

# Scrutiny Committee

Date: **Wednesday 13 December 2023**

Time: **10 am**

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

## Membership:

Cllr Steve Morpew (Chair)	Cllr Mark Kiddle-Morris
Cllr Daniel Elmer (Vice-Chair)	Cllr Brian Long
Cllr Carl Annison	Cllr Ed Maxfield
Cllr Lesley Bambridge	Cllr Jamie Osborn
Cllr Phillip Duigan	Cllr Brian Watkins
Cllr John Fisher	
Cllr Tom FitzPatrick	
Cllr Keith Kiddie	

## Parent Governor Representatives      Church Representatives

Vacancy	Helen Bates
Vacancy	Paul Dunning

## Advice for members of the public:

This meeting will be held in public and in person.  
It will be live streamed on YouTube and members of the public may watch remotely by clicking on the following link: [Norfolk County Council YouTube](#)

We also welcome attendance in person, but public seating is limited, so if you wish to attend please indicate in advance by emailing [committees@norfolk.gov.uk](mailto:committees@norfolk.gov.uk)

Current practice for respiratory infections requests that we still ask everyone attending to maintain good hand and respiratory hygiene and, at times of high prevalence and in busy areas, please consider wearing a face covering.

Please stay at home if you are unwell, have tested positive for COVID 19, have symptoms of a respiratory infection or if you are a close contact of a positive COVID 19 case. This will help make the event safe for attendees and limit the transmission of respiratory infections including COVID-19.

# A g e n d a

## 1 To receive apologies and details of any substitute members attending

## 2 Minutes

(Page 4)

To confirm the minutes of the meetings held on 22 November 2023

## 3. Members to Declare any Interests

If you have a **Disclosable Pecuniary Interest** in a matter to be considered at the meeting and that interest is on your Register of Interests you must not speak or vote on the matter.

If you have a **Disclosable Pecuniary Interest** in a matter to be considered at the meeting and that interest is not on your Register of Interests you must declare that interest at the meeting and not speak or vote on the matter

In either case you may remain in the room where the meeting is taking place. If you consider that it would be inappropriate in the circumstances to remain in the room, you may leave the room while the matter is dealt with.

If you do not have a Disclosable Pecuniary Interest you may nevertheless have an **Other Interest** in a matter to be discussed if it affects, to a greater extent than others in your division

- Your wellbeing or financial position, or
- that of your family or close friends
- Any body -
  - Exercising functions of a public nature.
  - Directed to charitable purposes; or
  - One of whose principal purposes includes the influence of public opinion or policy (including any political party or trade union);

Of which you are in a position of general control or management.

If that is the case then you must declare such an interest but can speak and vote on the matter.

## 4 Public Question Time

Fifteen minutes for questions from members of the public of which due notice has been given. Please note that all questions must be received by the Committee Team ([committees@norfolk.gov.uk](mailto:committees@norfolk.gov.uk)) by **5pm on Thursday 7 December 2023**. For guidance on submitting a public question, please visit <https://www.norfolk.gov.uk/what-we->

[do-and-how-we-work/councillors-meetings-decisions-and-elections/committees-agendas-and-recent-decisions/ask-a-question-to-a-committee](https://www.norfolk.gov.uk/doing-and-how-we-work/councillors-meetings-decisions-and-elections/committees-agendas-and-recent-decisions/ask-a-question-to-a-committee)

## **5 Local Member Issues/Questions**

Fifteen minutes for local member to raise issues of concern of which due notice has been given. Please note that all questions must be received by the Committee Team ([committees@norfolk.gov.uk](mailto:committees@norfolk.gov.uk)) by **5pm on Thursday 7 December 2023**.

## **6 To note that the deadline for calling-in matters, from the Cabinet meeting held on Monday 4 December 2023 was 4pm on Monday 11 December 2023**

## **7 Digital Connectivity (Page 19)** Report from the Interim Executive Director of Community and Environmental Services

## **8 Norfolk Youth Justice Plan (Page 31)** Report from the Interim Executive Director of Children's Services

## **9 Quarterly Update on Performance Review Panels (Page 93)** Report from the Interim Executive Director for Adult Social Care and the Executive Director for Children's Services

## **10 Update from the Chair of the Norfolk Countywide Community Safety Partnership Scrutiny Sub-Panel/Appointments (To follow)** Report from the Interim Executive Director of Community and Environmental Services

## **11 Scrutiny Committee Forward Work Programme (Page 111)**

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

Date Agenda Published: 5 December 2023



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# Norfolk County Council

## Scrutiny Committee

Minutes of the Meeting Held on 22 November 2023  
at 10am at County Hall Norwich

### Present:

Cllr Steve Morphew (Chair)  
Cllr Daniel Elmer (Vice-Chair)  
Cllr Lesley Bambridge  
Cllr Phillip Duigan  
Cllr John Fisher  
Cllr Tom FitzPatrick  
Cllr Keith Kiddie  
Cllr Mark Kiddle-Morris  
Cllr Ed Maxfield  
Cllr Jamie Osborn  
Cllr Brian Watkins

### Substitute Members Present:

Cllr Robert Savage for Cllr Carl Annison

### Also Present:

Hollie Adams	Committee Officer
Cllr James Bensly	Local Member for East Flegg, Chair of the Infrastructure and Development Select Committee, Chair of Coastal Partnership East
Grahame Bygrave	Interim Executive Director of Community and Environmental Services
Henry Cator	Chair of the Norfolk Strategic Flooding Alliance
Paul Cracknell	Executive Director of Strategy and Transformation
Kat Hulatt	Director of Legal Services and Monitoring Officer
Joel Hull	Assistant Director of Waste and Water Management
Mark Ogden	Flood and Water Manager
Peter Randall	Democratic Support and Scrutiny Manager
Paul Seaman	Head of Operations, Norfolk Fire and Rescue Service
Laine Tisdall	Committee Officer
Cllr Eric Vardy	Cabinet Member for Environment and Waste
Cllr Martin Wilby	Local Member for East Depwade

## 1 Apologies for Absence

1.1 Apologies were received from Cllr Carl Annison substituted by Cllr Robert Savage.

## 2 Minutes

2.1 The minutes of the previous meetings held on 18 October and 31 October 2023 were confirmed as an accurate record and signed by the Chair.

### **3. Declarations of Interest**

- 3.1 Cllr Brian Long declared an “other” interest as he was the chairman of the King’s Lynn Internal Drainage Board, which was a paid position.

### **4. Public Question Time**

- 4.1 Three substantive and supplementary questions were received, from Linda Adcock, Tom Read and Paul Smith. The responses are appended to this set of minutes at Appendix A.

### **5. Local Member Issues/Questions**

- 5.1 No local member questions were received.

### **6 Call In**

- 6.1 The Committee noted that there were no call-in items at this meeting

### **7 Review of Norfolk Flood Prevention Activity**

- 7.1 The Committee received the annexed report (7).
- 7.2 The Cabinet Member for Environment and Waste introduced the report, which provided an outline of the Council’s statutory role as the Lead Local Flood Authority for Norfolk, as well as its status and responsibility as a Risk Management Authority for flooding in its statutory role as a Highway Authority. The report also outlined the opportunities and implications for the Council that would arise from the implementation of Schedule 3 of the Flood and Water Management Act 2010, relating to sustainable drainage. Schedule 3 had been implemented in Wales but not in England as of 2023.
- 7.3 The Cabinet Member praised the Norfolk Fire and Rescue Service, and the Highways teams and their contractors for their efforts during the recent storms. The Cabinet Member remarked that there were reports in the media recently that 2023 was likely to be the hottest on record for many years, and that efforts to limit climate change to a 1.5 degree increase in global temperatures was likely going to be missed. This illustrated the urgency of implementing policies and plans, such as the Norfolk Climate Strategy, to mitigate the effects of climate change in Norfolk.
- 7.4 The Chair welcomed Henry Cator, Chair of the Norfolk Strategic Flooding Alliance (NSFA), who endorsed the report from the Cabinet Member regarding the implementation of Schedule 3 and commented that the recent flooding in North Norfolk was unprecedented. It affected not only property but the physical and mental health of residents. Norfolk was sat at the frontline of climate change, and it was important to develop a strategic approach to the issues faced by the county. Discussions had taken place between the NSFA and

agencies such as the National Infrastructure Commission and the Environment Agency for representatives to visit Norfolk to see what work had been undertaken locally, while illustrating the multi-sector approach to the issue.

- 7.5 Officers provided an outline of the response to Storm Babet. The Norfolk Fire and Rescue Service had a robust system in place to plan for flood response in Norfolk, which also provided resiliency in affected areas. A response was being planned up to a week before the storm struck, utilising information from partners such as the Met Office and the internal Flood Tactical Advisor. Officers remarked that extreme weather events placed a large demand on the Service. Under the Fire and Rescue Services Act 2004, the Service had a statutory duty to respond to emergencies, however flood response was not a bespoke statutory duty. The Service had to operate within the remit of its own operational activities, subject to funding levels.
- 7.6 The Chair introduced Cllr Martin Wilby, the Local Member for East Depwade, who provided further context relating to his division. Waveney Valley was affected by significant flooding over Christmas 2020, which had caused adverse effects to the mental health of residents in these areas. With the advent of Storm Babet, residents expected a similar detrimental outcome, as the ground was saturated due to recent rainfall. The Local Member highlighted the village of Brockdish, where 16 properties were severely damaged during the 2020 floods. Due to the geography of the area, water levels rose rapidly at the time. In the aftermath of the flooding, the NSFA and the Council liaised to implement a solution for Brockdish, which involved dams to slow the water rate entering the village. As a result, when Storm Babet occurred the water level did not rise as high, and only one property was known to be flooded. Work had also been undertaken on the A143 which also had a positive impact. The Local Member thanked the agencies and everyone involved in the schemes for their work, which had improved quality of life in South Norfolk villages.
- 7.7 The following points were discussed and noted.
- A Committee Member asked how much of an impact the delay in implementing Schedule 3 had on the Council's ability to deal with excess surface water. Officers confirmed that the delay had resulted in more surface water entering sewers, causing storm drains to overflow. Measures to address water runoff would be put in place if Schedule 3 went ahead, which would reduce pressure on the sewer system. The Council's role was as a Lead Local Flood Authority (LLFA), where developers would consult the Council on major developments. This allowed the Council to put forward its views relating to sustainable drainage.
  - A Committee Member asked if the Council had prepared to take on additional responsibilities if the government gave the green light for Schedule 3 in England, and whether there was a timescale in place for this. Officers stated the following any guidance being issued by government (timescales unknown), they could provide members of the committee an appropriate briefing should Schedule 3 be implemented. The Council would work with neighbouring local authorities and national professional networks to prepare accordingly.

- Committee Members asked what lessons had been learned from Storm Babet and recent flooding events on the A47 over the past few months, and if plans were in place to prepare vital network infrastructure for extreme weather events. Officers confirmed due to Storm Babet the Council had signed a memorandum of understanding with the government, which would then enable funding for improvements to be made to the properties of affected homeowners, improving their resiliency to flooding.
- A Committee Member affirmed his support for Schedule 3 and provided rainfall figures in the King's Lynn and West Norfolk district since January 2023. The figures revealed there were large variances in rainfall compared to the historical average in the area. The Committee Member expressed concern that the current drainage infrastructure would not cope and stressed that the Council should push for further action from the government to deal with the issue of water runoff caused by new developments. Officers provided context relating to the Council's role as an LLFA and stated figures in the report underlined the scope of the Council's involvement. There had been a trend towards using natural flood management techniques, which may have been considered unfamiliar at meetings from a decade ago. The Council was looking to obtain funding from DEFRA to support natural solutions. The Chair asked for clarity regarding statutory consultation and how much notice was taken of the Council's requests by developers. Officers stated that if the Council was unhappy with the proposed drainage infrastructure in planning applications, an objection would be made. However, teams were unable (as there is no statutory duty) to monitor if the new builds were built and maintained to the standards set out in the planning application.
- A Committee Member queried if a topline figure was known for the aftercare of sustainable drainage infrastructure and what was being done to manage long-term risks. Officers stated funding was sourced by developers under criteria set out by the government, which would then deliver sustainable drainage infrastructure and the relevant aftercare. There were risks based around the criteria being adequate to deliver the infrastructure and aftercare, along with climate change affecting the weather. The Council would need to address various new risks under this strategy. The Committee Member asked if excess costs would be passed down to the Council after a certain time period. Officers stated there were risks associated with the criteria not being broad enough to tackle the impact of climate change. Some schemes could be active for over 25 years, and it was not yet determined where the costs would be passed down to. If Schedule 3 came up for consultation, officers would encourage the Council to put in a robust response as the criteria that could be set would influence any future costs. The Committee Member requested clarity as to how robust the response would be. Officers clarified the Council's response would state no additional costs could be taken on and that it would be inappropriate for a local authority to take on costs which should be fully funded by a developer under Schedule 3. A response could not be drafted until the consultation document was available from the government. Officers reassured the Committee that the Council was continuing to work with developers to cover the cost of future infrastructure maintenance. There had been no change to this process. The Chair asked if the

process covered roads, as developers would construct the roads before the Council adopted them. Officers confirmed this was the case.

- Committee Members queried the flooding incidents recorded in the report and asked if intervention was prioritised based on the number of incidents in a district, the frequency of incidents, or the severity of incidents. Nearly 30% of incidents were recorded in the South Norfolk district, with a further 20% in Breckland. Concern was expressed that there had been flooding in divisions which had previously never had such incidents. Officers stated the LLFA would undertake investigations into instances of flooding, which would identify recommendations and remedial work for partners to conduct. Climate change was affecting weather patterns, meaning flooding was affecting both usual areas and new areas of the county. Flash flooding was witnessed in Norwich city and parts of Waveney Valley. High intensity weather events could be highly localised. Officers stressed that coastal flooding from the North Sea also had to be considered.
- A Committee Member stated that page 9 of the report mentioned 30 new officers would be required if Schedule 3 was implemented, and asked how these would be recruited given a shortage of skilled professionals in Norfolk. Officers expressed hopes that the implementation would be phased in over a time period, which would enable the Council to recruit and train new officers through a variety of courses or apprenticeships. Phasing in Schedule 3 in stages would hopefully allow the team to be built up and strengthened over time. It was acknowledged that such a recruitment plan would be difficult given the national shortage of workers, but it would form part of a strategy to make Norfolk attractive to skilled professionals. The Committee Member stated young people taking GCSEs and A-Levels in Norfolk should be made aware of these positions when they become available, which was seconded by The Chair. Officers confirmed discussions were taking place, and the Cabinet Member for Environment and Waste stated he was happy to follow this up further. A long-term strategy and training programme was required.
- A Committee Member stated he was personally impacted by the 2020 floods in South Norfolk and endorsed the statement made by the Local Member for East Depwade. Flooding occurred in Long Stratton, the cause of which was linked to a riparian drain and an Anglian Water drain. The landowner had since agreed to monitor and repair the riparian drain when required, as had Anglian Water for their own infrastructure, which had a beneficial effect on water levels since 2020. The Committee Member asked what powers the Council held to monitor contractors and landowners to ensure drainage infrastructure was maintained, and whether enforcement action could be taken. Officers confirmed guidance was available online for landowners and their responsibilities. Discussions had taken place with local resident associations to monitor drainage infrastructure in their areas. The district councils in South Norfolk and Broadland had recently employed officers to advise residents about general maintenance and the options available to them. If lack of maintenance was causing regular flooding events, there was a legal option which could be taken if necessary. The Council was liaising with parish councils to highlight issues with drainage infrastructure and push for remedial work. The next stage of the process was to work with internal drainage boards across the council to create a

toolkit for local parishes and town councils. The Cabinet Member for Environment and Waste stated the NSFA had identified postcodes at risk of flooding to make it easier to communicate to residents in these areas to keep drains and ditches clear. This was an ongoing process. Committee Members asked what timescale the Council was working towards equipping parish councils with the tools to tackle such issues. The Cabinet Member stated that communication with parish councils had to be improved and he was happy to take this forward.

- A Committee Member stated work had been successfully carried out by the Council and landowners to alleviate flooding on the River Wensum, which involved clearing culverts and repairing walls. Rivers in Norfolk historically used to be wider, however they were narrowed in the 18<sup>th</sup> and 19<sup>th</sup> century to speed up water flow for commercial activities. There had been new developments which were built on land which was formerly part of the river. The Committee Member asked officers if there was scope to widen rivers within Norfolk or to reinstate attenuation ponds and flood meadows to deal with water runoff, as at present runoff was sitting on road surfaces and unsuitable areas of land. Officers stated that any such actions required a bespoke understanding of each affected area before speeding up or slowing down water flow. It was the role of the LLFA to make judgement calls on new developments, with proposals scrutinised and objected to if they do not meet the standards set out by the Council. The Committee Member stated consideration should be given to implementing flood meadows as a way of holding excess water runoff, as this would reinstate a historical solution.
- A Committee Member mentioned that a village in his district was subject to the tranche of investigations set out by the NSFA, which proved the combined approach worked. In this village, surface water was seeping up from the ground, which had the effect of pushing septic tanks and manhole covers above ground, exposing raw sewage. This was caused by storm water entering the drainage system. Properties were affected by raw sewage. The first tranche helped solved these issues. The Committee Members asked if officers had a broad idea of the timescale for Schedule 3 and whether it was based on experience garnered from the Welsh Government's implementation. Officers stated the report gave a blow-by-blow account of how Schedule 3 was written on the statute books. Insight from the Welsh Government's implementation would be used to ensure implementation in England was conducted in the most appropriate way. It was hoped that a phased induction would take place.
- A Committee Member expressed concern regarding Anglian Water, explaining that he had personally experiencing flooding of his property earlier this year. The root cause was the water company's pumps being unable to pump the required volume of water. There were three new developments planned in Necton which appeared to have had little or no investigatory works carried out as to where water runoff was going. Anglian Water had agreed to upgrade pumps in the village; however it was a large capital cost for the company. If Schedule 3 had been implemented in England as planned in 2010, many issues could have been resolved in the meantime. The Chair remarked that Anglian Water had attended a previous Scrutiny Committee meeting regarding surface water, and confirmed representatives from the company were due to attend a further Scrutiny Committee meeting in March 2024.

