

Norfolk County Council

Date: Tuesday 30 January 2024

Time: 10 am

Venue: Council Chamber, County Hall, Martineau Lane,
Norwich NR1 2DH

Supplementary Agenda One

17.1 Youth Justice Plan 2023/24

Page A2

Tom McCabe
Chief Executive
County Hall
Martineau Lane
Norwich
NR1 2DH



Date Agenda Published: 24 January 2024

**For further details and general enquiries about this Agenda
please contact committees@norfolk.gov.uk**



If you need this agenda in large print, audio, Braille, alternative format or in a different language please contact Democratic Services. Email: committees@norfolk.gov.uk and we will do our best to help

County Council

Report Title: Youth Justice Plan 2023/24

Date of Meeting: 30 January 2024

Responsible Cabinet Member: Cllr Penny Carpenter (Cabinet Member for Children's Services)

Responsible Director: Phil Watson, Director Family Help and High Needs

Executive Summary

Local Authorities have a statutory duty to submit an annual Youth Justice Plan relating to the provision of youth justice services, including how they will be funded, operate and what functions will be carried out. This plan is formulated and implemented after consultation with partner agencies.

The plan sets out how offending behaviour of children should be prevented and reduced. Annual plans are an opportunity to review performance and development over a single year period and plan for the next year through the identification of actions to be undertaken under key priorities. This allows for any changes that have taken place over the past year, such as legislative and demographic, to be taken into account.

Action Required

1. Approve the Norfolk Youth Justice Plan 2023/24 as appended and recommend inclusion on the policy framework.

1. Background and Purpose

- 1.1 Youth Justice Plans are required to be submitted on the template provided by the national Youth Justice Board and payment of the Youth Justice Grant is dependent upon its timely submission. The Norfolk Youth Justice Strategic Plan

was signed off by Norfolk's Youth Justice Board on 26 June 2023. Key partner agencies and stakeholders are each represented on the board. The proposed Norfolk Youth Justice Plan 2023-24 can be found at Appendix A for consideration and approval by Members.

2. Proposal

2.1 The Norfolk Youth Justice Plan sets out how the Norfolk Youth Justice Service (NYJS) will fulfil its vision and 'sets out progress against the key aims of the youth justice service. The plan identifies priorities for the coming year. NYJS strategy and practice is guided by a 'child first' principle, which puts children at the forefront of all its work.

Key aims of the youth justice service are;

- Reduce the number of children in the youth justice system
- Reduce reoffending by children in the youth justice system
- Improve the safety and wellbeing of children in the youth justice system

2.2 The local priorities set out in the Norfolk Youth Justice Plan are:

- Addressing the Educational needs of children in the youth justice system
- Ensuring best practice in relation to the bail and remand of children
- Reducing disparity across identified areas of the youth justice system in Norfolk
- Reducing reoffending
- Meeting the health and well-being needs of children in the youth justice system
- Developing robust approaches to reducing serious youth violence and supporting children affected by serious youth violence
- Increasing the use of diversion activity to reduce first time entrants into the youth justice system
- Implementation of revised key performance indicators to track and analyse the performance of NYJS

2.3 According to the Local Authorities (Functions and Responsibilities) Regulations 2000, schedule 3, the Norfolk Youth Justice Plan is a required component of Norfolk County Council's policy framework. Any refresh or revision to the strategy therefore requires full Council approval, as well as a pre-scrutiny process held in accordance with the procedures and guidance set out in part 11b of the NCC constitution.

2.4 The Norfolk Youth Justice Plan 2023-24 was presented to Cabinet for endorsement on Monday 4 December. It was then presented to the Scrutiny Committee at the meeting held on the 20th December. In accordance with the NCC Policy Framework process a report detailing discussions at the Scrutiny Committee is included at appendix B. This has been presented to the Leader of

the Council and Cabinet Member for consideration. No formal recommendations were agreed by the Scrutiny Committee following discussion.

3. Impact of the Proposal

- 3.1 This proposal will primarily impact on the planning for young people who may come into contact with NYJS or related partners. It's approval also fulfils the statutory obligations of Norfolk County Council to have a Youth Justice Plan.

4. Evidence and Reasons for Decision

- 4.1 It is a statutory obligation for NYJS to develop and submit a Youth Justice Plan. The priorities set out in the plan are drawn from emerging themes, feedback, and data. Priorities are agreed by our multi- agency Youth Justice Board.

5. Alternative Options

- 5.1 Should the Youth Justice Plan not be agreed our eligibility for the Youth Justice Grant would be at risk and service delivery impacted. See financial implications below. It would also significantly impair the ability of Children's Services and partner agencies to act effectively in the best interests of children in Norfolk.

6. Financial Implications

- 6.1 The YJB grant allocation to Youth Justice Services is dependent upon the provision of the annual Youth Justice Plan. This year's grant allocation is £932,841, which represents 22.92% of the overall budget for the Norfolk Youth Justice Service (including in kind contributions). The Grant supports the front-line delivery of essential youth justice services for children. The effectiveness of YJS has been a critical enabler to the significant reductions in the use of custody, achieving significant benefits to the children of Norfolk, which will have enabled financial benefits across the whole system. All activities should meet the principal aim to prevent children offending and re-offending.

7. Resource Implications

- 7.1 **Staff:** The Youth Justice Plan sets out how NYJS organises staff to deliver frontline intervention and support to children in the youth justice system. See above for financial implications which provide for employment of relevant staff

- 7.2 **Property:** N/A

- 7.3 **IT:** N/A

8. Other Implications

8.1 Legal Implications: The Youth Justice Plan forms the key foundation to the statutory obligation to provide youth justice services in the local area. By virtue of the Local Authorities (Functions and Responsibilities) Regulations 2000, schedule 3, the Youth Justice Plan is required to be included on the Council's policy framework, necessitating it's recommendation to Full Council

8.2 Human Rights Implications: There are various human rights which are promoted via the provision of youth justice services.

8.3 Equality Impact Assessment (EqIA) (this must be included):

See Appendix C

8.4 Data Protection Impact Assessments (DPIA): None

8.5 Health and Safety implications (where appropriate): None

8.6 Sustainability implications (where appropriate): None

8.7 Any Other Implications:

9. Risk Implications / Assessment

9.1 There is an obligation to provide a Youth Justice Plan to the national Youth Justice Board on an annual basis which forms part of the conditions of Youth Justice Grant. The plan sets out the key planning across the range of priorities that Children's Services and partner agencies use to develop and implement effective practice.

10. Select Committee Comments

10.1 None

11. Recommendations

To:

1. Approve the Norfolk Youth Justice Plan 2023/24 as appended and recommend inclusion on the policy framework.

12. Background Papers

- 12.1 Appendix A – Norfolk Youth Justice Plan 2023-24
- 12.2 Appendix B - Norfolk Youth Justice Plan 2023-24 – report from the Scrutiny Committee to the Leader of the Council
- 12.3 Appendix C – Equality Impact Assessment

Officer Contact

If you have any questions about matters contained within this paper, please get in touch with:

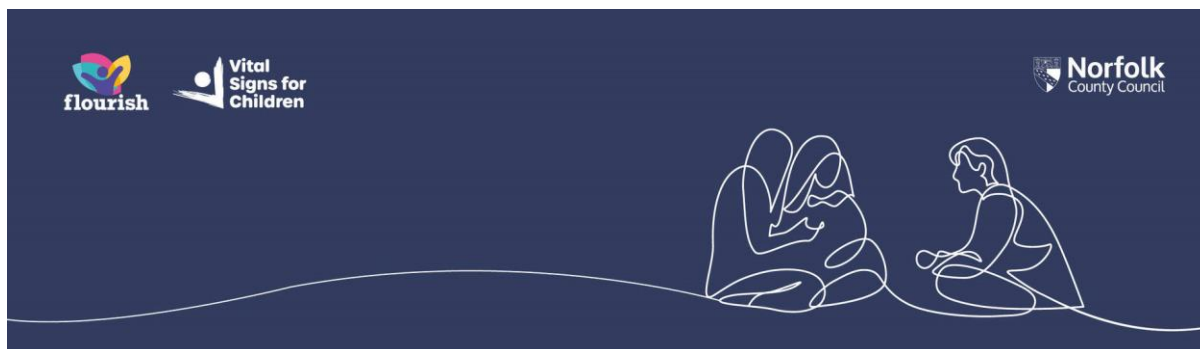
Officer name: Lauren Downes

Telephone no.: 07809667001

Email: lauren.downes@norfolk.gov.uk



If you need this report in large print, audio, braille, alternative format or in a different language please contact 0344 800 8020 or 0344 800 8011 (textphone) and we will do our best to help.



Norfolk Youth Justice Service

Youth Justice Plan 2023/2024

Service Manager: Lauren Downes
Chair of YJS Board: Chris Robson

Contents

1.	Introduction, vision and strategy	4
	Local Context.....	5
2.	Child First	5
	See Children as Children.....	5
	Devise pro-social identity for positive child outcomes.....	6
	Collaboration with children.....	6
	Promote diversion.....	6
3.	Voice of the child	7
	Participation in practice.....	8
4.	Governance, leadership and partnership arrangements.....	9
5.	Board development.....	10
6.	Progress on previous plan	12
	Serious Youth Violence	12
	Reducing Reoffending	12
	Diversion.....	14
	Health and Wellbeing.....	14
	Data	15
	Disparity.....	15
	Community of Practice (Adolescents).....	17
	Enhanced Participation as a model for desistance	17
	Education, Exclusions, Elective Home Education and SEND.....	18
7.	Resources and services	19
8.	Performance	20
	National key performance indicators.....	20
	Additional key performances	22
9.	Priorities.....	29
	Children from groups which are over-represented.....	29
	Prevention	31
	Diversion.....	32
	Education.....	33
	Restorative approaches and victims	33
	Serious violence and exploitation	34
	Detention in police custody	35
	Remands	36
	Use of custody	37

	Constructive resettlement	38
10.	Standards for children in the justice system	38
11.	Workforce Development	39
12.	Evidence-based practice and innovation and Evaluation.....	39
13.	Service development plan	41
	Service development	41
	Challenges, risks and issues	46
14.	Sign off, submission and approval	47
15.	Appendixes	
	Appendix 1	49
	Appendix 2	50
	Appendix 3	51
	Appendix 4	52
	Appendix 5	54

1. Introduction, vision and strategy

Welcome and thank you for taking the time to read our Youth Justice Plan. This plan is incredibly important. It will set out how we are performing in our priority areas, highlight the challenges we face and some of the fantastic work we are doing. As the Chair of the Norfolk Youth Justice Board (NYJB), I am incredibly proud of the professionalism and dedication of our Youth Justice Service.

This plan has been developed in consultation with all agencies involved in Norfolk's Youth Justice System. The NYJB has contributed to it, offering multi-agency insight and ensuring oversight of this document. Each of the key areas and priorities within the plan are discussed at Board meetings offering an opportunity to challenge and support the Youth Justice Service delivery.

One of the primary functions of the NYJB is to ensure that the plan offers the opportunity to provide the best outcomes for children in every aspect of the youth justice system. We embrace the Youth Justice Board vision of 'A youth justice system that sees children as children, treats them fairly and helps them to build on their strengths so they can make a constructive contribution to society. This will prevent offending and create safer communities with fewer victims' and our guiding principle that 'All agencies should consider children involved in the youth justice system as a "child first"'. This plan helps us to deliver those outcomes.

It is important that we recognise and react to emerging threats within Norfolk without diminishing the work we do to achieve our existing aims around reduction of children in the youth justice system and re-offending. To this end you will see that we are doing work to address disparity that exists within the system, not only in terms of ethnicity but also gender. This work is being led by a sub-group of the Board that has been created and developed in response to evidence of disparity both nationally and locally.

As the Chair of the Board, I would like to take the opportunity to recognise and sincerely thank all of our staff who work so very hard to deliver this plan. I remain incredibly impressed by their commitment and professionalism; Norfolk is extremely fortunate to have these excellent individuals working for us.

I would like to remind you of something I said in my introduction to last year's plan. 'It is important when writing and reading this report that we do not lose sight of the children, young people and families who are impacted by youth offending. We deal with some of the most vulnerable young people in Norfolk both in terms of victims and offenders. The work we do can have a positive impact on outcomes at a key stage in many young people's lives. This is a strategic document but behind each priority, each aim, each principle, lies the ambition to 'help individuals to build on their strengths so they can make a constructive contribution to society. Prevent offending and create safer communities with fewer victims'. This remains my view.

I would like to thank everyone who has contributed to this plan, particularly those who have written the document. I would also like to thank everybody who continues to contribute and support our efforts in making Norfolk's Youth Justice Service the best it can possibly be.

Chris Robson, Independent Chair Norfolk Youth Justice Board

Local Context


- Norfolk is the 5th largest county in the Country and has one of the largest youth justice services.
- In response to the changing landscape in Youth Justice nationally, ie greater focus on diversion, Norfolk Youth Justice Service (Norfolk YJS) is now structured into pre and post court strands that work county wide.
- Norfolk YJS is hosted by Norfolk Childrens Services and is part of our Family Help & High Needs directorate.
- Norfolk YJS has created a successful diversion programme which now makes up approx. 60% of our new interventions.
- As at 7th June 2023 Norfolk YJS has 186 active interventions.
- Norfolk YJS has recently appointed a permanent Head of Service who also holds responsibility for the Targeted Youth Support Service (TYSS), who work to support children at risk of extra familial harm. TYSS will dovetail with the work of Norfolk YJS and enable greater opportunities for collaborative and creative inventions to support children.
- In response to increasing levels of serious youth violence, which is inextricably linked to exploitation, Norfolk has invested in developing specialist youth and social work services and a community of practice around adolescents.

2. Child First

Over the past 12 months we have continued to focus on the principles of being 'Child First' and following the 4 tenets.

See Children as Children

- Norfolk YJS continues to promote and embed trauma informed practice. Our current self assessment based on Lancashire Violence Reduction Network Toolkit, indicates Norfolk YJS is currently working as a trauma responsive service moving towards trauma informed. Norfolk YJS has expanded their health offer which focuses on children's health and neurodiversity. Relevant training includes adultification and mental health awareness. We continue to undertake case consultations and formulations informed by an understanding of developmental trauma experienced by children.
- Our diversity audit evidences that practitioners are confident to advocate for children who experience discrimination.



*My son was very lucky to have had H come and see him. He is a credit to the service. He listened to our concerns and delivered some very informative sessions to G.
(parent)*

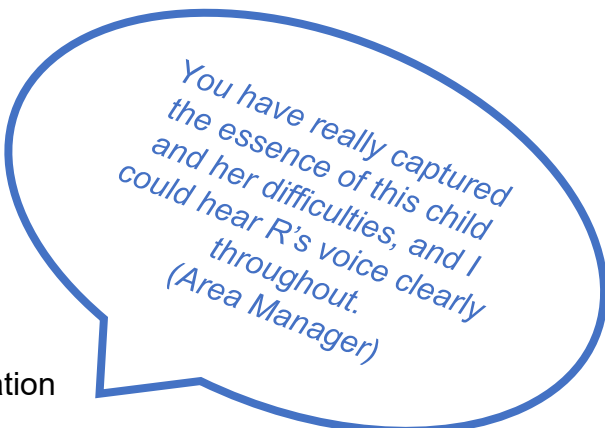
- We have built strong relationships with education teams which allows us to respond quickly to children's needs to support their right to good quality education.
- We are in the process of implementing the new case management guidance which will strengthen our Child First approach.

Devise pro-social identity for positive child outcomes

- Our Out of Court Disposal panel has improved joint decision making leading to less escalation and a higher number of diversionary outcomes for children
- We have begun to embed guided conversations to support children in exploring their identity and influencing service development

Collaboration with children

- Plans are developed jointly with children who lead on the sequencing of interventions.
- Children participate in all Norfolk YJS recruitment
- We are coproducing with children the participation strategy action plan
- We have held guided conversations with black boys to better understand their experience of the youth justice system and develop key messages to the wider partnership.



