created: 20 Sep 2023</b>
<b>Name and job title of completing/lead Officer</b>	Mark Scanlon – Assistant Director of Harrow Youth Justice & Early Help Service	
<b>Directorate/ Service responsible</b>	People > Children and Families	
Organisational approval		
<b>EqIA approved by the EDI Team:</b>	<b>Name: Jennifer Rock</b>  <b>Assistant Policy Officer – EDI Team</b>	<b>Signature</b> <input checked="" type="checkbox"/> <b>Tick this box to indicate that you have approved this EqIA</b>  <b>Date of approval: 27.09.23</b>

## 1. Summary of proposal, impact on groups with protected characteristics and mitigating actions

(to be completed **after** you have completed sections 2 - 5)

### a) What is your proposal?

The Annual Plan is a government requirement. It outlines the strategy and arrangements of fulfilling the Statutory Duty outlined at Section 39 of the Crime and Disorder Act 1998 to establish suitable Youth Justice Services and partnership arrangements in a local authority area. The proposal is for Council to approve the annual plan which outlines the arrangements and strategies in place to fulfil this requirement.

### b) Summarise the impact of your proposal on groups with protected characteristics

The Annual Plan includes a strategic objective to address the over representation of young Black men within the criminal justice system. This is a pattern which is evidenced at National, London and Harrow wide level. The inclusion of a priority to address this aims to reduce such over-representation.

### c) Summarise any potential negative impact(s) identified and mitigating actions

No negative impacts have been identified

2. Assessing impact																			
Protected characteristic		What does the evidence tell you about the impact your proposal may have on groups with protected characteristics? Click the relevant box to indicate whether your proposal will have a positive impact, negative (minor, major), or no impact																	
For <b>each</b> protected characteristic, explain in detail what the evidence is suggesting and the impact of your proposal (if any). Click the appropriate box on the right to indicate the outcome of your analysis.		Positive impact	Negative impact		No impact														
			Minor	Major															
<b>Age</b>	<p>Harrow has a resident population of 261,300<sup>1</sup>. Increasing by 9.3% in the ten years between 2011 and 2021 with an increase of 7.8% in people aged 15 to 64 years, It has an above average working age population aged 16-64 of just under 64% (160,462) and a growing younger population aged 0-15 of 18.5% (48,300), which is higher than the London average, suggesting that the borough is a popular destination for families<sup>2</sup>.</p> <div style="text-align: center;"> <p>Population by Age-band % (Harrow 2021 Census)</p> <table border="1"> <thead> <tr> <th>Age Band</th> <th>Percentage</th> </tr> </thead> <tbody> <tr> <td>0-15</td> <td>20%</td> </tr> <tr> <td>16-24</td> <td>10%</td> </tr> <tr> <td>25-49</td> <td>37%</td> </tr> <tr> <td>50-64</td> <td>17%</td> </tr> <tr> <td>65-84</td> <td>13%</td> </tr> <tr> <td>85+</td> <td>2%</td> </tr> </tbody> </table> </div>	Age Band	Percentage	0-15	20%	16-24	10%	25-49	37%	50-64	17%	65-84	13%	85+	2%	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
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50-64	17%																		
65-84	13%																		
85+	2%																		

<sup>1</sup> Census 2021

<sup>2</sup> Census 2021

	<ul style="list-style-type: none"> <li>As with most areas in the country, the borough has an ageing population. With the number of residents aged 65 plus Increasing by 19.4% in the ten years between 2011 and 2021 with 31% rise in people aged 90 years and over<sup>3</sup>. Those aged 85 plus could increase by 60% by 2030<sup>4</sup>.</li> <li>Data available shows that the pandemic has adversely impacted young people aged 18-24, with 1 in 10 young people out of work<sup>5</sup>.</li> <li>Harrow has one of the lowest proportions of young people Not in Education, Employment and Training (NEETS). However, due to the Covid-19 pandemic, there has been a significant increase in numbers, from 0.8% to 1.8%<sup>6</sup>. (Now 1.2% August 2022<sup>7</sup>)</li> </ul> <p><b>Impact</b> The projects will aim to be inclusive of all residents regardless of their age as it is a statutory obligation for the council to maintain a Youth Justice Service</p>				
Disability	<ul style="list-style-type: none"> <li>The 2021 Census data shows that 9.75% of Harrow's population aged 15 to 64 years have a disability this equates to 16,840 people.</li> <li>There is a strong correlation between disability, in particular the extent of the disability, and economic inactivity.</li> <li>There are also particular groups that have specific obstacles in progressing to the labour market or sustaining self-employment. These include adults with learning disabilities and those with severe mental health issues.</li> <li>Disabled people are also likely to be under-represented among business owners within Harrow.</li> </ul> <p><b>Impact</b> The Youth Justice Service aims to be inclusive of all residents regardless of their disability status.</p>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

<sup>3</sup> Census 2021

<sup>4</sup> Poppi and Pansi projections to 2030

<sup>5</sup> DWP Job claimant data April 2021

<sup>6</sup> NEETS data at December 2020.

<sup>7</sup> NEETS data at December 2022.

<p><b>Gender reassignment</b></p>	<ul style="list-style-type: none"> <li>In 2020, the Equality and Human Rights Commission (EHRC) survey found that one in six respondents identified themselves as prejudiced towards transgender people<sup>8</sup>.</li> <li>There is limited national data collected for this characteristic. We will need to consider the inequalities and discrimination experienced for this protected group when data becomes available.</li> <li>The charity Gender Identity Research &amp; Education Society (GIRES) estimated in their Home Office funded study in 2009 the number of transgender people in the UK to be between 300,000 and 500,000. More recently Stonewall advised that it is estimated that around 1% of the population might identify as trans, including people who identify as non-binary. This would represent about 600,000 trans and non-binary people in Britain and about 2,500 people in Harrow.</li> </ul> <p><b>Impact</b></p> <ul style="list-style-type: none"> <li>The Youth Justice Service will be inclusive of all residents regardless of their gender reassignment status.</li> </ul>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
<p><b>Marriage and Civil Partnership</b></p>	<ul style="list-style-type: none"> <li>At the time of the 2021 Census 53.9% of Harrow's residents were married or in a registered civil partnership, which was the highest level in London.</li> <li>21% of households were married, or in same-sex civil partnerships, with dependent children, the highest level in London.</li> <li>At October 2020 there have been 144 Same Gender Civil Partnerships in Harrow, 25 of which has been converted to a Marriage. There have been 8 Opposite Gender Civil Partnerships. There have been 57 Same Sex marriages.</li> </ul> <p><b>Impact</b></p> <p>The projects will be inclusive of all residents regardless of their marriage and partnership status.</p>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

<sup>8</sup> Equality and Human Rights Commission (2020), Attitudes transgender people, 2020

<p><b>Pregnancy and Maternity</b></p>	<ul style="list-style-type: none"> <li>• ONS births figures show Harrow as having 3,312 live births in 2021<sup>9</sup>. 14 live births per 1000 population is higher than the England &amp; Wales average of 10.8</li> <li>• The borough has a higher-than-average infant mortality rate in London, at a rate of 3.9 deaths per 1000 live births, which is an indicator of poverty and inequality in the borough.<sup>10</sup></li> <li>• Nationally, women have faced discrimination during pregnancy and maternity in the workplace. EHRC Survey data shows that around one in nine mothers (11%) reported that they were either dismissed; made compulsorily redundant, where others in their workplace were not.</li> </ul> <p><b><u>Impact</u></b> The projects will be inclusive of all residents regardless of their pregnancy and maternity status, including residents with childcare/caring responsibilities.</p>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
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<sup>9</sup> Source: Office for National Statistics (ONS, 2022), Live births in England and Wales 2021

<sup>10</sup> Public Health England (2022), London's Poverty Profile 2022,

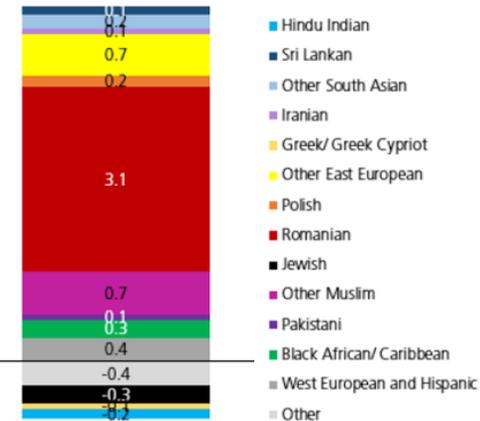
Race/  
Ethnicity

% breakdown of non-WB populations, 2019



Harrow (62.9% non-WB)

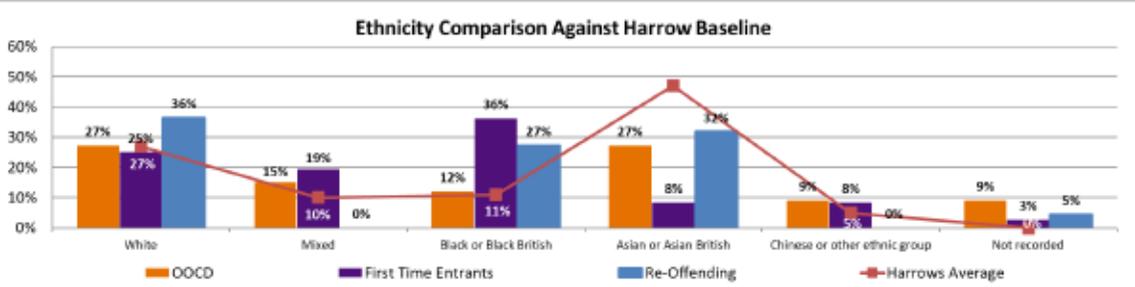
% breakdown of change in non-WB populations



- Harrow is one of the most culturally diverse local authorities in the UK, with over 60% of residents from Black, Asian, and Multi-Ethnic backgrounds and an estimated 20% Eastern European community, which is fast growing<sup>11</sup>. Black African (notably the Somali Community) groups have been fast growing over the last 6 years or so, as has the Afghan community.
- Unemployment rates are significantly higher in certain areas of the borough, particularly in the Wealdstone and Marlborough area (central Harrow) and Roxbourne (south Harrow), focused in an around the Rayners Lane estate and among residents classified as Black and Other ethnic groups. These areas are also ranked high on the indices of deprivation for the UK.

☒	☐	☐	☐
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<sup>11</sup> Harrow Economic assessment 2019-2020: population

<p><b>Race/ Ethnicity continued</b></p>	<ul style="list-style-type: none"> <li>The majority of 16–18-year-olds that are classed as NEET are from Black and Multi Ethnic backgrounds and located in neighbourhoods with high levels of deprivation. However, the data also shows that the single largest ethnic group of pupils aged 16-18 classed as NEET is White British.</li> <li>Marlborough, and Wealdstone neighbourhoods have the highest number of households in need of re-housing. These respectively have a Black and Multi Ethnic population of 77% and 75%.</li> <li>The highest rates of overcrowding is in Greenhill ward (97.5 per 1,000 households) and a Black and Multi Ethnic population of 74% (2011 census).</li> </ul>  <p><b>Impact</b> The Youth Justice Service will aim inclusive of all residents regardless of their race and ethnicity and explicitly anti-racist in attempting to address the known disproportionality of young Black men overly represented in the criminal justice system.</p>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
<p><b>Religious diversity</b></p>	<ul style="list-style-type: none"> <li>Religious diversity is strong in Harrow. At the 2011 Census Harrow was the most religiously diverse borough in the country with the highest number Hindus (25%) and Jains (2.2%) and the second highest number of Zoroastrians.</li> <li>At the 2021 census Harrow had the highest number (and proportion) of Hindu followers in the country (25.8%). At 2.8% Harrow's Jewish community was the ninth largest nationally. 33.9% of residents described themselves as Christians (the 11th lowest proportion in the country) and 15.9% described themselves as Muslims. Harrow had the lowest ranking for 'no religion' (10.9%).</li> </ul>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

	<ul style="list-style-type: none"> <li>As the population's ethnic composition changes, rates of participation in various religions are also likely to change<sup>12</sup>.</li> <li>There is limited data on employment/unemployment rates for Harrow by religion.</li> </ul> <div data-bbox="443 347 1402 930"> <p style="text-align: center;"><b>Harrow, Religion 2021 census</b></p> <table border="1"> <caption>Harrow, Religion 2021 census</caption> <thead> <tr> <th>Religion</th> <th>Percentage</th> </tr> </thead> <tbody> <tr> <td>Other religion</td> <td>0.6%</td> </tr> <tr> <td>Sikh</td> <td>1.1%</td> </tr> <tr> <td>Buddhist</td> <td>1.1%</td> </tr> <tr> <td>Jain</td> <td>2.4%</td> </tr> <tr> <td>Jewish</td> <td>2.8%</td> </tr> <tr> <td>Not answered</td> <td>5.9%</td> </tr> <tr> <td>No religion</td> <td>10.6%</td> </tr> <tr> <td>Muslim</td> <td>15.9%</td> </tr> <tr> <td>Hindu</td> <td>25.8%</td> </tr> <tr> <td>Christian</td> <td>33.9%</td> </tr> </tbody> </table> </div> <p><b>Impact</b> The Youth Justice Service will aim to be inclusive of all residents regardless of their religion or beliefs.</p>	Religion	Percentage	Other religion	0.6%	Sikh	1.1%	Buddhist	1.1%	Jain	2.4%	Jewish	2.8%	Not answered	5.9%	No religion	10.6%	Muslim	15.9%	Hindu	25.8%	Christian	33.9%				
Religion	Percentage																										
Other religion	0.6%																										
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Muslim	15.9%																										
Hindu	25.8%																										
Christian	33.9%																										
<p><b>Sex</b></p>	<ul style="list-style-type: none"> <li>The 2021 census show that the total population of Harrow is now 261,300, made up of 132,500 women (50.7%) and 128,800 men (49.3%). Overall, the number of males and females living in Harrow is very similar.</li> </ul>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>																						

<sup>12</sup> Harrow Economic Assessment: 2019-2020: population

- Economic activity among Harrow's male population is higher than the London average at 86%, compared with 83%<sup>13</sup>. However, economic activity among females in the borough is lower than the London average at 72%.
- Harrow is a low wage borough, with those that are employed in the borough earning less than the London average weekly earnings of £813.40<sup>14</sup>. Women also earn less than men in the borough. The average gross weekly earnings among women working in Harrow is £480.10, this is 28% lower than the London average of £666<sup>15</sup>.
- 20% of Harrow businesses are female led.<sup>16</sup>
- While the pandemic may have negatively impacted both sexes, the shift to home working may have had a positive impact in enabling women to return to work, as they are able to share childcare responsibilities.

**Impact**

The Youth Justice Service will be inclusive of all residents regardless of their sex.

**2.1 Cumulative impact – considering what else is happening within the Council and Harrow as a whole, could your proposals have a cumulative impact on groups with protected characteristics?**

Yes                      No   

Black young men are over represented nationally already within the criminal justice system. The Harrow Youth Justice Service aims to address this through a 3 pronged anti-racist approach

- a) Train all team members in anti-racist and unconscious bias approaches
- b) Provide leadership and resilience building programmes for children already within the system to help them understand the structural context and how to overcome the pernicious impact of structural biases
- c) Challenge all partners and providers to develop their own cultural competence and understanding of structural and entrenched forms of endemic racist systemic arrangements

<sup>13</sup> NOMIS: Labour supply (at December 2020)

<sup>14</sup> Source: NOMIS: earnings by place of work: 2021

<sup>15</sup> Source: NOMIS: earnings by place of work: 2021

<sup>16</sup> Beauhurst: number of companies registered at Companies House that are female led (April 2021)

**2.2 Any other impact - considering what else is happening nationally/locally (national/local/regional policies, socio-economic factors etc), could your proposals have an impact on individuals/service users, or other groups?**

Yes

No



If you clicked the Yes box, Include details in the space below

### 3. Actions to mitigate/remove negative impact

**Only complete this section if your assessment (in section 2) suggests that your proposals may have a negative impact on groups with protected characteristics. If you have not identified any negative impacts, please complete sections 4 and 5.**

In the table below, please state what these potential negative impact (s) are, mitigating actions and steps taken to ensure that these measures will address and remove any negative impacts identified and by when. Please also state how you will monitor the impact of your proposal once implemented.