- A Committee Member remarked that nature did not pay attention to legislation or deadlines. The Committee Member asked officers whether strategies should be put in place to mitigate the effect of one-in-a-thousand-year storms or maintain the current strategies. The cessation of building on flood plains or insisting that new builds are climate resistant may be other options that could be taken. Officers confirmed that new developments had to take extreme weather events into account. There had to be renewed focus on the maintenance of all aspects of the water infrastructure in Norfolk.
- Committee Members asked if there was a follow-up process following a flood report to ensure recommendations are followed and not just acting as a tick-box exercise. Officers confirmed that flood reports were public documents published online. All recommendations in the reports were entered into a scheduled programme of works, which was prioritised by the number of properties affected by an event. This was monitored by the NSFA to ensure the recommendations were being met.
- A Committee Member queried as to what preventative measures the Council had in place for future extreme weather events. Officers confirmed a flood reserve of £1.5m a year had been set for the next four years. Funding to support schemes was also available from the Regional Flood and Coastal Committee, which was set up by the Environment Agency in 2010. Direct government funding was also made available in the wake of Storm Babet to help affected property owners. An application had been made to DEFRA to secure funding towards natural flood management solutions, and further sources of funding were being identified by officers. The Cabinet Member for Environment and Waste commented that environment agencies in the country faced a £30.8m shortfall in flood prevention funding according to the media, and that he would follow this up at a Flood Alliance meeting later this week. An officer confirmed the Highways Department spent approximately £3m a year on proactive maintenance of the Council's drainage assets. However, many ditches in Norfolk were the responsibility of landowners and the Council worked alongside them to ensure they were maintained. Enforcement powers were used as a last resort.
- A Committee Member asked what enforcement powers the Council hold as a highways authority to oblige landlords to engage with the process. Officers confirmed the Highways Department held enforcement powers and it would work with landowners to highlight where action was required. Enforcement was used as an option of last resort.
- A Committee Member commented that the NSFA had attended Scrutiny Committee meetings in the recent past, where it was highlighted approximately £80m in funding was required for the programme of preventative works. The Committee Member asked officers how much of the funding was in place, and whether the topline figure could rise given the effects of climate change in Norfolk. Officers stated the £80m figure included a road scheme at Welney Washes which took up a large proportion of the fund. Other schemes included in the £80m figure were listed at Appendix A of the report. Many of the schemes involved focused solutions to improve drainage at parts of the highway network. Officers stated the funding figure was not fixed and would naturally evolve due to circumstances and future events. Progress would be determined on a case-by-case basis. The NSFA delivered thousands of schemes per

year which improved drainage maintenance on the highways network. The Cabinet Member for Environment and Waste confirmed the funding figure was flexible.

- A Committee Member asked if beavers were being considered as a natural solution. Officers confirmed a location in Norfolk had been visited to determine if beavers could be introduced there. However, it would need to be considered as part of a national strategy and to ensure that beavers played a role in the right area of the county.
- A Committee Member remarked that districts with drainage boards in operation appeared to be in a better place to manage water levels. The Land Drainage Act 1930 had provision to charge developers for impermeable areas and the increase in water runoff they create locally. The Flood and Water Management Act 2010 should have had provisions to charge developers, however this was not in the final paper. The Council should push to get the most appropriate agencies in place to manage this issue.

## 7.8 **RESOLVED**

The Scrutiny Committee:

1. **Reviewed** the information relating to the extent of the County Council's response to the flooding associated with Storm Babet.
2. **Noted and commented** on the expected timeframe for the implementation of Schedule 3 of the Flood and Water Management Act 2010 and the associated risks for staffing requirements.
3. **Noted** the risk around long-term costs for aftercare of approved sustainable drainage systems and the associated increase in the County Council's assets that would relate to the implementation of Schedule 3 of the Flood and Water Management Act 2010.
4. **Supported** the approach that the County Council would submit a robust response to the expected consultation by Government on the implementation of Schedule 3 of the Flood and Water Management Act 2010.

7.8.1 A Committee Member asked for clarity regarding recommendation 3 and queried whether a recommendation could go to Cabinet for inclusion in the Council's risk register or whether another report into long-term risks could come back to the Scrutiny Committee. The Chair stated that many long-term costs were the responsibility of 36 separate organisations rather than the Council. A report from the NSFA could be brought to a future meeting of the Scrutiny Committee.

## 8 **Coastal Matters**

8.1 The Scrutiny Committee received the annexed report (8).

8.2 The Cabinet Member for Environment and Waste introduced the report to the Scrutiny Committee, which clarified the roles and responsibilities of organisations in relation to

coastal erosion and flooding. In Norfolk the main lead roles for coastal erosion and flooding were fulfilled by the Environment Agency and district councils. The report also highlighted the Council's involvement with those organisations and processes.

8.3 The Chair introduced James Bensly, the Local Member for East Flegg, Chair of the Infrastructure and Development Select Committee, and Chair of Coastal Partnership East, who provided context relating to his division. The issue of coastal erosion in Hemsby had generated significant media coverage, with homeowners in the area having to move their properties back from the cliff edge. Previously the properties had many metres of cliff before the sea was reached. The issue had taken its toll on the mental health of residents who were close to the cliff edge. Due to circumstances some residents are unable to relocate to other areas of the county. The Local Member stressed that the government needed to offer help and support for affected homeowners, which would safeguard coastal communities. Experiences with the local lifeboat crew in Hemsby had factored into the analysis of the issue. Approximately 1,000 homes in Norfolk could be lost to coastal erosion in the next few years. There was 107 miles of coastline to maintain and cost benefits had to be evaluated. The Local Member remarked that coastlines in The Netherlands faced the same issue due to the volumes of water contained in the Dutch Channel and North Sea, however they appeared to have an effective coastal management programme which perhaps could be emulated in Norfolk.

8.4 The following points were discussed and noted:

- A Committee Member recalled the December 2013 tidal surge which severely affected Norfolk and commented that the surge was considered a one-in-fifty-year event back in 2013, but subsequently similar surges were expected almost every year at present. The cliffs in Norfolk were formed of clay, gravel and sand, materials which were not considered durable. The Committee Member stated this issue was not just localised to Norfolk. The Netherlands considered coastal erosion to be a national issue as 45% of their landmass could be lost if their sea defences were allowed to be breached. There was a perception that coastal erosion only affected people resident on the coast, however it would also affect food production and people's livelihoods. Via the Coastal Pathfinder programme in 2011, the government compensated homeowners in Happisburgh up to 40% of the value of their homes. Under this scheme, approximately 15 houses near to the cliff edge were bought and demolished, with the homeowners encouraged to apply for planning permission further inland to remain part of the community. The Committee Member stated the Coastal Pathfinder scheme had since ceased and that the Council should consider working with other affected districts to push for a similar settlement from the government. In any case government funding would be required, which the Council and other local authorities would administer.
- Committee Members queried what role the Scrutiny Committee could provide in this scenario and asked whether the Environment Agency should be invited to a future meeting to understand what solutions could be implemented with the limited resources available to them. The Local Member for East Flegg stated it was his intention to bring wider awareness to the issue of coastal erosion in Norfolk. If the coastlines were not maintained this would negatively affect the tourism industry in

Norfolk. The Local Member commented that, in his capacity as Chair of the Infrastructure and Development Select Committee, his committee would liaise with the Scrutiny Committee and officers to form a policy approach as soon as possible. A Committee Member stated that coastal erosion would worsen due to sea levels rising and extreme weather events increasing in frequency. A strategy to deal and adapt to climate change in Norfolk was urgently required. The Chair mentioned climate change was an issue which cut across several different sectors and policies would need to be developed forthwith. The Scrutiny Committee would constructively liaise with the Infrastructure and Development Select Committee, the Cabinet Member for Environment and Waste, and officers to ensure this developed. The Chair remarked that nature did not recognise deadlines set out by the Council, and thus the work would need to be undertaken as soon as possible.

- A Committee Member stated that his division in North Norfolk was also affected by coastal erosion. The entire local coastline, from The Wash to Hopton-on-Sea and beyond to Suffolk was at risk due to climate change. North Norfolk District Council (NNDC) and Coastal Partnership East had formed a commitment over the past couple of years to exchange ideas and make a difference to affected communities on the North Norfolk coast. There was a significant level of community engagement locally on this issue, which helped coastal management in this area. The Committee Member commented that Walcott parish, thought to be one of the most deprived parishes in Norfolk, was severely affected by the December 2013 tidal surge. Residents in this area had very little in the way of resources to manage the issue and recover from the effects of the surge. Programmes to mitigate the effects of coastal erosion required support from the government to cover the risk burden. The Committee Member stated that a settlement which was financially sustainable but gave support to affected communities in North Norfolk would be welcomed, and praised the recommendations laid out in the report.
- A Committee Member highlighted shoreline management plans which were mentioned in the report at Section 9. There were high level documents which set out coastal management policies, with multiple plans in place covering the Norfolk coastline. The current plans were the second generation of shoreline management, containing revisions endorsed by Norfolk County Council and district councils in 2010, covering a 15-year period up to 2025. Further revisions were to be expected with the deadline to agree a third-generation plan approaching. The Committee Member stated the plans outlined which grants and Flood and Coastal Erosion Risk Management (FCERM) funding was available to provide coastal solutions. If the policy stated that an area had “no active intervention”, this would mean no action was being taken by authorities, with erosion allowed to continue unchecked and sea defences no longer maintained. The Committee Member stressed that if the upcoming revisions did not include extra policies to prevent and manage coastal erosion in Norfolk, the Council should reject the plans, on the basis this would put residents in Norfolk at risk, along with decimating the tourism industry within the county. An officer confirmed the revision process to the plans would take the same shape as that in 2010, with the Secretary of State for Environment, Food and Rural Affairs involved. A national refresh of shoreline management plans was due to take

place, with officers currently scrutinising Plan No.5, covering the North Norfolk coast. The Council needed to be poised to consider any revisions or amendments to the shoreline management plans, but that there had to be a bespoke understanding of how climate change would affect Norfolk before any response to the plans could be made. The Local Member for East Flegg remarked that funding coming in from North Sea industries should be ringfenced to deliver solutions for coastal communities in Norfolk. A Committee Member stated that the Council owed a duty towards coastal communities to provide solutions to protect their property. Any changes to the shoreline management plans must be closely scrutinised, however the Treasury often based its level of funding on the number of properties in an affected area, and this view should be strongly resisted by the Council. The Chair asked if businesses in affected areas were considered too. The Local Member for East Flegg commented that it was only based on the number of properties.

- A Committee Member thanked officers for being involved with the revisions to shoreline management plans and stressed that local members also had to be included in the process. The Cabinet Member for Environment and Waste mentioned that a presentation took place at a recent Strategic Flood Alliance meeting, which illustrated what the Norfolk coastline could look like if sea levels rose. The map showed sea inclusion potentially over the entire King's Lynn area stretching as far as Peterborough. The Cabinet Member queried officers at the meeting as to what the Council's position towards coastal management should be. The Council's position had to be clear to local members and the public, as no progress could be made on policies to deliver solutions towards coastal erosion otherwise.

## 8.5 **RESOLVED**

The Scrutiny Committee:

1. **Reviewed** and **commented** on the information relating to responsibilities for flooding and coastal erosion.
2. **Considered** and **suggested** that support was given by the County Council to the campaign for a dedicated Minister for the Coast and the associated 'pledge for the coast' initiative. The Committee **agreed** to make a recommendation to Cabinet.
3. **Suggested** that, as a priority, the issue of coastal erosion and flooding was considered in further detail by Infrastructure and Development Select Committee so that an approach for further assessment by Scrutiny Committee could be established.

## 9. **Scrutiny Committee Forward Work Programme**

- 9.1. The Scrutiny Committee received the report which set out the current forward work plan for the Committee.

9.2 The following point was raised and discussed.

- A Committee Member asked for an update regarding scrutiny of the Norfolk Integrated Domestic Abuse Service (NIDAS). An officer confirmed information was being collated, which would then be distributed to members. Discussions would then take place with The Chair and Committee Members to find the optimum way to include this subject on the Forward Work Programme.

9.3 **RESOLVED**

The Scrutiny Committee **noted** the current forward work programme and **discussed** potential further items for future consideration.

The meeting concluded at 12:48

**Cllr Steve Morphew, Chair**

**Scrutiny Committee 22 November 2023****4. Public Questions****4.1.1 Substantive question from Linda Adcock:**

There are many factors which are causing coastal erosion is the council looking at the effects of inland development with the land being built on, new road networks hard surface areas like drives ways etc this water will cut through sandy cliff areas making them unstable also run off into rivers causing flooding, as a development near to us causes floodings. Reference to the high street in Sheringham when surface water helped to collapse the main drain & the land slip at Cromer in the past years the lack of river maintenance & blocked road drains with no holding areas for surface water.

**4.1.2 Response from the Chair:**

There are multiple organisations and authorities with interests and different responsibilities for aspects of coastal erosion and flooding, as explained in a report to this Scrutiny Committee meeting. This split of roles requires a partnership approach to ensuring that the varying powers of the organisations involved, and the sources of funding that they have access to, are brought together in the most effective way to deal with the increasingly pressing challenges faced by our communities and coastline.

There are many contributory and changing factors that affect coastal erosion and flooding. When it comes to new developments, the local planning authority is responsible for making decisions, and where a development is of a significant scale then the local planning authority will also consult with the County Council in its role as a Lead Local Flood Authority, this is so that its view of the approach to surface water for a given development can be taken in to account before a decision is made.

**4.1.3 Supplementary question from Linda Adcock:**

Offshore development, has the council done any studies on the effects of wind farms, turbines & drilling into the sea bed & the effects these items have on tidal changes which a very recent report mentioned a river being blocked caused by a sand shift after a wind farm was put in place.

**4.1.4 Response from the Chair:**

Considerations such as this around offshore developments do not feature in the County Council's responsibilities. The lead body for regulating offshore activities is the Marine Management Organisation (MMO) but where the Council is a statutory consultee, it will raise concerns and considerations as appropriate.

#### **4.2.1 Substantive question from Tom Reed:**

There are many reasons for North Sea coastal erosion on east coast, occurring over millions of years, the least being 'global warming'. (See Prof Judith Curry). Could you please tell us if there has been research into effects of removal in 1980s by the government of the day, selling millions of tons of seabed which was the outer sand bar, to Holland. Sea action moves the sand, natural effect on coastal erosion being to replenish the outer sand bar back to its original state. The effects could be cause of beach at Gorleston being completely washed away at one time & at Kessingland the coast increased.

#### **4.2.2 Response from the Chair:**

There are multiple causes for coastal erosion, including considerations around geology, hydrogeology, isostatic rebound, extreme tidal conditions and changes in sea levels. When it comes to a strategic overview, this role is for the Environment Agency and not the County Council, however as there are multiple organisations and authorities with interests and different responsibilities for aspects of coastal erosion and flooding, this requires a partnership approach to ensuring that the varying powers of the organisations involved are brought together in the most effective manner when considerations are given to proposed developments.

#### **4.2.3 Supplementary question from Tom Reed:**

Is the Committee aware of any studies on the effects of the offshore wind farms on our coastline? Wouldn't anything blocking the normal flow of water be likely to have some effect, possibly detrimental.

#### **4.2.4 Response from the Chair:**

Considerations such as this around offshore developments do not feature in the County Council's responsibilities. The lead body for regulating offshore activities is the Marine Management Organisation (MMO) but where the Council is a statutory consultee, it will raise concerns and considerations as appropriate.

#### **4.3.1 Substantive question from Paul Smith:**

Has the Committee considered the effect of the moon on coastal erosion? Currently the moon is closer to the earth than it has been for 284 years which, in turn with planet alignments, is effecting all weather patterns. The moon is pulling magma, causing earthquakes, volcanic activity, changing the jet stream, tilting the earth affecting the north & south poles, causing large amount of rainfall over land causing flooding.

#### **4.3.2 Response from the Chair:**

Although the gravity effects of the moon has an influence on tides on Earth, it is widely understood to be the case that the moon's relative position to Earth is not the main factor affecting coastal erosion.

**4.3.3 Supplementary question from Paul Smith:**

Are elected members familiar with the research of Professor Judith Curry & Professor William Happer, academics who carefully identify the difference between CO<sub>2</sub> and pollution?

**4.3.4 Response from the Chair:**

Although it is appreciated that there is a wide range of views on climate change, globally and nationally policy and understanding is driven by peer review of the science involved and establishment of consensus.

# Scrutiny Committee

Item No: 7

**Report Title: Digital Connectivity**

**Date of Meeting: 13 December 2023**

**Responsible Cabinet Member: Cllr Jane James** (Cabinet Member for Innovation, Transformation & Performance)

**Responsible Director: Paul Cracknell, Executive Director of Strategy & Transformation**

## **Executive Summary**

Norfolk County Council has an ambition to make Norfolk the best-connected rural county in the UK. The Council can be justifiably proud of its efforts and achievements to improve Digital Connectivity across the County. We are a recognised innovator in this area, successful in attracting significant inward investment and a multi-award-winning authority at Connected Britain - the most prestigious national cross sector industry awards.

However, the rural nature of the County and the number of hard-to-reach properties make it a challenging environment in which to achieve our primary objective of good broadband and mobile coverage for all.

The nature of government regulations means that NCC can directly invest in deploying broadband connectivity as well as IoT / Sensor networks. However, we are not able to directly invest in mobile network connectivity as that is the responsibility of the four mobile network operators (MNOs). The MNOs are commercial entities that invest to a minimum standard as required by the industry regulator Ofcom and only go beyond this level of commitment where they predict a likely commercial return on investment. Improvements in mobile coverage are driven across the UK by the government's Shared Rural Network Programme.

The overall result of these conditions is that Norfolk enjoys good (over 97%) fixed broadband coverage at what is known as superfast speeds (24mbps+) and rapidly improving coverage at gigabit speeds, though the latter lags significantly behind the national average. Norfolk is a leading county for IoT / Sensor networks but suffers from relatively poor (and patchy) mobile coverage.

The industry led initiatives to decommission the Public Switched Telephony Network (PSTN) which is the copper-based telephony infrastructure and the withdrawal of the

3G mobile spectrum will have various negative implications for Norfolk residents and action needs to be taken to mitigate these risks.

Digital skills and awareness for our residents is important to ensure they are able to get the best value and benefit from the digital connectivity infrastructure that is available. It is also important to ensure they know their rights and entitlements in relation to the services offered (and being withdrawn) by the telephony infrastructure providers, Internet Service Providers and mobile network operators.