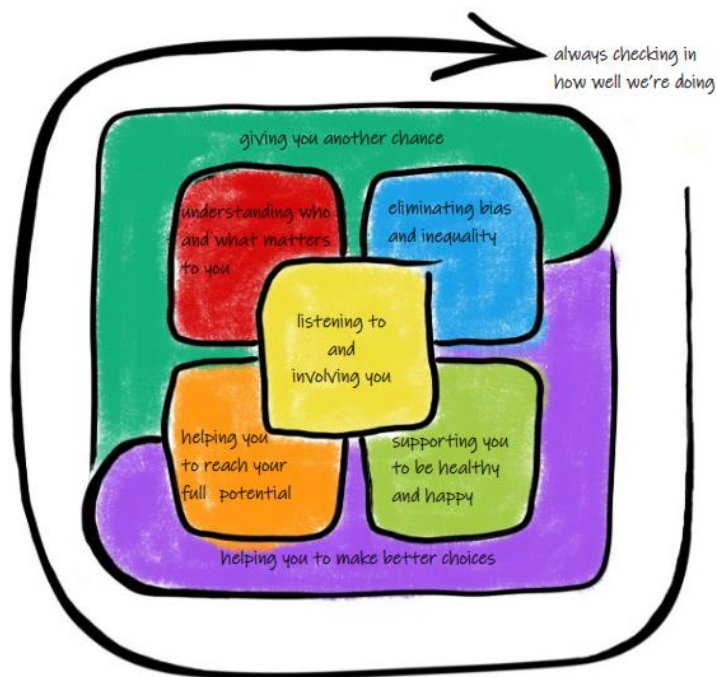
*You have really captured the essence of this child and her difficulties, and I could hear R's voice clearly throughout.
(Area Manager)*

Promote diversion

- We have expanded our diversion programme with the support of Turnaround funding. We are looking to extend the scheme to include offering the service to children who make no comment interviews thus enabling more children to receive the benefits of diversion and reduce disparity.
- Interventions are bespoke for each individual child
- In the last year our Out of Court Disposal steering group has worked hard to make best use of the wider system. Recognising the importance of relationship based practice with children we have been able to make better use of Outcome 20 for the delivery of diversionary intervention.

3. Voice of the child

Participation is at the heart of everything we do and starts with listening to what the children say. It is a dynamic whole service approach which constantly evolves.



Our children have given us a clear set of priorities describing what is important to them and their expectations of us:

I want you to listen to **me** and hear what I'm saying

Ask me about my life and get to know me

Find out how I feel

Ask about my views and opinions

Don't assume you know

Be honest and try not to keep secrets

Don't make decisions about me, make decisions with me

I want my options to be explained to me

Don't just change the rules. If things have to change, explain why

Take time to explain in a way I understand

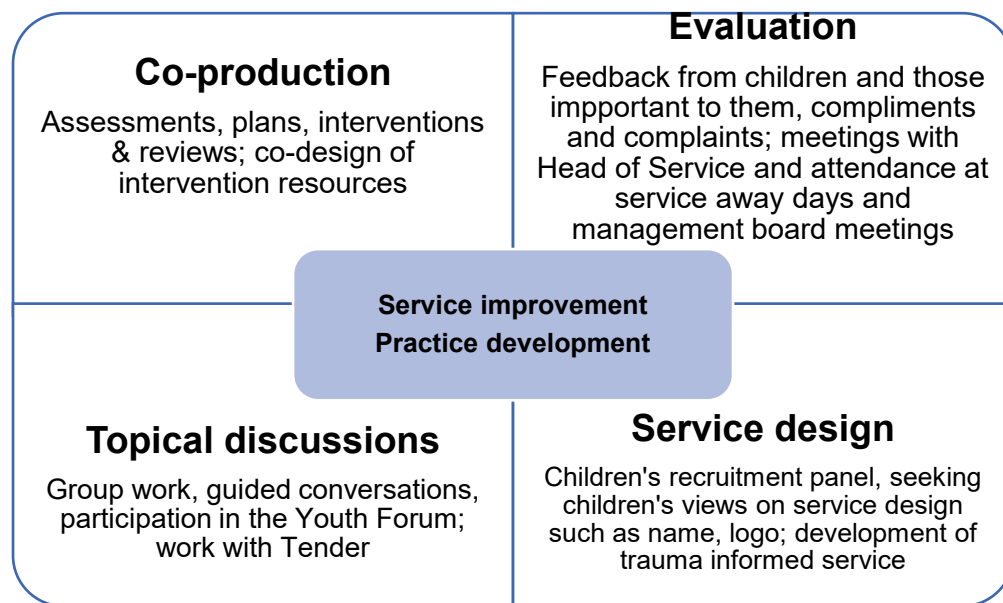
No surprises!

'Doing **with**' gets me to my future

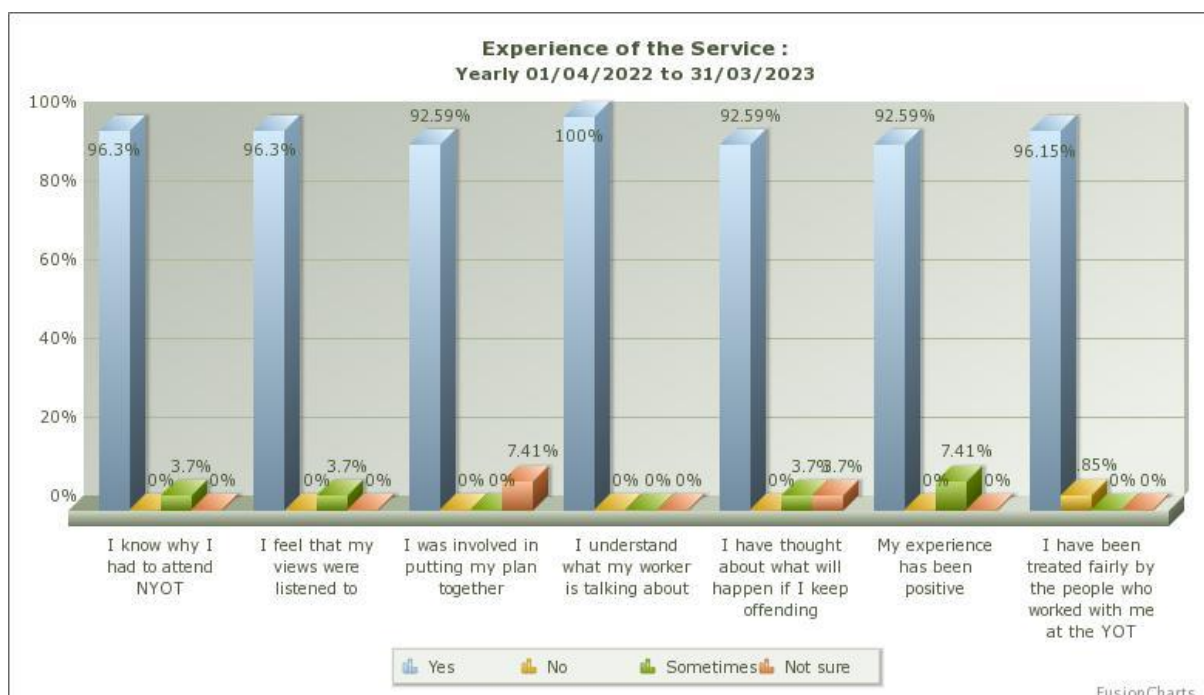
Participation in practice

When we say **participation**, we mean children being involved in a meaningful way that creates change. We see participation as a way of being rather than a way of doing, supported by the strength-based restorative practice of working **with** rather than **doing to**.

Co-production with children on an individual basis, topical discussions together with learning from children, children's participation in our recruitment processes as well as feedback from all service users lead to continuous practice development and wider service improvement.

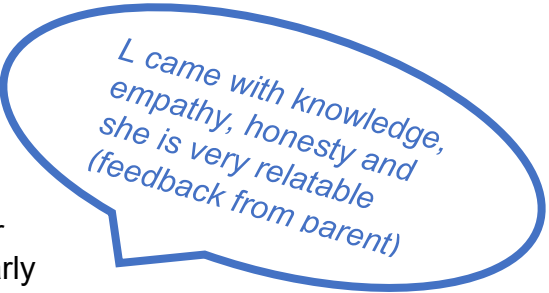


We gather feedback from children on completion of our interventions.



Feedback from children, families, victims and other stakeholders forms a crucial element of how we measure and monitor quality in Norfolk YJS, with a particular focus on considering the impact of work on individuals. This also includes compliments and complaints from those who we work with. Hearing from children directly provides immediate evidence of whether outcomes have been achieved. Feedback data is regularly shared with all staff to improve or amend practice where necessary.

Feedback also informs the content of workforce development activity. Positive feedback provides confirmation that we are on the right track.



L came with knowledge, empathy, honesty and she is very relatable (feedback from parent)

These are some of the changes we have made as a result of feedback this year:-

- Reviewed our compliments and complaints process to be more child friendly, accessible and restorative
- Provided constructive feedback to partners when potential discrimination or unfair treatment have been raised
- Co-developed a resource aimed at professionals across the system working with black and ethnic minority children
- Shared good practice guidance to further education providers in relation to children's view of what works to engage them in education, employment and training opportunities (based on the experience of children)

It is our intention to produce a child friendly version of this plan.

4. Governance, leadership and partnership arrangements

Direct governance arrangements for Norfolk YJS are through the Norfolk Youth Justice Board (NYJB), which is chaired by an Independent Chair. As well as the statutory partners the Board includes additional representation from the Countywide Community Safety Partnership, Housing Services, Public Health, representatives from Norfolk's Borough, City and District Councils, His Majesty's Courts and Tribunals Service and the Magistracy.


The statutory requirement according to legislation requires practitioners seconded from the Police, Health, NCC Children's Services and the Probation Service.

Our Health offer includes a Clinical Psychologist, Occupational Therapist and Assistant Practitioner.

Norfolk Youth Justice Service

- hosts 3 seconded police officers
- directly employs 3 Education Training and Employment Workers
- are currently unable to recruit social workers or Probation staff
- directly employs practitioners with skills in achieving positive change, reducing substance misuse, delivering restorative justice, including working with victims of youth crime, community reparation and working with parents.
- is currently supported by 25 volunteers and mentors.

Norfolk YJS sits within the directorate of Family Help and High Needs with line management of the Head of Service provided by an Assistant Director. The Youth Justice Service Head of Service also holds responsibility for the Targeted Youth Support Service effectively bringing these two services together under single leadership.



You are all indeed a credit to the service and this is genuinely relationship based practice at its best

(Director of High Needs and Family Help)

The Youth Justice Service is represented by the Head of Service or nominated Youth Justice Service strategic lead on a wide range of partnership boards and contributes to their action plans and strategic direction. These currently include:-

- Local Criminal Justice Board
- Norfolk County Community Safety Partnership
- OPCC's Reducing Reoffending Board
- Multi Agency Public Protection Arrangements (MAPPA) Strategic Management Board
- Vulnerable Adolescent Group
- Exploitation Oversight Forum
- Community of Practice around Adolescents
- Channel Panel
- Serious Violence Duty Group

The NYJB Chair is also chair of the Norfolk Safeguarding board.

5. Board development

All key partners are represented on the Norfolk Youth Justice Board. This ensures the Board is best placed to address any barriers to effective multi-agency working and can therefore make an effective contribution to delivering outcomes.

Over the past 12 months we have invested in Governance arrangements in terms of effectiveness and visibility. We held a Board workshop in September 2022 to assist with planning, engagement and visibility. Below are some of the changes we have implemented.

- Board members leading and reporting on priority areas
- Board members to engage more with Youth Justice Service teams
- Managers representation at the Board
- Childrens Participation representative attending board
- Increased direct input from children at the board

The Board also came together in March 2023 to review the Youth Justice plan and outcomes. The next steps identified for board development include:-

- Increase diversity of the board
- Ensure balanced representation of partnership agencies to ensure children's needs are met
- Develop enhanced induction programme for board members
- Board chair to provide regular communication with staff regarding board actions
- Strengthen and improve communication cycles, children, staff, management board

6. Progress on previous plan

Serious Youth Violence

RAG	Summary of progress	Any barriers
Amber	<p>Serious Violence Duty strategic group attended by Youth Justice Service Head of Service meets regularly and strategic need assessment is underway.</p> <p>Crest Advisory readiness assessment completed.</p> <p>Operational staff focus groups underway to support strategic needs assessment research.</p> <p>Work underway to engage stakeholders in strategic needs assessment to include Children at risk of and experiencing serious youth violence.</p> <p>Youth Justice Service contributes relevant data for analysis information sharing agreement for the Serious Violence Duty currently being developed.</p> <p>Norfolk Youth Justice Service chair multi agency mapping meetings and attend community tensions meetings.</p>	<p>Access to police data on children released under investigation or police bail.</p> <p>Agreed definition of serious youth violence is outstanding.</p>

Reducing Reoffending

RAG	Summary of progress	Barriers
Green	<p>The number of first time entrants are below the National and regional average. This will be partly due to our robust diversion offer.</p> <p>Professional and children's plans reviewed, training delivered and changes implemented that include measurable outcomes.</p>	

	<p>Data sharing with managers and staff on re-offending rates to assist better targeting of resources and effectiveness.</p> <p>YJS and Police colleagues are developing a Young Person's Dashboard which will enhance our ability to intervene earlier and work more effectively at reducing re-offending across the County.</p> <p>Case consultations and case formulations have been embedded into practice to allow the professional network to respond to identified need in trauma informed way to prevent reoffending.</p>	
Red	<p>Requested regular data on children released under investigation and bail.</p>	<p>Police data on released under investigation not regularly received.</p> <p>Where safety and wellbeing concerns do not meet a threshold of significant harm, and parents withdraw consent for wider service support, YYS will often be required to address a number of safety and welfare issues that others are unable to</p>

Diversion

RAG	Summary of progress	Barriers
Green	<p>Our Out of Court Disposal is well established and continues to deliver positive outcomes for children and reduce first time entrants.</p> <p>Now have power BI dashboard allowing us to monitor data on triage and panel activity and disposals.</p>	
Amber	<p>There is an over representation of girls in our diversion scheme. We have focused some specialist intervention through the commission of TENDER. Two of our children received a national TENDER award.</p> <p>We have begun to expand our Out of Court Disposal scheme to include Outcome 22 for children who given no comment interview.</p>	Capacity to expand the scheme further.

Health and Wellbeing

RAG	Summary of progress	Barriers
Green	<p>Norfolk Youth Justice Service have transformed their health offer over the past two years from a largely physical health-based model to a psychologically informed approach.</p> <p>Secured funding for YJS specialist SALT provision. Further steps on commissioning/ recruitment of this service will be a priority for the coming months.</p>	
Amber	<p>Tier 1 substance misuse delivered by practitioners in the team.</p> <p>Specialist work is delivered by substance misuse workers.</p>	Split work arrangements sometimes result in statutory work being prioritised over specialist substance misuse. Options paper is being developed to address this issue

Data

RAG	Summary of progress	Barriers
Green	<p>Developed a logic model of determinant and outcome measures.</p> <p>New Key Performance Indicators will now be embedded into this model.</p>	

Disparity

RAG	Summary of progress	Barriers
Green	<p>In the last twelve months the work focused on the implementation of the disparity action plan. To date, the following work has been completed:</p> <p>Understanding of disparity</p> <ul style="list-style-type: none"> • Presentations delivered • Diversity conversations included in team meetings • Disparity section developed on Sharepoint (resources, data) • Power BI Disparity dashboard created <p>Workforce development</p> <ul style="list-style-type: none"> • Racism, discrimination & bias included as part of the assessment skills training • Development session with managers held • Volunteer training includes disparity • Stop & Search session delivered and an intervention tool created • Workforce development strategy includes mandatory training and induction process (i.e. cultural competence training) <p>Recording</p> <ul style="list-style-type: none"> • Data sharing with education in place to establish a more up to data comparator • Case management guidance updated to include relevant ethnicity recording 	<p>Need to increase engagement with courts and probation.</p> <p>Different categories of ethnicity used across the partnership which in turn impacts the quality of accuracy of analysis.</p>

	<p>Practice & Children voice</p> <ul style="list-style-type: none"> • Guided conversations started • Diversity audit carried out • Working with interpreters guide developed • Pre Sentence Report templates reviewed in line with trauma informed practice <p>Partners</p> <ul style="list-style-type: none"> • Multi-agency group established (courts, probation, housing, Norfolk Youth Justice Service, mental & physical health, Children's Services) • Data collated from partners and in-depth analysis underway to ensure holistic understanding of inequalities in Norfolk <p>Developed resources - stop and search pack</p> <p>Broad tranche of training across the service including volunteers ie Racism, Discrimination and Bias</p> <p>Data collated from partners and in-depth analysis carried out to ensure holistic understanding of inequalities in Norfolk</p> <p>Multi agency group established (courts, housing, children's services, probation, mental health & physical health) working on a joint protocol to reduce disparity</p>	
--	---	--

Community of Practice (Adolescents)

RAG	Summary of progress	Barriers
Amber	<p>There is a Joint Agency Group Supervision (JAGS) framework to support professionals in ensuring practice is collaborative, curious, reflective, and supportive of good quality decision-making in the best interests of children and young people.</p> <p>Out of Court Disposal multi agency panel ensures that a child's plan of intervention is not duplicated and agencies plans of work are complimentary.</p> <p>Invites have been extended to other agencies for high risk panels in order to share information and produce a robust risk management plan for the child.</p> <p>Relationship with probation and integrated offender management team has strengthened with regards to transitions.</p> <p>Joint approach to implementation of the new national transitions model.</p> <p>Focus on relationship based practice to support children transitioning from one service to another. Strengthened links with key partners eg education to promote positive transitions.</p>	<p>Further work is required to ensure that multi agency meetings are streamlined, outcome focused and reduce duplication to enable maximum practitioner time spent providing intervention with children.</p>

Enhanced Participation as a model for desistance

RAG	Summary of progress	Barriers
Green	<p>An effective participation and co-production strategy is in place.</p> <p>Utilising elements of the Youth Justice Board Peer Power resource pack.</p> <p>Co-produced the strategy and now developing an action plan with the children.</p>	

Education, Exclusions, Elective Home Education and SEND

RAG	Summary of progress	Barriers
Amber	<p>Norfolk YJS was awarded the Youth Justice Special Educational Needs & Disability Quality Mark in February 2023 for partnerships securing better outcomes for children and young people with special education needs in the youth justice system.</p> <p>Closer working relationships with Education teams which enables better understanding of children's individual needs enhancing our ability to advocate for children and increasing the child's positive outcome.</p> <p>We have regular data exchange between Education & Youth Justice Service on children with Special Educational Needs, home educated and exclusions, helping us to respond quickly to identified needs and to better understand the cohort of children in youth justice.</p> <p>Analysis regarding exclusions evidences that high exclusion rates are not specific to any particular educational setting as such we will need to work at a systemic level to address these issues rather than specific educational settings</p> <p>Norfolk YJS contributes to Norfolk wide attendance strategy to ensure school attendance is seen as a priority of all agencies working with children.</p> <p>Skill mill programme has been extended as it has proven to be successful in Norfolk.</p> <p>Resource has been developed for post 16 providers which will support the management of challenging behaviours.</p> <p>Closely monitoring numbers of children and working closely with the Electively Home Education team to ensure we advocate for children where required.</p>	<p>Childrens lack of readiness to engage in post 16 provision as a result of their interrupted education journey.</p> <p>Many children known to the Youth Justice Service need bespoke education packages to be made available and accessible.</p>

7. Resources and services

Norfolk YJS does not have a base budget, but each year seeks contributions from the four statutory partners. The Norfolk Youth Justice Board oversees the Pooled Partnership Budget quarterly, which is approximately £4,030,308 for 2023-24 (see Appendix 1).