State what the negative impact(s) are for <b>each</b> group, identified in section 2. In addition, you should also consider and state potential risks associated with your proposal.	Measures to mitigate negative impact (provide details, including details of and additional consultation undertaken/to be carried out in the future). If you are unable to identify measures to mitigate impact, please state so and provide a brief explanation.	What action (s) will you take to assess whether these measures have addressed and removed any negative impacts identified in your analysis? Please provide details. If you have previously stated that you are unable to identify measures to mitigate impact please state below.	Deadline date	Lead Officer
n/a				

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#### 4. Public Sector Equality Duty

How does your proposal meet the Public Sector Equality Duty (PSED) to:

1. Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equality Act 2010
2. Advance equality of opportunity between people from different groups
3. Foster good relations between people from different groups

#### Include details in the space below

The relevant priority within the Annual YJ Plan aims to promote greater equality of representation within the criminal justice system.

The YJ plan aims to promote greater equality of outcome for all young people at risk of being impacted by the criminal justice system as a whole.

#### 5. Outcome of the Equality Impact Assessment (EqIA) click the box that applies

**Outcome 1**

**No change required: the EqIA has not identified any potential for unlawful conduct or disproportionate impact and all opportunities to advance equality of opportunity are being addressed**

**Outcome 2**

**Adjustments to remove/mitigate negative impacts identified by the assessment, or to better advance equality, as stated in section 3&4**

**Outcome 3**

**This EqIA has identified discrimination and/ or missed opportunities to advance equality and/or foster good relations. However, it is still reasonable to continue with the activity. Outline the reasons for this and the information used to reach this decision in the space below.**

Include details here

# Harrow Youth Justice Plan

2022-24 [Updated May-June 2023]



# Youth justice plan structure

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# 1. Introduction, vision and strategy

- Harrow endorse the vision of the Youth Justice Board. As such what follows aligns closely with the YJB's own vision statement for 2021-4.
- Harrow's Youth Justice Partnership's vision is for a youth justice system that treats children as children. This vision lies at the heart of who we are and what we stand for as a partnership.
- As adults, we have a moral responsibility to protect children in our society from all harms that might hinder their growth and their ability to realise their potential. If we fail in this responsibility, children will almost inevitably fail to thrive.
- In some cases, they may be drawn towards, coerced, or exploited towards negative influences and behaviours to feel self-worth and value. In such circumstances, contact with the youth justice system, the subsequent impact upon their sense of self, and the stigmatisation that follows will all hinder their ability to constructively move forwards.
- Harrow Youth Justice Partnership want to break this cycle. We want to make sure that wherever possible, children are prevented from having contact with the youth justice system.
- In cases where contact is unavoidable, any interventions that are deployed create constructive opportunities for children to realise their potential. This will benefit both the child as an individual, and society.
- Evidence tells us that this works in preventing offending and reoffending<sup>1</sup>. This is our core principle and what we regard as a Child First approach.
- The Harrow Youth Justice Partnership aims to ensure that the whole of the local youth justice sector can respond to children's differing levels of vulnerability and need to ensure less contact occurs with the system.
- Our vision calls for a systemic response to meet this challenge, where the all organisations contributing to the Harrow Youth Justice Partnership operate according to the following Child First approach as follows:
  1. Prioritise the best interests of children, recognising their particular needs, capacities, rights and potential. All work is child-focused, developmentally informed, acknowledges structural barriers and meets responsibilities towards children.
  2. Promote children's individual strengths and capacities to develop their pro-social identity for sustainable desistance, leading to safer communities and fewer victims. All work is constructive and future-focused, built on supportive relationships that empower children to fulfil their potential and make positive contributions to society.
  3. Encourage children's active participation, engagement and wider social inclusion. All work is a meaningful collaboration with children and their carers (including "corporate parents") and carried out with respect, kindness, empathy, to help keep children safe, informed and provided with positive opportunities.
  4. Promote a childhood removed from the justice system, using pre-emptive prevention, diversion, and minimal intervention. All work minimises criminogenic stigma from contact with the system.

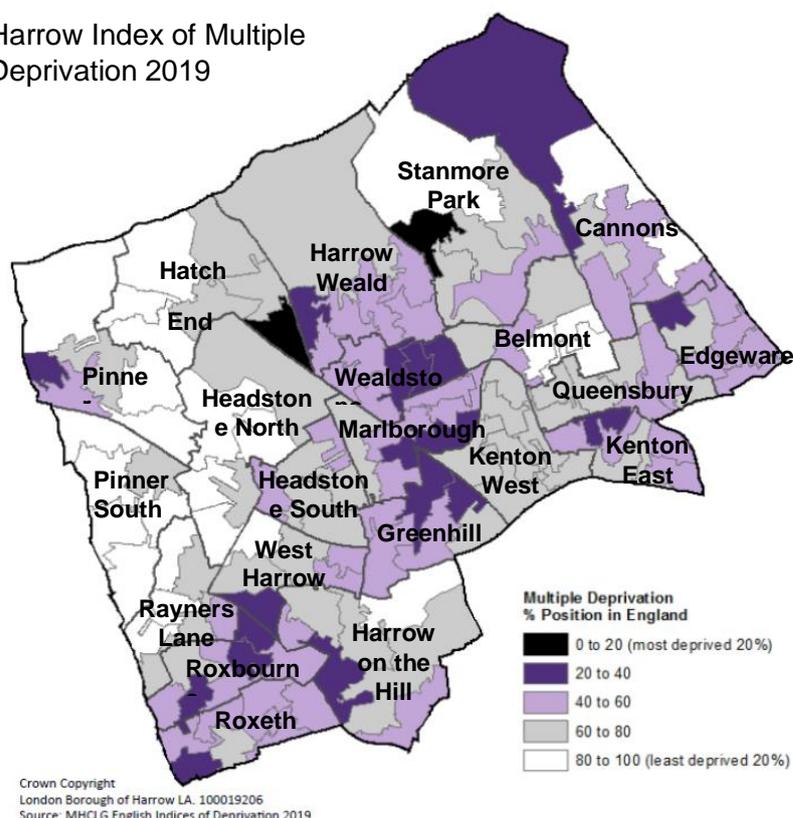
<sup>1</sup> For example, in relation to resettlement from custody, see <http://www.beyondyouthcustody.net/>

## 2. Local context

### 1. Borough profiles (including proportionality) (Data from June 2022)

- i. Approximately 59,375 CYP under 18 (24% of population)
- ii. Approximately 6,500 in "deprived" households (IDACI\*), focused on Wealdstone, Marlborough, Roxbourne. **\*The Income Deprivation Affecting Children Index**
- iii. 12% Primary Free School Meals (FSM), 16% Secondaries FSM
- iv. 84% of all children are from minority ethnic groups: Indian (25%), White British (16%), Other Asian (16%). 90% of school population other than White British
- v. EAL: 64% Primaries, 60% Secondaries
- vi. SEN: 4829 pupils (Jan 2020); including 1202 EHCPs

Harrow Index of Multiple Deprivation 2019



### 2. Children's Services Profiles

- i. Referrals: 470/10,000; 5% with NFA; 446 go to assessment; 93% complete in 45 days
- ii. 547 Child Protection enquiries, rising (257/10,000)
- iii. 91% of Initial Child Protection (CP) Conference go to a CP Plan (CPP). Almost none on a plan after 24 months
- iv. CPP Numbers: increasing as complexity of cases increases. More Violence Vulnerability Exploitation (VVE) involving Child Criminal Exploitation (CCE) and Child Sexual Exploitation (CSE).
- v. Looked After Children (LAC) decreases have enabled investment in VVE and adolescent safeguarding
- vi. Disproportionality noticed and being addressed in series of plans

### 3. Child First

**See children as children: Prioritise the best interests of children, recognising their particular needs, capacities, rights, and potential. All work is child-focused, developmentally informed, acknowledges structural barriers and meets responsibilities towards children.**

- Harrow have ensured staff are developed in a psychologically informed approach. This has included training in Forensic Case Formulation, Trauma Informed Approaches, Adverse Childhood experiences, identifying strengths by adopting a Strengths Based approach. We are maintaining development of staff, management and leadership. Children receive high quality assessments within the service which consider their needs and their contexts. We work very closely with social work teams to ensure a holistic assessment of the entire family. Screening takes place of all children for emotional and wellbeing issues and staff are trained in identifying needs for Early Support. The Youth Justice Service (YJS) is a part of the Children's Early Help Service so integrated with the universal and targeted Youth Offer.
- Workers are skilled and knowledgeable about child development and developmental milestones and all will seek suitable referral and signposting as required whether about learning style of family need. Where capacity impairments are identified, suitable support will be sought to support these children. As a service we have promoted the idea of a Child First approach. There were challenges from some partner agencies in implementing the Turning Point delayed prosecution model as others did not appear to be Child First oriented. YJS staff were keen to support partners learning in this area which I see as a testament to the approach being embedded in the YJS staff ethos.

**Develop pro-social identity for positive child outcomes: Promote children's individual strengths and capacities as a means of developing their pro-social identity for sustainable desistance, leading to safer communities and fewer victims. All work is constructive and future-focused, built on supportive relationships that empower children to fulfil their potential and make positive contributions to society.**

- Being integrated within the Early Help Service area, the YJS benefits from seamless pathways into Youth Offer provision including positive individual (such as gym work) and group activities (such as youth club, music production, sports) and targeted support such as mental toughness and resilience training programmes and leadership programmes. Early Help staff are trained and supported by the systems in use to identify strengths and work with young people on goals they identify for themselves. We find that consistently, using our impact measures that there is a positive movement in all the young people we work with.
- Children who have additional vulnerabilities, say for example NEET, receive tailored support from our education worker and linked careers guidance service offer. They will also receive swift support from substance harm minimisation services, counselling and access to offers within the voluntary sector (such as the premier league sponsored Chances Programme) which directly offers to work with young people at risk of offending and reoffending.

**Collaboration with children: Encourage children's active participation, engagement, and wider social inclusion. All work is a meaningful collaboration with children and their carers**

- From support following arrest, through the processes of support at Court, assessment, intervention and review all our work seeks to actively engage the children and families we work with. With input from some of our children, we have developed child friendly version of our intervention plan which families say is much easier to input to and refer to. We use child and family questionnaires to gauge how much involved they felt during the intervention. We developed mobile telephone links to our simple on line surveys.
- Throughout the process of assessment practice evaluations regularly find high levels of high quality involvements with children. For example understanding the trauma of a UASC's journey to Harrow. This extends into interventions where workers go the extra mile to ensure children are engaged, for example during lockdown even mirroring children on video calls to bake cakes together. Through this high quality relationship based work the team enable trusting relationships to be formed and this leads to high quality assessments and intervention plans.
- Practice evaluation and systemic review has identified that as a service we need to extend this collaborative approach into the review process more consistently and this is an action on our improvement planning. Nevertheless, overall we provide a highly tailored and high quality participative service to the children and young people we work with.

**Promote diversion: Promote a childhood removed from the justice system, using pre-emptive prevention, diversion, and minimal intervention. All work minimises criminogenic stigma from contact with the system.**

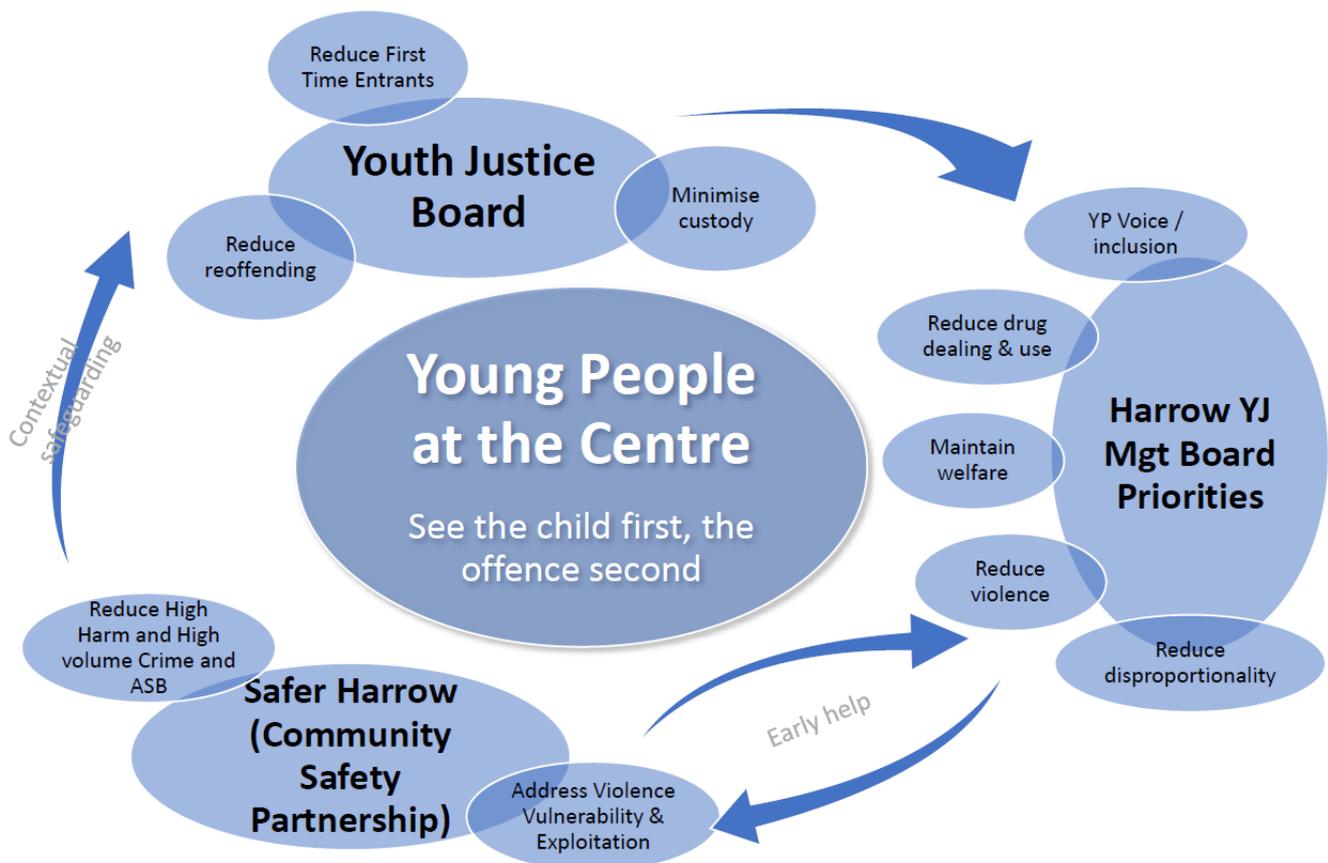
- In addition to our Youth Justice, Liaison and Diversion worker who is embedded within the team (although has recently moved to another role so we are recruiting again) we also benefit from having an integrated Youth Justice and Youth Offer management structure and delivery service. Children, within the service automatically benefit from an introduction to our Youth Offer and certainly at the formal end of an intervention are usually signposted over to the universal or targeted Youth Support Offer.
- Harrow took part in the deferred prosecution Pilot known as Turning Point which enabled children who did not want to admit guilt to still be eligible for non-prosecution route. Preliminary findings from the research team which includes oversight from the University of Cambridge have showed significant decreases in rearrest and charging rates. The success is also having a positive impact on over-represented cohorts of children (particularly young Black adolescent males). Language issues aside these results show immensely positive outcomes for young people made possible by the courageous leadership within the partnership.
- Harrow have employed a specialist Intensive Youth Support Officer
- Harrow are in the process of recruiting to Project Engage (Youth Work within Custody) and the Turnaround Programme (ongoing Youth Work to Young People at risk of involvement with the Criminal Justice System).
- We have also taken steps to ensure all street issued RJ are also referred to us by police so that additional early support can be offered to these children and their families.

## 4. Voice of the child

- The Youth Justice Service in Harrow work in close partnership to gather the views of children and their families. Throughout the process of assessment and intervention planning, the views of children we are working with is central to the work. Staff are skilled in developing rapport with children and maintaining a reliable trusting professional relationship with the children and families they work with. They gather the views of family members using the self-questionnaires within the asset and as part of building family friendly intervention plans and via inclusion in reviews. The family Friendly "My Plan" was developed by practitioners in consultation with their children.
- In 2021, we also launched our first mobile phone based survey using the government "Notify" service which enabled us to send a link direct to young people's (and carers) mobile phones for them to give more detailed views about the quality of service they had received, how they had received it and what we could build on and do better as a service. The result of this were around a 14% return and showed us that some of the delivery methods we had developed throughout lockdown (such as communicating about appointments by text message) were valued highly and so we can continue this, whereas for most young people they found virtual meetings difficult so we have taken a default position of ensuring meetings are always in person unless there are specific reasons to make them virtual. We also learnt that our capacity for delivering on line meetings with parents and professionals (especially distant) has been significantly developed over the last 2 years and it is now very easy for us to arrange virtual meetings at short notice.
- As a final result of our first survey we have now implemented a much briefer online survey which is issued to mobile phone numbers of young people at the end of their intervention. We began this at the beginning of 2022 (financial year). Results were lower than hoped so we have amended the methodology to combine with the very highly completed self assessment questionnaires completed as part of the asset plus process.
- Our performance management information is being developed to include a thematic analysis of issues arising from children in their daily interactions with practitioners.
- We have also proposed a new sub group to our main partnership board specifically to look at developing more participation by young people in strategic developments. We are considering establishing options for more engagement with the Board including a Young People's Board and / or a young people's representative (most likely from our well established Harrow Youth Parliament [HYP]). HYP also are facilitated within the same directorate as the Youth Justice Service and they have direct access to the Head of Service / Assistant Director who regularly attends and briefs them on YJ matters and issues.