The cost-of-living crisis and affordability of digital connectivity and equipment is also a focus area for the NCC Digital Inclusion Programme.

## **Recommendations**

To:

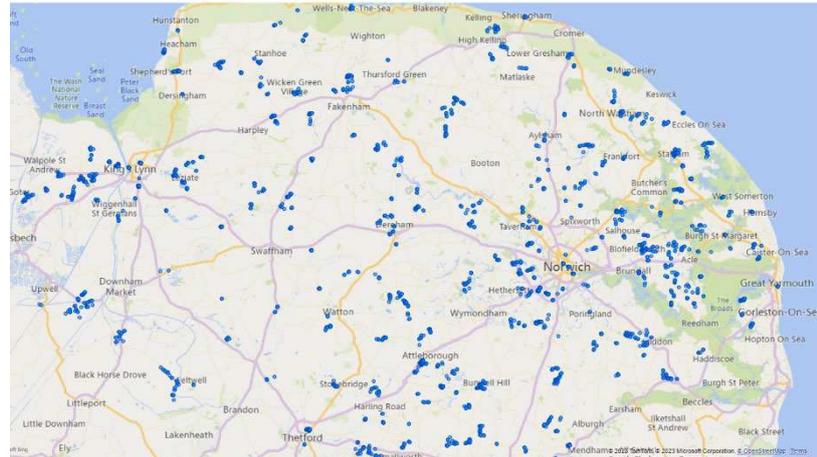
1. Continue work to increase the high speed broadband coverage through the Better Broadband for Norfolk Programme and Project Gigabit.
2. Support commercial investment in improving coverage by working with all network providers active across the County & lobbying.
3. Continue to innovate, conduct trials and seek additional funding to connect extremely hard to reach properties.
4. Continue to stimulate business growth and innovation through the free to use LoRaWAN based Norfolk Innovation Network.
5. Lobby Mobile Network Operators to increase investment in the County and address “not-spots” using all appropriate means at our disposal. Also lobby relevant industry providers to ensure maximum support is given to Norfolk residents impacted by PSTN and 3G withdrawal.
6. Continue raising awareness of residents about the impact of the withdrawal of PSTN & 3G infrastructure, including targeted provision of advice and guidance for those that need it.
7. Continue Digital Inclusion activities to help residents benefit from digital connectivity and seek additional funding / capacity to do more.

## **1. Background and Purpose**

- 1.1 This paper is intended to brief the committee on digital connectivity improvement work completed to date by NCC and its various partners. To explain the current state of digital connectivity across the county and opportunities for ongoing improvement. Finally, to consider forthcoming connectivity “legacy” service decommissioning, it’s implications and proposed actions to mitigate associated risks.

## 1.2 Better Broadband for Norfolk:

The first Better Broadband for Norfolk (BBfN) deployment started in July 2013 involving a partnership of Norfolk County Council, District Councils, New Anglia LEP, BT Group, Openreach and the Government's Building Digital UK (BDUK) teams.



- We have completed two rollout phases and the 3<sup>rd</sup> is underway.
- Norfolk properties with access to Superfast broadband (24Mbps+) have increased from 42% in 2013 to 97.22% in 2023 (with an increase of 0.31% in the last quarter). This is against a target of 97% and UK average of 98.23%.
- The circa 6,400 connections delivered to date under BBfN contract 3 are depicted on the map.
- 55.77% of properties now have access to Gigabit capable broadband (an increase of 2.54% from last quarter). England currently sits at 80.08%.
- Take up of Ultrafast broadband from BBfN phase 3 has already reached 46.90% (As of 29/06/23) An increase of 1.82% from the previous quarter.

In total, over 200,000 Norfolk properties have gained access to Superfast broadband as a direct result of Better Broadband for Norfolk, and almost 150,000 of these have taken a Superfast service.

Contract 3 implementation of Fibre to the Premises (FTTP) is approaching completion.



Contract 3 will provide access to Gigabit capable broadband for circa 8,200 Norfolk properties without access to Superfast broadband.

As with previous BBfN contracts it is based on achieving maximum coverage for the available investment.

### **Better Broadband for Norfolk Headline Delivery Figures:**

At the end of Q2 23/24 BBfN had delivered FTTP services to circa 6,900 premises. Contractually the project end date is September 2023. However, due to delivery delays a remedial plan has been approved to extend delivery by one quarter to December 2023. Delays are caused by the increasing level of difficulty involved in reaching more and more remote locations. An extension and additional BDUK/DSIT funding is now being sought to complete the delivery to the hardest to reach premises. This will extend project completion to April 24

### 1.3 Project Gigabit:

In March 2021 the Government announced 'Project Gigabit', bringing together everything the government is doing to enable and deliver digital broadband connectivity for the entire country:

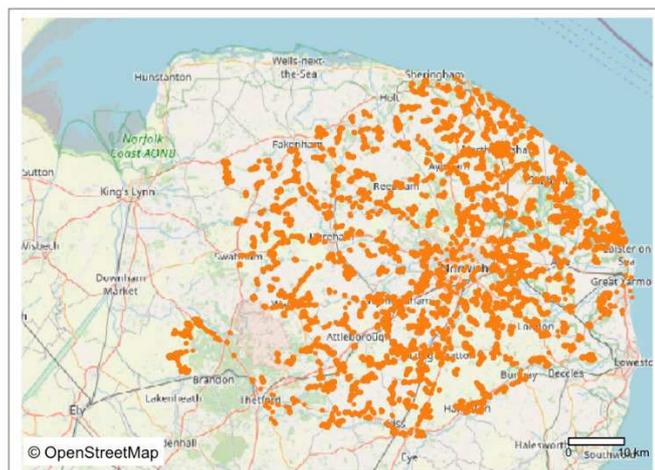
More than one million hard to reach homes (many, but not all of the non-commercially viable properties) and businesses will have next generation gigabit broadband built to them in the first phase of a £5 billion government infrastructure project. This includes Norfolk.



This government-funded project will prioritise areas that currently have slow connections and which would otherwise have been left behind in broadband companies' rollout plans.

The Norfolk Project Gigabit contract was signed in June 2023. The contract has been awarded to CityFibre and will provide gigabit capable broadband to around 66,000 premises across Norfolk.

A further additional large number of premises across all of Norfolk are now being considered for inclusion, including premises in the North and West of Norfolk. These will be reviewed over the next 6 months.



The press announcements are here:

- <https://www.gov.uk/guidance/project-gigabit-network-build-contract-norfolk>
- <https://www.gov.uk/government/news/major-broadband-boost-for-218000-rural-homes-and-businesses-in-norfolk-suffolk-and-hampshire>

The build of the 62,000 premises will be split into six drawdowns with drawdown one currently being planned. This planning is expected to be completed at the end of 2023 with the first builds from drawdown one expected to commence early in 2024. At this point planning for drawdown two will start.

In addition to the initial 66,000 premises, BDUK is investigating additional consequential build that can be added into scope at each drawdown phase.

### 1.4 Gigabit Broadband Voucher Scheme:

The Gigabit Broadband Voucher Scheme which provides a way for communities to club together and get a subsidised upgrade was relaunched at the start of December 2022. These vouchers will be available to rural businesses and households with current speeds of less than 100Mbps in areas unlikely to receive commercial gigabit broadband rollout.

The voucher scheme is currently closed in Norfolk and is likely to remain so until the project gigabit premises list is finalised. When it re-launches the scheme will include an increase to the standard maximum voucher values for residents and businesses from £1,500 and £3,500 respectively to £4,500 for both audiences.

See here for more: [Gigabit Vouchers – Department for Digital, Culture, Media & Sport](#)

### 1.5 **Local Full Fibre Network (LLFN) and LEO Satellite Trials:**

The DCMS/BDUK Funded LFFN project (circa £8M external funding secured by NCC staff) was completed in 2022/23 with 394 public sector buildings connected to full fibre for higher speeds at lower cost. Including many Schools, Libraries, Council Offices & Fire Stations. To date an additional > 4,600 premises have benefited from LFFN, and now have Ultrafast Broadband available.

We also secured £400k of DLUHC/LEP Funding for an LFFN FWA project for the public sector buildings such as rural village halls that could not be connected by LFFN. This work, utilising LEO Satellites is underway and the first sites are now live, with others being connected in the near future.

Note apart from a very small NCC Team, all of the above activities are externally funded by DCMS/DSIT/BDUK, DLUHC/LEP, Defra & Openreach (through gainshare due to above expected take-up under the BBfN Contracts)

### 1.6 **Commercial Broadband Developments:**

In addition to the government sponsored projects, Norfolk has attracted new commercial investment for further significant improvements in the region:

- Upp (formally Fibre Me) – Has been acquired by Nexfibre in partnership with Virgin Media. Services are available in Wymondham, Norwich, Fakenham, Attleborough, Diss, Downham Market, Kings Lynn, Swaffham and Thetford. Future plans include parts of Aylsham, Holt and Hunstanton with another 5 locations in Norfolk being developed.
- Lightspeed – Gigabit internet is now available or have plans in Sheringham, Cromer, Attleborough, King's Lynn, Hunstanton, Dereham, Downham Market, Fakenham, and Thetford
- City Fibre – Builds in Norwich are currently suspended. The build in Great Yarmouth are progressing.

- Gigaclear - £10m investment in rural Norfolk Announced on September 28th. Works to 2,800 premises in Long Stratton started in the Summer, with 1,600 premises in Newton Flotman due to start in October.
- Other suppliers, Including: County Broadband, VirginMedia, B4RN and Openreach continue to be active in the region, delivering ultrafast broadband. See [www.norfolk.gov.uk/digital](http://www.norfolk.gov.uk/digital) for more information.

## 1.7 Coverage Levels and Useful Links to Check Service Availability:

There is a real disparity of broadband availability across the County with Norwich & GYBC being very high, followed by Broadland and South Norfolk which are still fairly high, particularly at Superfast speeds. There is then a significantly lower level of coverage in Breckland, KLWN & North Norfolk districts (at both Superfast and Gigabit/Ultrafast speeds).

Use these links to check to see what is available at a property from the larger infrastructure providers operating in Norfolk:

<https://www.openreach.com/fibre-broadband/>

<http://www.virginmedia.com/cablemystreet/>

<https://cityfibre.com/>

This Ofcom website provides links to accredited Internet service Provider (ISP) comparisons websites

<https://www.ofcom.org.uk/phones-telecoms-and-internet/advice-for-consumers/costs-and-billing/price-comparison>

## 1.8 Mobile Telephony:

NCC is unable to directly invest in deployment of mobile network connectivity as that is the responsibility of the (currently) four mobile network operators (MNOs). The MNOs are commercial entities that invest to a minimum standard as required by the industry regulator and only go beyond this level of commitment where they predict a likely commercial return on investment. Improvements in mobile coverage are driven across the UK by the government's Shared Rural Network Programme (SRN).

NCC has engaged regularly with the MNOs for a number of years to ensure that they understand where the coverage gaps exist and to take various actions to try and make it as easy and cost effective for them to make network improvements across the county.

2G and 4G (voice & data) coverage is gradually improving and 5G is now available in the most dense urban parts of the County and some dispersed locations where masts have been more recently upgraded. However, there remain significant gaps in coverage from all four MNOs.

The Shared Rural Network (SRN) is a £1Bn joint investment between DSIT/BDUK and the four mobile network operators to first address partial “not spots” and then total “not spots”. The procurement launched in November 2021 the work was due for completion by the end of 2025 enabling combined coverage of 95% across the UK (though Ofcom stated coverage levels are generally considered optimistic at best).

It was hoped that the SRN would facilitate a material improvement in coverage across the county, but there is limited evidence in Norfolk of that having happened to date or indeed expectation as things stand in the future. Ofcom as the regulator publishes coverage figures which appear highly optimistic compared to drive studies undertaken by NCC and the lived experiences of Norfolk residents.

We have undertaken the following activities to improve coverage:

- Commissioned two drive studies (since 2018) to ensure mobile network operators know where real life coverage gaps exist.
- Lobbied MNOs to help facilitate improvements.
- Developed standardised agreements to enable MNOs to install their equipment on our sites and buildings.
- Worked with highways and our PFI provider to develop a licence agreement for mobile operators to mount mobile equipment on our street lighting (this is challenging and ongoing).
- Loaded our property location data into an accessible database for MNOs to directly access.
- Developed plans to use refuse vehicles and fire appliances to map mobile coverage as they travel around the County.

Mobile connectivity is highly variable across the county and generally worst where population density is lowest. While EE, O2 and Vodafone have better coverage than 3 (which is preparing to merge with Vodafone) none are consistently available across the County.

#### 1.9 **Digital Connectivity Infrastructure Risks:**

The industry led initiatives to decommission the Public Switched Telephony Network (PSTN) which is the copper-based telephony infrastructure and also the withdrawal of the 3G mobile spectrum will have various potentially negative implications for Norfolk residents. The respective service providers are responsible for taking the necessary actions to inform residents who will be impacted by the changes, but NCC should consider what it can do to ensure vulnerable residents in particular, are protected from any associated risks.

Risks include telephones no longer working in the event of a power outage. This risk is increased where a resident either has no mobile phone or where they have no indoor signal. Residents using their phonenumber for telecare or

alarms will need to get them upgraded. The cost of upgrading and operating telecare equipment is significant, approximately 240% of the analogue cost. No funding is available from government or industry to support this transition.

NCC also uses some PSTN connected equipment but there is an active project replacing these in line with service withdrawal deadlines.

The removal of 3G infrastructure may cause problems where residents have old phones or other connected devices (such as alarms or care devices) which are not compatible with 4G or 5G. There are also some areas of the County which have 3G coverage but no 4G or 5G coverage. Ofcom states that “your mobile provider will contact you to let you know if you are affected and what steps you need to take”.

2G will also be switched off in the future but that is not due until 2033.

The decommissioning of the PSTN infrastructure, also referred to as the landline telephone digital switchover means that the UK’s telephone network is changing. Between now and 2025 the old analogue telephone landlines will be upgraded to landline services using digital technology. This means that in the future, landline calls will be delivered over digital technology called Voice over Internet Protocol (VoIP), which uses a broadband connection.

## **2. Proposal**

- 2.1 Continue to pursue all affordable options to improve fixed and mobile digital connectivity across the county.
- 2.2 Continue to deliver Digital Inclusion services to Norfolk residents and seek to increase available funding and capacity to do more.
- 2.3 Embark on additional communications efforts to raise awareness of the industry led legacy digital infrastructure withdrawal programmes (namely PSTN & 3G). The March publication of MyNorfolk will include advice to residents on these topics, they will also be promoted through the Council’s Digital Inclusion Programme which has a communications workstream and on the Council’s website.
- 2.4 We will also undertake additional industry lobbying to ensure relevant suppliers are doing as much as possible to raise awareness and minimise risks, particularly with vulnerable Norfolk residents. This is essential with respect to vulnerable residents so that no-one is disconnected by industry until a suitable alternative connection are available.
- 2.5 Complete the Council PSTN replacement work to replace any PSTN lines (lift alarms etc).

### **3. Impact of the Proposal**

- 3.1 Ongoing digital connectivity improvement activities will increasingly narrow the gap between Norfolk coverage and speeds and national averages and help deliver the County's ambition to be the best digitally connected rural county. Inward investment is being used wherever it can be secured and will continue to be pursued through our very positive working relationships with various government agencies and commercial suppliers. NCC may have to consider the case for further direct investment if gaps remain and external funding runs out or if a decision is made to investigate options to do more.
- 3.2 The digital inclusion work and associated communications should help to ensure that Norfolk residents are well informed about the availability of digital connectivity and how to get the best from it. Minimal revenue funding and time limited grant funding is being used at present, but additional internal funding is likely to be needed in future if further external income cannot be secured.
- 3.3 Further engagement with the telecoms providers and internet service providers may help to raise awareness of locations of residents who may be vulnerable and increase their efforts to proactively communicate with impacted residents.

### **4. Evidence and Reasons for Decision**

- 4.1 See <https://labs.thinkbroadband.com/local/england> for independent broadband coverage and speed statistics.
- 4.2 Mobile coverage reporting is the responsibility of the regulator Ofcom which reports on coverage in its [Connected Nations](#) reports.

Ofcom is responsible for assessing operators' coverage against the 88% and 90% SRN targets (including specific targets for each UK nation), which they have added to the operators' spectrum licences to make them binding.

NCC funded independent drive study analysis of mobile coverage can be found at [www.norfolk.gov.uk/digital](http://www.norfolk.gov.uk/digital)

3G withdrawal information can be found here: [www.ofcom.org.uk/phones-telecoms-and-internet/advice-for-consumers/advice/3g-switch-off](http://www.ofcom.org.uk/phones-telecoms-and-internet/advice-for-consumers/advice/3g-switch-off)

- 4.2 PSTN withdrawal information is available on the NCC website at: [www.norfolk.gov.uk/what-we-do-and-how-we-work/campaigns/digital-connectivity/landline-telephone-digital-switchover](http://www.norfolk.gov.uk/what-we-do-and-how-we-work/campaigns/digital-connectivity/landline-telephone-digital-switchover)

## **5. Alternative Options**

- 5.1 We could do less and hope the market will provide adequate coverage and support, though this is not recommended, not least because of the low level of broadband availability before BBfN commenced.
- 5.2 Investigate options to spend more NCC money and thereby accelerate the rate of improvement and resident awareness and digital skills. This would be the preferred option were it not for the current budgetary challenges facing local authorities.

## **6. Financial Implications**

- 6.1 Current activities and proposals are funded by existing revenue and capital budgets, combined with large sums of external funding (for example £114M from BDUK on Project gigabit already committed).
- 6.2 Further extensions of activities such as supplementing the voucher scheme as done in some other counties could be considered at additional cost. To be investigated if required in future.

## **7. Resource Implications**

- 7.1 **Staff:** Not applicable if we continue to operate with existing minimal staffing levels.
- 7.2 **Property:** N/A.
- 7.3 **IT:** Not applicable if we continue to deliver existing projects.

## **8. Other Implications**

- 8.1 **Legal Implications:** Not applicable.
- 8.2 **Human Rights Implications:** Not applicable.
- 8.3 **Equality Impact Assessment (EqIA) (this must be included):** Given the wide ranging nature of the work, it is not practical to complete an EQIA for the programme as a whole. However, the connectivity improvement programme described in this report is likely to affect those in the population of Norfolk with

the protected characteristics of age and disability. It is likely to have a positive impact for older people and people with disabilities as the programme will lead to improved digital connectivity and access to digital skills and awareness. As this is a wide-ranging programme, any impacts will be considered for each element of the programme and equality impact assessments produced where appropriate.