This ensures service delivery is carried out effectively and efficiently, ensuring value for money. To be responsive of the demands and complexities required for statutory caseloads, alongside a continued increase of diversion and Out of Court Disposal interventions being delivered.

In 2022-23, the majority of the Youth Grant was spent on core staff salary and training, and this will continue for 2023-24 expenditure.

Additional project funding has been secured until March 2025 from several sources:

- Great Norwich Project ADDER
 - The Office for Health Improvement and Disparities
 - Police and Crime Commissioner for Norfolk
- Turnaround Programme
 - Ministry of Justice

Further to the monetary fund's our partners provide, Norfolk YJS also receives the following resources in the form of seconded staff:

- 4.00 fte social workers (of which 2.00 fte are substituted by Senior Practitioners)
- 3.00 fte education workers
- 1.30 fte probation officers (currently replaced by a Transitions Operations Manager)
- 0.45 fte probation service officer (currently replaced by a Youth Justice Worker)
- 3.00 fte police officers
- 3.00 fte health workers / clinical psychologist

The Norfolk YJS workforce has largely been stable for many years but in 2020-21 it saw an increase in the turnover of staff, which continues into 2023-24. Recruitment remains a challenge due to youth justice key skill shortages in the region.

A detailed breakdown of the budget is included at Appendix 1.

We use our grant, partner contributions and available resources to deliver these services and below are some examples of benefits:-

- A health offer that has been adapted to focus on children and mental health problems and neurodiversity in response to needs identified.
- Turnaround funding utilised to offset existing diversion programme that continues to be successful in reducing first time entrants

8. Performance

We are a strong performing youth justice service and our data shows that we perform well in relation to national and regional rates in terms of custody and first time entrants.

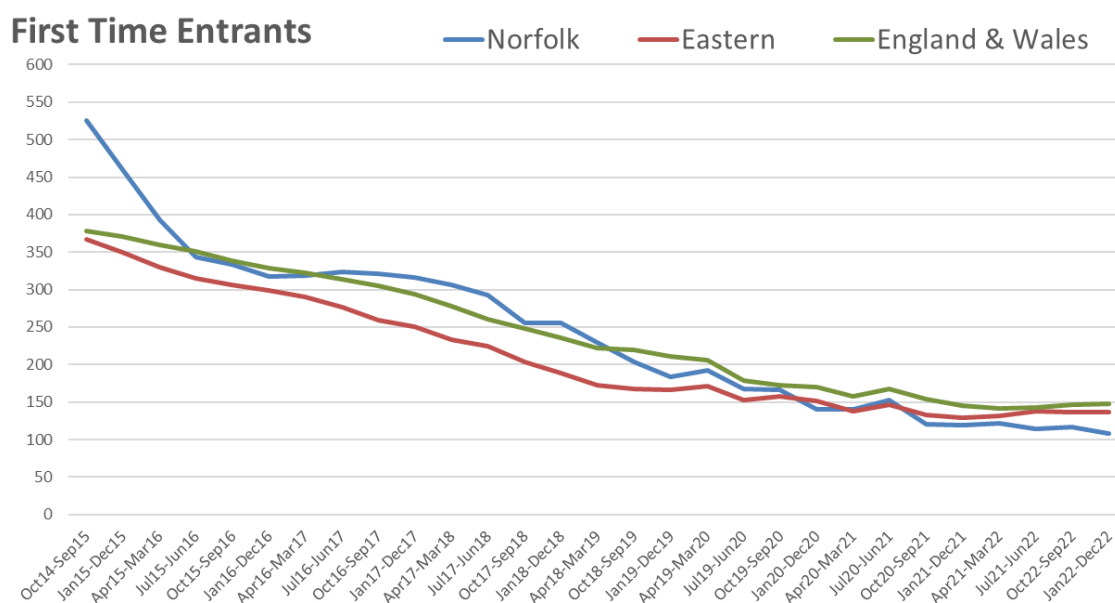
Improvement in our reoffending performance remains a key priority and we have undertaken analysis that will enable us to target improvement work over the coming year. We will also be seeking to reduce the numbers of children who are remanded but could have been managed safely in the community. We continue to work to reduce disparity (race, gender, disability and nationality) across all areas of the service, to monitor quantitative and qualitative data and lead a wider system response across our partners. We are working hard to ensure our systems and processes are ready to record, track and analyse the new key performance indicators.

National key performance indicators

First time Entrants

Over the past 12 months Norfolk has performed well seeing further reductions in First Time Entrants (FTE). (See fig 8.1). Norfolk's FTE rate compares favourably with both Regional and National figures. Norfolk attributes this success to its Diversion (Out of Court Disposal) Scheme. Our Challenge for Change programme is the key diversion intervention.

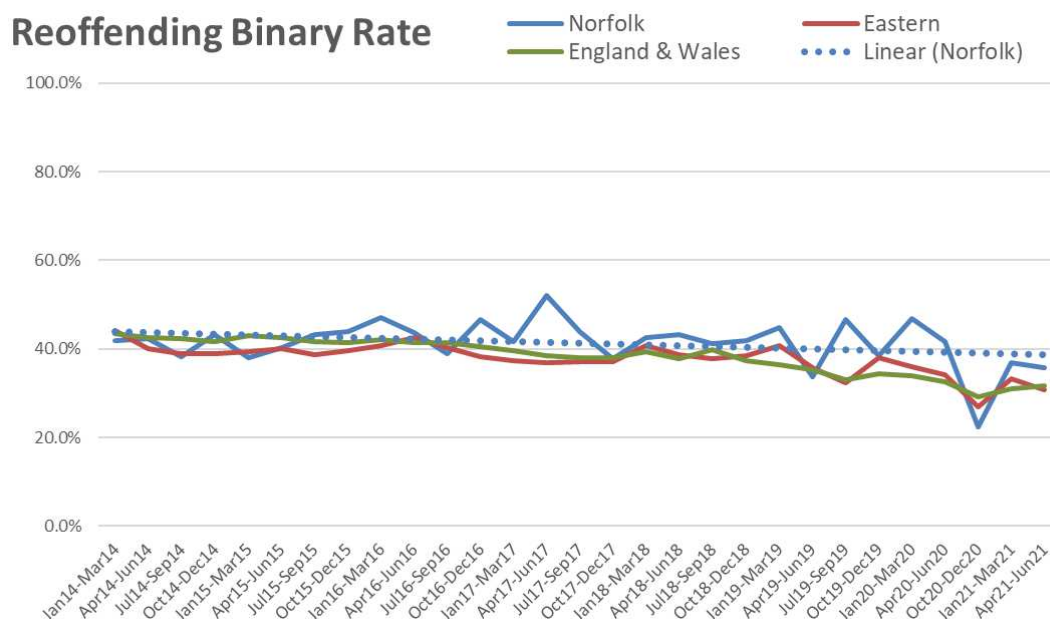
Fig 8.1



Re-offending

Re-offending rates (binary) dropped significantly during the first three quarters of this year's reporting (April 20 – Dec 20), in part this is attributable to the impact of COVID on re-offending rates and these reductions were also reflected across the region and nationally (see Fig 8.2). These reductions were not sustainable and as predicted we saw a rise in binary offending over the next quarter. The latest quarter is showing a small reduction. Overall, when looking at the linear average for Norfolk (blue dotted line) we are still below our traditional average.

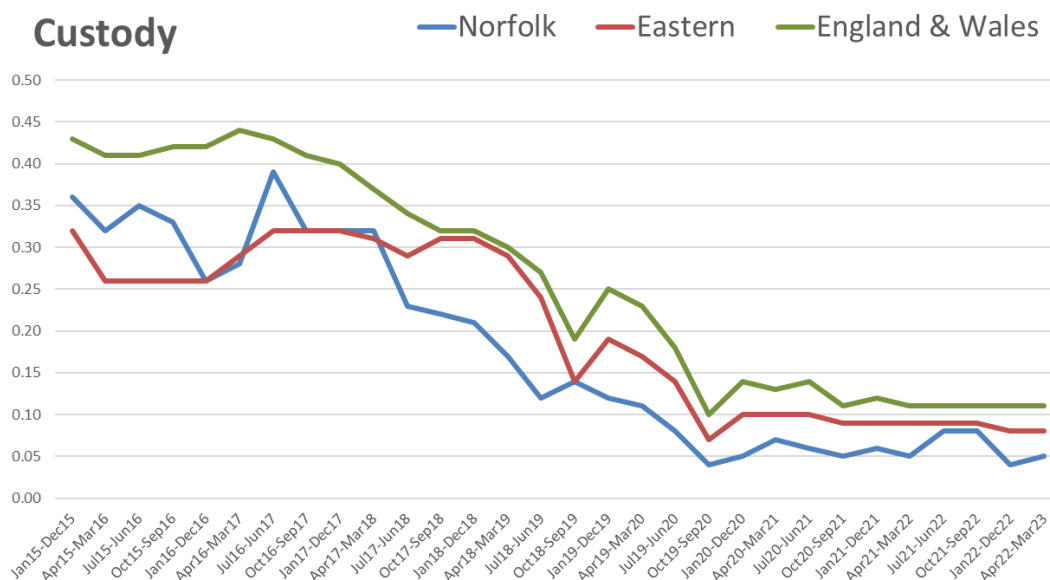
Fig 8.2



Custody

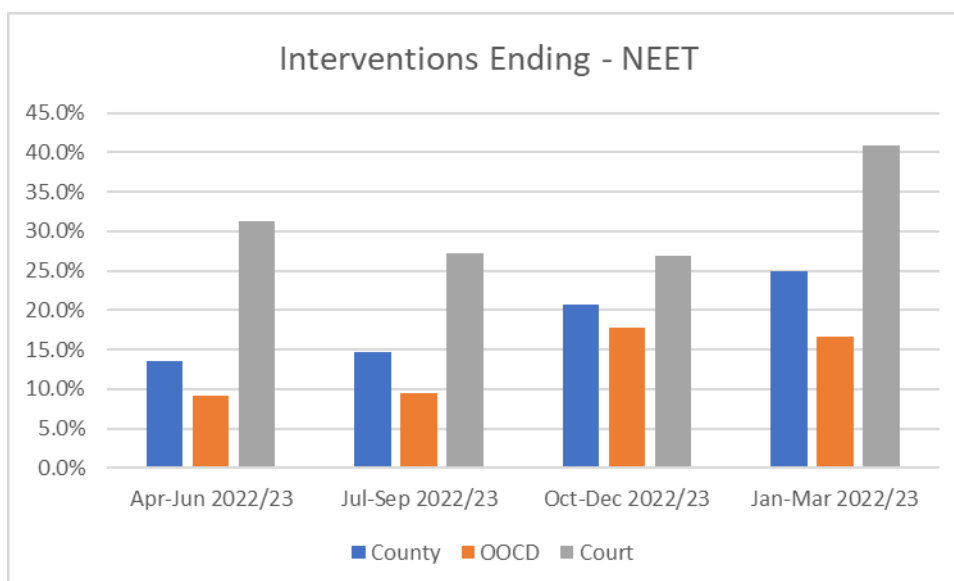
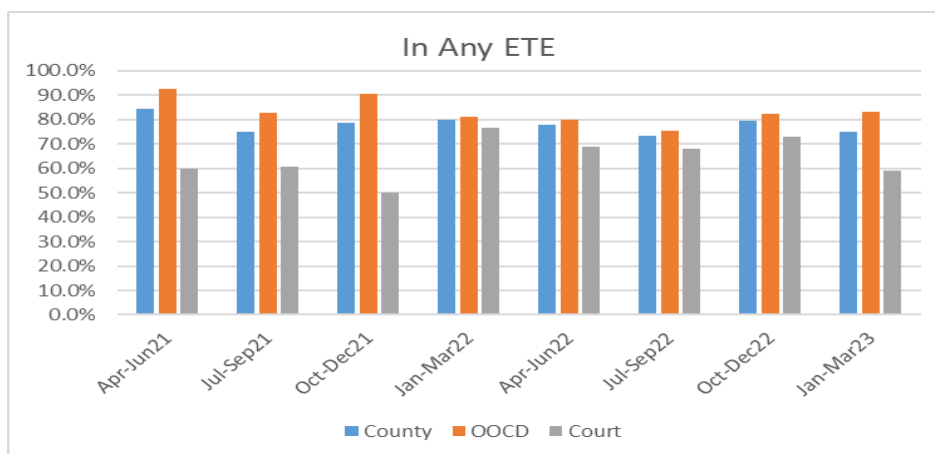
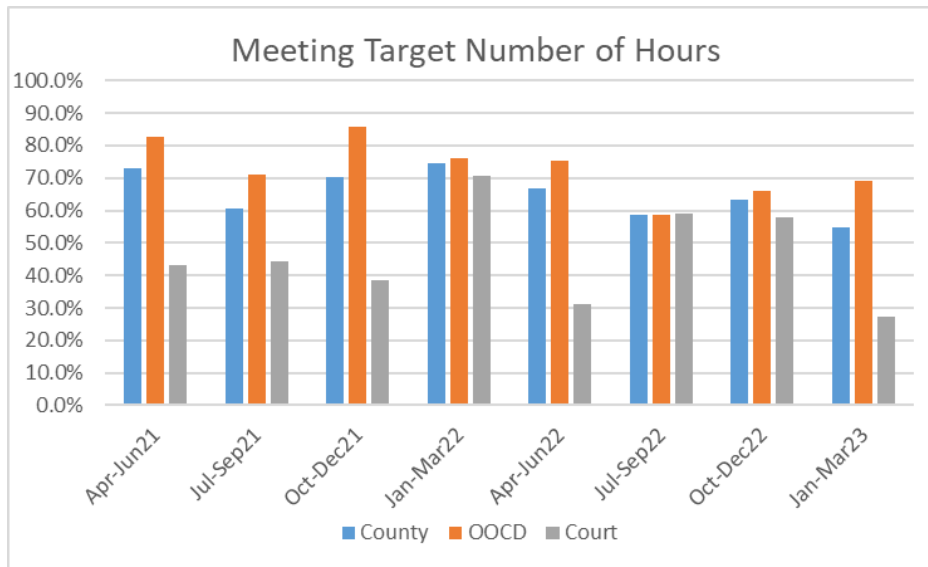
Norfolk has seen fluctuations in custody rates over the past 12 months (see Fig 8.3). Serious youth violence and drug offences account for such sentencing. Over the past 6 months we have seen fewer custodial sentences imposed in Norfolk and this tracks favourably both regionally and nationally. Our concordance rates from pre-sentence report proposal to sentence remain strong (84%) and this reflects the confidence the judiciary have in our reports. Such concordance rates enhance the prospect of children being sentenced in the community. Our numbers are better than regional and national and are very low, so we will go up and down very slightly occasionally

Fig 8.3



Additional key performances

Education



The percentage of young people 16-18 who are not in education, employment or training (NEET) in Norfolk has decreased over the three year period from 4.4% in 2021 to 3.8% in 2023. Although this is really positive and bucks the trend with

*L has been amazing and has helped G immensely. She supported G and myself with the education side of things.
(feedback from parent)*

national, local and statistical neighbour comparators, all of whom saw a rise in NEET over this period. NEET in Norfolk is still approximately 1% higher than national and 0.5% higher than our statistical neighbours.