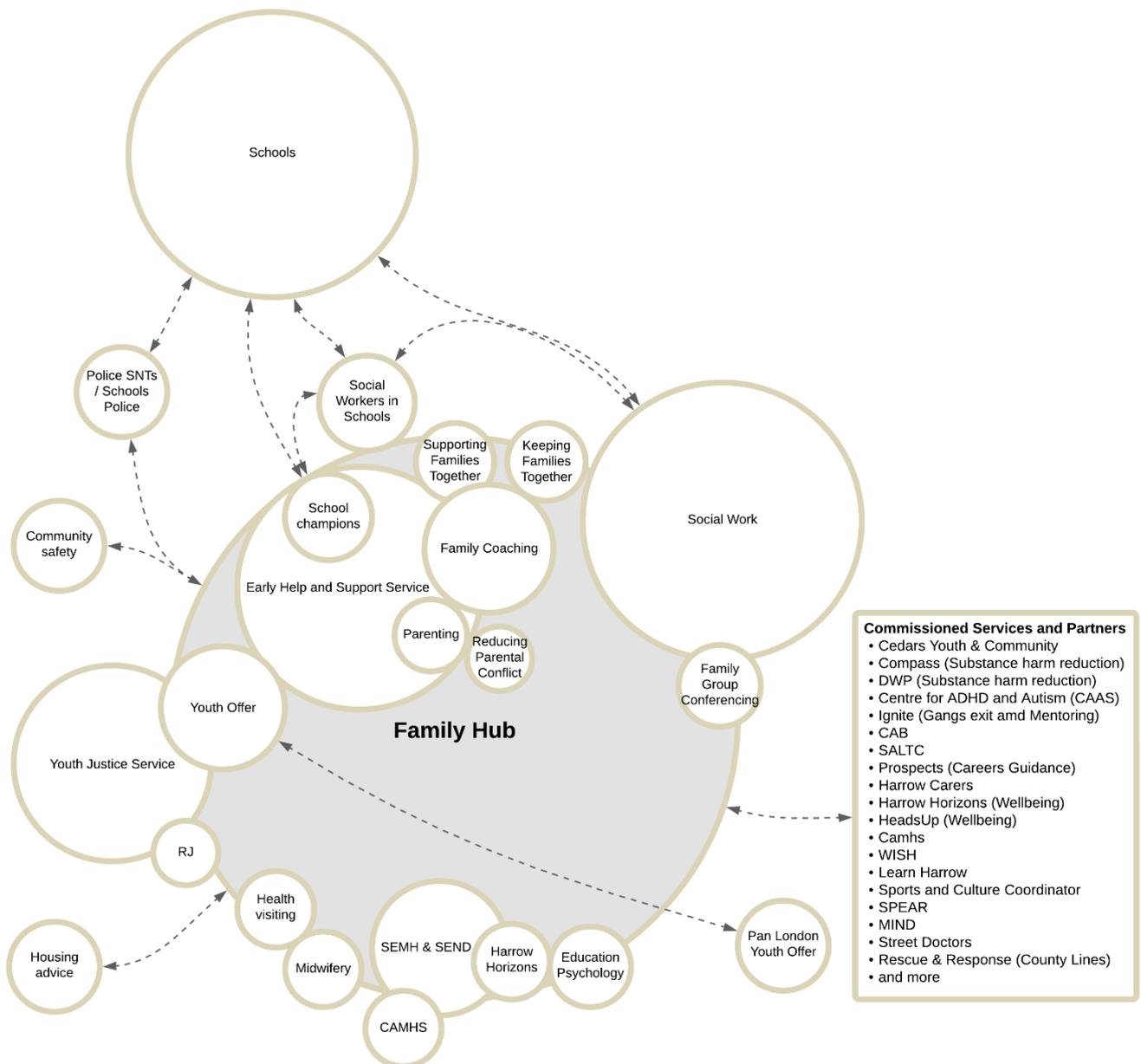
## 5. Governance, leadership and partnership arrangements

- Appendix 1a and b shows the structure charts of
  - a) The YJ Team and YJ Team Data Table
  - b) The relation of the YJ Service to the Directorate, the Council and Wider Partnership Boards (including Community Safety Partnership and Children’s Safeguarding Boards)
- Appendix 1c shows the membership of the Local Youth Justice Partnership Management Board
- The Harrow Youth Justice Partnership Board meets quarterly and is chaired by the Director of Children’s Services (DCS) in the Harrow People Directorate.
- The Board carry out effective scrutiny of practice and effectiveness and take an active role in the process of continual assessment for improvement strategically. Performance Data is considered at each meeting and any risks and issues receive suitable scrutiny, unblocking and direction.
- All required statutory and an excellent range of non-statutory agencies are represented enabling outstanding partnership and networking opportunities
- Board members and YJ Team members take advantage of observing each other’s work and shadowing opportunities
- Widespread political support championed by portfolio holder for Children – who presents the annual plan to Scrutiny and Cabinet committee
- Reports up to the Harrow Community Safety Partnership – “Safer Harrow” which is chaired by portfolio holder for public safety. Strategic intentions are aligned as described on the following graphical representation of the Harrow YJ Service “Plan on a page”



- In the Spring and Summer of 2021 following the revised guidance from YJB issued in April 2021 about the role of Partnership Management Boards the Management Board undertook a deep review of its Terms of reference, membership and resources. As this work was completing, we were also notified of an HMIP inspection. The results therefore of our own scrutiny have been incorporated within our improvement plan.
- As well as all statutory partners within the team (see Appendix 2b) there are a suitable range of partnership arrangements with external partner providers. These include but are not limited to: Health Services, substance harm minimisation and cessation services, mental health and emotional wellbeing support services, youth advisory and careers guidance services, mindfulness resources, parenting groups and of course social care.
- With the Assistant Director responsible for Youth Justice Service being a part of the Children’s Directorate Senior Leadership Team and also responsible for the Early Help service, the development of Family Hubs which is being implemented in Harrow integrates fully with the Youth Justice Service. All of the services shown below already exist and pathways between them. The development of a “Hub” approach will bring in enhanced integration and provision pathways.

**Harrow Family Hub - Universe Model [in development]**



## 6. Board Development

- I would refer you to paragraphs above under heading 15.1 regarding **Improvements to the Board** at page 32

## 7. Progress on previous plan

The plan we submitted for 2022-24 included 6 key strands:

- a) Service developments
- b) Benefits definitions
- c) Workforce development
- d) Partnership improvements
- e) Organisational supports/improvements
- f) YJB influence and support

Over the last 12 months we have:

- a)
  - Improved the integration of the YJ Service into the wider work of Early Support
  - Undertaken surveys of views with our children
  - Fully implemented our family friendly version of the intervention plan
  - Continued to work closely with partners within the council and related partner organisations including with Social Work, Police and community safety team (which includes the serious violence prevention coordinator)
- b) and c)
  - Further defined a set of quality interventions to work with any young person. We are still developing this "library"
  - Continued to offer bespoke and standard training and development opportunities to staff so they can gain subject specific knowledge and develop generic skills and experience in providing beneficial work with young people. This has included increased awareness about on-line safety and grooming and we are looking to build on our Case Formulation Training by offering support for motivational interviewing in greater depth and for Formulating intervention plans and within review processes.
  - Across the council there has been a commissioning of training for coaching and in recent months a number of coaches are now available to all members of staff and staff can request these sessions. We are hoping to see take up of this offer within the staff team over the next 12 months.
- d)
  - The strong partnerships have been maintained and many service providers already commissioned by YJS or working by cooperative agreement with us have been extended. This includes, MIND who run mindfulness sessions for our YP, Cedars Youth and Community Centre who offer a

Premier league funded programme called "Chances" to young people at risk of offending or reoffending, Street Doctors who provide sessions for young people around life-saving emergency first aid techniques based on peer associations. We have developed new partnerships with SPEAR who deliver employability improvements to young people through providing opportunities for acquiring foundational skills and facilitating work placements and apprenticeship opportunities. The directorate was successful in implementing a Social Work in School programme which links up with Early Support Champions in schools and other school based supports thus providing a more preventative and proactive approach for resolving predisposing and precipitating factors earlier.

- Several new partnerships were created with organisations and bodies offering opportunities and volunteers for working on our reparations projects. These include an urban farm providing experiences for people with special educational needs, community art installation projects. Local radio opportunities and working with elected officials to explain the life experiences of being stopped, searched and arrested. This restorative approach to reparation works has made a big impact on many of the young people and community members and representatives who have taken part. Some of the plans for developing further projects are still being progressed.

e)

- Organisationally, a review has been undertaken of the effectiveness of the Board's representation and engagement. As a result there has been a refresh of the Terms of reference and membership to ensure consistent representation at a suitable level.
- We have initiated 3 sub groups
  - Disproportionality
  - Early Intervention and Prevention
  - Representation (voice of the child)
- We have also agreed to carry out a Self Evaluation against National Standards in the year 2023-24

## 8. Resources and services

The table below shows the income and expenditure of the Harrow YJS for 2022-23

<b>INCOME</b>	Youth Justice Board	Local Authority	Police	Probation	Health	<b>Total</b>
Cash	£257,636	£801,387		£5,000		<b>£1,064,023</b>
In-kind			£100,134	£31,709	£33,272	<b>£165,115</b>
<b>Total income</b>	<b>£257,636</b>	<b>£801,387</b>	<b>£100,134</b>	<b>£36,709</b>	<b>£33,272</b>	<b>£1,229,138</b>

<b>EXPENDITURE</b>	Youth Justice Board	Local Authority	Police	Probation	Health	<b>Total</b>
Salaries	£219,394	£686,692	£100,134	£31,709	£33,272	<b>£1,071,201</b>
Activity costs	£6,031	£13,877		£5,000		<b>£24,908</b>
Accommodation	£0	£0				<b>£0</b>
Overheads	£32,211	£100,818				<b>£133,029</b>
Equipment	£0	£0				<b>£0</b>
<b>Total expenditure</b>	<b>£257,636</b>	<b>£801,387</b>	<b>£100,134</b>	<b>£36,709</b>	<b>£33,272</b>	<b>£1,229,138</b>

We use our grant, partner contributions and available resources to deliver the services described above including:

- A core offer to young people within the criminal justice system in terms of support at Court, a holistic and strengths based high quality assessment to produce reports to help Court's determine most suitable sentences
- An effective intervention service involving young people and their families from the start and throughout to create meaningful intervention plans and support their personal development and progress against the agreed targets within the plan.
- An holistic offer of tailored support to address predisposing, precipitating, perpetuating and protective factors with regards to offending and re-offending behaviours. The offer extends to a psychologically informed understanding which is shared with the young person. This will lead to plans for tailored packages of support and referrals to suitable agencies with which we have agreements and commissioning arrangements with (and are quality assured as a result).
- Within house we have range to a high degree of multi-professional inputs including, education specialists, mental health specialists, substance misuse specialists. And we have access to a vast range of support services within the council and across the wider partnership as has been described and displayed diagrammatically above with reference to the Family Hub universe.

We believe this high quality relation based approach which builds trusting professional relationships and attempts to understand and share this insight with the young person, their family and the network of professionals they work with leads to good results for the young person and local community. Our data shows that overall the numbers of children coming into contact with the Youth Justice service is decreasing as is our rate of reoffending (young people committing reoffences – though number of reoffences per young person less so) and children within custody. Remand bed days however, have seen a significant increase in Harrow mainly due to a small number of highly complex and serious incident trials being delayed over the period of the pandemic. In a minority of cases, young people were remanded for almost 6 months (including for murder, attempted murder and assault with intent to cause serious harm). The direction of travel has been consistent in Harrow for the last 5 years that the children we are working with though they are fewer in number overall are coming to notice for more serious crimes and with more complex backgrounds requiring more intensive support to bring about a positive impact on desistance. The majority of our cases are also open to Social Work teams as well.

Although overall numbers are down there is still a high proportion of children who are subject to Out of Court Disposals. As a result we have invested in ensuring all practitioners can work with this cohort. This has resulted in decision to carry out full AssetPlus assessments with this cohort BEFORE OOC decision panels. This has led to improved services and decision making for this group of children and if they subsequently require additional interventions there is an even more sound foundation for assessment.

We have also created an Intensive Youth Support Officer [IYSO][ within the YJ Service. Though primarily a youth work role, this officer is skilled and trained to work with YJS clients and is a fully embedded member of the team. This post enables early intervention and diversion opportunities for children who have been arrested and released under investigation of bailed to return but without any involvement with the YJS. Now all street RJ or Community Resolutions are shared with the YJ team via the embedded police officers and we offer support in all cases to relevant young people. Having already been in discussion with local Custody Command units locally to embed our IYSO within custody suited to reach people while they are within that “teachable moment” of being under arrest and a captive audience within a custody suite we are now taking advantage of the resources available under Project Engage to provide this in a structured way alongside our BCU neighbours. We are looking to improve our offer within 2022/23 by ensuring this role becomes embedded and continuing to provide high quality and quality assured services which meet the individual needs of the children we work with.

As last year, the YJS do not have the same level of access as they had pre-pandemic to secure interview rooms with adjacent office space. This has remained a concern for staff, However, Harrow have opened a new state of the art office space for collaborative or individual back office work The YJ team are also using the Youth centre and other family centres as their main base and carrying out most office based face to face with children work on a designated day. This has been a challenge on the morale of staff however, they have on the whole made good use of the opportunity of having sessions within a youth centre. Some young people have commented on the benefits too but some parents of children using the Youth Offer have been concerned about the influence of YJ clients within a universal setting.

## 9. Performance

### 9.1. New national key performance indicators

From 23/24 the YJB have introduced a set of 10 new KPI's. The first return will cover April to June (Q1) and will be due for submission at the end of July 23.

The rationale for the new indicators is to improve the understanding of how YJ partnerships are responding to the changes in context such as the move towards multi agency /partnership models of working and increased complexities of the caseload. Also, to reflect the areas that are strategically important in delivering effective services and outcomes for children.

Much of this data collection will require some manual data extraction as reports and data recording processes do not already exist in our YJS data management system (Capita). The YJ performance analyst has been working on the data to ensure it can be collected and that any processes are put in place to make the data collection easier in future.

We are expecting our Information management system provider, Capita, to make changes to the system to accommodate the new data recording requirements. However, we do not yet have a date for this change.

See below for the national indicators and progress/issues that may be faced in collecting the data.