**8.4 Data Protection Impact Assessments (DPIA):** Not applicable.

**8.5 Health and Safety implications (where appropriate):**

**8.6 Sustainability implications (where appropriate):**

**8.7 Any Other Implications:**

## **9. Risk Implications / Assessment**

9.1 Risk of residents and businesses losing telephone and internet connectivity through the industry led withdrawal of PSTN & 3G.

9.2 Risk to residents of not having access to telephony in future in the event of a power outage.

## **10. Select Committee Comments**

10.1 N/A

## **11. Recommendations**

To:

1. Continue work to increase the high speed broadband coverage through the Better Broadband for Norfolk Programme and Project Gigabit.
2. Support commercial investment in improving coverage by working with all network providers active across the County.
3. Continue to innovate, conduct trials and seek additional funding to connect extremely hard to reach properties.
4. Continue to stimulate business growth and innovation through the free to use LoRaWAN based Norfolk Innovation Network.

5. Lobby Mobile Network Operators to increase investment in the County and address “not-spots” using all appropriate means at our disposal. Also lobby relevant industry providers to ensure maximum support is given to Norfolk residents impacted by PSTN and 3G withdrawal.
6. Continue raising awareness of residents about the impact of the withdrawal of PSTN & 3G infrastructure, including targeted provision of advice and guidance for those that need it.
7. Continue Digital Inclusion activities to help residents benefit from digital connectivity and seek additional funding / capacity to do more.

## **12. Background Papers**

12.1 No papers, but please refer to weblinks provided throughout the paper.

### **Officer Contact**

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

**Officer name: Geoff Connell**

**Telephone no.: 01603307779**

**Email: [Geoff.connell@norfolk.gov.uk](mailto:Geoff.connell@norfolk.gov.uk)**



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# Scrutiny Committee

Item No: 8

**Report Title: Norfolk Youth Justice Plan**

**Date of Meeting: 13 December 2023**

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

**Responsible Director: Sara Tough, Executive Director of Children's Services**

## Executive Summary

The appended report (appendix A), provides members with a copy of the revised Norfolk Youth Justice Plan and associated Cabinet papers. The plan forms part of the Norfolk County Council Policy Framework, which requires a scrutiny process to take place in accordance with part 11B of the NCC constitution.

## Recommendations

The committee is asked to:

- 1. Consider the proposed annual revision to the Norfolk Youth Justice Plan, providing comments and recommendations where appropriate.**
- 2. Ask officers to produce a report to the Leader and Cabinet Member on behalf of the committee in accordance with section 11b of the Norfolk County Council Constitution (Budget and Policy Framework Procedure Rules), providing feedback and recommendations where appropriate.**

### 1. Background and Purpose

- 1.1 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 should be formulated and implemented after consultation with partner agencies.
- 1.2 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.

- 1.3 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. 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.
- 1.4 At Cabinet on 4 December 2023, members received the appended report and were asked to approve and recommend to Full Council that Norfolk County Council adopt the revised Norfolk Youth Justice Plan. This report can be found at **Appendix A**.
- 1.5 The minutes and agreed recommendations from the 4 December 2023 Cabinet Meeting can be found [here](#).
- 1.6 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 part 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. The report will be produced by officers based on discussions at the meeting and signed off by the Chair and Vice-Chair of the committee to ensure accuracy. It will include details of any minority views expressed as part of the debate at the Scrutiny Committee. Having considered any report from 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.

## **2. Recommendations**

The committee is asked to:

- 1. Consider the proposed annual revision to the Norfolk Youth Justice Plan, providing comments and recommendations where appropriate.**
- 2. Ask officers to produce a report to the Leader and Cabinet Member on behalf of the committee in accordance with section 11b of the Norfolk County Council Constitution (Budget and Policy Framework Procedure Rules), providing feedback and recommendations where appropriate.**

### 3. Background Papers

#### 3.1 Appendix A: Norfolk Youth Justice Plan – 4 December Cabinet Papers

##### **Officer Contact**

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

**Officer name: Peter Randall, Democratic Support and Scrutiny Manager**

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**Email: [peter.randall@norfolk.gov.uk](mailto:peter.randall@norfolk.gov.uk)**



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# Norfolk Youth Justice Service

## Youth Justice Plan 2023/2024

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



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## 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 5<sup>th</sup> 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 7<sup>th</sup> 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)*

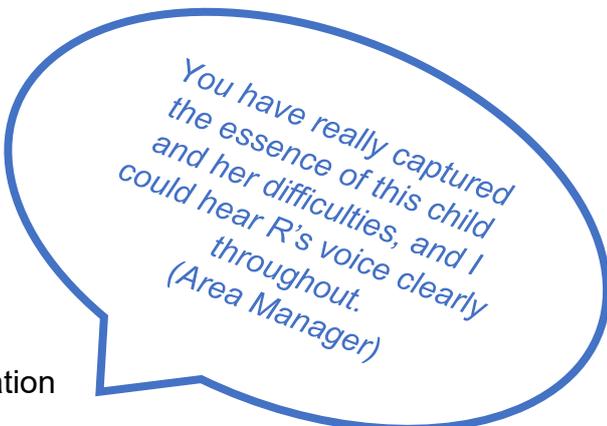
- We have built strong relationships with education teams which allows us to respond quickly to children's needs to support their right to good quality education.
- We are in the process of implementing the new case management guidance which will strengthen our Child First approach.

### 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.



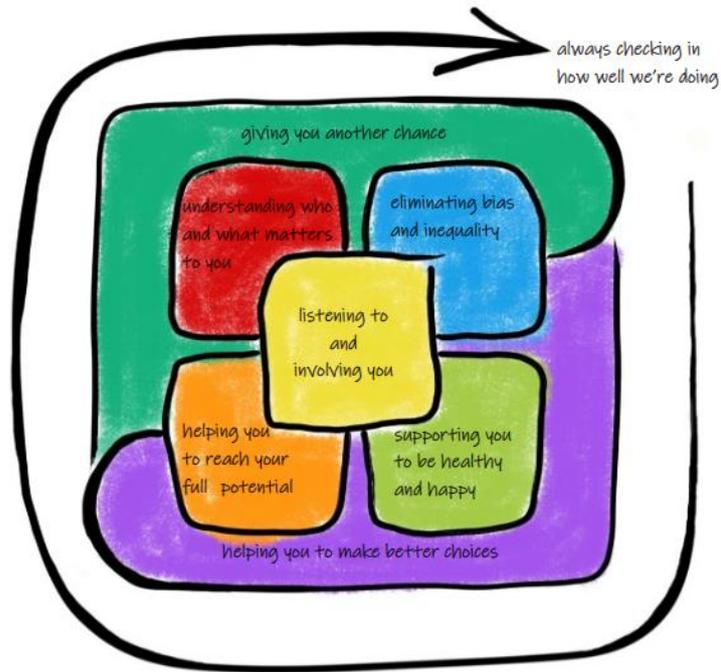
*You have really captured the essence of this child and her difficulties, and I could hear R's voice clearly throughout.  
(Area Manager)*

### 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!

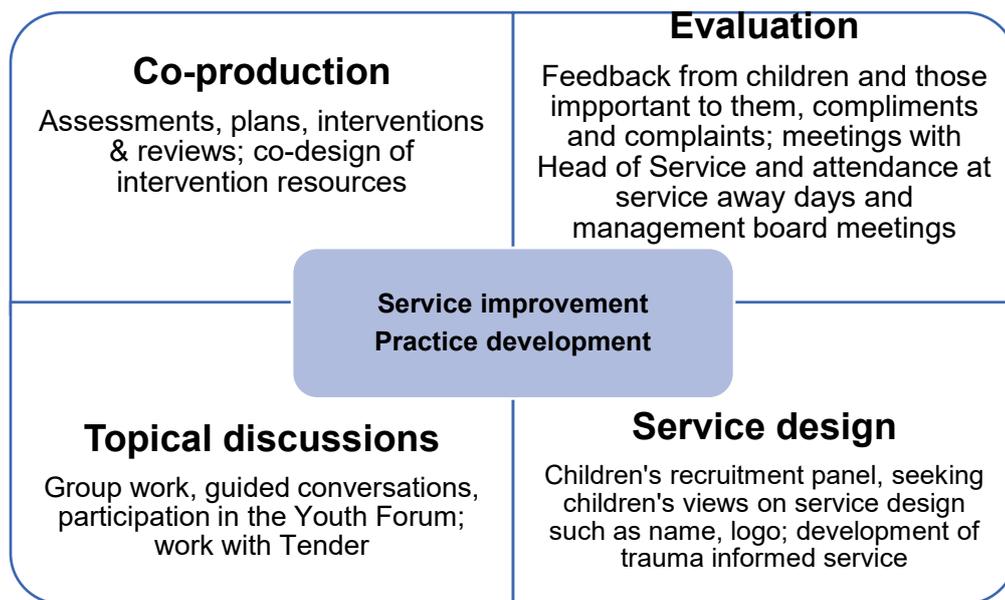
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*'Doing with'* gets me to my future

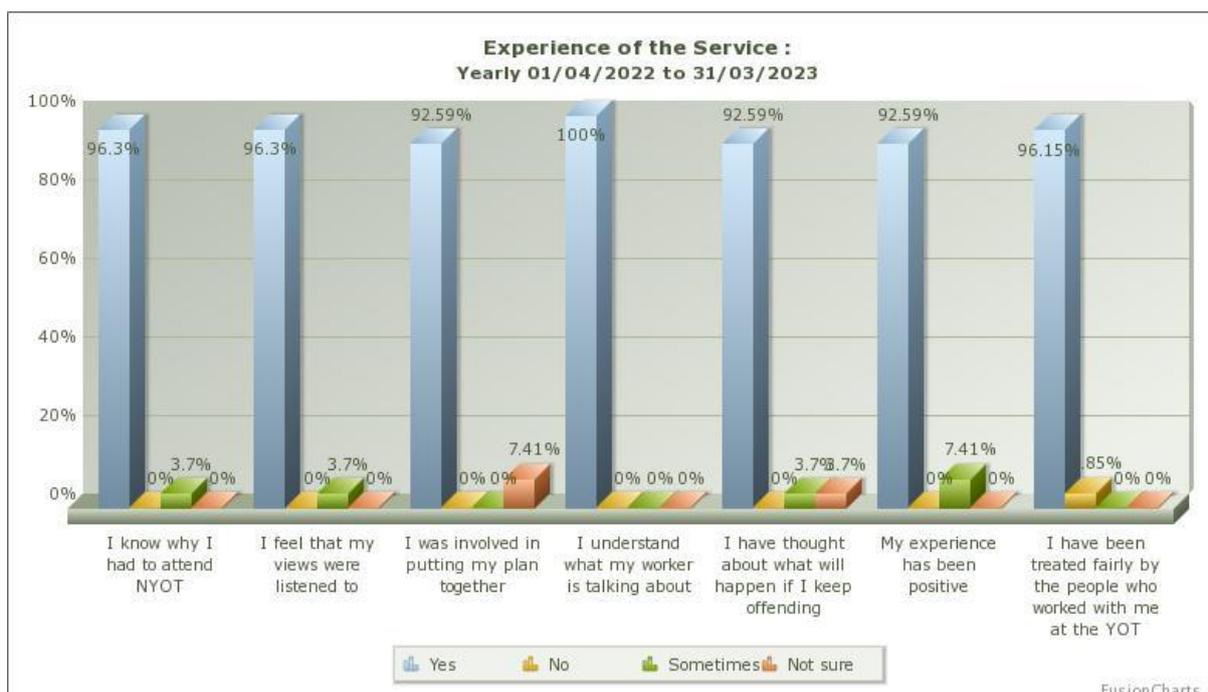
## Participation in practice

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.



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	Requested regular data on children released under investigation and bail.	<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, YJS 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"> <li>• Presentations delivered</li> <li>• Diversity conversations included in team meetings</li> <li>• Disparity section developed on Sharepoint (resources, data)</li> <li>• Power BI Disparity dashboard created</li> </ul> <p>Workforce development</p> <ul style="list-style-type: none"> <li>• Racism, discrimination &amp; bias included as part of the assessment skills training</li> <li>• Development session with managers held</li> <li>• Volunteer training includes disparity</li> <li>• Stop &amp; Search session delivered and an intervention tool created</li> <li>• Workforce development strategy includes mandatory training and induction process (i.e. cultural competence training)</li> </ul> <p>Recording</p> <ul style="list-style-type: none"> <li>• Data sharing with education in place to establish a more up to data comparator</li> <li>• Case management guidance updated to include relevant ethnicity recording</li> </ul>	<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 &amp; Children voice</p> <ul style="list-style-type: none"> <li>• Guided conversations started</li> <li>• Diversity audit carried out</li> <li>• Working with interpreters guide developed</li> <li>• Pre Sentence Report templates reviewed in line with trauma informed practice</li> </ul> <p>Partners</p> <ul style="list-style-type: none"> <li>• Multi-agency group established (courts, probation, housing, Norfolk Youth Justice Service, mental &amp; physical health, Children's Services)</li> <li>• Data collated from partners and in-depth analysis underway to ensure holistic understanding of inequalities in Norfolk</li> </ul> <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 &amp; physical health) working on a joint protocol to reduce disparity</p>	
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## 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 &amp; 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 &amp; 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.

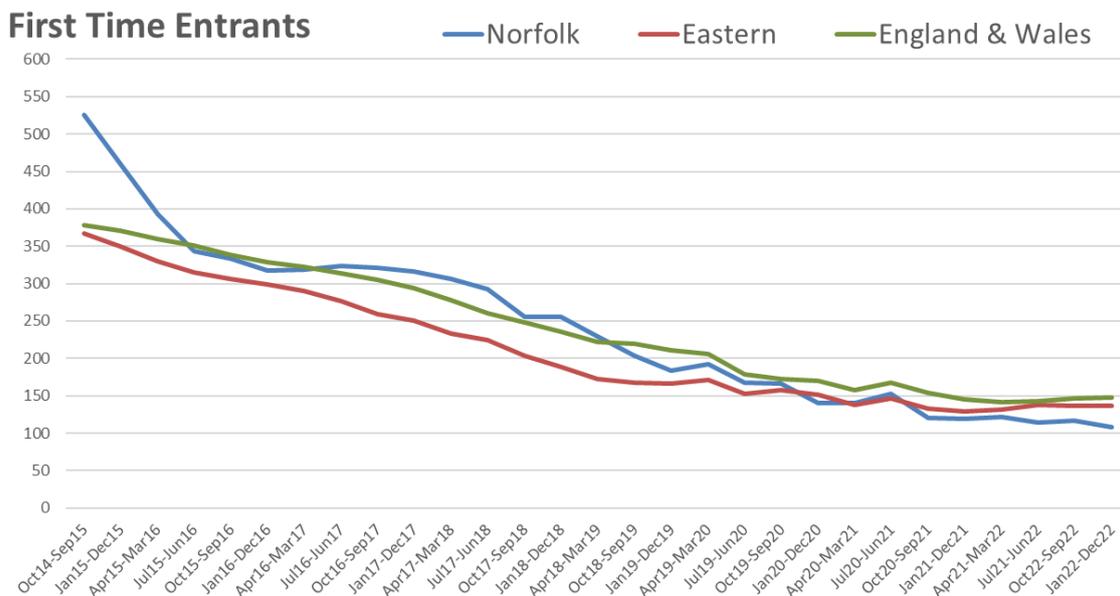
Improvement in our reoffending performance remains a key priority and we have undertaken analysis that will enable us to target improvement work over the coming year. We will also be seeking to reduce the numbers of children who are remanded but could have been managed safely in the community. We continue 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.