It is of concern that the percentage of young people in youth justice who are NEET has risen significantly from 37% in February 2022 to 50% in February 2023 in spite of the downward trend for the wider cohort.

Analysis shows that the largest contributory factor is a rise in mental health issues.

We are working closely with providers to ensure that there is a good understanding of the support needed to enable young people in the youth justice system to be successfully engaged and retained in post 16 programmes. There is a pilot to improve transitions between pre and post 16 settings which aims to share individual needs descriptors. This will allow providers to plan and deliver tailored support from the point of application.

Performance for ETE remains very consistent and is comparable to previous quarters and previous year's performance.

SEN Stage	Year R-11	%	YJS Q2	Q2 %	YJS Q3	Q3%	YJS Q4	Q4 %
EHC Plan	4433	4.1%	41	24.6%	56	30.3%	45	31.0%
SEN Support	14745	13.6%	11	6.6%	13	7.0%	6	4.1%
No Special Educational Need	89329	82.3%	115	68.9%	116	62.7%	94	64.8%
Totals	108507		167		185		145	

Ever Classified as Child Missing Education	YJS Q2	Q2 %	YJS Q3	Q3 %	YJS Q4	Q4 %
Unknown	3	1.7%	0	0.0%	0	0.0%
No	123	68.7%	133	67.9%	105	70.9%
Yes	53	29.6%	63	32.1%	43	29.1%
Total	179		196		148	

Ever Permanently Excluded	YJS Q2	Q2 %	YJS Q3	Q3 %	YJS Q4	Q4 %
Unkown	3	1.7%	0	0.0%	0	0.0%
No	101	56.4%	115	58.7%	93	62.8%
Yes	75	41.9%	81	41.3%	55	37.2%
Total	179		196		148	

Ever Fixed Term Excluded / Suspended	YJS Q2	Q2 %	YJS Q3	Q3 %	YJS Q4	Q4 %
Unknown	3	1.7%	0	0.0%	0	0.0%
No	32	17.9%	38	19.4%	41	27.7%
Yes	144	80.4%	158	80.6%	107	72.3%
Total	179		196		148	

We have worked together with partners to enhance our data collection relating to the education needs of children within Norfolk YJS. The information above supports the hypothesis that there is an over representative of children with Special Education Needs and interrupted education. As such education remains a key priority for the coming year.

Whole Cohort		
Ethnicity 5plus1	Count	%
Black or Black British	16	5.0%
Chinese or other ethnic group	1	0.3%
Mixed	13	4.1%
White	287	90.5%
Total of Cohort	317	

Either SEN/EHCP		
Ethnicity 5plus1	Count	%
Black or Black British	2	2.0%
Chinese or other ethnic group	0	
Mixed	5	5.1%
White	91	92.9%
Total with SEN/EHCP	98	

Whole Cohort		
Ever CLA	Count	%
No	262	82.6%
Yes	55	17.4%
Total of Cohort	317	

Either SEN/EHCP		
Ever CLA	Count	%
No	66	67.3%
Yes	32	32.7%
Total with SEN/EHCP	98	

The above tables show data for three quarters (Q2 to Q4).

The two tables on the left show the ethnicity profile and the Child Looked After profile.

The two tables to the right show where the child has Special Educational Needs/Education Health Care Plan (SEN/EHCP) and that cohort is broken down by Ethnicity and Child Looked After (CLA)

The ethnicity profile of the SEN/EHCP group is similar to the wider cohort profile. The same cannot be said for CLA combined with SEN/EHCP, the wider profile has 17.4% CLA, but when combined with SEN/EHCP, rises to 32.7%. For children with EHCP, the primary Special Educational Need is Autistic Spectrum Disorder, speech language and communication needs followed by social, emotional and mental health difficulties

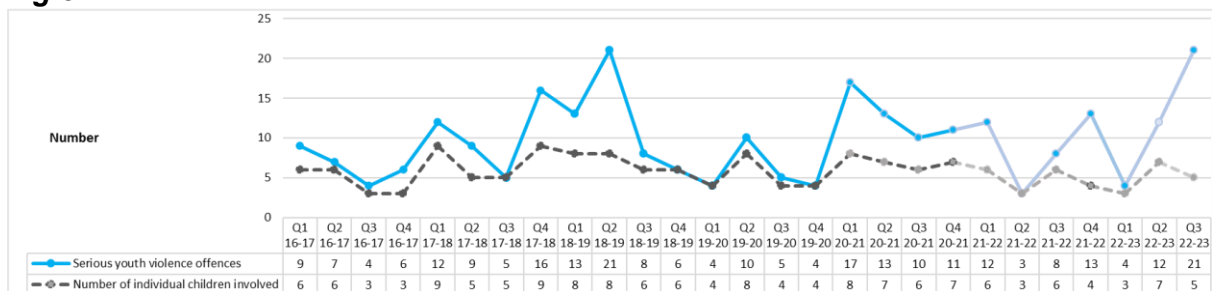
Skill mill has taught me it's when things seem most difficult is when you must dig deeper and find the best version of yourself" (feedback from child)

Serious Youth Violence

Norfolk YJS works closely with our local partners to reduce serious violence and exploitation. Over the last 12 months we have seen a rise in Serious Youth Violence across the county (see 8.4 and 8.5) mainly associated with gang and drug related matters.

The YJB determine a serious youth violence offence to be if the category of the offence is Drugs, Robbery or Violence Against the Person and the gravity of the offence is a 5 or higher (Offence gravity ranges from 1-8).

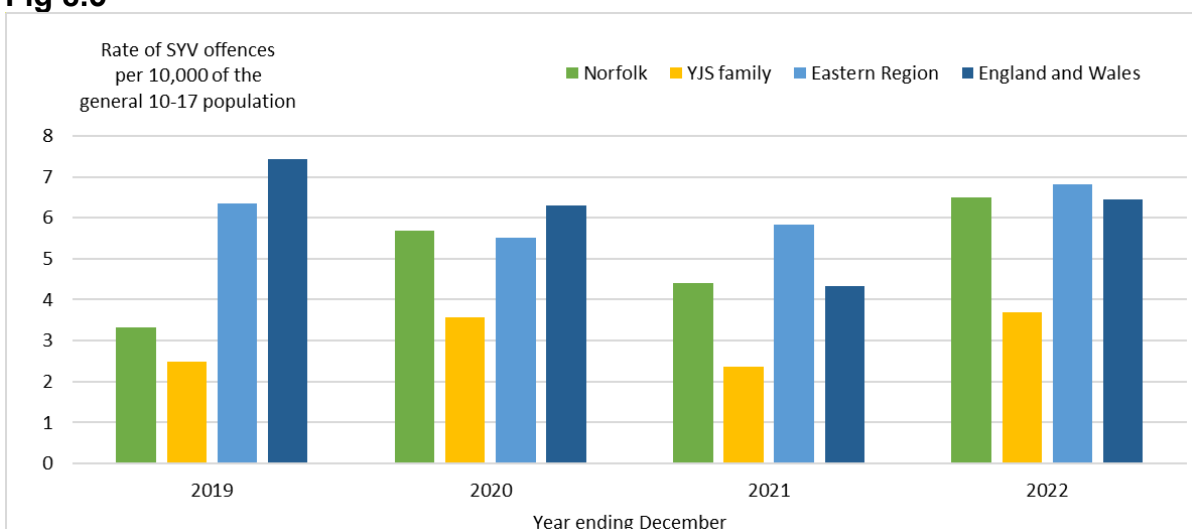
Fig 8.4:



The Norfolk County Community Safety Partnership (NCCSP) produces the Police, Crime and Community Safety Plan. The partnership brings together organisations from across Norfolk to tackle crime and disorder, and ensure the county remains a safe place for people to live, work and visit.

The latest assessment of crime and disorder also highlights serious violence and criminal exploitation as among the most harmful, prevalent or increasing threats in Norfolk.

Fig 8.5



The graph above shows the rate of serious youth violence offences. Norfolk has seen a rising trend in the last four years and is now placed higher than the national comparator.

Accommodation



The graph above shows the majority of children are in suitable accommodation

Health

Since the 20th May 2022 the health team has received (on average) a referral every 2.5 days. In total the team has received 152 referrals of these referrals, 72% were actioned within twenty working days.

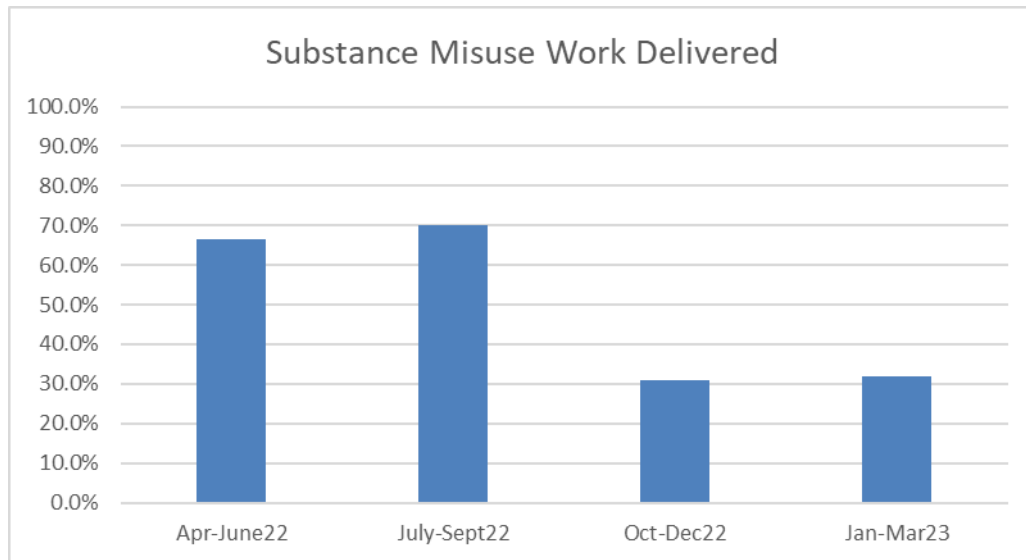
The health team has provided:

- 99 formulations (for pre-sentence reports, plans, stuck cases etc.)
- 64 health assessments
- 32 face-to-face clinical interventions (offering between 6-12 weekly sessions)
- 4 psychological assessments

*Thank you for your
patience and for
your understanding
(AB Apr 23)*

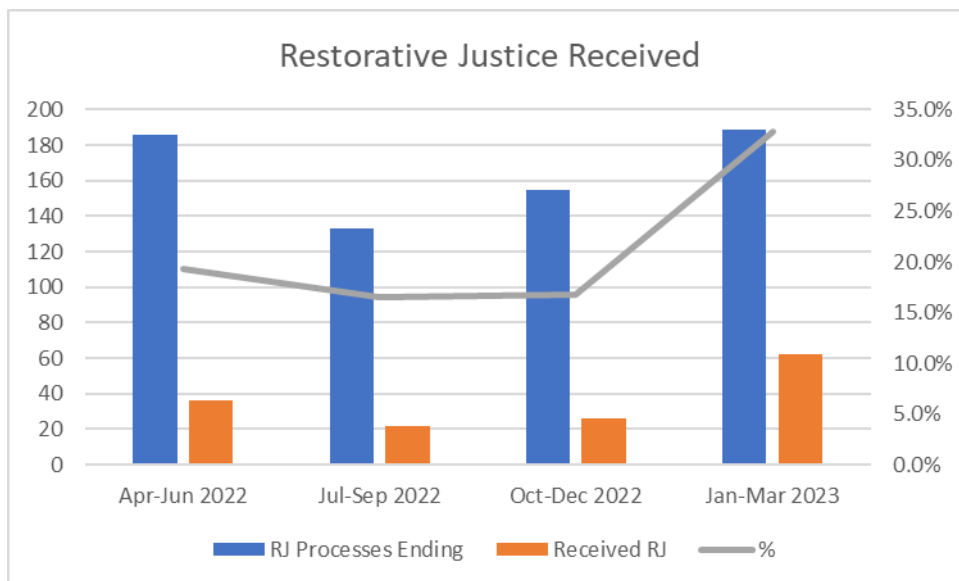
The team has also begun collation of quantitative specific outcome data using child and parent self-reported mental health routine outcome measures.

Substance misuse



The graph above shows the delivery of specialist substance misuse has dropped considerably. We are exploring whether this is attributed to recording or capacity issues.

Restorative Justice



NYJS Restorative Justice team contact 100% of victims to offer restorative justice services. However victim's engagement with restorative justice remains relatively low.

G is really pleased she spoke with you and she's now feeling happier in herself so thank you

Out of Court Disposals

Successful Completions (Compliance measure)	Jan-22	Feb-22	Mar-22	Apr-22	May-22	Jun-22	Jul-22	Aug-22	Sep-22	Oct-22	Nov-22	Dec-22
C4Cs - Ending in period	9	7	13	12	19	23	10	16	15	13	18	18
C4Cs - Successfully completed	100.0%	85.7%	61.5%	66.7%	68.4%	78.3%	60.0%	68.8%	93.3%	84.6%	88.9%	77.8%
Youth Cautions - Ending in period	2	1	0	0	1	0	1	0	0	0	0	0
Youth Cautions - Successfully completed	100.0%	0.0%	N/A	N/A	100.0%	N/A	0.0%	N/A	N/A	N/A	N/A	N/A
Youth Conditional Cautions - Ending in period	2	1	2	3	3	0	2	3	1	1	2	1
Youth Conditional Cautions - Successfully completed	100.0%	100.0%	100.0%	66.7%	100.0%	N/A	50.0%	100.0%	100.0%	100.0%	50.0%	0.0%

The table above shows out of court disposals that ends successfully in each period. It is important to note that numbers of youth conditional cautions are extremely small and therefore there will be fluctuations in percentages. Overall success rate is good.

Wider Services

All Types of Interventions	Apr-Jun 2022	Jul-Sep 2022	Oct-Dec 2022	Jan-Mar 2023
Children Active in the Quarter	238	258	245	270
of Children Active, is a Child Looked After	35	41	44	48
of Children Active, is a Child in Need	51	60	49	60
of Children Active, has Child Protection Plan	22	28	30	34
of Children Active, has Early Help	9	14	15	10

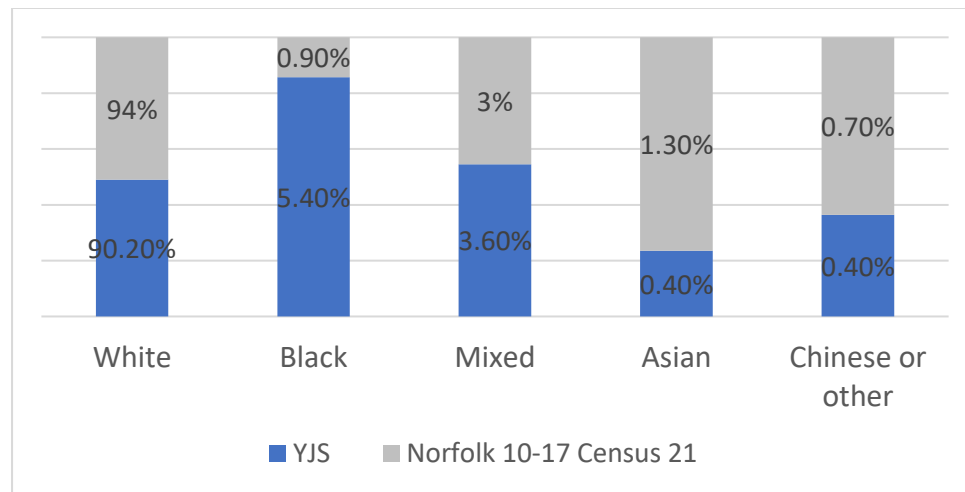
The above table shows the proportion of Norfolk YJS active case load who are also receiving support from social care partners. There is a strong focus over the last year to ensure a collaborative community of practice to support joined up planning and reduction of duplication.

*It is clear that multi agency working and communication has been really good, and feedback to me has been excellent.
(Head of Social Work)*

9. Priorities

Children from groups which are over-represented

Norfolk Youth Justice Service continues to focus on disparity within the youth justice system in Norfolk. The latest annual disparity audit shows disproportional outcomes for children in Norfolk based on their ethnicity.