Indicator	Input required from partner agencies.	Process, progress and issues
1. Suitable Accommodation	Information to be gathered internally. With support of YJ case managers.	The system is not currently set up to record the accommodation status. YJ Management system provider to make changes to the system in the future. No date has been given yet. In the meantime this data will be collected by going through each of the cases with the practitioners at monthly data days. <b>Risk: Manual and time consuming task. Relies on case managers being available to discuss the data.</b>
2. Education Training and employment (ETE)	Information to be gathered internally. With support of YJ Education Worker.	Data collection process has been discussed and agreed with the education worker. Data to be shared / collected monthly with education worker. No issues expected in collecting this data
3. Special Educational Needs	Information to be gathered internally. Data available through YJ information system.	This data is available through the YJ information management system as it links to the SEN system Capita One. Manual checks will be required, however other than the time pressures no issues expected in collecting this data. Collected monthly.
4. Mental Health and Emotional Wellbeing	Initial list to be gathered internally. Then sent to CAMHS and YJLD workers for their input.	Input from specialist services required. The list of cases eligible to be included in the return will be sent to the YJLD and CAMHS workers to confirm if they have had a mental health assessment / intervention

		This is required because this information is not easily extractable from our YJ information management system. We have met with both CAMHS and YJLD worker to confirm the process. Data to be shared / collected monthly
5. Substance Misuse	Initial list to be gathered internally. Then sent to Compass for their input.	Input from specialist services required. The list of cases eligible to be included in the return will be sent to Compass to confirm if they have had a substance misuse assessment / intervention This is required because this information is not easily extractable from our YJ information management system. We have met with compass to confirm the process. Data to be shared / collected monthly
6. Out Of Court Disposals	Information to be gathered internally by Performance Analyst	All data is readily available from the YJ system and easy to extract. No issues identified. Collected monthly.
7. Wider Services	Information to be gathered internally by Performance Analyst. Cross referencing with MOSAIC data and early support data. Input required from early support analyst.	The list of cases eligible to be included in the return will be taken from the YJ system. This list will then be cross referenced with children's service data for LAC/CIN/ CPP data. Data will also be passed to early support analyst to cross check against early support service. Data to be shared / collected monthly
8. Management Board Attendance	Information to be taken from management board minutes.	Required attendance list discussed with management board. Any gaps in representation have been discussed and changes suggested. Agreed to use the attendance from the latest Board. Collected quarterly
9. Serious Violence	Data collected through YJMIS return. Form will only need submitting if YJMIS is unable to be submitted.	If the data cannot be collected by the YJB from the YJMIS returns, all data is readily available from the YJ system and easy to extract. No issues identified.
<ul style="list-style-type: none"> <li>Victims</li> </ul>	Information to be gathered internally. With support of Victim Worker.	Met and discussed the process with the Victim Worker. No issues expected in collecting this data Data to be shared / collected monthly

## 9.2. Existing national key performance indicators

### ■ Binary reoffending rate

% Re-offending within 12 months (Jan 21 - Mar 21) – 22.2%.

Actual number of Re-offenders (Jan 21 - Mar 21) – 4 re-offender from a cohort of 18

Harrow's current figure (Jan 21 - Mar 22) is 22.2%, 4 re-offenders from a cohort of 18. This compares to 60.9% for the same period last year (Jan 20 - Mar 20) and is a decrease of 38.6%. Harrows current figure is lower than comparator YOT's (27.4%), national figure (31%) and the London figure (31.8%).

## ■ Frequency of reoffending

Reoffences per reoffender (Jan 21 - Mar 21) – 5.

On average the re-offenders are responsible for 5 re-offences each which is slightly higher than family average of 3.46. This shows that we have less re-offenders but committing a higher number of re-offences, suggesting a smaller but more intensive caseload.

## ■ First time entrants

Rate per 100,000 population (Oct 21-Sep 22) – 119.

Actual number of First Time Entrants (Oct 21-Sep 22) – 31

The YOT family comparator data for the last few years shows a decline in the number of first time entrants to the youth justice system. This is a trend which is also reflected nationally.

The current period for Harrow (Oct 21 - Sep 22) shows a Decrease of 39.8% on the same period in the previous year (Oct 20 - Sep 21). The current rate per 100,000 population is 119 compared to 197 for the same period last year. Harrows current rate is lower than the YOT family average of 147. The last 2 quarters have seen Harrow fall below the YOT family average for the first time in 18 months. Harrow is also at its lowest first time entrants rate for the past 3-4 years.

## ■ Use of custody

Rate per 1,000 population (Jan 22 - Dec 22) – 0.19

Actual number entering custody (Jan 22 - Dec 22) – 5

Over the past 3 years, Harrow's actual numbers in custody have been varied from between 2 and 11 in any 12 month rolling period. The current quarters (Jan 22 - Dec 22) figure of 5 is the same as the same period last year (Jan 21- Dec 21).

The custody rate per 1,000 population indicator allows for a better comparison between YOT's performance.

Overall, Harrow's current position of 0.19 (Jan 22 - Dec 22) is slightly lower than the previous years figure of 0.20 (Jan 21 - Dec 21). Harrows current rate is higher than YOT family comparators (0.11), London (0.15) and National (0.11). Even though the actual custody numbers are the same (5) the rate is slightly lower due to an overall increase in population numbers.

## 9.3. Local performance indicators

- During 2022/23 there were 91 new interventions starting that were either Out of court disposals (triage and community resolutions) or court orders. 33 (36%) of cases were out of court disposals (OOC), 36 (40%) were first time entrants and 22 (24%) were young people who had previously offended and been involved with the youth justice service. Overall numbers receiving these types of outcomes had been reducing over the last couple of years but numbers have remained stable in

22/23 with a very slight increase of 3 on the previous year. OOC cases have increased from 27 last year to 33 this year, and they make up a slightly larger proportion of the caseload 36% compared to 31% in the previous year. The biggest difference is in the breakdown of first time entrants and re-offenders. Last year had seen a reduction in first time entrants but this has increased again in 22/23 with 40% (36) of the caseload compared to 32% (28) for the previous year. The actual number of those in the re-offending group has decreased in 2022/23, from 33 in the previous year to 22 in the current year. Proportionately re-offenders make up 24% of the caseload compared to 38% in the previous year. This is proportionately the lowest it has been for the past few years and despite an increase in the previous year, numbers of re-offenders have reduced.

Month	2020/21 Total	2021/22 Total	Q1	Q2	Q3	Q4	2022/23 Total
Number of new interventions starting	100	88	22	30	27	12	91
Number of OOC. (Inc Triage and community resolutions)	32	27	6	15	10	2	33
% OOC	32%	31%	27%	50%	37%	17%	36%
Number that are FTE's (in YCC's)	41	28	10	11	8	7	36
% That are FTE's	41%	32%	45%	37%	30%	58%	40%
Number that are re-offenders	27	33	6	4	9	3	22
% That are re-offenders	27%	38%	27%	13%	33%	25%	24%

# 10. Priorities

## 10.1. Over-represented children

Harrow YJS have implemented an approach to addressing disproportionality which we call the 3 pronged approach which is described in the following presentation slide

### The Task

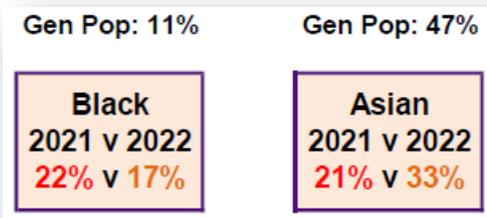
1. Equip disproportionately affected individuals with skills for life.
  - Rights, respect, leadership, education, entrepreneurship, developing talents
2. Develop competencies of the workforce across the Youth (Criminal) Justice partnership
  - Cultural competence, Unconscious bias, good lives model, trauma (including race trauma) informed approaches, psychologically informed practice
3. Identify and challenge wider structures, systems, cultural vestiges and legacy colonial racism to move towards a more inclusive anti-racist norm
  - Colour aware (not colour blind), positive action, workforce analysis, inclusion of Black YP in system re-designs

As a result of this we have delivered a number of actions

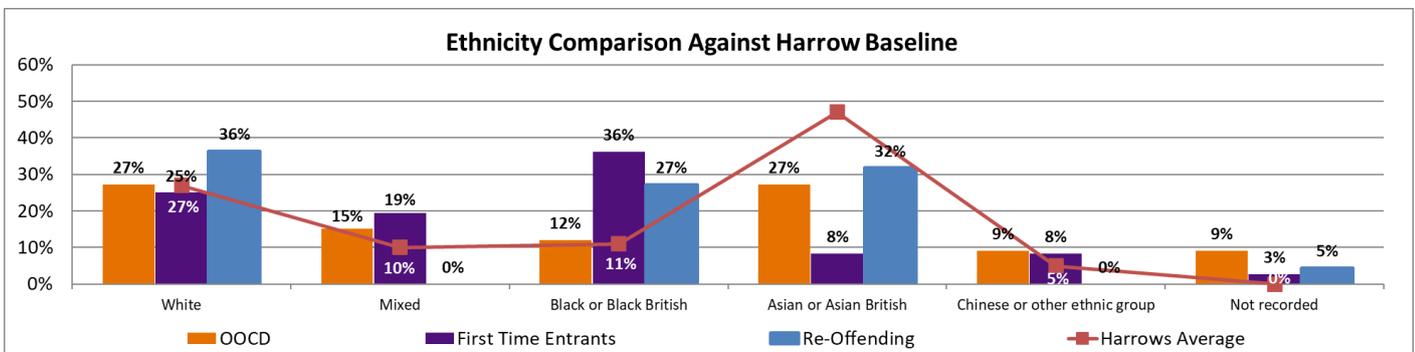
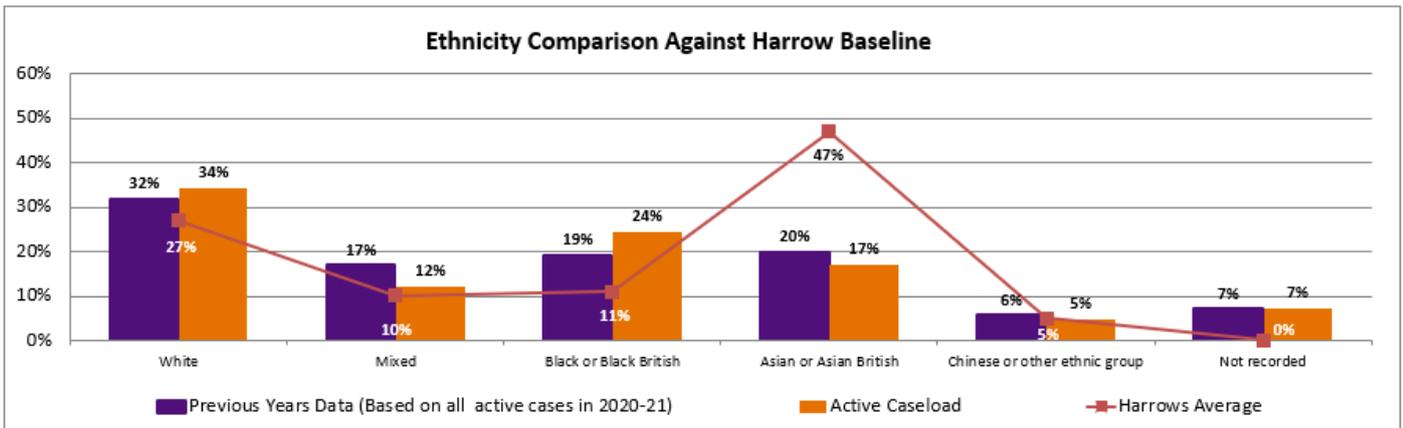
### Actions

Individuals	Workforce	Culture
Empire to inspire - leadership programme	Psychologically informed development framework	Harrow's own Race Report (Patrick Vernon - OBE)
Excluded pupils of BCH retrospective	Case Formulation Approach	BLM Steering Group and Council Priority
Turning point	Trauma Informed Approaches	Performance framework review
Mental toughness programme	Restorative Approaches	Met Police Wide Scrutiny Panels
Good lives (motivational) and strengths based interventions	Good Lives Model	Engage with wider regional based programmes eg W & G London
Education Psychology Partnership	Unconscious bias and cultural competence	Engage with YJB and YOTAD Network National Programmes
SALT / CAMHS / Specialist Custody / EET / PAYP / and more...	Offer to partners...	...

The Board consider the disproportionality data at each meeting. Below, I again attach an extract from the year end data pack. Though this does show that the over-representation of Black cohorts and under-representation of Asian cohorts does persist, we have identified that this disproportionality has reduced



**2. Demographics. Ethnicity, Age, Gender.**



We still have a long way to go to address disproportionality in Harrow as is common with many other areas within London.

Our **next step** is to receive data from our partner organisations at a Board level to ascertain what impact we have made locally by taking this approach. We will also bring in a new level of timescale comparative reporting of a number of key indicators including:

- Rate of interventions
- Disposal Types (CR, Triage, Cautions, YCC, Court Disposals, Custody, Lengths of Orders)

- Remands<sup>2</sup>
- Arrests / Stop and Search / RUI / CBOs

This will provide an even higher degree of transparency and accountability.

The YJ Partnership has started to receive the Arrest / RUI / SuS and CBO data but bringing this formally into the board will happen from Q3 in 2022-23.

As a service and indeed an authority, Harrow is committed to improving the life chances cohorts of children who have been historically disadvantaged and we believe our approach to work with our children, our staff, our partner agencies and our communities is making a difference but that this is a strategy which must be employed consistently for generations to come.

## 10.2. Prevention

- I have described above how the Harrow Youth Justice Service sits within a wider system of Early Help and Family Hub universal provision. Within the existing arrangements, there is already close collaboration on work and information sharing between YJS and Children's Social Care (CSC) and Community Safety (Com Safe) and the Police. Every day there is an information and intelligence sharing briefing where reports of significant arrests and incidents are shared in this briefing session. Children who are missing or at risk or have indicators of being at risk of being vulnerable to criminal exploitation are considered. Essentially this is like a mini strategy discussion held every day on children at risk of coming into the criminal justice system.
- Children already allocated to a partnership key professional the information is shared with so it can be taken account of. Children who are not allocated already will likely be considered for Early Help. The pathway for this is for a screening by our Early Help worker within the MASH team who may be able to provide immediate information, advice and guidance or else signpost to our internal Youth Offer or Early Support service, and if more suitable will broker a referral to a suitable partner operated Early Help service.
- This bridges the need for children who are identified as being vulnerable but cannot be supported by a statutory YOT intervention.
- For children who are already known to the Youth Justice System, they are introduced to our Youth Offer either during the period of their statutory intervention with us or in all cases, as they are existing. They will then be eligible to receive support from skilled youth workers to engage in positive activities and be helped with information, advice, guidance and navigation of the support pathways they may need to access additional support services.

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<sup>2</sup> Also see the

**Remand Table** on page 25

**Remand Table**

**Remand Table**

**Remand Table**below

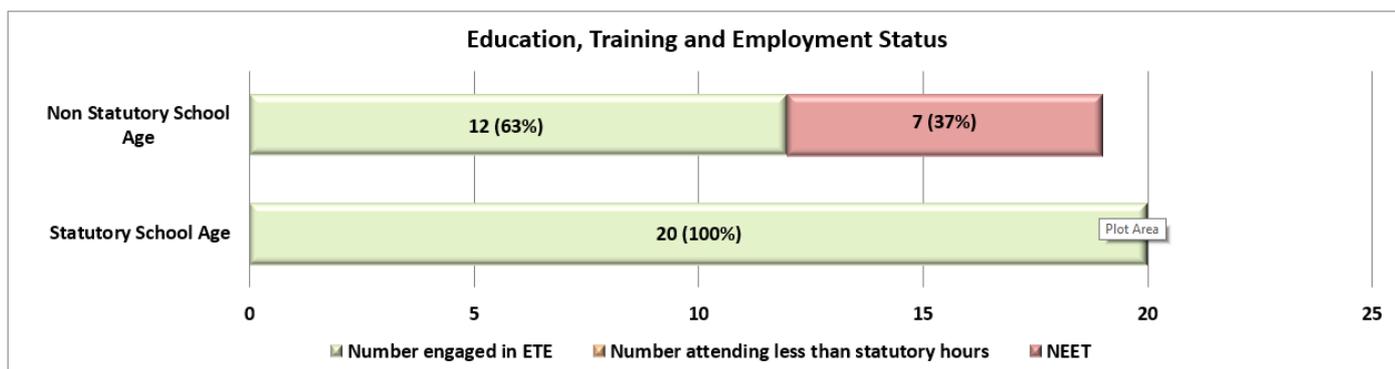
- Harrow are in the mobilisation phases of key regional and national projects and programmes including Project Engage (Youth Work within Custody Suites) and Turnaround (Youth Work follow up with Young People at risk of involvement in the criminal justice system)

### **10.3. Diversion**

- Ending in April 2022, Harrow actively took part in a London based deferred prosecution model (Turning Point) pilot with our partner boroughs comprising the tri-partite North West Borough Command Unit.
- Although primarily focused on reducing disproportionality this scheme benefited children by enabling them to accept a contract of work as an alternative to certain charging with an offence. Eligibility for the scheme was that the CPS were more than 50% certain of achieving a successful prosecution and that it may not be in the public interest to proceed with such prosecution. Crucially, the child does not have to admit guilt, only to accept the condition of the contract which would typically involve attending an assessment session and then undertaking a number of learning and reparation sessions. The results are still being evaluated by the University of Cambridge, early findings indicate this was a significant success as children going through the process have mainly not come back to arrest or charge. The rate or re-arrest/charge is statistically significant and is shown to be a direct result of intervention.
- Our Triage programme works well with children who have been arrested and referred to us. We carry out a full assessment with these children where families consent to this to provide intensive Early Help aimed at preventing further touchpoints with the criminal justice system.
- Harrow also have taken steps to ensure that all police issued / street RJ / instances of Community resolutions are reported via YOT police into the YJS. There, the family is offered support by the out of court workers and Youth Offer workers. We have created and recruited to a specific role which bridges our Early Help Youth Offer and our Statutory YJS. We are currently mobilising our project of working with local custody suites to provide early help and information advice and guidance to young people arrested who may subsequently be released under investigation or under bail but under no duty to engage with the local YJS.
- As is common with many boroughs we benefit from a liaison and diversion resource serving those young people who have been arrested and detained in custody. Screening for SEN and mental health issues takes place and may mitigate formal criminal justice responses as well as enable Early signposting and help to relevant mental health resources. Our main postholder has recently left the post and it is being covered virtually while recruitment is actively underway – we are currently just awaiting vetting completion.