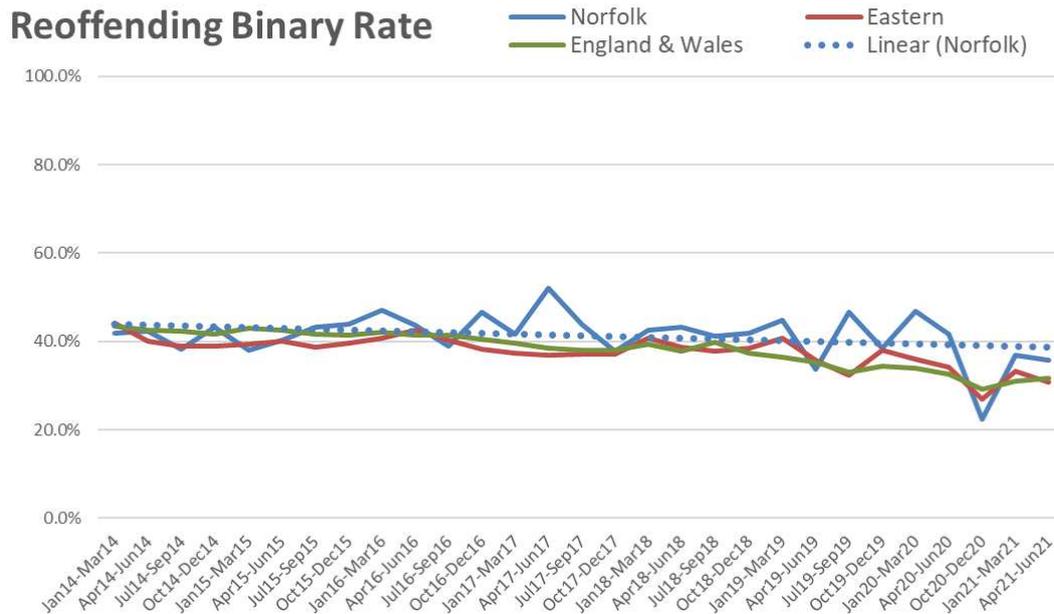
Fig 8.1



### 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.

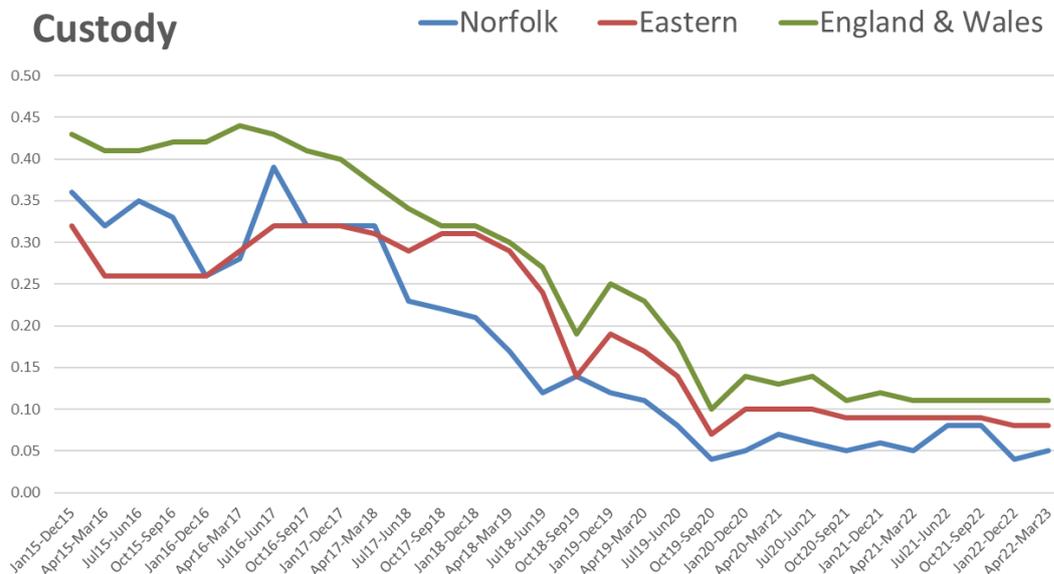
Fig 8.2



### Custody

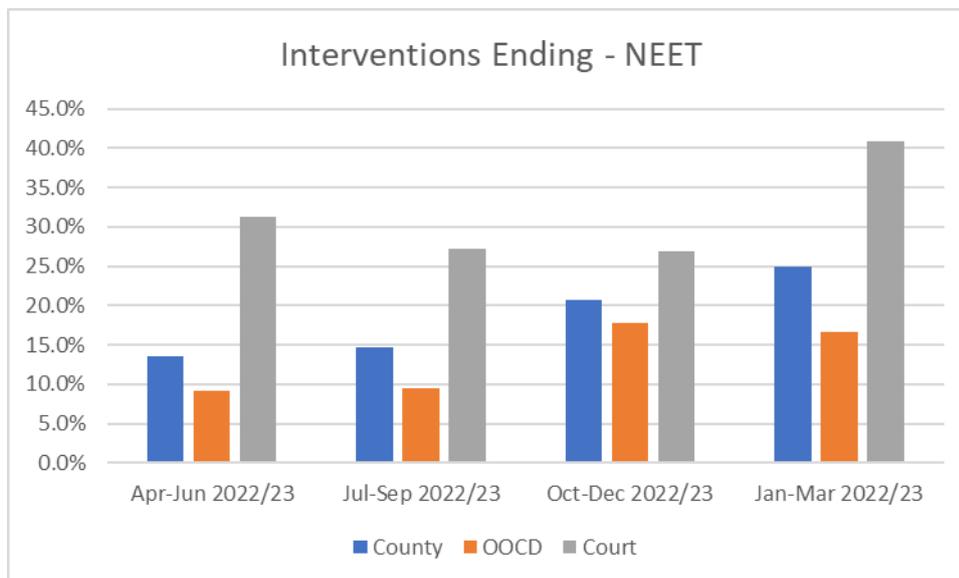
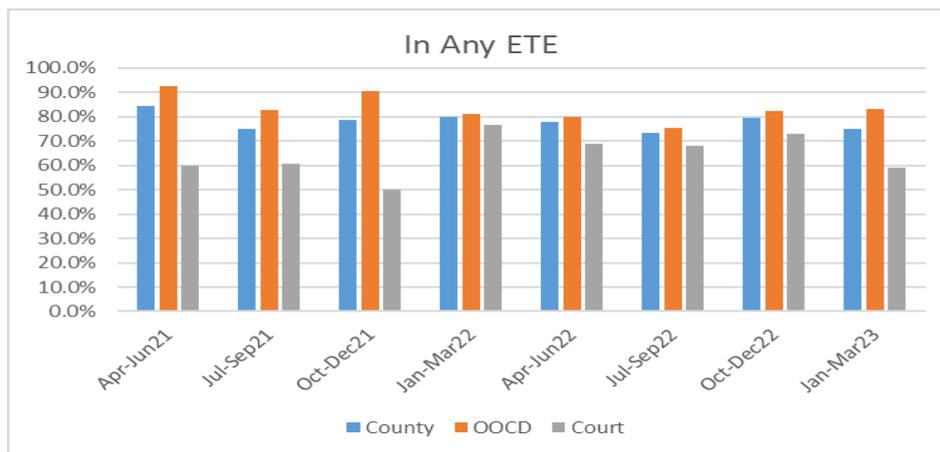
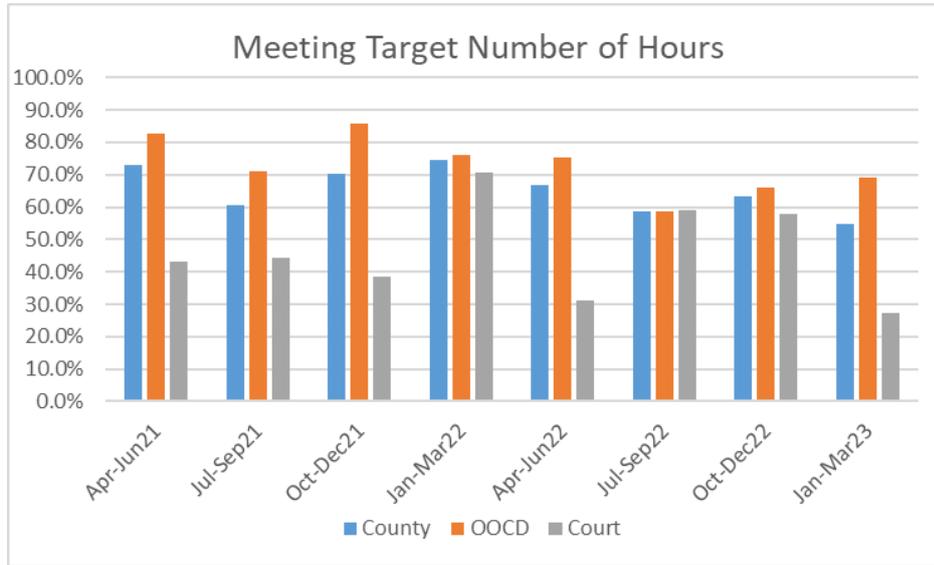
Norfolk has seen fluctuations in custody rates over the past 12 months (see Fig 8.3). Serious youth violence and drug offences account for such sentencing. Over the past 6 months we have seen fewer custodial sentences imposed in Norfolk and this tracks favourably both regionally and nationally. Our concordance 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

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.

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

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%
<b>Total</b>	<b>179</b>		<b>196</b>		<b>148</b>	

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%
<b>Total</b>	<b>179</b>		<b>196</b>		<b>148</b>	

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%
<b>Total</b>	<b>179</b>		<b>196</b>		<b>148</b>	

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	<b>317</b>	

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	<b>98</b>	

Whole Cohort		
Ever CLA	Count	%
No	262	82.6%
Yes	55	17.4%
Total of Cohort	<b>317</b>	

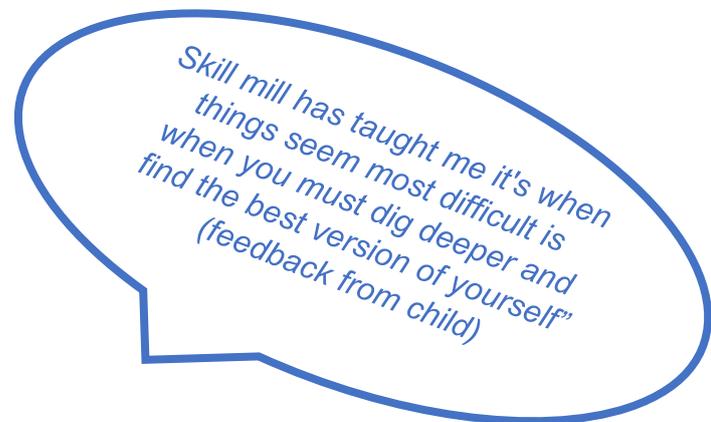
Either SEN/EHCP		
Ever CLA	Count	%
No	66	67.3%
Yes	32	32.7%
Total with SEN/EHCP	<b>98</b>	

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

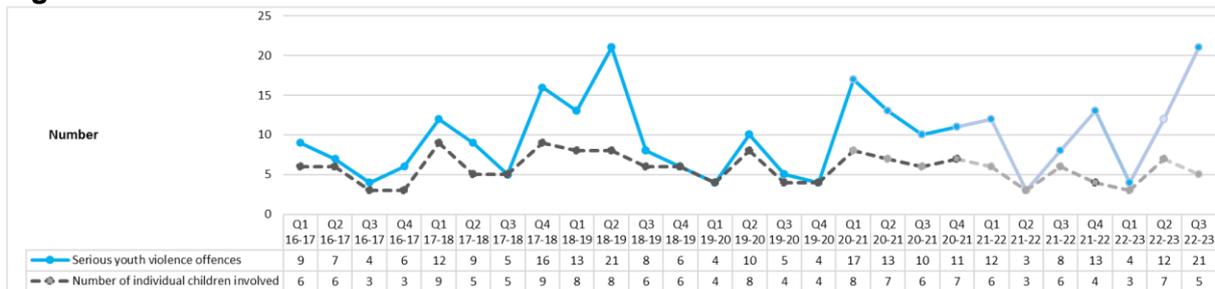


### Serious Youth Violence

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).

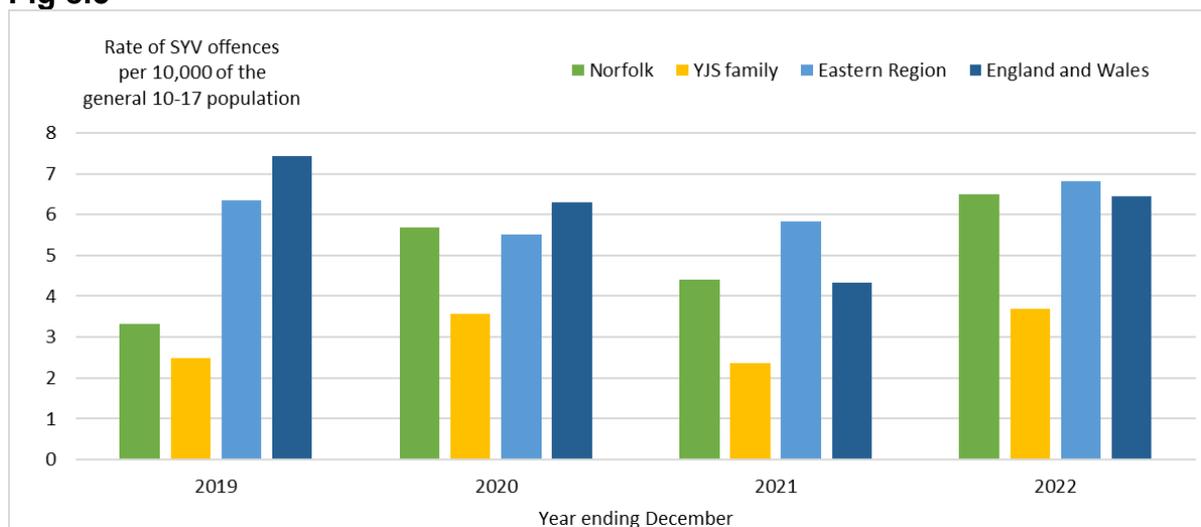
**Fig 8.4:**



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 20<sup>th</sup> 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.

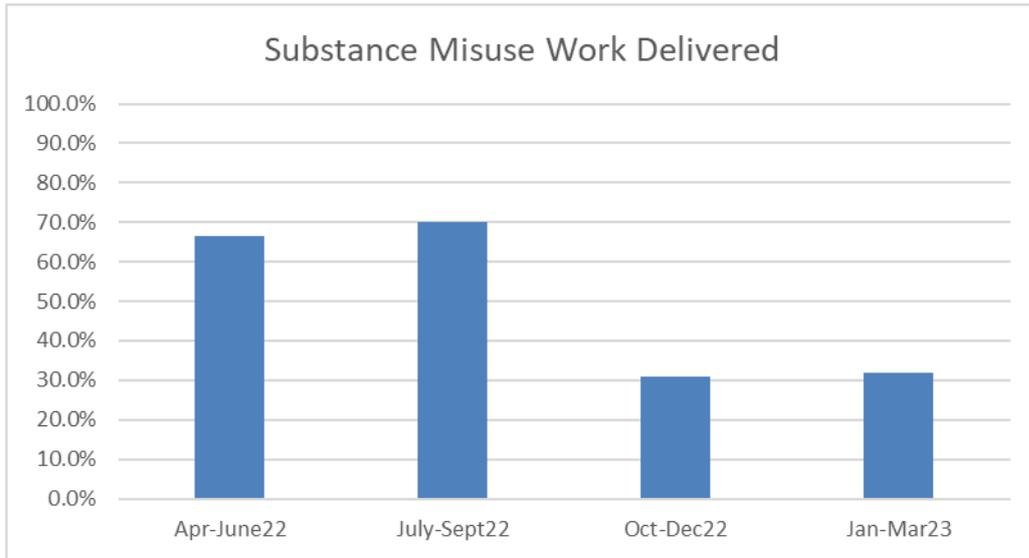
The health team has provided:

- 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



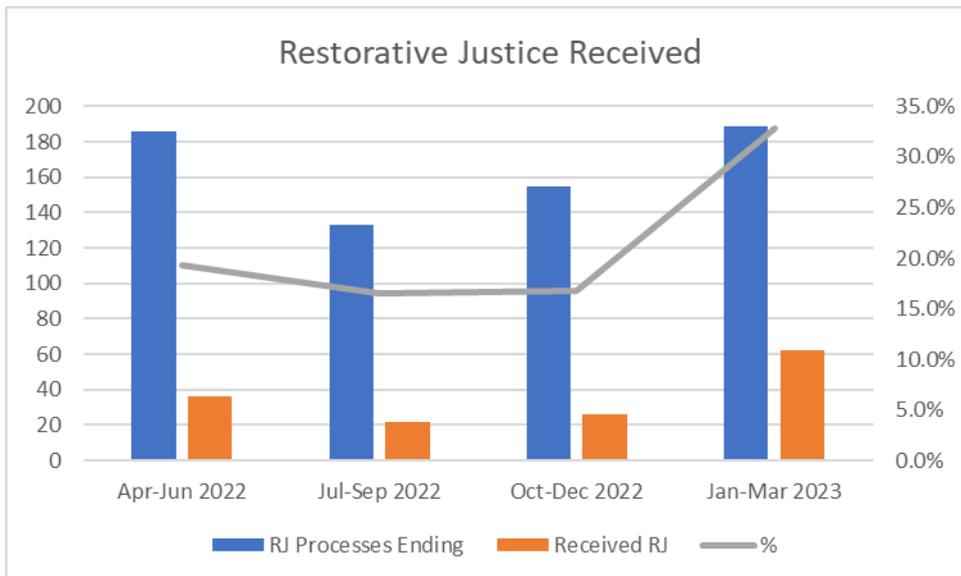
The team has also begun collation of quantitative specific outcome data using child and parent self-reported mental health routine outcome measures.

*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

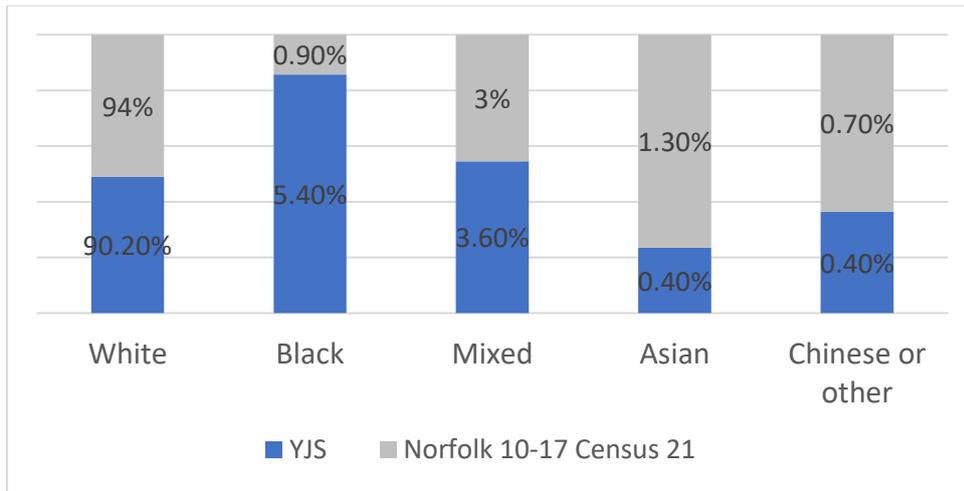
The above table shows the proportion of Norfolk YJS active case load who are also receiving support from social care partners. There is a strong focus over the last year to ensure a collaborative community of practice to support joined up planning and reduction of duplication.

*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.