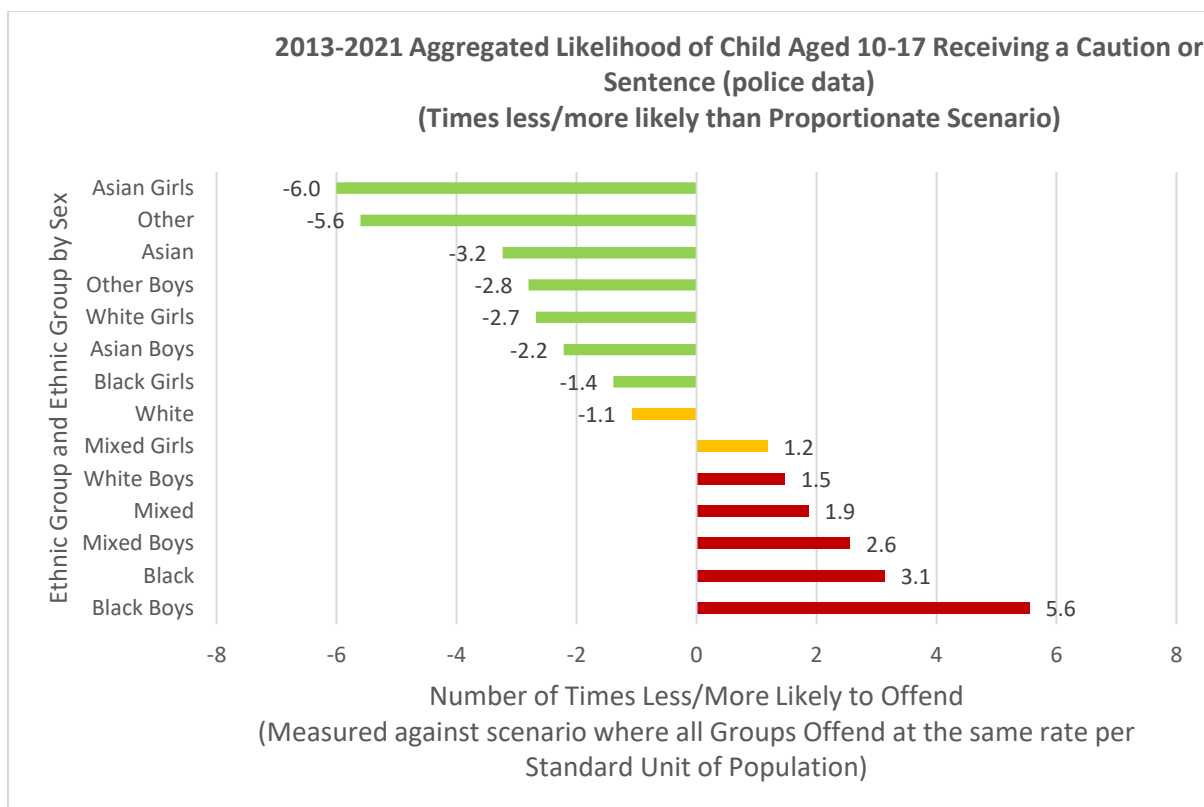


Black children remain overrepresented in the youth justice system in Norfolk. They are overrepresented on both Out of Court Disposals and Referral Orders. Last year black children were also the most likely group of children to be stopped and searched and arrested. In contrary, white children were more likely to be offered diversion prior to receiving a Referral Order.

Mixed heritage children were more likely than white children to be stopped and searched and arrested. They were overrepresented under the following categories: Out of Court Disposals, Referral Orders, Youth Rehabilitation Orders, remands, and custody. They were also more likely than their white counterparts to reoffend.

There was an overrepresentation of girls on the Norfolk YJS cohort in comparison to the national youth population female data (23.4%). The analysis shows a higher proportion of girls on non-statutory interventions. In response to current trends and identified local issues, we procured Tender to deliver a girls group programme in south of Norfolk.

The audit data also indicates that Eastern European children are significantly overrepresented under all intervention categories. Breach numbers were low, however, children from mixed heritage background and Eastern European children were more likely to be breached than any other white children.



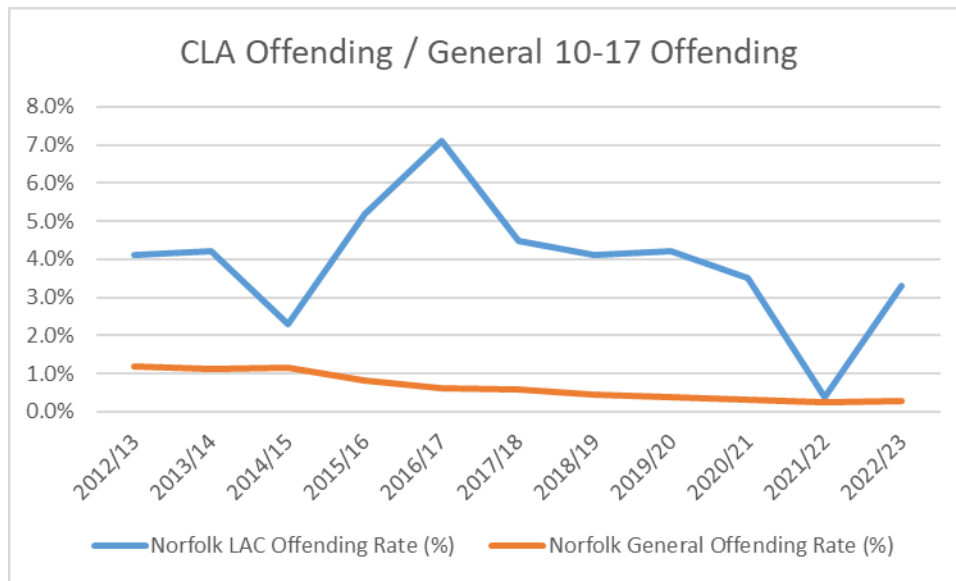
The chart above outlines the disproportionality outcomes, as indicated through sentencing and cautions awarded, of children by Ethnicity and Sex within Norfolk. The groups facing the most negative outcomes from inequality and most over-reflected in sentencing and cautions are:

Black Boys (5.6 times more likely than expected, based on the Norfolk Average)
Mixed Boys (2.6 times more likely than expected, based on the Norfolk Average)
White Boys (1.5 times more likely than expected, based on the Norfolk Average)
Mixed Girls (1.2 times more likely than expected, based on the Norfolk Average)

Norfolk YJS commissioned the Liminality Group to deliver Anti-Racism Training to practitioners and managers, with a particular focus on practice with children and parents from minoritised communities.

The thematic diversity audit carried out at the end of last year shows improvement of understanding of issues children from minoritised backgrounds face. Factors for and against desistance, including structural barriers are identified however improvements are needed in exploration of the impact on the child.

In a recent case whereby an Eastern European child who was sentenced to a Detention and Training Order and facing deportation, excellent advocacy work resulted in the child's original sentence being successfully appealed. The child received a community sentence in its place and is no longer at risk of deportation.



In the last 7 years, Norfolk has seen a steady reduction of children in care coming into the youth justice system. The most recent Norfolk YJS records show that out of 574 children looked after (CLA) for more than 12 months, 14 received a criminal conviction. With the exception of last year (with only three children receiving a criminal conviction), we are seeing a downward trend bringing Norfolk more in line with the national CLA offending rate.

Prevention

Prevention & Early Help is a key priority of the Norfolk's Children and Young People Strategic Alliance (CYP SA), which is a partnership of agencies that work with children and families in Norfolk. Their shared ambition is for Norfolk to be a county where children can flourish. Norfolk's Prevention & Early Help Strategy sets out our collective approach to prevention and early help in Norfolk to build resilient communities; improve early identification; strengthen whole family and whole system working; and build collaboration and capacity within our partnerships.

Our Community and Partnerships Service support partners and families to consider and identify the most appropriate early help response. The service contributes to the outcomes of the Youth Justice Service out of court disposal panel and to referrals made that do not require a statutory social care response. At any one time partner agencies support over 2000 children and young people through Early Help Assessment & Plan (EHAP). When children & young people have more complex needs a targeted early help offer is available through our Family Support Teams. Our Family Support Teams provide skilled interventions to prevent needs escalating, that without support may require statutory intervention.

As part of the ever continuing development to support children & families through effective prevention & early help, we have set ourselves ambitious priorities for the forthcoming year focused on:

- Developing our approach to Prevention & Early Help, moving resources upstream to achieve the priorities of the Prevention & Early Help Strategy 2021-2025.
- Commission a new Youth Early Support Service (YESS) that provides targeted prevention and early help to support young people aged 10-18 who are more vulnerable, addressing issues as soon as possible and preventing needs from escalating.
- Develop our supporting families data maturity to proactively identify children, young people and families that could benefit from early help. Including those at risk of offending.
- Create improved pathways to support and connection between agencies through the development of Family Hubs in Norfolk, bringing services together to holistically respond to children & young peoples needs at the earliest opportunity.
- Develop further our approach to proactive prevention through the development of 15 new school and community teams that assist schools to identify & respond to children, young people & families that would benefit from Early Help and effectively respond to SEND needs at the earliest opportunity.

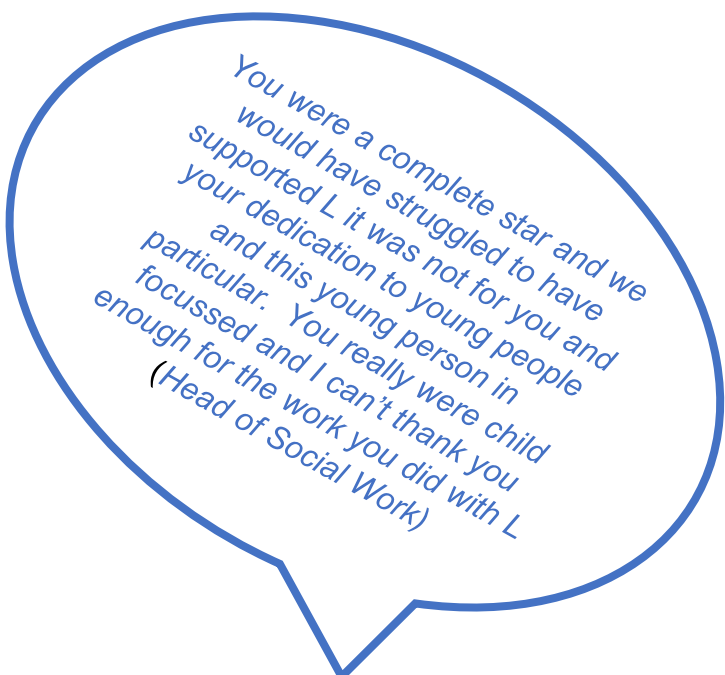
Diversion

Our diversion scheme embraces a restorative culture of collaborative multiagency working and is based on a Child First approach. Our triage and assessment is needs-based and decisions are made holistically rather than taking a prescribed and inflexible approach where decision making is led by offence type. All work adheres to the Child Centred Policing Principles and Norfolk Protocol to Reduce Criminalisation of Children Looked After.

Our diversionary activity is currently open to children who make admissions and we are seeking an expansion to those who provide “no comment interviews” in recognition of national research in relation to disparity in the youth justice system.

Diversion criteria:

Before any Out of Court Disposal can be considered the Police must ensure that certain criteria are met (Appendix 3).



You were a complete star and we would have struggled to have supported L it was not for you and your dedication to young people and this young person in particular. You really were child focussed and I can't thank you enough for the work you did with L
(Head of Social Work)

Norfolk YJS's diversion scheme consists of police-led triage and a multi-agency, joint decision-making panel (Police, YJS, Social Care, Restorative Justice, Community and Partnerships). The most appropriate agency will work with the child taking account of existing trusted professional relationships (Outcome 20). The large

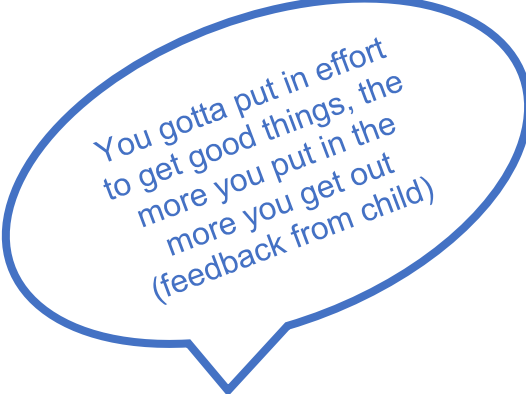
majority of diversionary interventions are delivered by Youth Justice Workers and this currently makes up approx. 60% of the total workload across the service.

All assessments undertaken are quality assured, regular joint audit activity is undertaken alongside the police and there is an effective escalation process in place. A joint agency steering group oversees the work of the diversion scheme and a joint protocol is in operation.

Multi agency panel decisions are regularly scrutinised by a regional multi agency scrutiny panel. Where learning is identified this is fed back to individual police officers.

Education

Norfolk YJS was awarded the Youth Justice SEND Quality Mark in February 2023 for partnerships securing better outcomes for children and young people with special education needs in the youth justice system.



You gotta put in effort to get good things, the more you put in the more you get out (feedback from child)

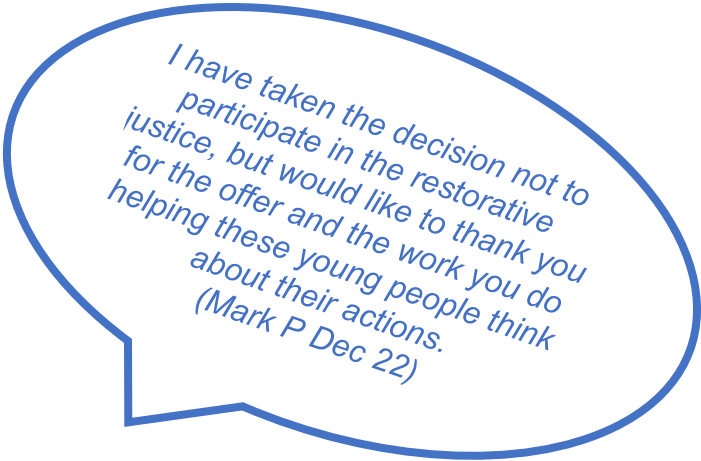
Education is represented at Norfolk Youth Justice Board by senior managers with responsibility for both pre and post 16 Education. There is a strategic plan in place led by these board representatives who are overseeing the implementation of an action plan with a particular focus on children in youth justice with SEND, children who are excluded and children who are home educated and not in employment, education or training. Achievement of literacy and numeracy level 1 is a key focus for the service. Analysis of our data highlights an increase in children with SEMH need age 16 and above. Our focus on mental health by our health team has supported us to address

these issues. Norfolk YJS recognise this is a complex systemic problem which will require ongoing commitment and prioritisation.

Restorative approaches and victims

There is a Norfolk restorative approaches strategy in place which aims to ensure a system wide consistent way of working with children and families. All staff in YJS are encouraged to work restoratively, with children and families, thus preparing them for potential restorative justice interventions.

Norfolk YJS employs two restorative justice officers who promote the needs and views of victims across all intervention types. The Restorative Justice Officers deliver bespoke and meaningful restorative interventions based on victims needs whilst upholding the entitlements of the victim code. They actively promote restorative practice across the service and seek to empower practitioners and children to increase engagement in restorative interventions. In addition our restorative justice team provides training to volunteers and coaching for staff.



I have taken the decision not to participate in the restorative justice, but would like to thank you for the offer and the work you do helping these young people think about their actions. (Mark P Dec 22)

Arrangements to manage the Serious Violence Duty in Norfolk were initiated during the review of the Norfolk County Community Safety Partnership (NCCSP) in 2020 and written in to the Safer Norfolk Plan (2021).

Support structure:
Community Safety & Violence Reduction Partnership Team

Domestic Abuse and Sexual Violence Group

County Lines Strategic Group

NCCSP

Serious Violence Partnership Group

Sub-group(s)*

Health and Wellbeing Board

Norfolk Drug and Alcohol Partnership

Sub-group(s)

* Sub-groups to be defined

The Youth Justice Service is an active participant and ensures cross organisational issues such as violence and exploitation receive due attention.

These arrangements are governed by the exploitation oversight forum which consist of multi-agency senior operational managers who ensure procedures are effective and scrutinise data in order to target resource. Exploitation is a priority of the Norfolk Childrens Safeguarding Partnership which governs the vulnerable adolescent strategy. The Head of Service role for Norfolk Youth Justice Service and the Targeted Youth Support Service has now merged. The Targeted Youth Support Service provides intensive youth work intervention for adolescents screened through the multi-agency Child Exploitation (MACE) process. Greater integration of the two services will enable opportunities for creative approaches which will enhance our

offer to children in the youth justice system. All relevant Youth Justice Service staff are trained to support national referral mechanism referrals. We continue to experience delays in NRM decision making. Norfolk YJS contributes to Norfolk Channel Panel as an active member and there is an expectation that all staff receive regular PREVENT awareness training.

We are aware of high released under investigation (RUI) numbers and Norfolk YJS are in the process of obtaining data. This will be a priority looking forward. Children Services are made aware of all children arrested. The Children's Advice and Duty Service (CADS) exploitation desk will consider exploitation screening and referrals for further support where appropriate. Norfolk YJS and Targeted Youth Support Service receive 3 daily updates on all of the children held in police investigations across the county. This enables Norfolk YJS to be responsive in respect of planning and contextual safeguarding. It also ensures the ability for a multi-agency approach to maximise the preparation time for cohesive bail packages and planning to avoid remand.