## 10.4. Education

- Our data for 2022-23 is within our year end data pack. I attach a relevant extract below



Statutory School Age	Q4 Previous year		Q1		Q2		Q3		Q4		Average for Year	
Total actively engaged (25hr +)	15	100%	19	100%	16	100%	11	100%	20	100%	66	100%
Total engaged less than statutory hours	0	0%	0	0%	0	0%	0	0%	0	0%	0	0%
Total not engaged (NEET)	0	0%	0	0%	0	0%	0	0%	0	0%	0	0%
Number at Statutory School Age	15	-	19	-	16	-	11	-	20	-	66	-

Above Statutory School Age	Q4 Previous year		Q1		Q2		Q3		Q4		Average for year	
Total actively engaged (16hr +)	18	64%	23	88%	12	63%	12	63%	12	63%	59	71%
Total engaged less than statutory hours	0	0%	0	0%	0	0%	0	0%	0	0%	0	0%
Total not engaged (NEET)	10	36%	3	12%	7	37%	7	37%	7	37%	24	29%
Number at Non Statutory School Age	28	-	26	-	19	-	19	-	19	-	83	-

Statutory School Age - A snapshot of the live caseload at the end of March 2023 shows that 100% (20) of young people at statutory school age are involved in 25hrs + of education and 0% (0) are attending for less than statutory hours.

Non statutory School Age - A snapshot of the live caseload at the end of March 2023 shows that 63% (12) of those above statutory school age are involved in 16hrs + of education training and employment and 37% (7 individuals) are NEET.

## 10.5. Restorative justice and victims

- There is strong support for victims and RJ in Harrow through the dedicated separate team which sits within the service.
- The suitability of all cases is considered for work to achieve a level of restorative justice. Our pathway includes a consideration of the parties views and where there is agreement an active RJ outcome will be pursued. Where there is no recognition of harm caused work will be undertaken to bring about mutual understanding of other's points of view.
- Reparations may include direct contact (taking victims wishes and feelings into account). Ideally we aim for an RJ conference which requires a significant amount of preparation.
- We have established a wide variety of positive reparation programmes aimed at

- developing the life skills and practical skills that young people can use in their lives going forward and inform their Education / training / employment choices
- having a therapeutic effect for those experiencing mental health issues in their lives
- giving back to the community / those harmed
- The programmes include:
  - **Heathrow Special Needs Centre (farm – out of borough)**
    - Working with animals e.g., grooming animals, cleanings stalls, gardening, fencing
    - Research evidences that working with animals helps young people who are suffering from trauma/mental health benefits
  - **The RoundTable (evening online project)**
    - This involves local Councilors, young people and Harrow Youth Justice Service management/team in discussions of issues affecting them as young people
    - To date, we have had successful events where young people had the opportunity to share their thoughts/personal experiences of what they thought about stop and searches
    - This is a creative means that young people can use as a platform to have their voices heard, empower them, to contribute to change/impact/make a difference in a supportive environment
    - Each month theme topics change, the next event is what do young people think about carrying knives
  - **St Luke's Hospice Charity Store**
    - This project was set up for young people whose offence is retail related e.g. shoplifting
    - This project involves sorting through donations, labelling/tagging garments, stocking racks/shelves
    - Originally to cover one store for reparation, agreed that we would be covering reparation projects for 8 stores across the Harrow borough
  - **Radio Harrow (only to be run during school holidays)**
    - The aim of this project is for young people to assist in the community radio for Harrow, and young people would assist in: Radio presentation and interviews, Voice techniques, Studio and sound production
  - **Several other projects are in development** including: A graffiti Art project, climate change projects and supporting the NHS blood drives
- We also have a permanent officer who works with victims alongside the RJ team and also links in with the Victim Support service.

## 10.6. Serious violence and exploitation

Harrow Community Safety Partnership (known locally as Safer Harrow) are the overarching governance body for considering high harm and high volume crime in Harrow. The Youth Justice Partnership Board report into the Safer Harrow Board which is chaired by the portfolio holder for community Safety. This relationship is shown in the diagram on Appendix 1b - The relation of Harrow's Youth Justice Service to the Directorate, the Council and Additional Partnership Boards.

The borough's Community Safety Strategy is managed via the Safer Harrow Board. The delivery plan for this strategy includes consideration of serious violence and exploitation and the Youth Justice Partnership are a key vehicle for feeding into this strategy.

Additionally, within Children's Social Care there is an Adolescent Safety and Development Team (previously known as Violence, Vulnerability and Exploitation multi agency Team) which sits within Social Work management structures but engages in the daily meetings I described above which shares near real time intelligence briefings about significant incidents.

Within the wider safeguarding partnership the Schools also organise an all schools briefing meeting called the Significant Incidents Group (SIG).

Additionally at operational levels there is a Multi-Agency Child Exploitation (MACE) Panel and within the YJS there is a Safety, Wellbeing and Risk Management (SWARM) panel for the multi-agency consideration of higher risk cases.

Together with the Safer Harrow, Safeguarding Board, SIG, VVE team and YJ team, MACE, SWARM and the Violence Reduction Coordinator post (which is a post within Community Safety Team) there is a significant and coordinated approach to identifying, mapping and responding to serious violence and the vulnerability to exploitation including criminal and sexual exploitation on the borough. As a Borough partnership, the Community Safety Board is leading on the development of our Serious Violence Duty Action Plan.

Social Care direct referrals to the National Referral Mechanism and we have had successful final outcome findings which some of which have been used as part of statutory defences for supply related charges in some cases. We also are part of a North London arrangement for supporting children at risk of involvement in County Lines. Services available via this partnership including St Giles Mentoring Service and Gangs Exit Services. There are also counselling services specifically for women and girls.

We also have an active strategy for countering Violence Against Women and Girls (VAWG) and there is more detail on this in the slides below.

Our partners provide us with maps of violent incidents and we analyse these to target any potential outreach Youth work as well as working with statutory agencies to address organised crime and gang activity. The following slides all were produced for our new member briefings in June 2022.

# Violence



Period 2<sup>nd</sup> May to 29<sup>th</sup> May 2022

29% Increase across  
BCU 39% Increase in Harrow.

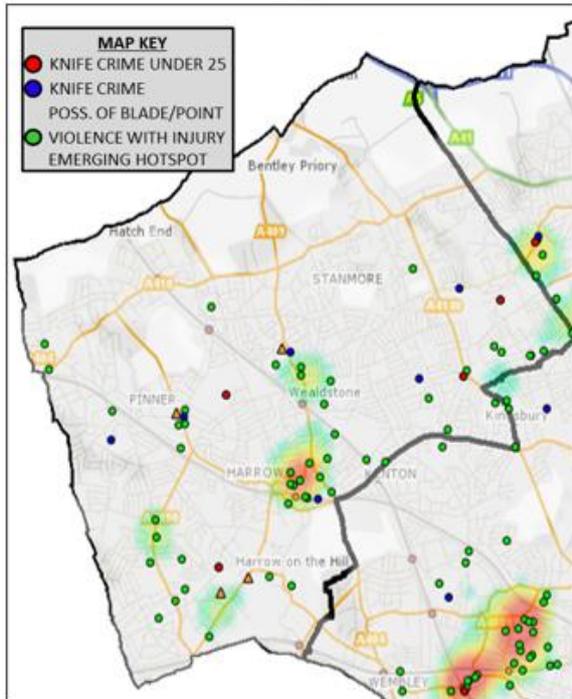
**Main Hotspot** – Harrow Town Centre  
(Station Road). 44% of offences

Knife Crime 10 (2)

Knife Injury Under 25's 4 (1)

Violence With Injury 51 (43)

All offences 64 (46) 34%



## Borough Violence Response



Police Street Duties based at Harrow Police Station being utilised for additional High Visibility

Policing in Town Centre

Police Violence Suppression Unit to provide additional patrols during peak times in hotspot localities

Police to provide an officer in LA CCTV control room to monitor areas during peak times.

Criminal Behaviour Orders used for offenders. Three Offenders have received 5+ year orders preventing them from entering the town centre in last three months.

Knife Crime Prevention Orders for habitual offenders

Offenders managed through high risk panels

## Violence Against Women & Girls / Sexual offences against females



Non Domestic Violence related only  
Period 2<sup>nd</sup> May 22 to 30<sup>th</sup> May 22

33 Public protection offences (Rape, Sexual Assault, Exposure)

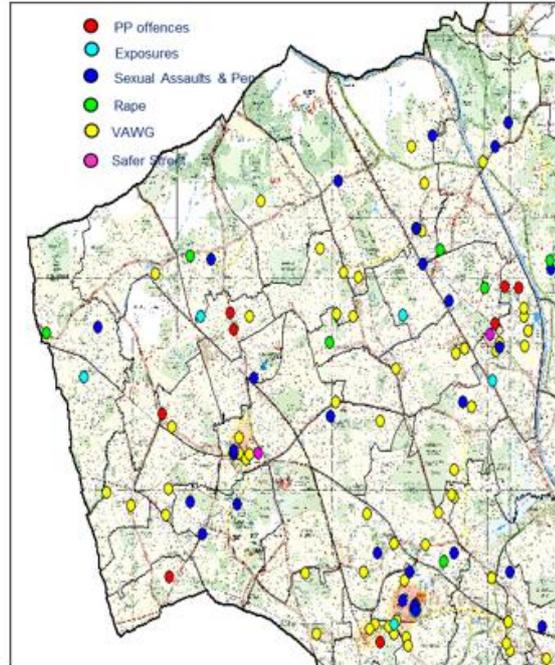
25 Violence Against Women & Girl offences

### Hotspot

Harrow Town Centre / Harrow Bus Station

### Peak times

Week days 1600 -1900 hrs.  
 Thursday – Sunday 0000 – 0230 hrs



## Borough VAWG Response



Violence Against Women & Girls Sub Group set up in Harrow incorporating Met Police action plan

Police high visibility patrolling during peak hours.

Use of Local Authority CCTV to monitor hotspot areas within Town Centre and Bus Station

Local authority front line staff trained on preventing, identifying and supporting victims of VAWG

Safe Places initiative being implemented

Ask Angela in licensed premises

Offenders managed through Multi Agency Public Protection Arrangements (MAPPA)

## 10.7. Detention in police custody

### 10.8. Remands, use of custody and Constructive resettlement

Our resettlement policy was approved in March 2021 and was reviewed in Q3 2022. It will be reconsidered again during Q3 2023.

The Harrow social care working protocol outlines expectations of the YJS and Children's Social Care (CSC), including when a child is remanded to local authority care or youth detention. This protocol details the roles of services, joint working responsibilities and procedures required to manage safety and risks when a child is remanded or receives a custodial sentence. In addition, it clearly states that resettlement activity needs to start promptly and that there will be separate resettlement meetings with appropriate professionals in attendance, where a personalised plan will be developed that takes into consideration the child's diversity needs.

The development of the resettlement meeting has been led by the team manager. While there is no specific resettlement team, the resettlement meeting requires all appropriate partnership services and practitioners working with the child to attend and work collaboratively.

All resettlement cases are considered by the team manager who would head up a meeting to ensure suitable actions are being progressed. There have been some instances of testing the protocol's effectiveness where a child is being sentenced for a significant period of time and will require a placement upon release to ensure a suitable placement is identified early enough to meet the needs of the secure unit while at the same time not so early as to cause unsustainable budget pressures for the placements team.

The expectation set is that all resettlement meetings fully involve the child, their family (where available) and corporate parenting representatives (social workers). This will be tested as part of our Self Evaluation during 2023-24 and standard practice evaluations.

Where Youth Justice workers are concerned about resettlement issues they can raise this for discussion with the Senior Leadership Partnership team via the monthly Safety Wellbeing and Risk Management (SWARM) panel. This has been the case and the Head of Service has escalated cases to their equivalent in Children's Social Care on occasion. This resulted in suitable resolution of escalated issues and risks. Aside from some issues of timeliness, the quality of resettlement provision (whether in foster care, semi independent accommodation, or back within family or extended family) will be monitored and evaluated to ensure it remains suitable and any support required can be accessed easily as a result of the close working relationship and protocol arrangements between YJS and Children's Social Care (CSC).

The data table below was produced in relation to work about remand costs but is also pertinent and noted as part of our work addressing disproportionality (as already noted above). The following table also includes data about the age, gender and ethnicity of children on remand.

**Remand Table**

Alleged Offence	Establishment	Type	£day	Days	Cost	Outcome	Notes	Age	Gender	Ethnicity
Breach of bail	Cookham Wood	YOI	307	43	£13,201	Custody (32 months)	Sentenced as adult to custody	18	Male	White Other
Robbery	Feltham	YOI	307	24	£7,368	DTO Custody (18 Months)	Sentenced to DTO custody	16	Male	Black Carribean
Possession cannabis, hoax, criminal damage.	Parc	YOI	307	7	£2,149	Youth rehabilitation order (12 months)	Young Person given bail and then sentenced to community order	17	Male	White Other
Robbery, possession offensive weapon, fraud, breach	Feltham	YOI	307	6	£1,842	Recalled to custody (6 weeks)	Recalled to custody as on licence.	17	Male	Black Carribean
Robbery	Wetherby	YOI	307	485	£148,895	DTO Custody (72 Months)		17	Male	Asian Other
Robbery x 4, Shoplifting.	Feltham	YOI	307	119	£36,533	Still on remand	Still on remand - young person is on remand but is also in custody for another offence so not sure if we will be charged or not.	17	Male	Black Carribean
Possession of firearms with intent to endanger life, possession of offensive weapons, intent to supply cannabis	Feltham	YOI	307	232	£71,224	Still on remand	Still on remand - Remand could extend past this date	17	Male	Black African
<b>Total remand days for these cases</b>				<b>916</b>	<b>£281,212</b>					
<b>Total remand days in 22/23</b>				<b>560</b>	<b>£171,920</b>					

## 11. Standards for children in the justice system

- Our last Board led self-assessment was in the Summer of 2019 which showed that we were delivering a Good level of service across all domains apart from Reviews which required improvement.
- We plan to carry out another self-assessment of standards review in the last quarter of 2023-24.
- Our HMIP inspection – though the domains had slightly changed since the 2019 framework showed broadly that most areas needed to demonstrate improvements apart from Assessments which were outstanding in Court Disposals and Good for Out of Court and the organisational arrangements for staffing which was also Good.
- Harrow’s own view, while accepting the judgement of the HMIP, is that the results were skewed by the inclusion of a very small number of “Turning Point” cases which should have been excluded in the consideration. Our overall rating was 2 points away from a good overall due to these cases.
- We are not complacent, however, and recognise that improvements across a range of areas are required for the service to demonstrate the good service we believe we provide.

- As a result, we have produced an improvement plan and started a concerted series of improvement focused workshops both with the team and with the board.
- Our intention is for these to continue over the next inspection cycle as part of a continuous improvement journey. We intend to widen the inclusiveness of the workshops to include partner agencies (leaders and practitioners) going forward.
- As a result of the 9 recommendations of the HMIP inspection we have of course included 9 specific action areas. Some of these relate specifically to the Turning Point Pilot and specifically actions for external agencies (Police) and as this pilot has now ceased for children within the criminal justice system these aspects have been completed.
- I have attached our improvement plan summary as Appendix 3 below. This outlines our progress to date and planned activities for the coming year.

## 12. Workforce Development

- Harrow YJS have been implementing a psychologically informed approach to the training and development needs of our workforce for the last 5 years.
  - This has meant that all staff have been trained in the use of Forensic case Formulation Theory (including the 4Ps (Predisposing, Precipitating, Perpetuating and Protective factors)), the impact of Adverse Childhood Experiences, Trauma informed Approaches and the strengths based Good Lives Model. We will be continuing this development to implement Forensic case Formulation within Intervention Plans and Reviews (as it is strongly present in assessments).
  - The operational management team are also collaborating with some lead practitioners to develop a practitioner development programme. This will consider training undertaken and yet to be undertaken and enable career development opportunities.
  - As all Harrow YJS staff are permanent employees they are eligible for all training opportunities available to council staff and Children's Directorate / Safeguarding staff. This includes our contracted offer with Research in Practice and the West London Alliance as well as all training offered through the Harrow Local Children's Safeguarding Board Partnership.