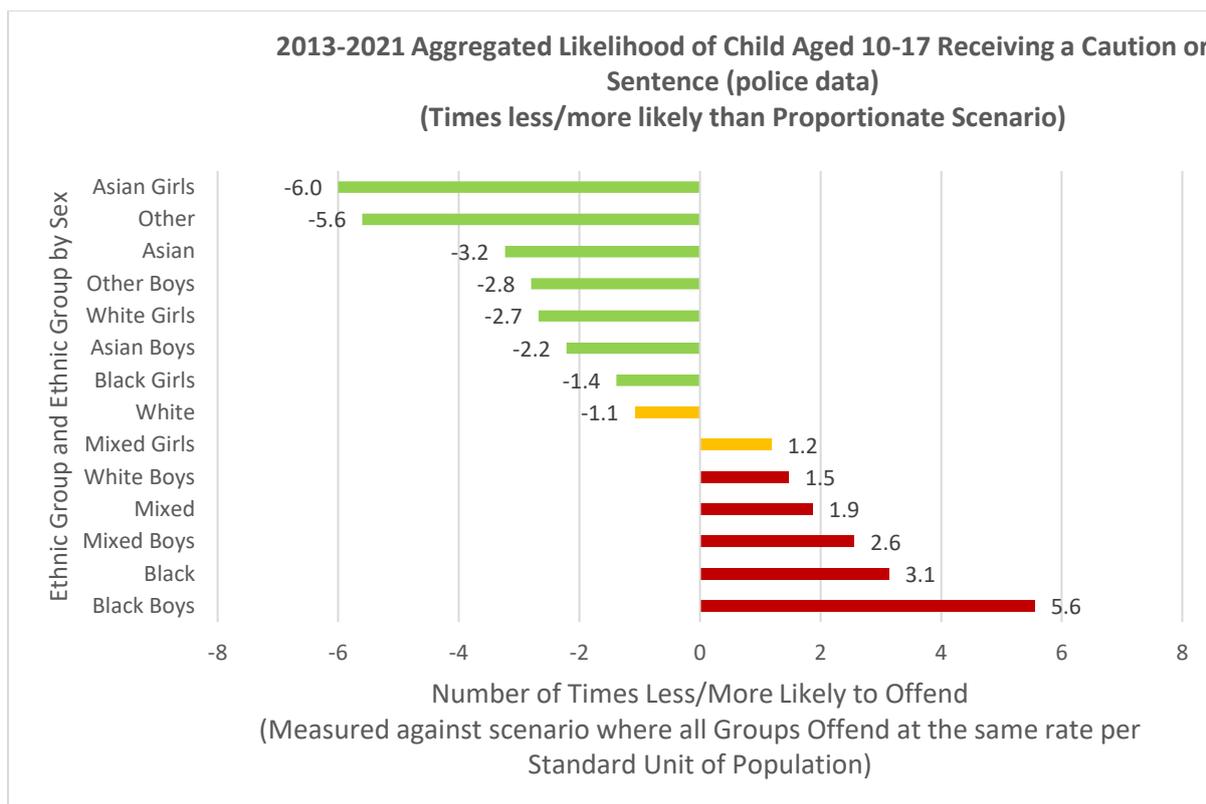


Black children remain overrepresented in the youth justice system in Norfolk. They are overrepresented on both Out of Court Disposals and Referral Orders. Last year black children were also the most likely group of children to be stopped and searched and arrested. In contrary, white children were more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



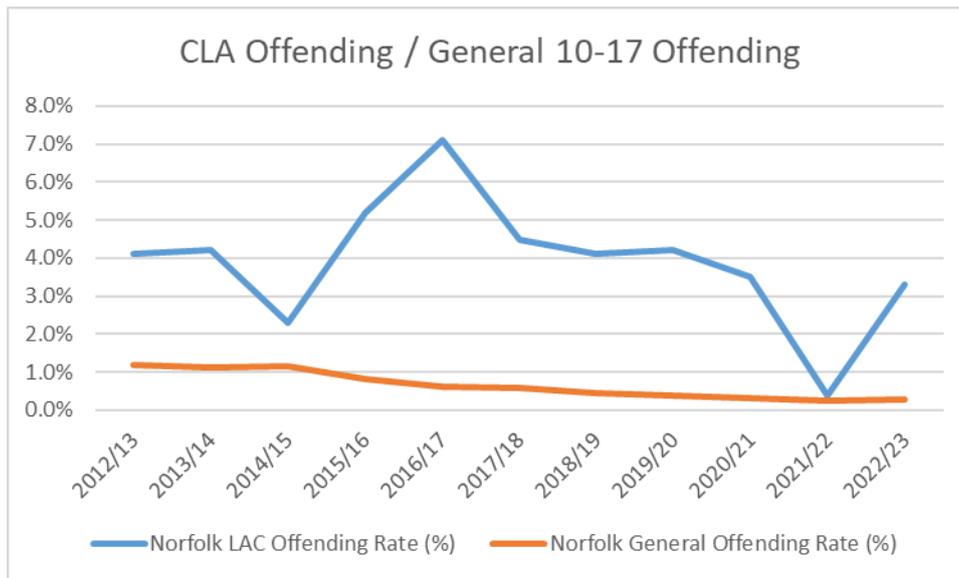
The chart above outlines the disproportionality outcomes, as indicated through sentencing and cautions awarded, of children by Ethnicity and Sex within Norfolk. The groups facing the most negative outcomes from inequality and most over-reflected in sentencing and cautions are:

- 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

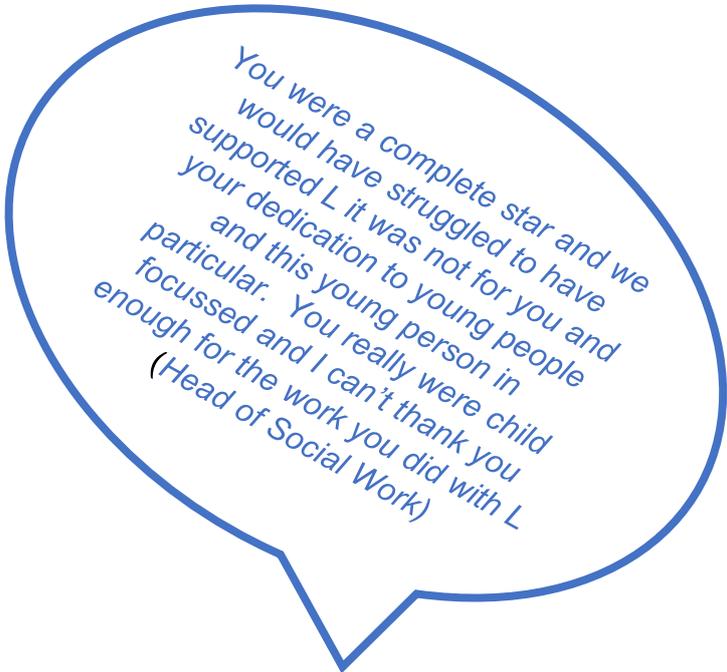
Our diversion scheme embraces a restorative culture of collaborative multiagency working and is based on a Child First approach. Our triage and assessment is needs-based and decisions are made holistically rather than taking a prescribed and inflexible approach where decision making is led by offence 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).

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



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)

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)*

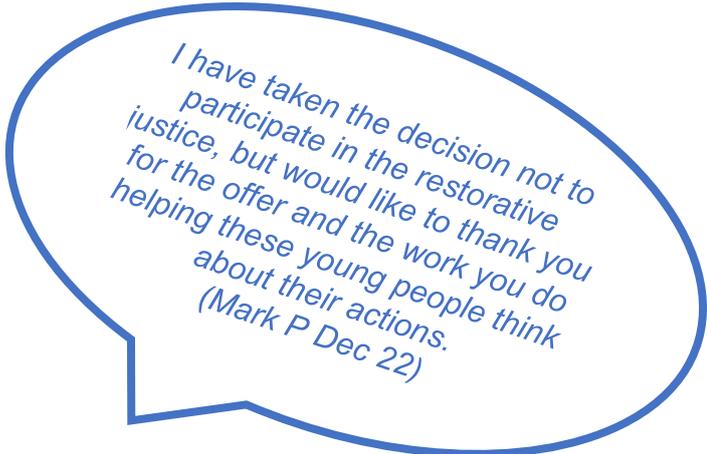
Education is represented at Norfolk Youth Justice Board by senior managers with responsibility for both pre and post 16 Education. There is a strategic plan in place led by these board representatives who are overseeing the implementation of an action plan with a particular focus on children in youth 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.

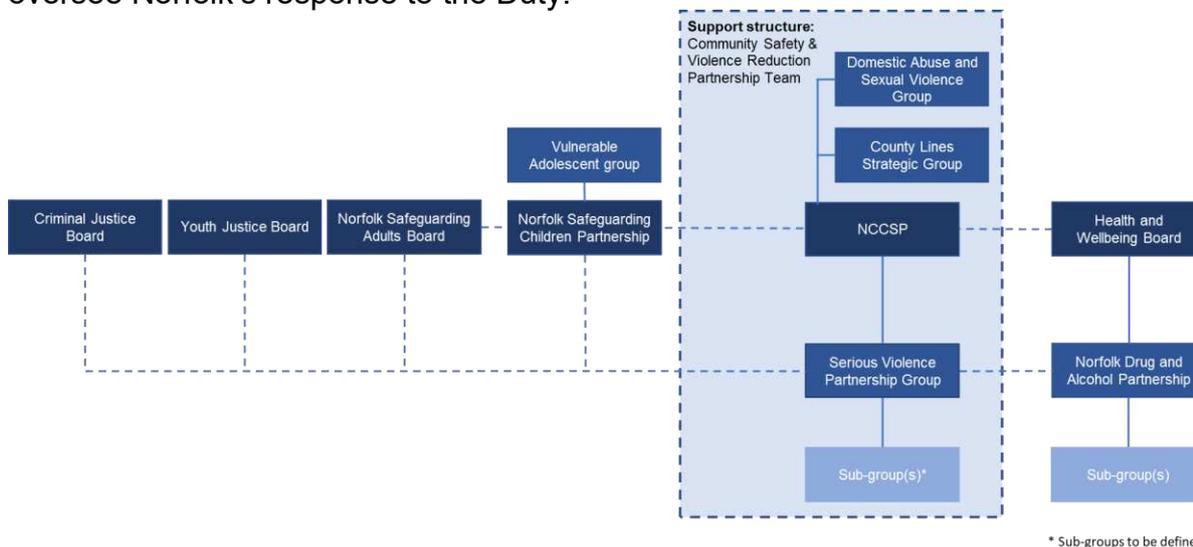


*I have taken the decision not to participate in the restorative justice, but would like to thank you for the offer and the work you do helping these young people think about their actions. (Mark P Dec 22)*

## Serious violence and exploitation

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).

The Serious Violence Partnership Group (SVPG) (within the governance of the NCCSP) and attended by representatives from each of the specified authorities) will oversee Norfolk’s response to the Duty.



The Youth Justice Service forms part of the Local Criminal Justice Board (LCJB). LCJBs bring together criminal justice organisations at police force area level to support joint working and improve services. The purpose and vision of the LCJB is to reduce crime, harm and risk by increasing the efficiency and credibility of the Criminal Justice System. By working in partnership, the board aims to improve services to the public with the minimum costs, supported by the best available evidence.

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

Norfolk has well embedded arrangements for the identification and subsequent allocation of support to children who are at risk or experiencing exploitation and/or serious youth violence. Norfolk YJS are key contributors to Multi Agency Child Exploitation processes and forums which include screening, planning for individuals, contextual safeguarding mapping and regular community tensions meetings. Guidance is in place for responding to serious incidents.

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.

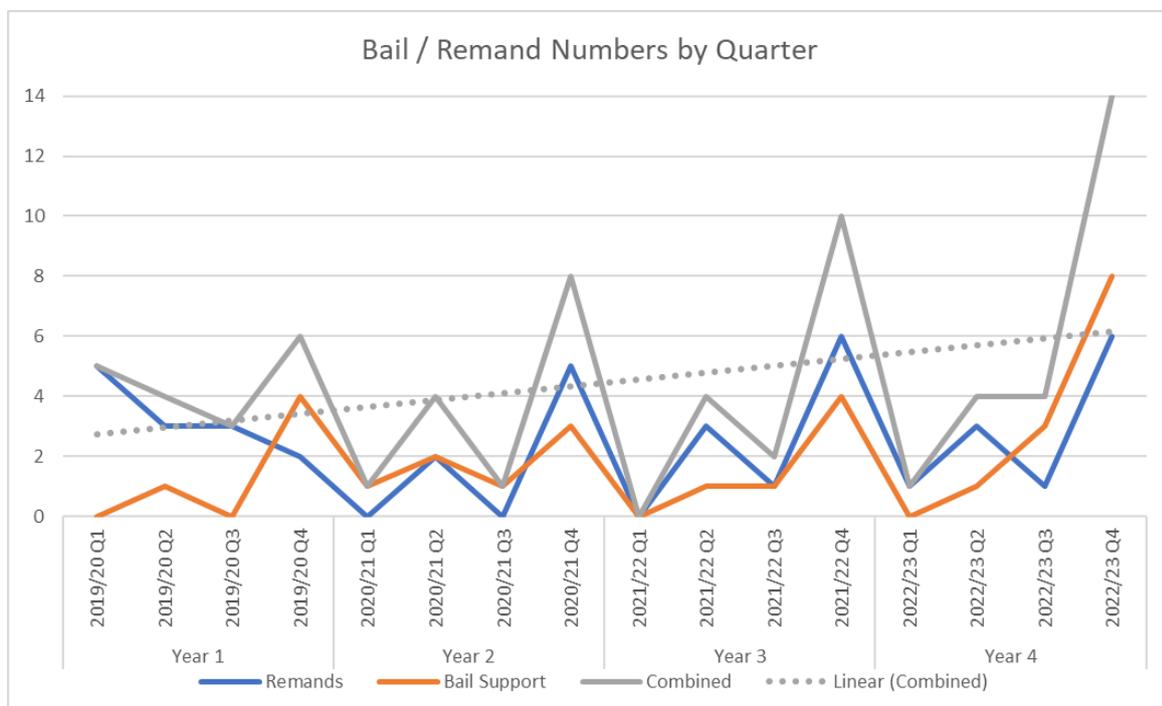
Norfolk YJS employs two Early Intervention Custody Workers who support children whilst they are detained in the busiest of the five Police Investigation Centres (PICs).

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.

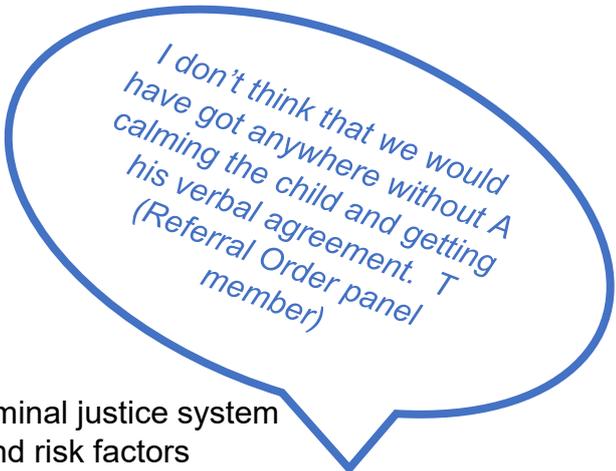
## 10. Standards for children in the justice system

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

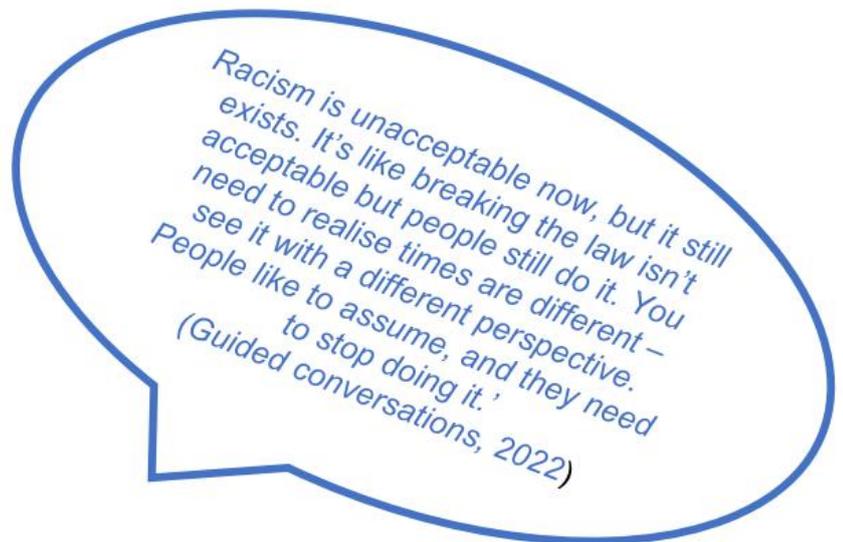
### *Children in Police Custody (Golden Hour)*

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"> <li>• Work with partners to understand reason for high numbers of community sentences following remands and take action to address</li> <li>• Develop board links with the secure estate</li> <li>• 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</li> <li>• Resolve proactive use of PACE beds. Develop police and EDT understanding regarding security thresholds and ensure sufficient availability</li> </ul>	<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"> <li>• Review the use of criminal behaviour orders. Undertake analysis of the effectiveness of CBOs</li> <li>• Ensure practitioners are confident and competent to move from relationship building to behaviour change interventions (Bail)</li> <li>• Undertake development work with court staff to ensure assessment includes sufficient analysis (particularly where children are not known to us)</li> <li>• 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</li> <li>• Contribute to Criminal Justice Board action to raise and address court backlogs impacting on children.</li> <li>• Ensure children looked after receive appropriate care under the provisions of the Legal Aid, Sentencing and Punishment of Offenders Act 2012 (LASPO)</li> <li>• Ensure Child First approach is taken by all partners when responding to children in youth justice regardless of their age</li> </ul>	
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### *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	<p>We will have a diversion scheme in place that will balance capacity and demand of the system</p> <p>A continued positive trend in relation to the numbers of first time entrants in Norfolk YJS</p>