A Critical Learning Review action plan has been implemented and internal practice related improvements have been made. A wider multi agency review of our practice and responses in relation to a serious violence related death is due to take place in the forthcoming months.

Detention in police custody

In Norfolk work is underway to increase Police and Criminal Evidence (PACE) bed use.

Across the region Norfolk and Suffolk hold a quarterly multi-agency Safeguarding Children in Police Custody meeting. This is chaired by both (alternating) Youth Justice Service Head of Services to ensure sufficient oversight is provided.

Over the last 12 months a revised protocol between Norfolk Children's Services and Norfolk Constabulary for the Transfer of Children to Local Authority Accommodation from Police Custody has been produced and implemented. This is based on the national model. This revised protocol has also been accompanied by specific activity to improve the care and well-being of children in detention, including:

- A review and reminder of processes within Police custody suites to ensure all partners are familiar with procedures.
- Police have agreed that the deployment of solicitors will be mandatory for children who are arrested.
- The police are working hard to ensure that cells are more child friendly with activity boxes / screens in them where it is decided that there is no option but for children to be kept in police custody. Norfolk YJS will be supporting children to participate in advising the constabulary for this project.
- Partners to consider how best to use the PACE bed and share learning.

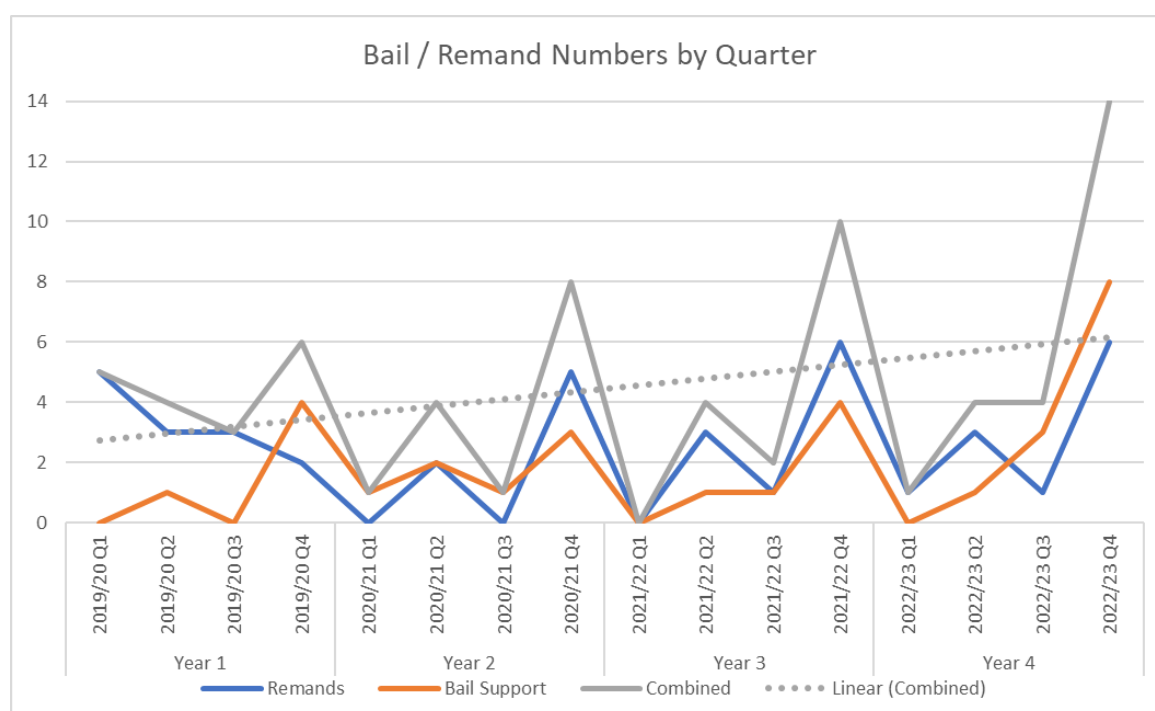
Norfolk YJS employs two Early Intervention Custody Workers who support children whilst they are detained in the busiest of the five Police Investigation Centres (PICs).

The Golden Hour approach seeks to improve information exchange and safeguarding responses when children are in Police custody. The Golden Hour enables critical information around a child being held in police custody to be shared in real time between Norfolk Constabulary and Children's Advice and Duty Services (CADS)/Emergency Duty Team (EDT). Critical information regarding any safeguarding or welfare concerns which could impact on a child's safe stay in custody or release plans will be shared (under Norfolk Multi- Agency Safeguarding Hub (MASH) Information Sharing Agreement).

Norfolk County Council holds a contract with Anglia Care Trust for the provision of an Appropriate Adults (AA) service. The service is funded by Adult Social Care; Norfolk Constabulary; the Norfolk Youth Justice Service and the NHS through the ICB.

Remands

Over recent years the use of remand to youth detention accommodation has increased. The majority of Norfolk children who are remanded subsequently receive community sentences and this is in line with national data. These periods of remand disrupt the positive aspects in children's lives which would support their long term desistance. Placement sufficiency for children continues to be a challenge locally and nationally.



In order to identify and address systemic and practice issues Norfolk YJS reviews all remands at our scrutiny panel. This will soon be extended to include partner agencies including the courts.

Improvement recommendations include:

- Youth Justice Service need to ensure that we are clearer regarding the bail package proposed e.g as conditions/bail Intensive Supervision Surveillance(ISS)
- Further conversations with the Crown Court to build relationships and understanding of the service.
- Youth Justice Service and Family Help need to strengthen the joint planning particularly with regards to placement availability.
- For senior managers and the Board to discuss how we move forward with regards to placement availability for children where a remand is being considered.
- Youth Justice Service need to be recommending Secure Children's Homes for every child remanded or sentenced to Youth Detention Authority.
- Additional training for court duty officers needs to be delivered to identified staff
- Court needs to be scheduling 3 week review hearings for all cases where a longer adjournment is required.
- The process needs to be established so that children receive the Court remand decision making document (post PCSC Act 2022)

Use of custody

Norfolk broadly reflects the national trend where the number of children being sentenced to custody has decreased.

Norfolk YJS has completed analysis on children sentenced to custody in 2022. In this period three boys were sentenced to custody – profiles below.

- | | |
|---------|--|
| Child A | mixed heritage – episodes of LA care, experienced neglect and exploitation, long history of offending which started at the age of 13, first remand at the age of 15 |
| Child B | White British, first record of an offence at the age of 10, LAC, diagnosed with ADHD, learning difficulties, Education, Health Care Plan in place, family known to Children's Services since 2009. No prior remand received immediate custodial sentence |
| Child C | White, East European, escalated from a 6 month Referral Order to a 24 Month Detention & Training Order in a few months. Sentence appealed and child C received a community sentence |

All of these children were linked to serious youth violence and child criminal exploitation and as such had significant vulnerabilities often emerging prior to exploitation.

Norfolk YJS is committed to further develop diversion practice and trauma informed approaches to counteract the impact of some of those vulnerabilities. As described

in serious youth violence section Norfolk YJS works collaboratively with the community of practice around these children to promote safety wellbeing and disruption

Constructive resettlement

Over the past 12 months Norfolk YJS have revised and updated the Constructive Resettlement policy to ensure we prioritise the needs of children during their time in custody. Norfolk Youth Justice Service have included constructive resettlement in the joint protocol between Youth Justice Service and Children's Services as the service recognises that positive joint working is essential to improve constructive resettlement. Our quarterly remand scrutiny panel includes constructive resettlement as part of the audit.

10. Standards for children in the justice system

Norfolk YJS will complete a self assessment of standards for children in the youth justice system in the coming year.

Our Quality Assurance Framework sets out how we drive continual improvement in our practice.

The success of the framework is built on the principle that everyone in the organisation has a responsibility for quality assurance. Quality assurance will be embedded in all aspects of NYJS's work from the assessment and planning stages through to delivery and will be based on several practice principles such as:

- Repair harm, fewer victims and victim safety
- Desistance Theory
- Restorative
- Trauma informed
- Safety and Wellbeing
- Public Protection
- Disproportionality/Equality
- Strengths focused
- Developing pro-social identity
- Supportive relationships
- Promoting a childhood removed from the criminal justice system
- Balancing between needs/goals/strengths and risk factors
- Active participation and involvement



I don't think that we would have got anywhere without A calming the child and getting his verbal agreement. T (Referral Order panel member)

Norfolk YJS Management Board provides strategic direction and is responsible for overseeing the performance of the whole youth justice system in Norfolk. All audit findings are regularly presented to the board for scrutiny.

We have taken the following actions to address gaps found in internal audits:-

- Comprehensive assessments skills training (analysis and bias, 5P case formulation etc)
- Developed new planning processes and delivery of related workshops
- Practice observations (assessment and planning)
- Developed a more robust induction package for staff
- Delivered presentations to staff on current disparity landscape
- Introduced a trauma informed child first practice in relation to development of pre sentence reports
- Workshops for court staff focusing on areas of improvement such as appropriate language and regard for relevant theories
- Adapted out of court disposal assessment form to include risk of reoffending
- Improved recording of defensible decision making at panel

11. Workforce Development

Norfolk YJS are committed to providing positive training and support opportunities for staff. All incoming staff participate in a robust induction programme to fit their role. Youth Justice practitioners are expected to obtain the effective practice certificate within their first year of service. All managers are offered Institute of Leadership and Management Level 5 training. Norfolk YJS also provide an opportunity for 1 practitioner per year to undertake a degree in youth justice.

Staff receive regular line management supervision. In addition to this, practitioners and managers receive clinical, reflective group supervision facilitated by our clinical psychologist. One to One clinical supervision is also offered to staff where necessary.

Our workforce development plan for 2023/24 is attached – appendix 4

12. Evidence-based practice and innovation and Evaluation

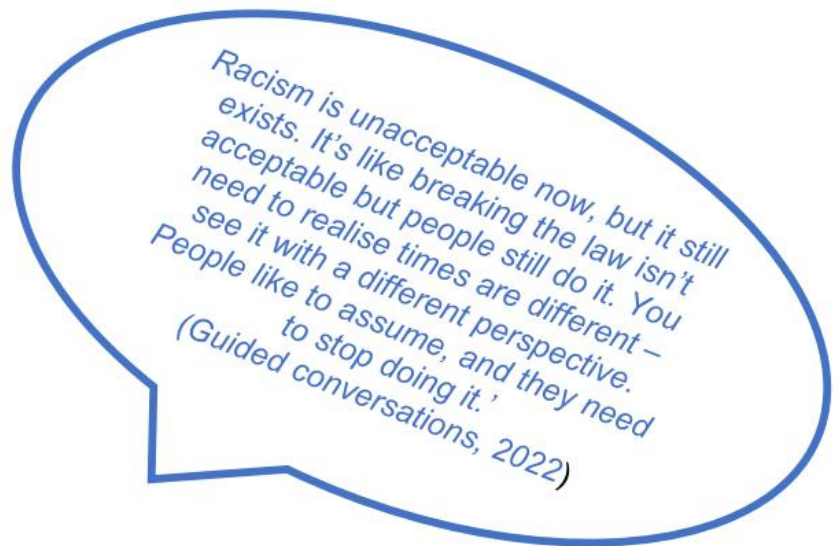
Children in Police Custody (Golden Hour)

Following on from the successful Pathfinder project, that included introduction of our Early Intervention Custody workers in May 2021, Norfolk YJS has supported the implementation of The Golden Hour approach. This seeks to improve information exchange and safeguarding responses when children are in Police custody. The Golden Hour enables critical information around a child being held in police custody to be shared in real time between Norfolk Constabulary and Children's Advice and Duty Services (CADS)/Emergency Duty Team (EDT). Critical information regarding any safeguarding or welfare concerns which could impact on a child's safe stay in custody or release plans will be shared (under Norfolk Multi- Agency Safeguarding Hub (MASH) Information Sharing Agreement).

Work to reduce Disparity

Norfolk YJS and the Targeted Youth Support Service has started to embed Guided Conversations based on the evidence based and research informed Manchester [Participatory Youth Practice \(PYP\)](#) framework.

Guided conversation is a method for engaging children designed to support exploration of a particular theme or issue. At the end of last year we piloted the approach to focus on the experience of black children in the criminal justice system. We have worked with the children to explore their identity, enable them to have their voices heard and to use what we have learnt from the conversations to influence practice and service development and challenge inequalities in the system.



Following research and consultation with Norfolk Constabulary, a stop and search training session has been developed by Norfolk YJS for practitioners to raise their awareness of children's rights. In conjunction with the session, a resource pack has been developed which will enable practitioners to support children to understand their rights and upskill them in self advocacy.

13. Service development plan

Service development

Norfolk Youth Justice Board have agreed the following priorities for 23/24. Whilst these largely mirror last year's priorities Norfolk YJS are targeting specific areas of emerging themes.

We have recognised for all of the priorities to be delivered successfully both participation and community of practice needs to be central to how we operate and as such do not appear as separate priorities but rather form an integral part of each individual priority.

Serious Youth Violence

What will we do	How will we know
Ensure NYJS meets the requirements of the Serious Violence Duty	Strategic needs analysis in place
Deliver group work activities alongside TYSS that enhance safety for children in the community	Positive evaluation of group work activity including feedback from children
Continue contributing to mapping emerging risk in relation to extra familial harm to support the development of effective context assessment and plans	Clear measurable actions and outcomes from mapping
Expand membership to other relevant agencies	Staff report feeling competent, safer and contained
Work to develop and maintain an effective community of practice alongside specialist exploitation and serious violence teams	Suite of interventions is implemented
Review interventions and utilise evidence based toolkits	
Take action to explore how data relating to SYV can be utilised to strengthen prevention and understand the cohort	

Disparity

What will we do	How will we know
<p>Multi-agency joint protocol to reduce disparity to be developed</p> <p>Review multi-agency data and improve recording of ethnicity</p> <p>Ensure ethnic minority representation on the Norfolk Youth Justice Service Board</p> <p>Continue to develop the Guided Conversations model and expand to parents</p> <p>Girls-specific group work and feedback to inform future interventions</p> <p>Focus on recruitment to ensure more diverse workforce</p> <p>Continue to build links with local community groups</p> <p>Commission training on racism and anti-discriminatory practice with a particular focus on working with children from minoritised backgrounds</p> <p>Work jointly with the courts to develop a joint understanding of disparity in the Youth Justice System</p> <p>Address disproportionality in relation to criminalisation of looked after children)</p> <p>Address disparity in outcomes for children heard in Saturday/ bank holiday courts</p> <p>Work with partners to take a Child First approach to avoid unnecessary adultification of older children</p>	<p>Qualitative and quantitative data, including children's feedback, will show a reduction in disparity across identified areas of the criminal justice system eg custody, stop and search, court</p>

Remand and Bail

What will we do	How will we know
<p>Further join-up between CS with YJS professionals to support the Valuing Care and Placement Risk Assessments in order aid placement searches and ensure risk is better managed</p> <p>The Head of Youth Justice Service to sit on the placement sufficiency board with a view to ensuring the needs of children in the youth justice system are paramount</p> <p>Focus our work to reduce disparity in relation to decision making in police custody and courts affording the same opportunities to all children regardless of their ethnicity and nationality</p> <p>Further develop the community of practice in order to ensure all key partners have a shared understanding of all statutory frameworks</p> <p>Identify all resources available across the system to create robust bespoke appropriate bail packages that instil confidence in courts and meets the needs of children in light of the new case management guidance</p> <p>Implementation of recommendations following HMIP thematic inspection as below:-</p> <ul style="list-style-type: none"> • Work with partners to understand reason for high numbers of community sentences following remands and take action to address • Develop board links with the secure estate • Ensure children subject to RUI have offences resolved as quickly as possible - some children are at risk of turning 18 prior to court, or being unable to access ROTL • Resolve proactive use of PACE beds. Develop police and EDT understanding regarding security thresholds and ensure sufficient availability 	<p>Data and audits will show appropriate use of custody and good practice in relation to provision for robust bail packages that support children in the community</p> <p>Sufficient appropriate placement opportunities supported by skilled foster and residential carers with an understanding of the youth justice cohort</p>

<ul style="list-style-type: none"> • Review the use of criminal behaviour orders. Undertake analysis of the effectiveness of CBOs • Ensure practitioners are confident and competent to move from relationship building to behaviour change interventions (Bail) • Undertake development work with court staff to ensure assessment includes sufficient analysis (particularly where children are not known to us) • Work with partners in social care to ensure early planning to ensure sufficient bail accommodation options are available to the courts. Develop understanding of custody as a last resort • Contribute to Criminal Justice Board action to raise and address court backlogs impacting on children. • Ensure children looked after receive appropriate care under the provisions of the Legal Aid, Sentencing and Punishment of Offenders Act 2012 (LASPO) • Ensure Child First approach is taken by all partners when responding to children in youth justice regardless of their age 	
---	--