## 13. Evidence-based practice and innovation

### 13.1. Activity evaluation

- As outlined earlier, Harrow are developing a number of key innovative areas of practice including

- **Extending the offer of Early Help** to young people arrested and released under investigation or bailed to return through offering Help through our Youth Offer based on information of young people's arrest or on-street police-issued Community Resolution where we are informed about these instances and young people involved.
- **Extending our offer of Early Help** to young people arrested and released under investigation or bailed to return through negotiating with our local BCU Custody Command unit to have our Intensive Youth Support Officer (IYSO) based within custody suites for regular times each week. This officer would build rapport during the "teachable moments" children are under arrest. They would then provide information, advice, guidance and pathways into support wither directly with them selves or their own Youth Offer colleagues in Harrow or to a central signposting / Early Help team in either of our neighbouring boroughs. We are ready to begin this work and are just waiting for custody command unit authorisation and vetting procedures.
- **These previous two items are now being supported** through 2 grant funded programmes: a) Engage (MOPAC funded) Youth Work session with children in Police Custody Suites and up to 3 follow up sessions in the community, b) Turnaround (MoJ funded) Extended Early Help for those arrested and released but remaining on the edge of the criminal justice system
- **Implementing a psychologically informed approach** within our work not just at assessment but also at intervention planning, delivery and review stages. The Senior Leadership Team is seeking an academic research partner to support an evaluation of this approach.
- Harrow have developed a 3 pronged approach **to addressing disproportionality** (Oupskilling impacted children, Oupskilling workforce, Ochallenging and supporting the development of wider systems and structures). At the same time we are noticing a reduction in some disproportionality in local data. We will seek to build on this work and include local young people and families in the strategic development of this work.

## 14. Service development plan

### 14.1. Service development

The Year ahead will focus on aligning our priorities to the available resources

#### Implementing:

- Project Engage (Youth Work within Custody + up to 3 Community based sessions)
- Turnaround Programme (up to 12 months of Early Help and Prevention focused work for Youth following on from Engage)
- Your choice (Cognitive Behavioural Therapy interventions) research base for Youth Justice Service
- Self Assessment of National Standards

#### Developing:

- 3 sub groups of main YJ Partnership Board

- Voice – improving representation of young people on the Board’s main functions of setting direction and priorities and contributing to scrutiny: challenge and support
- Disproportionality – addressing known disproportionality – with a particular focus on Black and Mixed Race, Caribbean Boys + additional support for low number of girls)
- Prevention and Diversion – supporting the development of all programmes to keep children from becoming involved in the criminal justice system and having highly effective interventions to minimise any further involvement
- Staff professional development
- Contributing to (and taking leadership of some of) the wider developments of more integrated Children’s Services and Family Hub model of delivery

### **Maintaining / managing**

- Good operational practice with statutory (Court based) Orders and Out of Court Disposals
- Progress with all aspects of the Improvement plan – including Board and Strategic focus
- Managing resources of staff, buildings and budget to deliver the best value possible within the constraints

## **14.2. Challenges, risks and issues**

- With so much going on both locally and nationally and so little resource there is a risk of change fatigue and of management becoming over-extended relative to the scope of the tasks
- The Casey Review has challenged all London boroughs to consider how to develop constructive relationships with the police and maintain the trust of communities and particularly our young people. Harrow have engaged with NW London Police Borough Command units regarding the Commissioner’s Turnaround plan (not to be confused with the MoJ Turnaround Programme) and are working constructively to provide suitable support and challenge.
- Our revised data pack now includes a summary each quarter of any issues and risks arising to the local youth justice systems and services.
- We have identified the following service risks and actions addressing these
  - Implement all actions on HMIP Improvement plan (see appendix 3 below)
  - Costs of remand beds is very significant. An area of overspend as the YJB grant is based on an expected number formula.
  - SALTIC – although there is a provision it is recognised the pathways, accessibility and level of support available can be enhanced. A re-commissioning process is currently underway.
  - System stability has been an intermittent issue. We are currently soft market testing for an alternative case management system provider.
  - The Chair of the Board retired in 2021 and was replaced. The new Chair is also retiring in 2023. It will take some time to develop the long term understanding of local issues for the new Chair
  - Non school age NEET: maintain under scrutiny at Board level and support specialist support pathways

- Custody figures for 2021-2 have increased on 2020-1 (though are still lower than 2019-20) – maintain high standard of PSRs – implement routine QA feedback from Courts.
- Implement additional measures for considering impact of local approaches for addressing disproportionality. See our disproportionality data **next step** on page 19.

■ As in last year’s plan, the base for the Youth Justice Team is acknowledged to have been challenging since Covid. At that time, our main site was deemed mainly unsafe to work in due to inadequate ventilation measures. At the same time this main site has been subject of redevelopment designs. Over the last 2 years the YJ team have been operating from a number of sites to a) carry out back office function and collaborative work, b) meet with young people. For a while a lot of that was done virtually. Now the expectation is that all of that is done in person unless by specific exception. Harrow have now built a new state of the art building for workers to collaborate and carry out non resident facing work. This still leaves working with young people at the older site which is suitable as a venue but requires from travel time. The team and the rest of the council staff know that this building is also vulnerable to being demolished and that there would need to be an interim arrangement while a new Civic Centre was built. This has led to vulnerabilities in morale within the team. The service head and leads raise this with the council senior leadership team and the board. An accommodation strategy is in place addressing these concerns but they do take time.

The Children’s Directorate is currently starting to develop and plan for a new delivery model within a system of Family Hubs (see

- **Harrow Family Hub - Universe Model [in development]** on page 9, above). This will clarify arrangements for the medium to long term and in advance of the build of a new Civic centre for Harrow which is expected to begin in 2025.

## 15. Service improvement plan

### 15.1. Service Improvement

#### Improvements to the Board

- We expect to see the routine use and update of the induction pack and induction process for new Board members
  - This will clarify expectations of Board members and ensure they are suitably prepared to scrutinise, support and challenge the work and effectiveness of the local YJ System
- We expect to see young people more directly contributing to the Board.
  - This will result in review of policies, procedures and operating protocols
  - This may provide leadership development opportunities for previous client young people of the local YJS
  - Representation may take a number of forms – a sub group of the current Board is leading on this work
  - We expect the voice of children to have an increasing impact on the scrutiny of the effectiveness of the local YJS
- We expect to see consistent attendance by suitable level of seniority for all statutory partners

### **Improvements to data**

- We expect to see routine contributions of agreed data items from all partners on a routine basis which enables a more rounded picture of the effectiveness of the local YJS system
  - This would demonstrate further
    - What approaches are working well for desistence
    - What approaches are working well for over-representation / disproportionality
- We expect to see new data items reflecting the views of children and their families with whom we are working regarding the quality of service we are providing and areas for improvement. We also expect to see themes from children which their practitioners feed into the data from their routine and frequent contacts with them. A Board Sub Group is addressing this development.

### **Improvements to partnership working**

- We expect to see improved consistency in reviews and resettlement planning
- We expect to see an enhanced pathway and level of service for children requiring support with Speech Language and Communication needs
- We expect to see enhanced operations for our Out of Court, triage and Custody level interventions to enable greater effectiveness of approaches for early intervention and diversion from more entrenched involvement with the local criminal justice system
- We expect to embed routine use of feedback mechanisms at the end of an intervention to gather the view of children and their families to inform us about the quality of service we have provided and areas we can improve on

### **Improvements to community level communications**

- We anticipate developing our local offer / website to provide helpful information to the local communities about the services we provide and how we work collaboratively

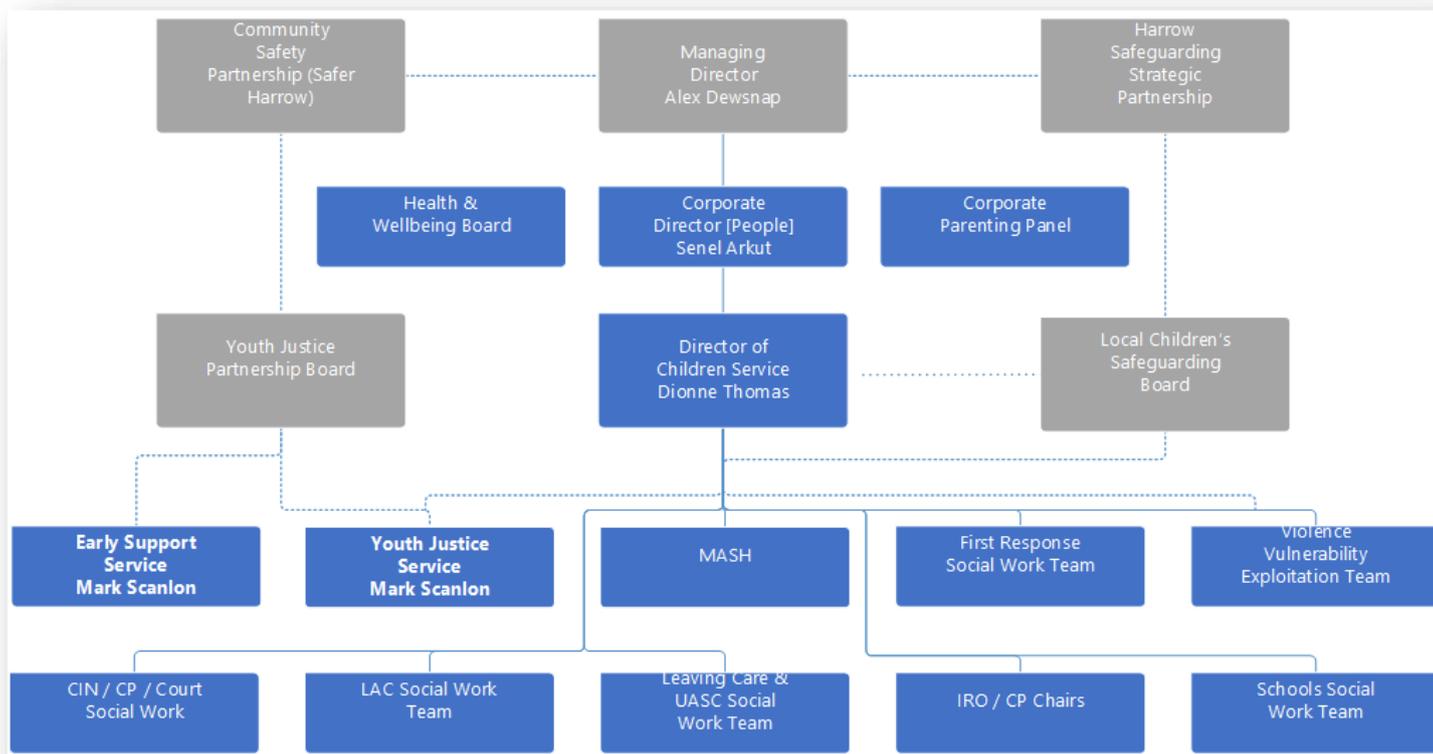
## **15.2. Looking forward**

- Within 2023-24 The key priority areas for the Harrow Youth Justice system (team, partnership and board) are:
  - To carry out the improvement actions set out in our improvement plan based on the HMIP Inspection (as laid out in [Appendix 3 below](#))
  - To carry out the other areas of improvement listed above relating to
    - Board (including):
      - Increased participation of children and families in the Board
    - Data (including):
      - Increased representation of Children’s views thematically captured
      - Routine engagement of children and families in intervention closure surveys
  - To develop our current areas of [innovative practice](#) and increase the evidence base through seeking academic research partner to work with (particularly our approach to the [psychologically informed development of staff](#) and our anti-racist [three pronged approach](#))
  - To undertake a self-evaluation of the local implementation of National Standards

- To fully implement the Engage and Turnaround (Prevention focused grant funded projects/programmes)
- For the Board's 3 subgroups (Voice, Disproportionality, Prevention) to start to deliver improved strategic and operational outcomes.
- To develop our web pages to show the range of services on offer and how we work
- To collaborate with others about the integration of YJS services into the development of [Family Hub models](#) of delivery of services.

	
<b>Mark Scanlon</b> – 22 June 2023 Assistant Director for Youth Justice & Early Help Peoples Directorate, London Borough of Harrow, Forward Drive, Harrow, HA3 8NT	<b>Peter Tolley</b> – June 2023 Director of Children's Services Peoples Directorate, London Borough of Harrow, Forward Drive, Harrow, HA3 8NT

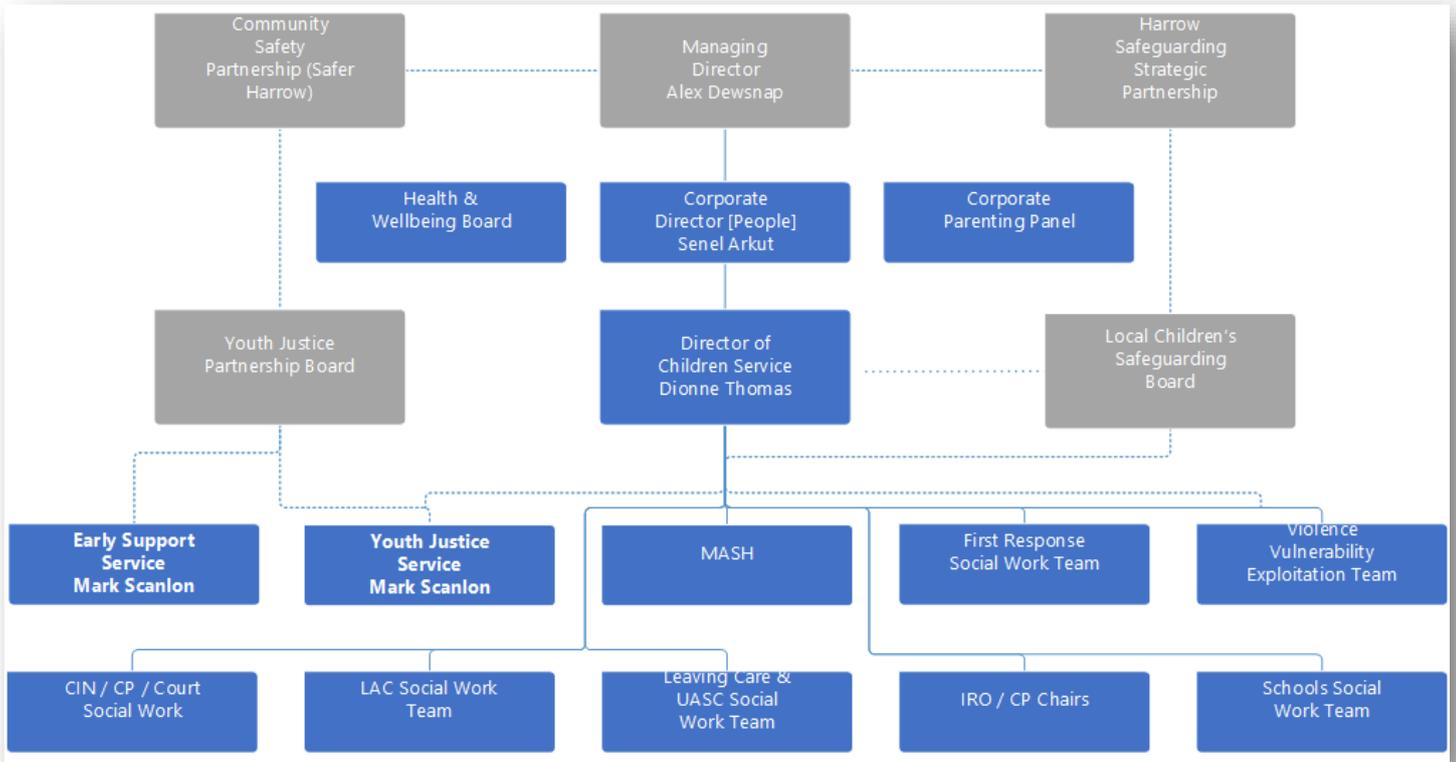
# 16. Appendix 1a - The YJ Team



## Staffing table

Item	2021-2	Current	Comment / Note
Total staff headcount	26	25	Staff in team whose sole role is within YOT: 19
Total number of FTE posts	19.7	20.5	
Average caseload case managers	6	6.75	Current: 48 cases to 8 practitioners Previous Year: 54 cases to 8 practitioners
Percentage of workforce female	77%	72%	20 out of 26
Percentage of workforce Black Asian and Multi Ethnic	54%	56%	14 out of 26
Percentage of workforce with declared disability	0%	0%	