### Education

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

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

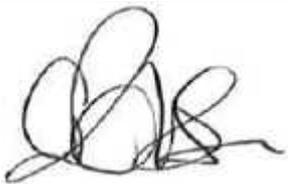
### Challenges, risks and issues

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

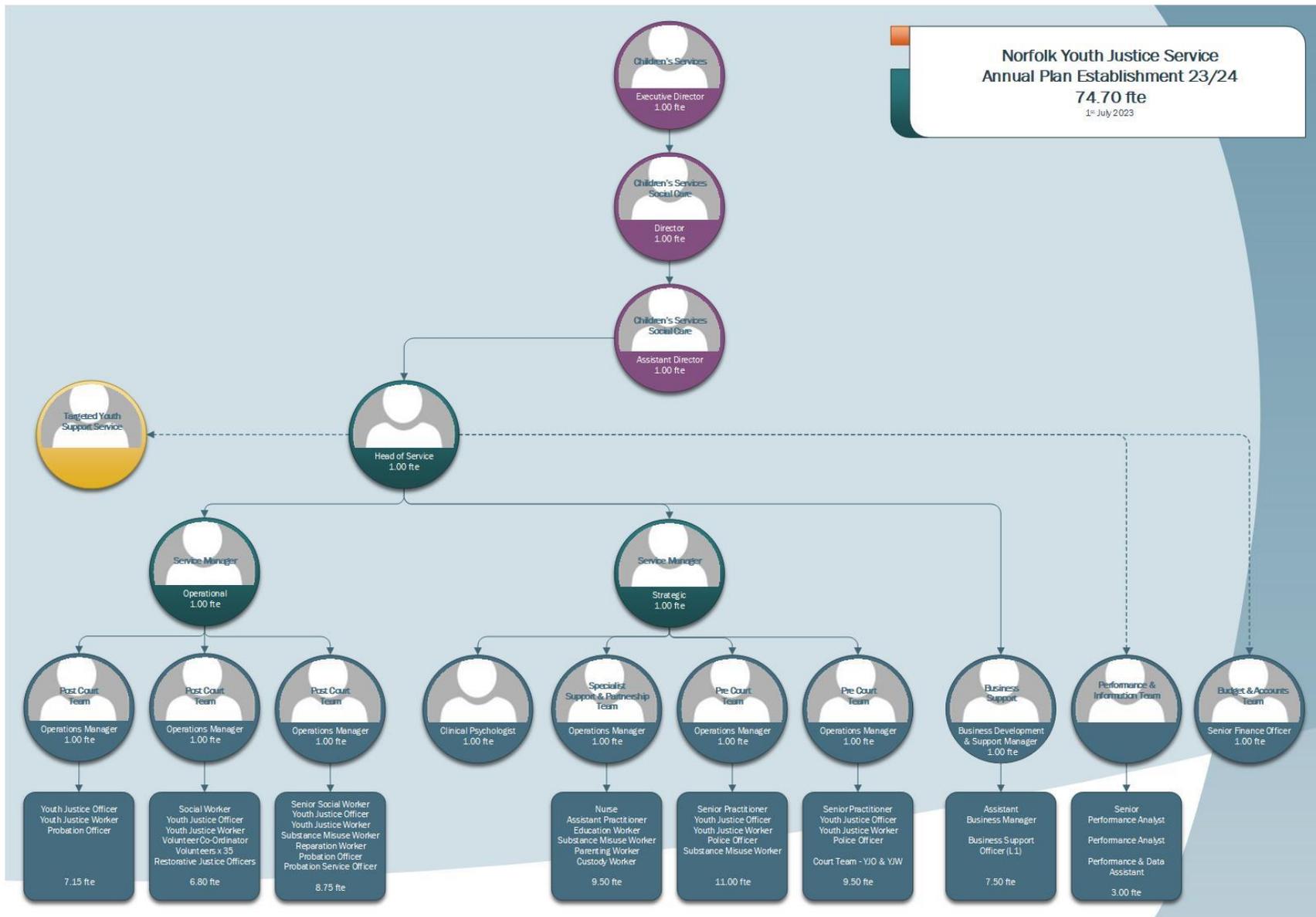
Appendix 5: Youth Justice Board membership and attendance

## Appendix 1 - Norfolk Youth Justice Service Budget 2023 – 2024

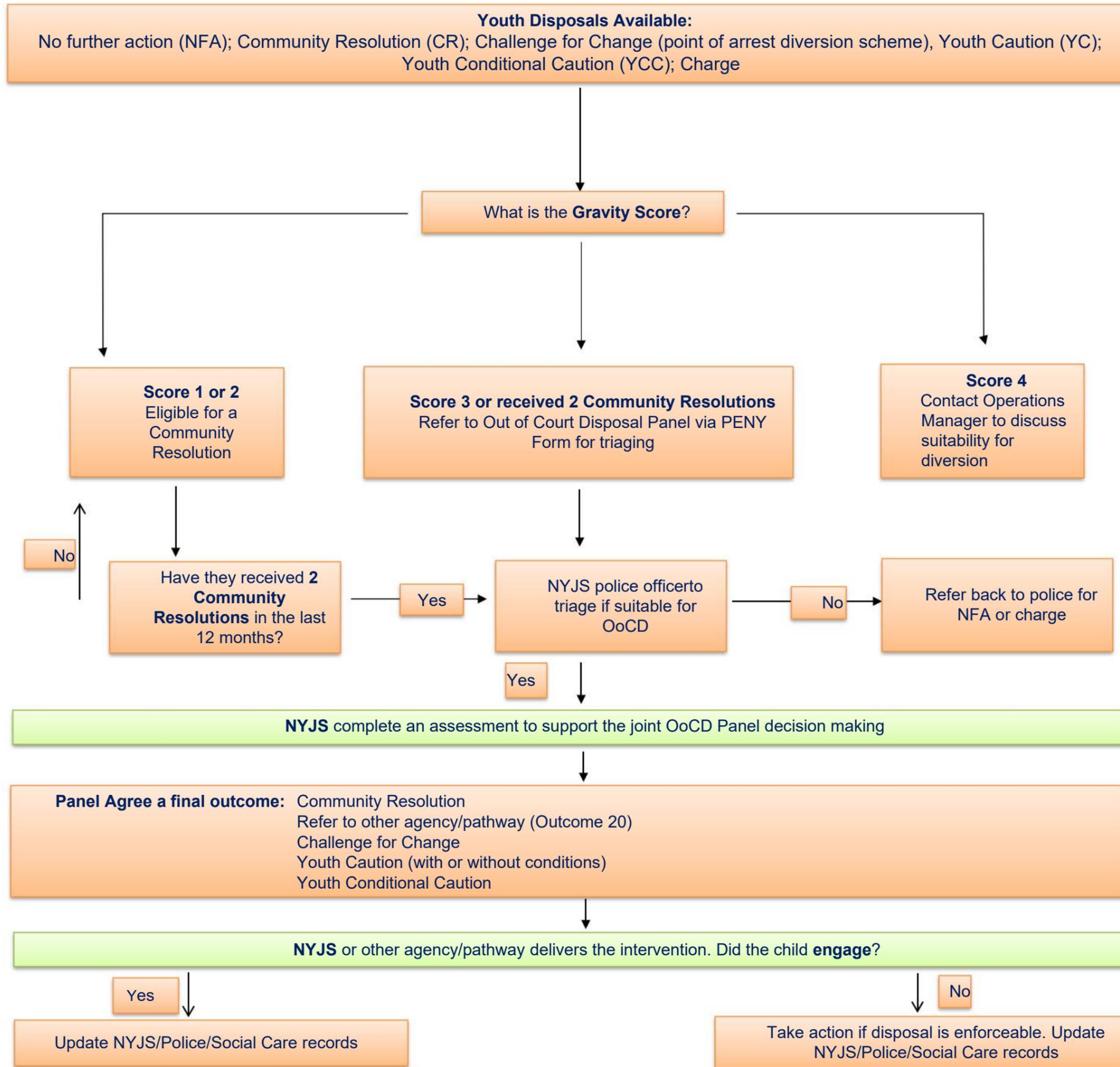
		<b>NORFOLK YOUTH JUSTICE SERVICE 2023/24 (as at 31st May 2023)</b>	
		£	£
<b>PARTNERS CONTRIBUTIONS TO POOL BUDGET</b>			
Norfolk County Council / Children's Services		628,238	
NHS Norfolk & Waveney Integrated Care Board		123,089	
Norfolk Constabulary		116,205	
Probation Service - Management Fees		10,000	
Probation Service - Staff	**	60,276	
<b>Sub-total</b>			937,807
<b>YOUTH JUSTICE BOARD GRANTS</b>			
Youth Justice Grant <i>including Junior Attendance Centres</i>	*	892,671	
<b>Sub-total</b>			892,671
<b>OTHER GRANTS / PROJECTS</b>			
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	
<b>Sub-total</b>			765,586
<b>PARTNERS 'IN-KIND' CONTRIBUTION – SECONDED STAFF &amp; OVERHEADS</b>			
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	
<b>Sub-total</b>			1,434,244
<b>TOTAL</b>			<b>4,030,308</b>

*\* 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)

<b>Job Title</b>	<b>Representing</b>	<b>05/07/2022</b>	<b>26/09/2022</b>	<b>19/12/2022</b>	<b>27/03/2023</b>	<b>% attendance</b>
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%



[\_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](mailto: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 functions<sup>1</sup>. 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 <b>xxx</b> on <b>xxx</b> or <b>xxx</b> (Text relay)</p>
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## 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"> <li>• People with mobility issues (eg wheelchair or cane users, people of short stature, people who do not have mobility in a limb etc)</li> <li>• Blind and partially sighted people</li> <li>• People who are D/deaf or hearing impaired</li> <li>• People with learning disabilities</li> <li>• People who have mental health issues</li> <li>• People who identify as neurodiverse (this refers to neurological differences including, for example, dyspraxia, dyslexia, Attention Deficit Hyperactivity Disorder, the autistic spectrum and others)</li> <li>• People with some long-term health conditions which meet the criteria of a disability.</li> </ul>
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

<b>Characteristic</b>	<b>Who this covers</b>
	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	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.
Sex	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).
Sexual orientation	People who identify as straight/heterosexual, lesbian, gay or bisexual.

## Document review

<b>Reviewed and updated:</b>	<b>Reviewer</b>
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

<sup>1</sup> 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 characteristic<sup>1</sup> 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)

# Scrutiny Committee

**Item No: 9**

**Report Title:** Quarterly update on Children's and Adult Social Care Performance Review Panels.

**Date of Meeting:** 13 December 2023

**Responsible Cabinet Member:** Cllr Karen Vincent (Deputy Cabinet Member for Children's Services) & Cllr Shelagh Gurney (Deputy Cabinet Member for Adult Social Care).

**Responsible Director:** Debbie Bartlett, (Interim Executive Director of Adult Social Services) & Sara Tough, (Executive Director of Children's Services).

## Executive Summary

This report outlines progress to date with regards to the ongoing activity of the two Performance Review Panels (PRPs), one for Adult Social Care and one for Children's Services. Members will receive updates on recent work undertaken, key actions, updates on actions from scrutiny, and an overview of the forward programmes of work for the panels.

## Recommendations

The committee is asked to:

1. Note progress and activity from the two performance review panels, providing feedback and recommendations where appropriate.
2. Note the panel forward work programmes, providing feedback to the panel leadership around potential items for further investigation.

## 1. Background and Purpose

- 1.1 At the Scrutiny Committee meeting held on the 21 July 2021 members considered the item 'Establishment of Children's and Adult Social Services Performance Review Panels'. The full report and associated minutes can be found [here](#).
- 1.2 Following discussion, the committee resolved to note the proposed Terms of Reference and the operating principles/membership of the two panels, as

well as agreeing to disband the previous Children's Services Scrutiny Sub-Panel.

- 1.3 It was also agreed that there should be an ongoing reporting schedule between the panels and the Scrutiny Committee
- 1.4 This report serves as the sixth update to the Scrutiny Committee, allowing members the opportunity to discuss progress and feed into panel development and work programming.

## **2. Performance Review Panels – Membership and Approach**

- 2.1 The Performance Review Panels are responsible for monitoring and providing challenge to Norfolk County Council's Children's/Adult Social Services functions, reviewing performance to improve service delivery.
- 2.2 The panels meet in private, though are tasked with updating regularly and publicly with the Scrutiny Committee. They have the authority to commission reports and request data from the relevant service areas, and may make recommendations to the Cabinet Member and senior officers.
- 2.3 The panels are chaired by the relevant Deputy Cabinet Member, with wider membership nominated by group leaders according to the following political composition:  
3 Conservative (inc. Chair), 1 Labour, 1 Liberal Democrat.
- 2.4 Membership of the panels is as below:

### **Adult Social Care PRP**

- Cllr Shelagh Gurney (Chair)
- Cllr Mark Kiddle-Morris
- Cllr Sharon Blundell
- Cllr Brenda Jones
- *Vacancy*

### **Children's Services PRP**

- Cllr Karen Vincent (Chair)
- Cllr Brian Long
- Cllr Vic Thomson
- Cllr Mike Smith-Clare
- Cllr Lucy Shires

## **3. Update on Actions from the Scrutiny Committee**

- 3.1 There are no outstanding actions from the Scrutiny Committee.

## **4. Children's Services Performance Review Panel**

- 4.1 At each meeting, the Children's Services PRP receives a broad update on vital signs performance indicators, as well as a deep dive into a specific performance indicator.
- 4.2 Since the last update to the Scrutiny Committee the Children's Services Performance Review Panel has met on four occasions:
- 27 March 2023
  - 13 July 2023
  - 18 September 2023
  - 22 November 2023
- 4.3 Minutes from PRP meetings occasionally contain sensitive information so haven't been appended. These are however, available upon request.
- 4.4 An outline of discussions and actions from each of the meetings can be found below.

#### **Monday 27<sup>th</sup> March 2023**

- 4.5 On Monday 27<sup>th</sup> March the panel received a paper on Ofsted Inspection Outcomes and Placement Sufficiency. The paper provided a broad overview of the Ofsted inspection report, highlighting both areas of best practise and areas for improvement.
- 4.6 Members and officers discussed the following areas with relation to the report:
- An overview of audit outcomes over time, with narrative around the improvement journey and activity undertaken to correct any areas that were deemed to be performing poorly.
  - Work undertaken to maintain areas of best practise and share learning across the organisation.
  - Partnership work taking place to improve targeted youth support regarding children at risk of exploitation.
  - Safeguarding review practise following the death or harm of a young person over the age of 18.
  - The work of the strategic housing partnership to support young people presenting as homeless and care leavers.
  - The rate of re-referral for children suffering from neglect, particularly where a disability might be present.
  - The role of NCC in negotiating allocation of financial benefits and settlements with regards to family led placements.

- The provision of expert legal advice from NPLaw officers, and the role of independent reviewing officers where appropriate.
- The ongoing process of developing action places, and the timeline for thematic audits and quality assurance cycles. Members requested a further update to provide input once these had developed further. This would be scheduled for late 2023.

4.7 Members further received an update performance data, with a specific deep dive on the provision of appropriate care placements for looked after children. Members and officers discussed the following areas with relation to the report:

- Below average attainment of expected standards at the end of primary school highlighted - members requesting a further deep dive to explore trends and performance.
- The impact of including Unaccompanied Asylum Seeker Children (UASC) to the overall cohort of looked after children. Members discussed how to meaningfully receive updates in this area moving forward, with the potential for a specific local target to ensure more meaningful analysis.
- Assurances around the provision of support for UASC in NCC care.
- The provision of training and support to new foster care providers, and joined up approach between social care teams and the fostering service.
- Respite care sufficiency and an overview of current challenges due to a shortage of foster carers.
- Narrative around the increase in the overall number of children in residential care, and the factors that had contributed to the rise.
- An overview on data related to post-16 exploitation, with members requesting a further deep dive on the topic at a later meeting.

#### **Thursday 13<sup>th</sup> July 2023**

4.8 Members received an overview of all Children's Vital Signs data, providing challenge and monitoring performance. Members discussed each indicator, but significant areas of focus included:

- An overview and narrative around the overall percentage of schools judged good or outstanding by Ofsted. It was noted that at the time of reporting, – Norfolk's position remained below the national average, due to the percentage of primary schools judged good remaining below average - which had resulted in an amber rating overall.

Members also discussed variances across the county in terms of Ofsted outcomes.

- Disparities in attainment in small vs. large primary schools. It was agreed to revisit this subject at a future meeting.
- The Number of pupils achieving at least the expected standard in reading, writing and maths at age 11 – it was noted that Norfolk was below both the combined and individual performance targets, and that this pattern had persisted for a number of years.
- The definition of ‘disadvantaged’ with regards to specific performance indicators, particularly with relation to attainment in reading, writing and maths by disadvantaged pupils.
- Challenges with regards to interpreting GCSE data due to disruptions to the national examination schedule as a result of the covid-19 pandemic.
- Support to SEND pupils, and plans for the Local First Inclusion programme.
- NCCs consistently good performance with regards to the percentage of children starting a Child Protection Plan who had previously been subject to a Child Protection Plan within the last two years.
- Delays in family courts, and the impact on the adoption process in Norfolk. This had led to significant delays in the time between NCC receiving court authority to place a child and NCC deciding on a match to an adopted family.
- Increases in the number of children and young people subject to a permanent exclusion. While there had been significant increases countrywide, this was still seen as a poor performing indicator locally, and the panel agreed to explore this in greater detail at a future panel meeting.
- An update on the percentage of Education, Health and Care Plans (ECHPs) completed within monthly timescales, with a particular attention on work to balance expedience with quality, and concentrated work to clear backlogs.

4.9 Members further received a deep dive briefing on Elective Home Education. Members and officers discussed the following areas with relation to the report:

- An overview of Norfolk data related to the number of home educated school aged children, and the challenges with regards to effective data collection.
- Work taking place to maintain strong working relationships with schools to enable effective local insight and timely intervention where appropriate to ensure the safety and wellbeing of a home educated child where concerns are raised.

- Efforts to build and maintain relationships of trust with families who had elected to home educate, and partnership working with the NCC communities and partnerships team to support where appropriate and requested.
- Partnership working across county boundaries, with officers working closely with neighbours and counterparts in Suffolk, Essex and Cambridgeshire.
- Members agreed that a member briefing around the work of the Home Elective Education Team should be arranged for all members.

### **Monday 18<sup>th</sup> September 2023**

4.10 Members received an overview of all Children's Vital Signs data, providing challenge and monitoring performance. Members discussed each indicator, but significant areas of focus included:

- The percentage of children and young people subject to a permanent exclusion. This remained high and continued to be an issue for the system. A Deep dive on this subject was scheduled for the following meeting.
- Overall vital signs related to social care remained stable. Particular focus was given to the percentage of Education Health and Care Plans (EHCPs) completed to timescale, which had begun to settle back down following a peak in April 2023. This was against a prevailing backdrop of significantly increasing referral rates.
- The provision of social care support to a child rated as high risk through the Multi Agency Child Exploitation (MACE) screening process. Members received assurances from officers around the support offer and the level of care provided. It was confirmed that a child with a high-risk rating would be receiving regular visits, the frequency of these would be determined on a case-by-case basis.
- The gap between the amount of care leavers who were in employment education or training compared to the general population. It was noted that this was currently an area of significant focus for officers due to underperformance. Further narrative on this indicator was requested for a future meeting.

4.11 Members further received a deep dive briefing on Key Stage 2 Outcomes for Norfolk. Members and officers discussed the following areas with relation to the report:

- The importance of education attainment for children's future was highlighted and it was noted that Norfolk was not where it could be. Members heard that a gap between Norfolk and National outcomes starts to appear in year 1 of primary school and grows throughout the primary phase, resulting in average Key Stage 2 attainment at the

end of primary school in reading, writing, and mathematics which is amongst the lowest in the country.