Reducing Reoffending

What will we do	How will we know
<p>Analyse the characteristics of the cohort more likely to reoffend</p> <p>Utilise youth crime dashboard developed by the police to enable early response and identification of emerging trend</p> <p>Utilise community of practice to ensure that the right children get the right help at the right time.</p> <p>Work jointly with partners to reduce the risk of children subject to Released Under Investigation/police bail reoffending during that period</p>	<p>More effective targeting of resource in response to data</p>

Data

What will we do	How will we know
Implement new Key Performance indicators	Required reporting system in place and we deliver quality data

Diversion

What will we do	How will we know
Review criteria for out of court disposals in light of outcome 22 and HSB offences and implement a pilot accordingly	We will have a diversion scheme in place that will balance capacity and demand of the system A continued positive trend in relation to the numbers of first time entrants in Norfolk YJS

Education

What will we do	How will we know
Support education provisions to confidently manage risk within settings in order to create an inclusive environment for all children Undertake case studies and in depth analysis of children with Literacy and Numeracy needs post 16 and engage with providers on how to best to support this cohort going forward Implement community of practice approaches YJS education training and employment workers and SEND advisers in order to enable positive transitions and better placement matching Norfolk YJS to support post 16 education providers to respond to needs of YJS cohort Undertake participation activity with children to understand enablers and barriers to access provision Implement positive activities for children to support first step engagement with ETE in response to local "what works" evaluation	Improved participation of YJS cohort in ETE Decrease in numbers of NEET in the YJS cohort Improved literacy and numeracy levels in children in the YJS cohort Needs of children with SEND are appropriately met

Children missing education- identify reachable moments to prevent children coming into the criminal justice system (including children with unassessed SEN)	
---	--

Health and Wellbeing

What will we do	How will we know
<p>Recruit a speech and language therapist to join the health team in Norfolk YJS</p> <p>Undertake activity to understand emerging increase in sexually harmful behaviour from children and develop a responsive action plan</p>	<p>All children in or at risk of entering the youth justice service in Norfolk to have their mental health, neurodevelopmental, communication and learning needs fully identified and addressed</p> <p>Increased capacity in Norfolk YJS to undertake harmful sexual behaviour assessments and Action plan targets will be met</p>

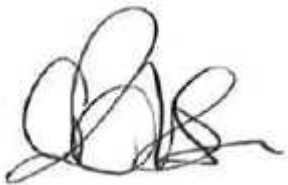
Challenges, risks and issues

Current Challenges	Actions taken
<p>Whilst our Out of Court Disposal figures are beginning to level out, the complexity of needs and changing landscape of offences have increased pressure on staff and systems</p> <p>A significant rise in statutory referral orders</p>	<p>Review the criteria for out of court disposals to take account of capacity and demand</p> <p>Problem solving alongside partners at Steering Group</p> <p>Positive vacancy management to ensure newly recruited case managers are placed in post court team</p>
<p>Lack of social workers and probation staff has impacted on high-risk practitioner quota</p>	<p>Working with Probation to promote YJS to newly qualified officers</p> <p>Recruitment of social workers is a wider problem for Norfolk and nationally. There are steps undertaken from the wider Childrens Services perspective to attract social workers</p> <p>Using the skills and talents of alternatively qualified staff where it is appropriate to do so</p> <p>Working with partners and stakeholders to ensure that the right work is managed by the youth justice service</p>
<p>Recruitment and retention of staff is problematic</p>	<p>A review of recruitment and retention processes is underway</p>

Rising costs of living and increase of poverty impacting on children and families will increase wider social issues and potentially criminality	Raise awareness with partners. Monitor data and profile of children. Work with partners and key stakeholders to mitigate risk of poverty and associated risks
Hybrid way of working creates additional time and workload pressures	Increased attendance at offices where possible

Potential Risks	Proposed action
Lack of social workers and probation staff dilutes the multiagency nature of YJS and limits a holistic response to children	Working with Probation to promote YJS to newly qualified officers Recruitment of social workers is a wider problem for Norfolk and nationally. There is a comprehensive strategy in wider Children's Services perspective to attract social workers
Complexity of out of court disposal cases may overwhelm the service	Consideration of tightening criteria to restrict numbers or ultimately suspension of service to ensure statutory delivery is not impacted Working with partner agencies to ensure that the right children receive the right service at the right time

14. Sign off, submission and approval

Chair of YJS Board – Name	Chris Robson
Signature	
Date	26/6/2023

15. Appendixes

Appendix 1: staffing structure


Appendix 2 Budget Costs and contributions

Appendix 3: Diversion Process

Appendix 4: Workforce development plan 23/24

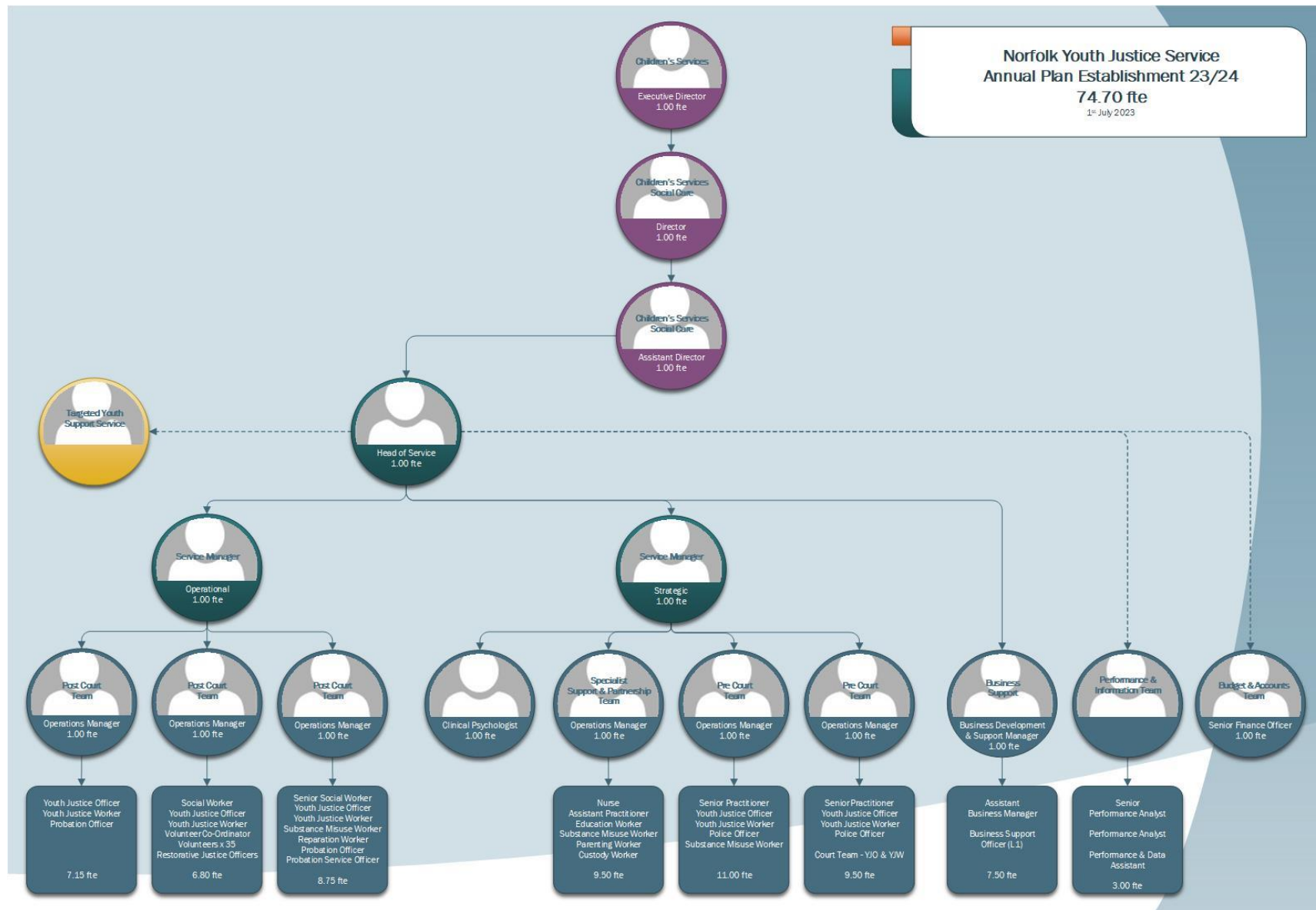
Appendix 5: Youth Justice Board membership and attendance

Appendix 1 - Norfolk Youth Justice Service Budget 2023 – 2024

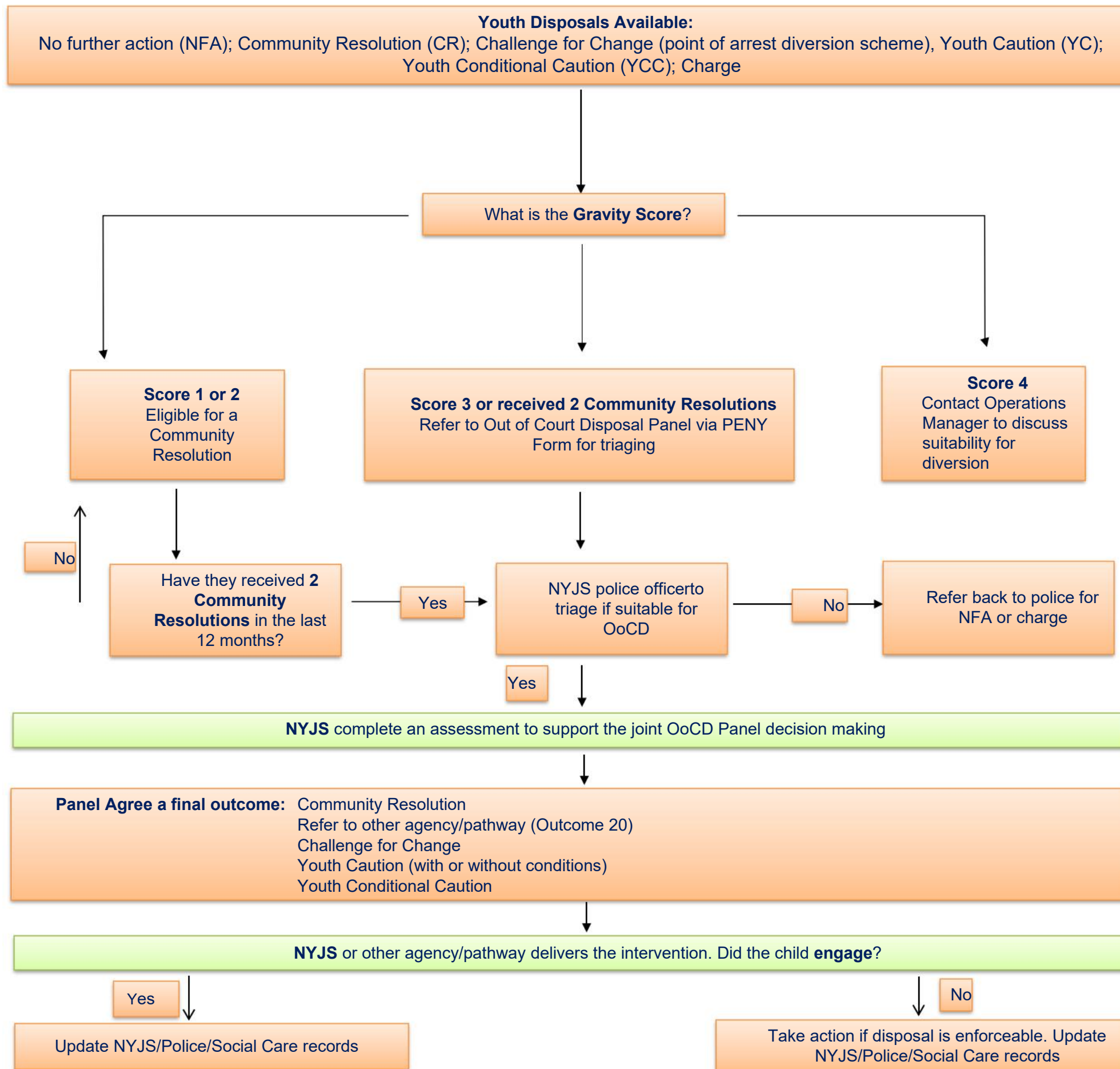
 NORFOLK YOUTH JUSTICE SERVICE 2023/24 (as at 31st May 2023)		£	£
PARTNERS CONTRIBUTIONS TO POOL BUDGET			
Norfolk County Council / Children's Services		628,238	
NHS Norfolk & Waveney Integrated Care Board		123,089	
Norfolk Constabulary		116,205	
Probation Service - Management Fees		10,000	
Probation Service - Staff	**	60,276	
Sub-total			937,807
YOUTH JUSTICE BOARD GRANTS			
Youth Justice Grant <i>including Junior Attendance Centres</i>	*	892,671	
Sub-total			892,671
OTHER GRANTS / PROJECTS			
Office for Health Improvement and Disparities		43,000	
Children's Services - Early Intervention Grant		325,000	
Project ADDER		98,720	
Ministry Of Justice - Turnaround Programme		298,866	
Sub-total			765,586
PARTNERS 'IN-KIND' CONTRIBUTION – SECONDED STAFF & OVERHEADS			
Children's Services - includes 3.0 fte Education Workers / 4.0 fte Social Workers		923,620	
Children's Services - Overheads		144,202	
NHS Norfolk & Waveney Integrated Care Board - 3.0 fte Health Workers		183,257	
Norfolk Constabulary - 3.0 fte Police Officers		183,165	
Probation Service - 1.3 fte Probation Officers / 0.45 Probation Service Officer	**	0	
Sub-total			1,434,244
TOTAL			4,030,308

** to be confirmed / ** cash in lieu*

Appendix 2 – staffing structure



Norfolk Triage and Diversion process



Diversion Criteria

All officers and Norfolk YJS should work to Child Centred Policing Principles 2021 and will be committed to reducing disparity in the diversion process. Before any OoCD can be considered the Police must ensure the following criteria are met:

- The child is between the ages of 10-17.
- There is evidence that the child has committed a substantive offence(s).
- The child has had access to appropriate legal advice and an appropriate adult.
- There is sufficient evidence to charge the child with the offence(s) relating to the incident.
- Have an admission that the child has committed the offence(s), (via interview, voluntary attendance, where applicable via PNB or body worn video).
- That the child and/ or their family have consented to work with the NYJS.
- If this a Looked After Child, other alternatives have been considered.
- The victims' views have been sought and

Appendix 4

Training plan for the year 2023-24

Learning/ Development Area	Where Training Need was Identified	Target Audience	Provider and Method	NYJS Person Responsible	Dates
Neurodevelopment and LD (incl. SEND process and how to identify SLT needs)	Staff skills audit	Practitioners	Rolling basis	Becca Bealey	March 2024
Planning	Audits (all)	Practitioners	Workshop	Aimee Allerton & Charlotte Squires	April 2023
Introduction to Mental Health	Staff skills audit	Practitioners & managers	Training (face to face)	Donna Moy	May 2023
New Staff induction programme	Recruitment	New practitioners	NYJS	Dan Wilson	July 2023
Speech and Language training	Local needs analysis, national research	Practitioners	Training (face to face)	NCC Speech and Language Therapist	July 2023
Anti-racism training	National; research & audits	Practitioners & managers	Liminality group 1.5 day training (face to face)	n/a	September 2023
Safeguarding refresher training	Internal	Practitioners & managers	Training (face to face)	Tom Christman	October 2023
AssetPlus	Internal	Selected staff	Training	TBC	October 2023
Working with Gypsy, Roma and Traveller children	Audits National	Practitioners & managers	NCC GRT team	n/a	September 2023

Case management guidance (with Child First, desistance & risk)	National	Practitioners & managers	NYJS training (face to face)	TBC	November 2023
Health assessments and AssetPlus	New health model	Practitioners	Training	Donna Moy	February 2024
HSB Workshop	Internal	Practitioners	Workshop (face to face)	Carla Hamilton	November 2023

Appendix 5

Norfolk Youth Justice Board Current Member Details (as of 31 March 2023)

Job Title	Representing	05/07/2022	26/09/2022	19/12/2022	27/03/2023	% attendance
Head of Community Safety	Office of the Police & Crime Commissioner	x	a	a	x	50%
Commissioning Manager – Children and Young People	Public Health	n/a	a	a	a	0%
Independent Chair of NYJ Board	Independent	x	x	x	x	100%
Effective Practice Advisor	Youth Justice Board	n/a	x	a	a	33%
Chief Inspector	Norfolk Constabulary	a	a	a	x	25%
Legal Advisor and Youth Court Lead	Her Majesty's Courts & Tribunal Services	a	a	a	a	0%
Assistant Director – Childrens Social Care	Norfolk County Council / Childrens Services	x	x	x	a	75%
Participation & Transition Strategy Manager	Norfolk County Council / Education	a	a	a	x	25%
Head of Norfolk Probation Service	National Probation Service	a	a	a	x	25%
Chair of the Youth Court Bench	Her Majesty's Courts and Tribunal Services	a	x	a	x	50%
Assistant Director of Individuals and Families	South Norfolk District Council / Broadland DC	a	x	x	x	75%
Assistant Chief Constable	Norfolk Constabulary	a	x	a	a	25%
Director of Housing	Great Yarmouth Borough Council/Housing	x	x	a	a	50%
Strategic Lead for Youth Participation	Childrens Services	a	x	a	x	50%
Director of Children's Social Care	Norfolk County Council / Childrens Services	x	x	a	x	75%
Associate Director of Children, Young People and Maternity for NHS Norfolk & Waveney Clinical Commissioning Group	NHS / Norfolk County Council/ Clinical Commissioning Groups	x	x	x	a	75%
Director of Commissioning, Partnerships and Resources	Norfolk County Council / Childrens Services	a	a	a	a	0%
T/Superintendent, Community Safety	Norfolk Constabulary	x	x	x	a	75%
Head of Education Quality Assurance & Intervention	Norfolk County Council/Education	a	x	x	x	75%

Norfolk Youth Justice Plan

Report from the Scrutiny Committee to the Leader of the Council

1 Background

- 1.1 At the meeting held on the 13 December 2023, members of the Scrutiny Committee received the Norfolk Youth Justice Plan 2023-24. This document sits among a number of policies that make up the overall NCC policy framework.
- 1.2 The Scrutiny Committee has a clear role in providing challenge to any refresh or amendment to items that make up the policy framework. This is set out in section 11b of the NCC constitution, alongside guidelines around communication with members and the process leading to Full Council approval. The item must be considered by the Scrutiny Committee in good time, and the Committee are asked to provide a report to the Leader of the Council outlining a summary of discussions and any recommendations put forward by the Scrutiny Committee. This report will include details of any minority views expressed as part of the debate at the Scrutiny Committee. Having considered any report by the Scrutiny Committee, the Leader or Executive will agree proposals for submission to the Council and report to Council on how any recommendations from the Scrutiny Committee have been taken into account.
- 1.3 As above, this report will summarise the minutes from the discussion at the Scrutiny Committee, highlighting key points raised by Scrutiny members and outlining the recommendations agreed by the Committee.