# 17. Appendix 1b - The relation of Harrow's Youth Justice Service to the Directorate, the Council and Additional Partnership Boards



## 18. Appendix 2 - Budget Costs and Contributions 2023/24

## 19. Appendix 3 – HMIP Improvement Plan

LBH YJS HMIP Improvement Plan - 16 December 2021

HMIP Recommendations are in red and blue font

**The chair of the management board should:**

**1. Ensure that there is consistent attendance by representatives of the appropriate seniority from all statutory partners**

**What will the HYJS do? (Specifically)**

- Review current membership specifically gaps in attendance and/or seniority
- Invite attendance from suitable representatives of all statutory partners
  - Ensure suitable induction pack and process
  - Ensure commitment to attending

**Who will lead on it / be the responsible owner?**

- Chair of the Harrow Youth Justice Partnership Board

**How will we measure success?**

- All core delegates of the partnership board to sign a commitment of undertaking

**Timescales**

- Q2 2022/3

**2. Work with board members so they understand their role and the function of the YJS to enable them to challenge and advocate on behalf of the children and families accessing the service.**

**What will the HYJS do? (Specifically)**

- Ensure all (and any new) members engage in a review/induction process by Q3 2022
- There will be a set of specific workshops for the Board themselves to produce an online document which outlines their role and the function of the YJS

**Who will lead on it?**

- Chair of the Harrow Youth Justice Partnership Board

### **How will we measure success?**

- Peer review of the published document

### **Timescales**

Q2-3 2022-3

### **The Harrow YJS partnership board should:**

### **3. Ensure it is receiving analytical data that improves its understanding of the needs of children who access the YJS and better informs its strategic direction for the service**

#### **What will the HYJS do? (Specifically)**

- Review the current data pack and frequency of production
- Propose a new data pack for monthly, quarterly and annual reports
  - Ensure more comprehensive data about Harrow Children's
    - a) desistence needs
    - b) vulnerabilities and risk factors
    - c) what works
  - Ensure voice of the child is apparent and captured and informed the strategic direction of the service
    - a) Implement satisfaction surveys for each young person worked with
- Work to implement young people's representation on the Harrow YJ Partnership Board
  - Consider and report back to Main Board on options for this (including inviting representatives of Harrow Youth Parliament, Corporate Parenting Panel Young People, YJ user participation groups, Shadow Board)

#### **Who will lead on it?**

- Head of Service

#### **Supporters**

- Data analyst
- Team Manager
- Representatives of Harrow Restorative Justice Team

#### **How will we measure success?**

- Internal scrutiny of the proposed data pack
- Peer review of our new data pack

#### **Timescales**

- By end of Q4 2022

#### **4. Challenge and advocate for the YJS across the partnership to ensure that children are prioritised and able to access services and provision effectively to meet their needs**

##### **What will the HYJS do? (Specifically)**

- The Board to engage in a workshop (or set of workshops) to produce a consolidated statement about the child focused mission and vision of the Board and partnership. Suitable form of words to be produced to be published on the Harrow YJS web pages. This to be added to the Board induction pack.
  - By Q2-3 2022-23
  - Head of Service / Board Business Manager to lead
- Establish an anonymous pathway (with an option to provide contact details) (using MS Forms) for YJ Practitioners to raise concerns directly to the Board (via Business Intelligence Unit) about any aspect of case work or partner service provision which in their view does not prioritise children (child first approach)<sup>3</sup>. These concerns to be collated and presented within the quarterly Board data pack.
  - By Q2 2022-23
  - Head of Service + Data Analyst
- The Board to ensure its revised Terms of Reference include specific reference to wanting to hear about such blockages whether they be child specific or systemic with a view to resolving any concerns or issues raised. The board to consider any such issues at each quarterly meeting.
  - By Q2 2022-23
  - Board Deputy Chair
- Ensure Escalation Policy is reviewed and known about by all relevant stakeholders. Ensure it addresses disproportionality and encourages an initially informal resolution and restorative focused approach. Note formal escalation should be the last resort and most matters would be expected to be resolved before this step is taken as outlined in the Youth Justice Service and Children's Social Care Joint-Protocol
- Statutory Core members will lead a review of practice against national standards
  - Statutory Partners will lead this and deliver a report to Board by Q4 2022-23

#### **5. Ensure that there is provision and a clear pathway to identify and address the speech, language and communication needs of children known to the YJS.**

##### **What will the HYJS do? (Specifically)**

- A) Review and report current provision to Board with recommendations
- B) Specify and Commission an enhanced provision\*
- C) Devise quality and effectiveness assurance process

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<sup>3</sup> There will be an option to flag if the case is subject to a Turning Point delivered intervention

- D) Implement new pathways

#### **Who will lead on it?**

- HYJS Team Manager

#### **Supporters**

- Children's Commissioner for LA and for CCG

#### **Timescales**

- A) Q1 2022-23
- B) Q2 2022-23
- C) Q3 2022-23
- D) Q3-4 2022-23

#### **How will we measure success?**

- \* The new specification will be made available as a separate document
- Publish the agreed pathway on the YJS web pages
- Undertake a satisfaction survey with all young people identified as requiring speech, language and communication needs support. Report the result of this each quarter to the Local Partnership Board

### **The Harrow Youth Justice Service should:**

## **6. Ensure that all out-of-court disposal options are known, considered and promoted so that children can be diverted from the criminal justice system effectively**

#### **What will the HYJS do? (Specifically)**

- Produce a comprehensive guide on all out of court disposal options for practitioners to share with Board members, service providing partners, children and families involved with the YJ Service.
- Include data in the Quarterly Board Data pack about the number of each type of OOCDD disposal chosen through the weekly OOCDD panel.
  - Specifically look for any bias against recommending Youth Cautions as HMIP highlighted this risk.
- Bench-mark against a range of other YOTs to ascertain if Harrow is within or outside of usual range
  - Consider other Boroughs within the Police NW BCU
  - Consider statistical neighbours
  - Consider London
  - Consider England

- Continue to participate in the six monthly London Wide MOPAC backed Met Police facilitated Multi Agency Scrutiny Panels which are participated in by MOPAC, YJB, Met Police, CPS and Judiciary which consider the suitability of disposal decisions and which in the first 4 panels over the last 2 years considered 100% of Harrow's decisions to be suitable. Report results to the local partnership board.

#### **Who will lead on it?**

- Operational managers will produce the guide
- Business Analyst will produce the data reports and bench marking reports
- Head of Service will continue to lead on the scrutiny panels

#### **Supporters**

- Team Manager + one statutory Board member to act as Champion/promoter

#### **How will we measure success?**

- Bench marking
- Data scrutiny
- Practice Evaluation theme at least once every year

#### **Timescales**

- Produce Guide by Q2 2022
- Produce local data report by Q1 2022
- Produce benchmarking data reports by Q3 2022
- Scrutiny Panels every 6 months
- Practice Evaluation theme at least annually

### **7. Formally collate feedback from children and families who access the service and use this to inform service delivery.**

#### **What will the HYJS do? (Specifically)**

- Implement an annual survey of all children who have been involved with the HYJS during the preceding 12 months
- Implement a satisfaction survey for all children and their families/carers to be issued at the end of a period of intervention
- Implement an analysis of learning from Asset+ self-assessment questionnaires on a routine basis (ideally with each quarterly data pack)
- Create a work stream and allocate one core member of the partnership board and one member of the HYJS to lead on the development of a VOICE of the CHILD work stream which will consider and recommend options to the Board about how best to enable children and families who access the service to inform service delivery
  - Consider a range of options including:

- a) A shadow/children's board
- b) Running some Boards as twilight sessions or out of school times and inviting a range of children or children's representatives to attend (eg Harrow Youth Parliament, and/or Corporate Parenting CIC group and/or a HYJS user group\*)

### **Who will lead on it?**

- Head of Service

### **Supporters**

- Portfolio Holder (council lead member) for children's services
- Service Management / Coordinators team
- At least one partnership board member
- One YJS Practitioner
- At least one YP (or representative)
- Young Harrow Foundation
- \* Restorative Justice Coordinator

### **How will we measure success?**

- Reports of questionnaire and self-assessment data (quarterly and annual summary)
- Establishment of a meaningful mechanism to gather involvement of children's views in strategic and operational matters
- Involvement of children and families in any new policies and strategies
- Harrow Youth Parliament continue to be involved in Overview and Scrutiny of the Annual YJ Plan

### **Timescales**

- Annual Survey to Commence each Q1 – report to the following board meeting
- Satisfaction surveys on closure to commence from Q1 2022
- Consolidation of Asset+ VOICE questionnaires to commence reporting from Q1 2022
- VOICE workstream to commence from Q2 2022 with recommendations by Q3 2022 and implementation by Q4 2022

## **8. Improve the quality of delivery of interventions for all children where safety and wellbeing concerns or risks to others are identified.**

### **What will the HYJS do? (Specifically)**

- Establish a series of workshops<sup>4</sup> for members of the Harrow Youth Justice Service to consider and develop best practice in planning, delivering and reviewing interventions. This will particularly include:

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<sup>4</sup> This may include external facilitators / trainers

- making suitable contingency arrangements for if risks increase
- maximising opportunities for engaging in restorative justice
- ensuring the safety and protection of actual or potential victims
- ensuring that the engagement and outcome of all externally delivered interventions are followed up on, are suitably recorded and taken account of in reviewing progress
- Strengthen the process of reviewing case work progress
  - a) Develop and report<sup>5</sup> in the board data pack a data tracking tool to show “distance travelled” by individuals in terms of:
    - Risk of reoffending
    - Risk of Serious Harm (to others)
    - Risk to child’s own safety and wellbeing
- Assure that the joint protocol between the Harrow Youth Justice Service and Children’s Social Care Service results in effective co-working, collaboration and intelligence sharing within joint and integrated working opportunities<sup>6</sup>
- Review the Terms of reference of SWaRM and the interface between MACE and SWARM and any developments regarding an Adolescent Safeguarding Strategy / Operating Model / Practice Guidance
- Review Supervision Policy to ensure consideration of contingency planning/plans

### **Who will lead on it?**

- Head of Service

### **Supporters**

- External expert facilitators and trainers
- The leadership and management team
- Business Intelligence Analyst
- Victims lead / Victims representatives
- Restorative Justice Lead
- Client user group / representatives

### **How will we measure success?**

- One member of the Youth Justice Partnership Board should be nominated as Champion to take a specific interest in these developments and be able to independently report back to the main Board about progress
- The Board will undertake a further self-evaluation
- The Board will consider inviting a peer review

### **Timescales**

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<sup>5</sup> Show aggregated data within the Board data pack and show individual’s distance travelled tool to child files

<sup>6</sup> Such as cases which are jointly allocated to Youth Justice Practitioners as well as Children’s Social Care Social Workers

- Planning for workshops and development sessions will take place within Q4 2021-2 and Q1 2022-3
- The first internal whole service workshop is booked for 19 January 2022
- Further whole service workshops / training sessions will be planned for delivery within Q2-4 2022-3 and thereafter twice yearly

**The Metropolitan Police and Harrow Youth Justice Service should:**

**9. Review and improve communication between both services, particularly at operational level, to ensure effective information-sharing, joint working and progression reports in relation to all children participating in the Turning Point pilot.**

**What will the HYJS do? (Specifically)**

- Ensure the memorandum of understanding which sets out the data sharing requirements and expectations is well understood by all Harrow YJS officers. Make available to all YJS staff on internal intranet site.
- Ensure that Turning Point's officers' reports of children's intervention plans, progress reports and outcome are received by Harrow YJS and copied into Harrow YJS case management recording systems.
- Promote good communications between Turning Point and Harrow YJS particularly at an operational level.
- Enable concerns to be flagged through the recognised escalation systems and in addition through the new anonymous pathway which will be developed as outlined against recommendation 4.

**Who will lead on it?**

- Head of Service for Harrow YJ

**Supporters**

- The Harrow Youth Justice Partnership Board Police Representative
- The Met Police Turning Point Lead and local lead
- Team manager Harrow YJS and Deputy Team Managers

**How will we measure success?**

- Anonymised concerns reported within the Data pack
- Published memorandum of understanding on internal intranet site
- Harrow YJS to contribute their findings to the University of Cambridge's evaluation

**Timescales**

- Reports from Turning Point case managers about plans, progress and outcomes are now being received routinely. Harrow YJS have received these for all cases which have been part of the

pilot since it was initiated. As they are received these reports are added to Harrow's Case Management Systems

- Communications will continue to be encouraged through the continuation of sharing and discussing Turning Point Quarterly newsletters within the team and through the continued attendance of Turning Point officers at Harrow Youth Justice Service Team meetings and presentations to the Partnership Board
- Additionally, the new mechanism for anonymously highlighting concerns<sup>7</sup> to the Harrow YJ Partnership Board will be implemented in Q1 2022-3

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<sup>7</sup> This will be achieved through the use of Microsoft Forms which enables anonymous questionnaire returns.

## 20. Appendix 4 – Consultation

The 2023 update draft has benefited from a range of consultation including

- Community Safety Partnership (Safer Harrow) organised events about the most recently available data regarding crime, the perception of crime, those committing crime, victims of it and those supporting victims and perpetrators of crime. At these sessions the Community Safety Plan priorities were reviewed, considered and reformulated. The Youth Justice Partnership is a part of the wider Safer Harrow Community Safety Plan. The priorities identified within the YJ plan form an integrated part of the delivery of the Harrow Community Safety Plan.

The 2023 update will pass through a range of council procedures planned for the summer and autumn of 2023 including

- Portfolio Holder briefing: May / June 2023
- Key Decision notification of intention to proceed to Council sign off: August 2023
- Publication of incorporated reports to cabinet briefing: August/September 2023
- Overview and Scrutiny Committee: September 2023
- Cabinet reports and questions: September 2023
- Cabinet meeting: October 2023
- Council Meeting: November 2023

As part of additional consultation, the following questions are being asked

- Are the 5 local priorities outlined on the "[plan on a page](#)" graphic, the right ones?
  - What should be added / taken away / amended?
- [The Service Development Plan](#) section talks about: implementing, maintaining and developing a range of required and innovative best practice ambitions.
  - Do you think this section captures all it should?
  - Is there anything to be added, taken away or amended to this section
  - Associated [Challenges and Risks](#) are identified [here](#)
    - Are there others to be logged?
    - What mitigation is in place to manage these?
- How could you support the Harrow Youth Justice Partnership?
  - Support the work of the subgroups: Voice, Disproportionality, Prevention?
  - Support the Standards Self Assessment?
  - Support Training and Development?
  - Support operationally / volunteering?
  - Support Strategically: developing partnerships?
  - Other?
- Do you have any other comments on the 2023 YJ Plan update?



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# Youth Justice Plan

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A briefing on the Harrow Youth Justice Plan 2023-24

2 Oct 2023



LONDON BOROUGH OF  
**HARROW**

## The plan on a page



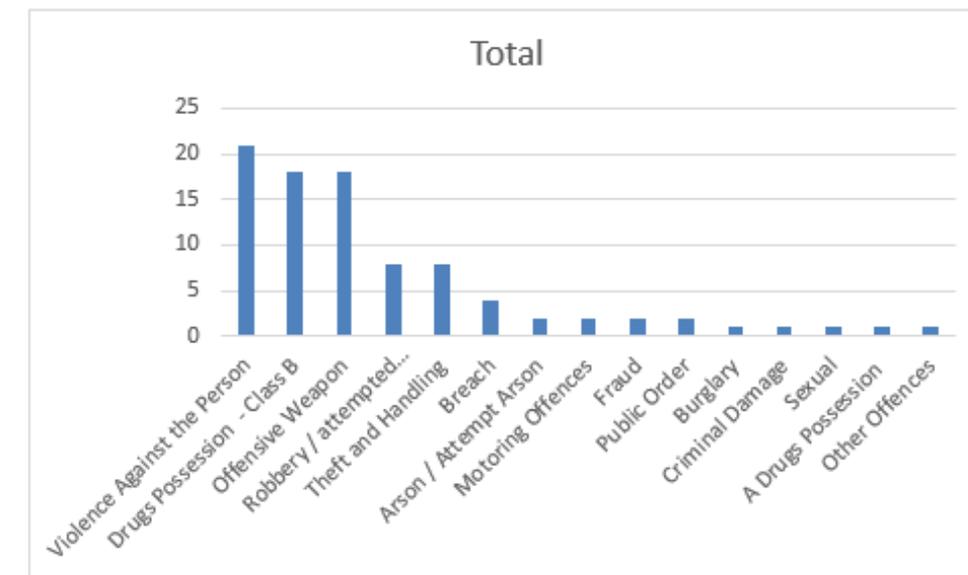
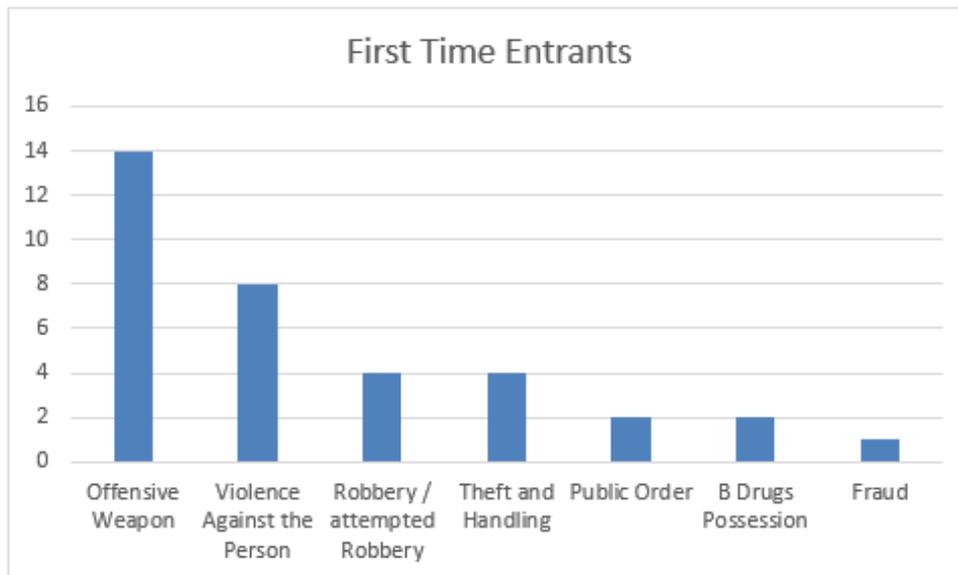
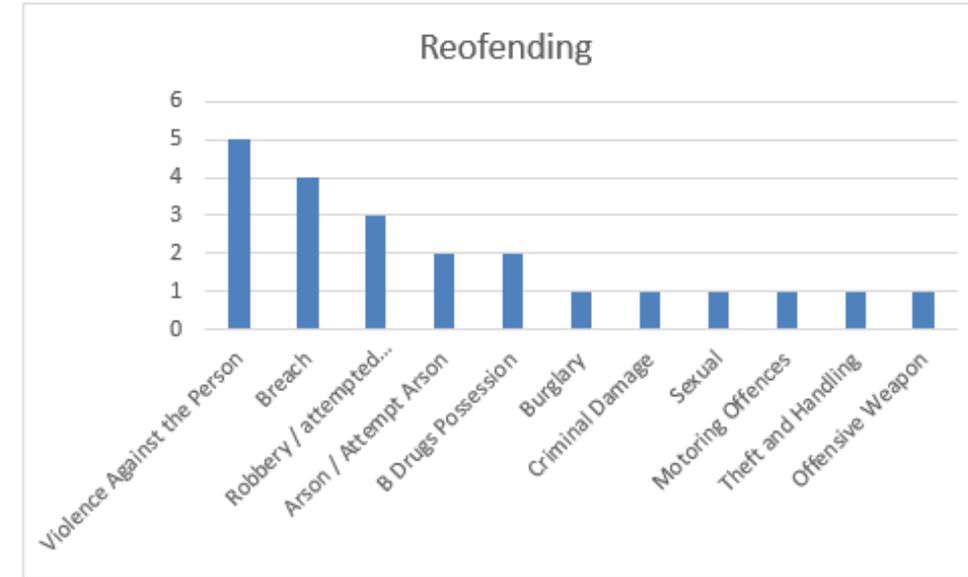
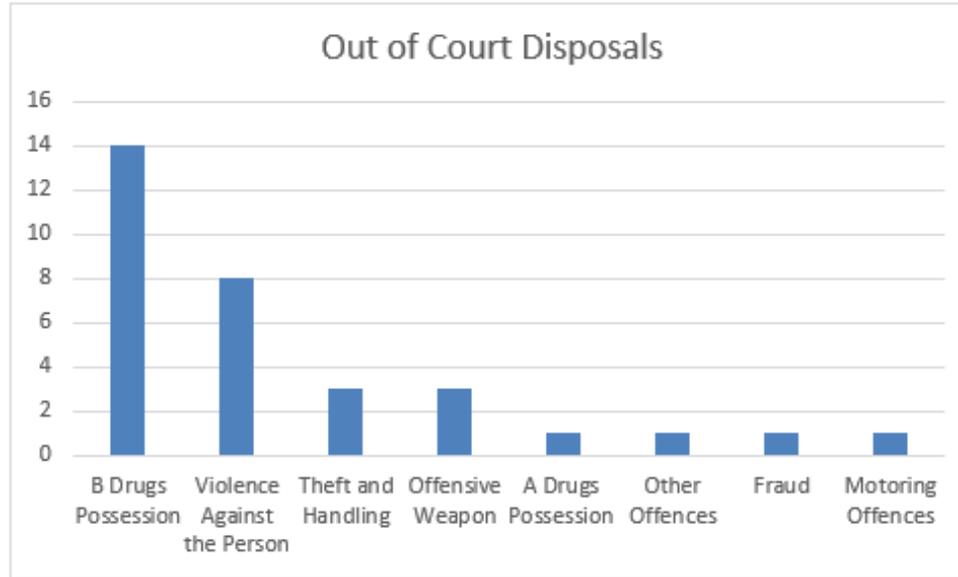
## A Child First Approach

- Children involved in the criminal justice system must be seen firstly as Children.
- The offences that children are involved with do not create “offenders” requiring “offending management”
- Children become involved in the criminal justice system for a variety of reasons
- Harrow Youth Justice Service's approach is to assess the needs of children, including what has driven them to become involved in crime and what will help divert them away from such behaviour
- 125 We consider Psychological approaches to understand behaviour and insights as a key to change
- We consider the impact of structural disadvantages, adversity and encountered trauma and offer a range of suitable supports to counter this
- Protecting the public is a profound duty which we take very seriously. Although there is a place for restricting the anti-social opportunities of children who cause serious harm, the most effective way to do this is to ensure that children grow into adults with a sense of civic pride and pro-social behavioural skills with good opportunities to put these into practice.
- We try to build meaningful positive and professional relationships which promote lifestyles pro-social lifestyles and prevent and divert children away from contact with the criminal justice system

# A briefing on Harrow Youth Justice Plan 2023-24. Sept 2023

## Harrow's local profile

- Numbers of active cases are decreasing while complexity increases (Around 50 active Young People at any time, average time of Order: around 3 – 6 months. Some 12 to 24 months, custodial up to 5+ Years)
- First Time Entrants to the YJS is decreasing and below the London and National Average
- Reoffending rates are below London & National Average
- Custody Rates are slightly above National rates at 2 per 10,000



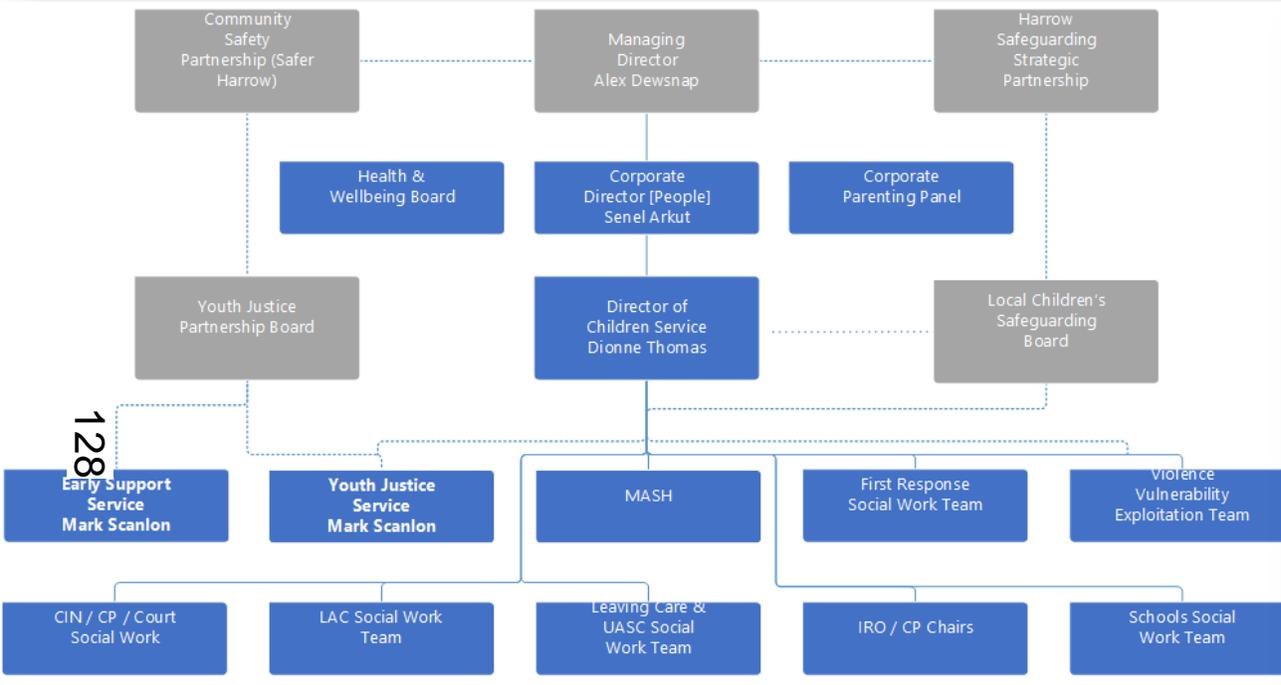
## **Harrow's priorities (YJS and Safer Harrow)**

- **Reduce proportion of over-represented (young Black male) children**
  - 3 prong strategy in place
- **Prevention and Diversion**
  - Early Help through multi agency working
  - Turnaround and Your Choice programmes (externally grant funded)
  - Triage and Engage and NHS Diversion Programmes
  - Education (EET) Programmes and Partnerships
- **Restorative Justice**
  - Reparation programmes
  - Victim support, direct and indirect mediation
- **Partnership Approach to reducing Serious Youth Violence**
  - A "Safer Harrow" priority programme / partnership approach
- **Constructive resettlement from custody and remand**

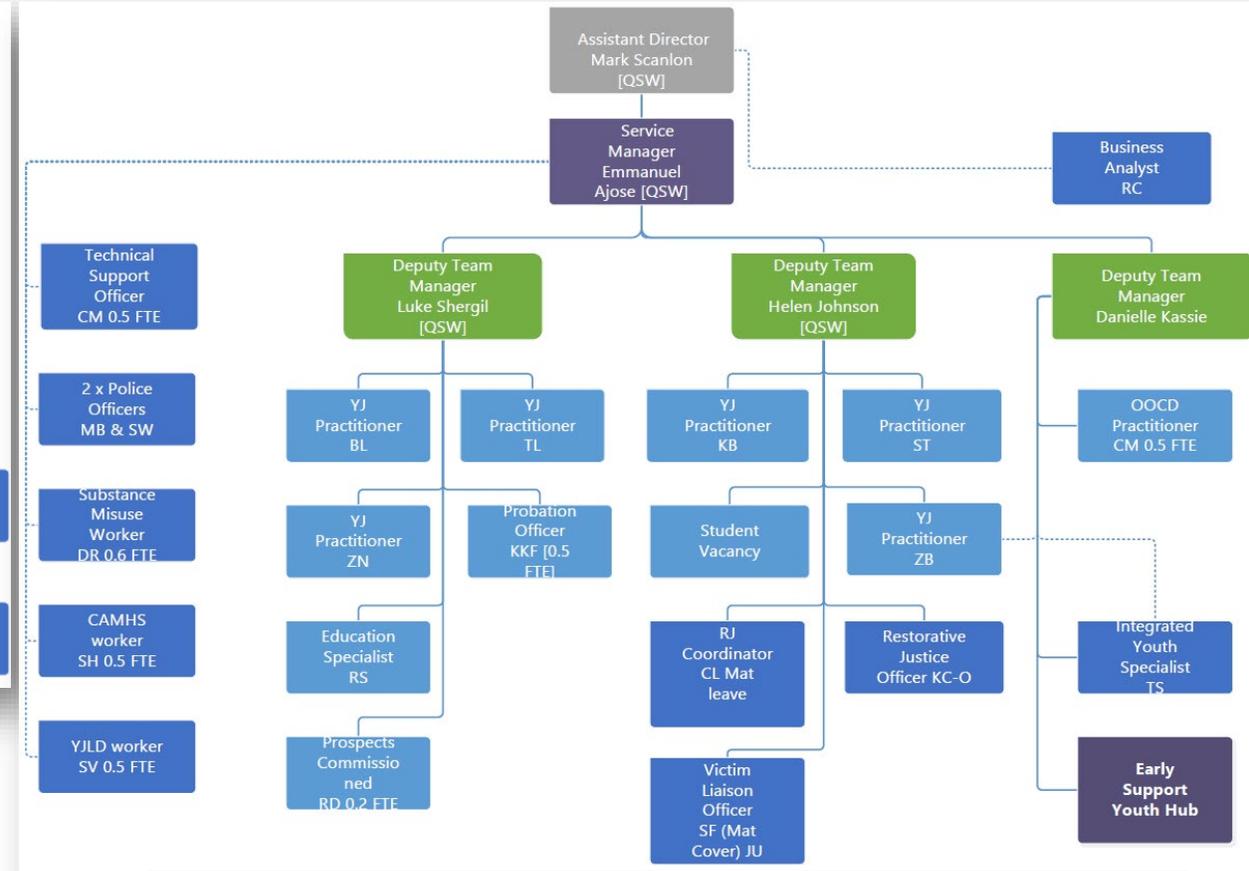
# A briefing on Harrow Youth Justice Plan 2023-24. Sept 2023



## Harrow YJS arrangements and resources



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EXPENDITURE	Youth Justice Board	Local Authority	Police	Probation	Health	Total
Salaries	£219,394	£686,692	£100,134	£31,709	£33,272	<b>£1,071,201</b>
Activity costs	£6,031	£13,877		£5,000		<b>£24,908</b>
Accommodation	£0	£0				<b>£0</b>
Overheads	£32,211	£100,818				<b>£133,029</b>
Equipment	£0	£0				<b>£0</b>
<b>Total expenditure</b>	<b>£257,636</b>	<b>£801,387</b>	<b>£100,134</b>	<b>£36,709</b>	<b>£33,272</b>	<b>£1,229,138</b>

INCOME	Youth Justice Board	Local Authority	Police	Probation	Health	Total
Cash	£257,636	£801,387		£5,000		<b>£1,064,023</b>
In-kind			£100,134	£31,709	£33,272	<b>£165,115</b>
<b>Total income</b>	<b>£257,636</b>	<b>£801,387</b>	<b>£100,134</b>	<b>£36,709</b>	<b>£33,272</b>	<b>£1,229,138</b>

## **Harrow YJS – Key risks and issues**

- Although a small cohort of Young People, the public protection risk is the highest of all cohorts within Children's Services. They require an intensive management overhead.
- There is no dedicated secure space for regulated visits since the Civic Centre closed. There is a risk associated with using shared (universal access) spaces, such as the Wealdstone Youth Centre
- 129 The management re-structure reduces the management capacity from 2.5 to 1.5 dedicated managers which has led to some anxiety yet to be resolved particularly for managers covering Court and Weekend Duty
- The National Youth Justice Board has added 10 new Performance Indicators from Q3 of 2023-24 meaning there is new processes for gathering relevant data
- A Self evaluation exercise is currently planned for Q3 2023-24 which will provide recommendations for additional improvements to the service

## Harrow YJS Plan next steps

- Next year's Youth Justice plan to include data about crime profiles for each of the Harrow Wards
  - This year's cabinet report to include Ward level Data if possible – this will only be shown in the council report as the main YJ plan cannot be updated for 2023-24 at this stage.
- Cabinet 26 October 2023
- Full Council November 2023
- Ongoing, the Youth Justice Plan is an annual requirement – each year the draft plan to be presented and consulted on with the Safer Harrow Community Safety Partnership Board around April each year in readiness for submission to the Youth Justice Board in June each year.
- In the years that there is an update of the Community Safety Plan, for consultation events to also include consultation on the annually updated YJ Plan and for the timing of council reports to align.



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