2 Summary of discussions

- 2.1 Officers confirmed that 2024 was a critical year for the Youth Justice Service, as an inspection from the government was almost certain to take place before the end of the current financial year. Norfolk was the last district in the Eastern Region to require a full inspection. In addition, a multi-agency Joint Targeted Area Inspection into Serious Youth Violence and partner response to it was expected early in 2024. As such there is a lot at stake in the coming months, and although a partnership service, the Council's reputation will be tested and the team are not complacent and preparing thoroughly. The plan demonstrates our strategic priorities and focus and is overseen by the local Youth Justice Board.
- 2.2 As part of the broader discussion, following points were discussed and noted by members of the Scrutiny Committee:
- A Committee Member commented that the main underlying factor beneath youth offending and reoffending was mental health problems and acknowledged that tackling this was complex. Community hubs had been

developed in the Great Yarmouth and King's Lynn areas and the Committee Member asked if funding was available for these hubs to be rolled out countywide as they provided a vital service for young people regarding matters of advice and opportunity. Officers acknowledged that mental health concerns had to be taken seriously and that the current offer from the partnership had to be improved. Frequent conversations were taking place with partners as to how youth services could be improved, with a senior level health and social care workshop planned for later in the week. There was a need to explore different ways of engaging young people, moving away from a medicalised, clinical approach. Bespoke approaches to respond to each person's unique needs had to be considered. The Council was engaging with health partners to see how the system could cater for this. Officers agreed that community hubs played a vital role in offering services to vulnerable young people, with plans being developed to expand access across the county. A team of detached youth workers were employed in the hubs to engage and help young people. It was hoped that this team could be expanded using funding from the government's Serious Violence Duty programme. The Committee Member remarked that in addition to the community hubs, the network of libraries in Norfolk also provided an important frontline service. There were five mobile libraries covering rural areas, helping to reach out to rural youth and young people who had inadequate access to digital services. The Committee Member expressed hopes that this service would continue.

- A Committee Member stated the plan had commendable aims to keep young people out of the justice system. There was a pressing issue across Norfolk regarding underage activities such as alcohol abuse, smoking, drugs, and illegal vaping, all of which made it easy for young people to be driven to criminal activities. The Committee Member asked officers if they had the tools in place to achieve the aim and if the Trading Standards and Licencing teams were involved, as they would be critical in achieving these targets set out in the plan. Officers stated that the service took a child first, offender second approach, which is a nationally recognised underpinning principle for youth justice services, which aimed to avoid the "adultification" of children. The Youth Justice Service had a statutory duty regarding public protection, which influenced all areas of the system. The plan for 2024 was to investigate a Victim's Focus, using guidance from the government. With regarding to Licencing, officers clarified that the Youth Justice Service had membership of the Community Safety Partnership, where these issues were raised and discussed.
- A Committee Member stated he was pleased to see important insight from young people included in the plan, as prior experience garnered from Children's Services proved that young people wanted to engage with the service. The Committee Member mentioned the report suggesting the police had an issue providing data and asked officers if the police service were involved with Youth Justice as much as they should be, asking if the

Committee could do anything to spur them into action. Officers stated there were good relationships with the police across Norfolk, with them being on board with the decriminalisation of looked-after children. Data gaps in the report were now being filled.

- A Committee Member referred to the recent issues surrounding the Norfolk and Suffolk NHS Foundation Trust (NSFT) and asked officers if the situation was such that due to the underperformance of the trust, should it be disbanded and replaced with a new provider who would work closely with the service. Officers acknowledged that NSFT was navigating a set of unique and challenging circumstances; however a new Chief Executive had been recently appointed. The future of mental health provision in Norfolk was potentially optimistic, as there were collaborative conversations as to better ways to deliver support, but the service would continue to work alongside NSFT as partners for the foreseeable future.
- The Vice-Chair expressed concern that the delivery of substance misuse treatment in Norfolk had halved according to the report, but that there did not appear to be analysis as to why this was the case. Officers confirmed a new Operations Manager was now in place overseeing the partnerships side of the Youth Justice Service, with their remit covering substance misuse services. The data in the report related to referrals to in-house substance misuse services, as many team members delivered such interventions themselves as case managers.
- A Committee Member stated it appeared reoffending was trending downwards over time, but that the knock-on effects of COVID were still being felt. A significant number of children had disappeared from the school system in big cities, but it was unknown whether Norfolk was similarly affected. The Committee Member remarked that such children could end up being referred to Youth Justice in the future and asked officers whether any analysis was being undertaken in this area, or whether resources were being earmarked for a future increase in children outside the education system. Officers confirmed there was a dedicated team of education, training and employment officers who liaised closely with schools and inclusion teams within Children's Services. National and local data illustrated that school attendance was a key factor in relation to risk of harm and entry into youth justice systems. One of the plans in 2023 and further development 2024 was to look at the integration of learning, inclusion, and educational services into other children's services multi-disciplinary teams, while investigating the role and potential expansion of the Virtual School to children not in school.
- A Committee Member remarked that it could be worthwhile to invite the Police and Crime Commissioner when the Youth Justice Plan was due to be revisited next year, as their team often had to make several decisions relating to criminal behaviour and exploitation of children. The Committee Member asked officers what evidence-based approach was taken for commissioning

decisions. Officers stated that there were a number of evidence-based decisions taken around extrafamilial harm, forming trusted relationships with professionals and early interventions. The service would continue to work with the Office of the Police and Crime Commissioner to feed back findings and see what could be expanded. The Committee Member asked what had worked well and how the findings were fed back into the current programmes. Officers said research had been conducted before the introduction of the targeted youth support service, which was based upon evidence from youth work and trusted relationships with partners. It was planned to spread the lessons learned from youth work across the system during 2024, to create positive relationships with young people. The Committee Member queried as to whether there was a timescale for measuring the success of such interventions if it still helped individuals ten to fifteen years down the line. Officers confirmed the timescale for success was over a six to twelve month time where the person would be using targeted support services. From the data available regarding referral rates, most individuals were not being returned to the system for further support. Reoffending data was being scrutinised to see the effectiveness of the interventions.

- A Committee Member queried as to what bespoke education would entail and expressed concern about the use of virtual classrooms as young people could refuse to attend these. Officers stated the previous provision for children in the service was 25 hours of education per week, which was recognised nationally as setting children up to fail. The new focus was to provide a bespoke package for each person based on their needs and circumstances, such as one-to-one tutors. The Committee Member commented that she was involved with the Open Road charity in King's Lynn, which offered training based around construction work and motor vehicles, and asked officers if this sort of service was offered to young people in the system. Officers confirmed that the team would continue to look at offers of employment for those over the age of sixteen. Further work was required to create such opportunities, particularly for individuals who had not gained qualifications in Maths and English. This would involve liaising with colleagues and educational facilities to help individuals move forward with their lives.
- Committee Members queried the data relating to reoffenders in the report, as to whether how many times one individual would reoffend. Officers stated the data was binary and examined on a case-by-case basis. There was a successful diversion initiative which aimed to steer young people away from a first entry into the youth justice system. However, there was a small cohort where offending was entrenched behaviour, which was challenging to manage. There were often complex circumstances exacerbated by the COVID-19 pandemic.
- A Committee Member mentioned there was an overrepresentation of girls in the diversion scheme and requested clarification on this data point. Officers stated that girls in the diversion scheme tended to have lower level offenses,

which was why they would be referred to the programme rather than court. A significant amount of analysis was taking place alongside partners and organisations to understand the data and address reasons why girls were offending.

3 Actions and recommendations

- 3.1 No formal revisions to the Scrutiny Committee forward work programme were agreed as a result of discussions.
- 3.2. No formal recommendations were moved or agreed by the committee regarding the content of the Norfolk Youth Justice Plan 2023-24 for consideration by the Cabinet Member or the Leader of the Council.



Norfolk County Council

[Youth Justice Service Plan 2023.]

Equality Impact Assessment – Findings and Recommendations

[01/10/2023]

[Lauren Downes – Head of Youth Justice and Targeted Youth Support Services]

Equality impact assessments enable decision-makers to consider the impact of proposals on people with protected characteristics.

You can update an assessment at any time to inform service planning and commissioning. For help or information please contact equalities@norfolk.gov.uk

1. The proposal

Youth Justice Plan 2023.

Summarise here the purpose and aims of your proposal

Agree to the contents of the Youth Justice Plan for Norfolk 2023.

This is to enable Norfolk County Council to fulfil its statutory duty to submit an annual Youth Justice Plan relating to the provision of youth justice services including how they will be funded, operate and what functions will be carried out. This plan is formulated and implemented after consultation with partner agencies.

The plan sets out how offending behaviour of children should be prevented and reduced. Annual plans are an opportunity to review performance and development over a single year period and plan for the next year through the identification of actions to be undertaken under key priorities. This allows for any changes that have taken place over the past year, such as legislative and demographic, to be taken into account.

1. Legal context

- 1.1 Public authorities are required by the Equality Act 2010 to give due regard to equality when exercising public functions¹. This is called the 'Public Sector Equality Duty'.
- 1.2 The purpose of an equality impact assessment is to consider the potential impact of a proposed change or issue on people with protected characteristics (see Annex 1 for information about the different protected characteristics).
- 1.3 If the assessment identifies any detrimental impact, this enables mitigating actions to be developed.
- 1.4 It is not always possible to adopt the course of action that will best promote the interests of people with protected characteristics. However, equality assessments enable informed decisions to be made that take every opportunity to minimise disadvantage.

2. Information about the people affected by the proposal

This proposal will primarily impact on the planning for young people who may come into contact with the Youth Justice Service or related partners as well as fulfilling the statutory obligations of Norfolk County Council.

3. Potential impact

- 3.1 Based on the evidence available, this proposal is likely to have a positive impact on young people who may come into contact with the Youth Justice Service, some of who will have protected characteristics, or related partners, as well as fulfilling Norfolk County Council's statutory duties to have this Plan.
- 3.2 This is because the plan sets out the duties applicable to those young people aforementioned; to support and promote their best interests whilst fulfilling duties to public protection. The plan also sets out particular planning regarding issues of diversity.

- 3.3 There is no legal impediment to going ahead with the proposal. It would be implemented in full accordance with due process, national guidance and policy. Similar proposals are implemented elsewhere in the UK.
- 3.4 It is possible to conclude that the proposal may have a positive impact on some people with protected characteristics, for the reasons set out in this assessment. It may also have some detrimental impacts, also set out in the assessment.
- 3.5 Decision-makers are therefore advised to take these impacts into account when deciding whether or not the proposal should go ahead, in addition to the mitigating actions recommended below.
- 3.6 Some of the actions will address the potential detrimental impacts identified in this assessment, but it is not possible to address all the potential impacts. Ultimately, the task for decision-makers is to balance these impacts alongside the need to manage reduced resources and continue to target support at those who need it most.

4. Recommended actions

If your assessment has identified any detrimental impacts, set out here any actions that will help to mitigate them.

Number	Action	Lead	Date
1.	N/A		
2.			
3.			


5. Evidence used to inform this assessment

I have particularly considered the

- [Equality, Diversity and Inclusion Policy](#)
- Demographic factors set out in [Norfolk's Story 2021](#)
- Norfolk County Council [Area Reports](#) on Norfolk's JSNA relating to protected characteristics
- Equality Act 2010 and Public Sector Equality Duty codes of practice

6. Further information

For further information about this equality impact assessment please contact **[insert job title and contact details of relevant member of staff]**

	<p>If you need this document in large print, audio, Braille, alternative format or in a different language please contact xxx on xxx or xxx (Text relay)</p>
---	---

Annex 1 – table of protected characteristics

The following table sets out details of each protected characteristic. Remember that people with multiple characteristics may face the most barriers:

Characteristic	Who this covers
Age	Adults and children etc, or specific/different age groups
Disability	<p>A person has a disability if they have a physical or mental impairment which has a substantial and long-term adverse effect on their ability to carry out normal day-to-day activities.</p> <p>This may include but is not limited to:</p> <ul style="list-style-type: none"> • People with mobility issues (eg wheelchair or cane users, people of short stature, people who do not have mobility in a limb etc) • Blind and partially sighted people • People who are D/deaf or hearing impaired • People with learning disabilities • People who have mental health issues • People who identify as neurodiverse (this refers to neurological differences including, for example, dyspraxia, dyslexia, Attention Deficit Hyperactivity Disorder, the autistic spectrum and others) • People with some long-term health conditions which meet the criteria of a disability.
People with a long-term health condition	People with long-term health conditions which meet the criteria of a disability.
Gender reassignment	<p>People who identify as transgender (defined as someone who is proposing to undergo, is undergoing, or has undergone a process or part of a process to reassign their sex. It is not necessary for the person to be under medical supervision or undergoing surgery).</p> <p>You may want to consider the needs of people who identify as non-binary (a spectrum of gender identities that are not exclusively masculine or feminine).</p>
Marriage/civil partnerships	People who are married or in a civil partnership. They may be of the opposite or same sex.
Pregnancy and maternity	Maternity refers to the period after birth and is linked to maternity leave in the employment context. In the non-work context, protection against maternity discrimination

Characteristic	Who this covers
	is for 26 weeks after giving birth, and this includes treating a woman unfavourably because she is breastfeeding.
Race	<p>Race refers to a group of people defined by their race, colour, or nationality (including citizenship) ethnic or national origins.</p> <p>A racial group can be made up of two or more distinct racial groups, for example a person may identify as Black British, British Asian, British Sikh, British Jew, Romany Gypsy or Irish Traveller.</p>
Religion/belief	<p>Belief means any religious or philosophical belief or no belief. To be protected, a belief must satisfy various criteria, including that it is a weighty and substantial aspect of human life and behaviour. Denominations or sects within a religion can be considered a protected religion or religious belief.</p>
Sex	<p>This covers men and women. Also consider the needs of people who identify as intersex (people who have variations in sex characteristics) and non-binary (a spectrum of gender identities that are not exclusively masculine or feminine).</p>
Sexual orientation	<p>People who identify as straight/heterosexual, lesbian, gay or bisexual.</p>

Document review

Reviewed and updated:	Reviewer
October and November 2016	Corporate Planning & Partnerships Manager
December 2017	Equality & Diversity Manager
October 2018	Equality & Diversity Manager
May and November 2019	Equality & Diversity Manager
May and November 2020	Equality & Diversity Manager
June and September 2021	Head of Equality, Diversity and Inclusion

¹ The Act states that public bodies must pay due regard to the need to:

- Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act;
- Advance equality of opportunity between people who share a relevant protected characteristic¹ and people who do not share it;
- Foster good relations between people who share a relevant protected characteristic and people who do not share it.

[The full Equality Act 2021 is available on legislation.gov.uk.](https://www.legislation.gov.uk)