- Norfolk's provisional outcomes rank 147<sup>th</sup> out of the 151 local authorities for attainment in all of reading, writing and mathematics at Key Stage 2. This increased the challenge of raising expectations beyond the national average and for governing bodies to push for further improvements.
- The impact of withdrawal of the Local Authority funding, most recently the School Improvement Monitoring and Brokering grant by the Department for Education in April 2023, and the knock on effect on service delivery.
- Methods for aggregating data, and changes to where data is sourced from in 2022. Additional published data had moved dials positively in Norfolk's favour, but hadn't changed the overall picture.
- Improvements in the standard of communication and language attainment in early years, attributed to the legacy of the DfE School Improvement Fund project led by the county council in partnership with West Norfolk Academies Trust, the Norwich Opportunity are Communication's Champions programme and county council's the current Communications Hubs programme.
- The impact of the pandemic on outcomes. It was noted that attainment in writing and mathematics have been significantly impacted at both KS1 and KS2 level.
- Members noted that Norfolk has more small schools than most other local authorities. Outcomes are consistently lower in the smallest primary school particularly, for disadvantaged children. They have reduced capacity and can face difficulties in relation to leadership, governance, and support. Officers outlined plans to address disparities between small and larger schools. A key challenge here was noted as attracting talented leaders, with larger schools more equipped to attract experienced governors and trustees.
- Governance support to schools, and NCCs role in delivering guidance and best practise learning.

#### **Thursday 16<sup>th</sup> November 2023**

4.12 Members received an overview of all Children's Vital Signs data, providing challenge and monitoring performance. Members discussed each indicator, but significant areas of focus included:

- There had been a 1% increase in the number of schools judged good by OFSTED since the previous report.
- The percentage of children achieving a Good Level of Development by age 5 had reached 67.3%, 0.1% above the national average. This indicator had now turned green from its previous amber rating.

- Unvalidated GCSE results for Norfolk showed a positive trend. Officers stated this was the first set of exams without significant COVID related adaptations in place. Attainment in maths had matched the national average. However, students in the Special Educational Needs Support (SEN Support) category were achieving a lower level of standard passes in English and Maths compared to 2019 figures. Officers stated this anomaly could have been caused by a particular cohort, and that the final dataset, due to be published in February 2024, may show a different trend.
- Members discussed the proportion of children in care who were unaccompanied asylum seekers (UASC). Members agreed to receive a further deep dive on this topic at the next meeting.
- Members discussed the percentage of completed Education Health and Care Plans completed within the 20 week timescale. This had dropped significantly in September, but were provided narrative from officers around efforts to clear the backlog and the impact this was having on the data. Members were further assured that the EHCP team were performing at a high level and were producing more plans than ever previously recorded.
- An update was received on efforts to refresh Children's Services vital signs performance indicators. Members agreed to discuss the refreshed indicators at a future meeting.

4.13 Members further received a deep dive briefing on Suspensions, exclusions and alternative provision in Norfolk. Members and officers discussed the following areas with relation to the report:

- Governance support to schools, and NCCs role in delivering guidance and best practise learning.
- The government maintained that exclusions remained a statutory right for schools in the country. There was no set threshold where an exclusion became mandatory – headteachers would need to use their discretion when making such a decision. It was felt that schools should not adopt “no exclusion” policies, as this was contrary to the stance taken by the government.
- Members discussed the permanent exclusion rates for Norfolk schools, how these had been impacted by the pandemic and how Norfolk compared with national averages. Excluding the two school years affected by the COVID-19 pandemic, published exclusion rates for Norfolk schools across the 2021/22 school year were the lowest recorded since 2016/17. The permanent exclusion rate during 2021/22 per 100 pupils was 0.14, which was higher than the average for England (0.08). The suspension rate per 100 pupils in Norfolk schools across the same period was 7.67, against the average for England of 6.91. Suspension rates in both Norfolk and England were at their highest level recorded in 2021/22.

- Members received an update on alternative provision in Norfolk schools, including a discussion around early outreach, intensive support, specialist support and long-term placements, and handling long term absences due to mental health needs or long-term sickness.
- Officers provided an overview of early intervention services in schools, and the impact these had on reducing rates of permanent exclusion.
- Members questioned officers over the correlation between students receiving free school meals and permanent exclusion. Officers noted that further work was planned to provide greater analysis in this area.
- Members noted that the reasons for many exclusions in 2023 were fundamentally different to those recorded in 2018/19. Schools were managing a much higher level of risk than previously recorded, which was a concern, and this was being mitigated by work conducted by teams at Children's Services. Panel members praised the multi-agency approach maintained by NCC officers to manage risks within schools.
- Panel members requested that information and data relating to Alternative Provision in Norfolk could be cascaded to Members. Officers confirmed the information would be shared through local inclusion programmes, and that discussions would take place with officers about communicating this to Members. An all-member briefing on permanent exclusions and alternative provision was requested.

## **5. Adult Social Care Performance Review Panel**

- 5.1 The Deputy Cabinet Member for Adult Social Care, Public Health and Prevention has agreed, alongside the panel, a forward programme of work and schedule of meetings for the Adult Social Care Performance Review Panel through until January 2024.
- 5.2 Since the last update to the Scrutiny Committee the Children's Services Performance Review Panel has met on three occasions:
- 18 April 2023
  - 20 June 2023
  - 3 October 2023
  -
- 5.3 A further meeting was scheduled for the morning of the 28<sup>th</sup> November, but this was ruled inquorate and could therefore not proceed.
- 5.4 Minutes from PRP meetings occasionally contain sensitive information so haven't been appended. These are however, available upon request.

## **Tuesday 18<sup>th</sup> April 2023**

5.5 On Tuesday 29<sup>th</sup> September the panel received a report and presentation on Assurance preparation exercises. Members and officers discussed the following areas:

- Members were updated on the recently announced CQC inspection framework. It was noted that under the new system, performance would be assessed against nine quality statements across four themes. At the centre of the themes is the person, their voice, and how they travel through the system and other services. The five key questions and four-point rating scale would remain central to CQC's approach, mirroring a similar model to one used in healthcare settings. There was scope for the framework to change as a result of findings from CQC's pilot schemes which had begun at the beginning of April.
- The CQC would utilise 'I/We statements' to demonstrate how organisational statements translate into care activity. A number of case studies would also be selected randomly to support a practical understanding of the quality of care at NCC.
- Preparation and improvement work was ongoing and would be drawing on varied insights including corporate complaints and programme analysis, as well as drawing on the work of Children's Services and learning regionally from other authorities.
- Members received an update on the proposed scoring system, and how this would be determined.
- An update was provided on the self assessment process NCC would be adopted to prepare for inspection.
- Members noted that NCC Adult Social Services has not been inspected for 12 years. The upcoming inspections are forcing all local authorities to have conversations about their strengths and weaknesses, what changes need to be introduced, and how they interact with the service user throughout their journey.

## **Tuesday 20<sup>th</sup> June 2023**

5.6 Members received an update on engagement discussions with service users, ahead of proposed 1:1 workshop sessions with service users for panel members. Members and officers discussed the following areas:

- Officers provided an overview of the Care Quality Commission Assurance process so far and the necessary CQC context concerning service user engagement.

- At the heart of the CQC inspection, which was due to start in October 2023, was the service user and how they travel through the system, the processes they encounter, and their impact. As part of the preparation work, a peer mock inspection was carried out which provided the opportunity to understand the service user's voice. This knowledge is collected through a variety of means which included listening and learning from people's own experiences, looking at processes, and listening to feedback from staff, leader, and partners working with service users. There was a keenness to learn how to embed the acquisition of service user feedback into routine work practice. Regarding this, conversations had been had with Think Local, Act Personal to provide colleagues with knowledge of how to centralise the service user in practice, and in the way that evidence is presented.
- Officers offered an update on the engagement and co-production activities that the department had carried out and was planning, with service users.
- Representatives from Healthwatch shared with members potential points of consideration when interviewing service users. Members heard that clarity would be needed regarding what the intention of the engagement was, what the desired areas of learning would be and who are they would be best learned from.
- Members discussed engaging with hard to reach populations, and how this could best be facilitated.

5.6. Members further received an update on efforts to refresh ASC vital signs performance indicators. The Vital Signs form part of the performance management framework, this was the mechanism that manages performance across the organisation. Key to the measurement system was individual Vital Sign indicators and outcome measures, which are linked to the Corporate Planning Framework and Better Together Norfolk. Aligning the measures in this way offers a clear link as to how performance impacts and relates to strategic outcomes. The Vital Signs had been updated and five new composite measures had been developed that account for areas that are of strategic importance locally, and nationally. Members of the panel received details of the new Vital Signs and were informed that these would be reported on for the next Cabinet quarter one report for 2023/24.

### **Tuesday 3<sup>rd</sup> October 2023**

5.7. Members received a report and presentation on mental health social care. Members and officers discussed the following areas:

- Officers provided members with an overview of serious mental health disorders in Norfolk. It was noted that mental health disorders are a leading cause of ill health. In Norfolk, over 120,000 people live with a

common mental disorder, the prevalence of mental illness in Norfolk was higher than the national average and was increasing. The factors that contribute to poor mental health were discussed.

- The services that comprised the Adult Social Care Mental Health Service were discussed and an explanation of how the Mental Health Social Work Team operates was shared with members. This included but was not limited to, the use of a Living Well approach, understanding existing networks, and completing Care Act assessments.
- Adult Social Care Mental Health Service faced challenges with, amongst other issues, demand, the complexity of needs that required a collaborative solution, difficulties with recruitment, and budgetary pressures. An overview of commissioned Adult Social Care Mental Health Services was provided to members and included details on residential care, supported living, outreach support, home care, and prevention services. Key partnerships were also noted.
- An overview of the Right care, Right person policy was provided. The purpose of the policy was highlighted, and it was confirmed that Adult Social Care had been involved in workstream discussions. The concerns raised by social care providers have been passed on to police colleagues.
- Capacity was discussed, particularly with relation to the ability of social care to manage increases in welfare calls.

5.7 Panel Members further received an update on Winter Planning for 2023/24. Members and Officers discussed the following areas:

- Key themes and learning from 22/23, including demand, capacity and community response.
- An overview of national data which offered information on how winter pressures had impacted different population groups across the UK.
- The impact of a challenging summer with continuing pressure for both social care and the Integrated Care System.
- Engagement exercises with a wider range of social care teams, wider NCC colleagues and key external partners to develop the winter plan.
- Examples of activity taking place to deliver on plan priorities. These included additional financial support for Home Care, additional temporary roles in community hospital discharges to support front line capacity, funding and resources for Carers Matter Norfolk, and NHS Flu and Covid-19 vaccine programmes brought from October to September.
- An overview of identified risks and mitigating activity.
- The funding model for additional support for winter planning from the Department of Health and Social care and NHS England.

- An overview of communication campaigns around winter initiatives and keeping warm, and engagement with District, Parish and Town councils.

## 6. Work Programming

6.1 The Performance Review Panel terms of Reference set out a clear work programming relationship with Scrutiny. While the panels are responsible for setting their own work programmes, the Scrutiny committee may suggest additional topics for the Panels to consider.

6.2 Please note, that as with the Scrutiny Committee forward work programme, all of the below are subject to change, adapting to pressures as needed.

### Children's Performance Review Panel

The following plan has been agreed:

January 24	Ofsted outcomes and follow up activity Work programming/update on vital signs
March 24	Learning ambitions for Ks2 Outcomes Deep Dive: The rate of Looked-After Children per 10,000 of the overall 0-17 population (with specific review of support for unaccompanied asylum seekers).
May 24	Nothing currently scheduled
July 24	Nothing currently scheduled
September 24	Nothing currently scheduled

### Adult's Performance Review Panel

The following plan has been agreed:

January 24	Workforce issues/equality and diversity Work programming
March 24	Nothing currently scheduled
May 24	Nothing currently scheduled
July 24	Nothing currently scheduled
September 24	Nothing currently scheduled

The above is subject to change, depending on the timeframe/outcome of a likely CQC inspection of Norfolk County Council ASC services.

## 7. Action plan

7.1 The below is a summary of current and outstanding actions arising as a result of the panels. It includes significant actions from the last three meetings of each panel, with an indication of both the action owner and progress to date. The tracker will be updated over time, with the Scrutiny Committee kept up to date on key recommendations and actions from the panel.

Date	Action/Recommendation	Owner	Update
Children's Services PRP (CS PRP)			
27/03/2023	The Panel Reviewed, Commented on, supported and challenged the performance of Children's Services as it related to the provision of appropriate care placements for looked after children.	CS PRP	Completed
	A follow up report requested on Ofsted thematic audits and outcomes.	CS PRP	Outstanding – this item scheduled for January 24
	A future deep dive review was requested on post 16 exploitation.	Children's Services	To be discussed as part of work programming discussion in January 2024. The last update on this topic was received in January 2023.
	Future reports to provide data on looked after children with clearer distinction of support provided to Unaccompanied Asylum Seeker Children.	Children's Services	Completed.
	A future deep dive scheduled to look at Ks2 data.	Children's Services	Completed – deep dive considered by committee in September 23.
13/07/2023	The Panel Reviewed, Commented on, supported and challenged the performance of Children's Services broadly, with a specific discussion around elective home education in Norfolk.	CS PRP	Completed, with feedback provided to officers.
	Requested that a member briefing around the work of the elective Home Education team should be arranged for members.	Elective Home Education Team/Committee Support Team	Completed, member briefing session delivered in October.
18/09/2023	Panel members requested that future updates on care leavers who	Children's Services	Completed

	are in EET/NEET include broader narrative to support effective challenge.		
	<p>The panel requested that the following previous deep dive papers be circulated to members for questions and comments:</p> <ul style="list-style-type: none"> <li>- percentage of cases with a current exploitation risk level which is below the original level of risk recorded at initial screening,</li> <li>- percentage of Care Leavers who are in Education, Employment or Training (EET).</li> </ul>	Committee team	Completed
	The Panel Reviewed, Commented on, supported and challenged the performance of Children's Services broadly, with a specific discussion around Ks2 outcomes.	CS PRP	Completed
	Members requested that an update on learning ambitions Ks2 be scheduled for a future meeting of the panel.	Children's Services	Outstanding – this item is scheduled for March 2024
16/11/2023	The Panel Reviewed, Commented on, supported and challenged the performance of Children's Services with regards to vital signs.	CS PRP	Completed
	<p>The Panel identified the following areas to be investigated further in future deep dives:</p> <ul style="list-style-type: none"> <li>-The number of looked-after children and unaccompanied asylum seekers in Norfolk.</li> <li>-Referrals into social care and trends in reporting over time.</li> <li>-Peaks in EHCP requests to better understand underlying drivers and narrative.</li> </ul>	Children's Services	Ongoing – some items scheduled, others will be discussed as part of work programming discussions to be held by the panel in January
	The Panel commented and reviewed analysis of permanent exclusions and alternative provision in Norfolk.	CS PRP	Completed
	The Panel considered the effectiveness and appropriateness of support, challenge, and the development of new provision under Local First inclusion.	CS PRP	Completed

	The Panel requested that an all-member briefing be delivered early in the year on the topic of permanent exclusions and alternative provision.	Children's Services	To be scheduled
<b>Adult Social Care PRP (ASC PRP)</b>			
18/04/2023	Panel members Discussed the report and Challenged the service around assurance preparation, with a clear focus on readiness for inspection	ASC PRP	Completed, with feedback provided to officers.
	Members requested that an update be provided at a future meeting on the work that is being undertaken to address the issues identified in the regional self-assessment tool.	ASC PRP/Adult Social Services	To be discussed in January 24 as part of broader work programming discussions.
20/06/2023	Members thanked officers for the organisation and delivery of a visit to Swallowtail Place – an assisted living scheme in Acle.	ASC PRP	Completed
	Members worked with officers to outline expectations for a future workshop session with service users.	ASC PRP	Completed – 1:1 engagement activity is currently being scoped and delivered by social care colleagues.
03/10/23	Members requested that feedback provided around the frontline experience of councillors supported vulnerable residents in their community be shared with colleagues working on wider system transformation.	Adult Social Services	Completed
	Information around 'Right Care, Right Person' to come back to a future meeting, with wider communications around progress shared with the broader membership of the council.	Adult Social Services	Ongoing

## 8. Resource Implications

8.1 **Staff:** None identified

8.2 **Property:** None identified

8.3 IT: None identified

## 9. Other Implications

9.1 Legal Implications: None identified

9.2 Human Rights Implications: None identified

9.3 Equality Impact Assessment (EqIA) (this must be included): N/A

9.4 Data Protection Impact Assessments (DPIA): N/A

9.5 Health and Safety implications (where appropriate): N/A

9.6 Sustainability implications (where appropriate): N/A

9.7 Any Other Implications: None identified

## 10. Risk Implications / Assessment

10.1 N/A

## 11. Select Committee Comments

11.1 No specific comments, though the panel are able to refer matters to the Select Committee where appropriate, as set out in the PRP Terms of Reference.

## 12. Recommendations

To:

1. Note progress and activity from the two performance review panels, providing feedback and recommendations where appropriate.
2. Note the panel forward work programmes, providing feedback to the panel leadership around potential items for further investigation.

## 13. Background Papers

13.1 None

**Officer Contact**

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

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# Scrutiny Committee

Item No: 11

**Report Title:** Scrutiny Committee Forward Work Programme

**Date of Meeting:** 12 December 2023

## Executive Summary

This paper sets out the current forward work programme for the Scrutiny Committee, outlining committee dates and agreed items.

## Recommendations

Members of the committee are asked to:

1. Note the current Scrutiny Committee forward work programme and discuss potential further items for future consideration.

## 1. Background and Purpose

- 1.1 Members of the Scrutiny Committee took part in a work programming session held on the 22 April 2023, discussing proposed items for the Committee to consider through until May 2024.
- 1.2 The work programme attached is amended frequently to better reflect officer pressures and changes to the Cabinet forward plan of decisions.
- 1.3 All topics are subject to change, with the committee remaining flexible to ensure the ability to adapt to emerging and urgent topics for consideration.
- 1.4 An item for the December meeting, *A County Deal for Norfolk – Scrutiny of Statutory Instrument*, has been moved. This is due to the Statutory Instrument being unavailable for scrutiny at this stage. Depending on the outcome of the item scheduled for Full Council on the 12<sup>th</sup> December 2023, an item will be added to the work programme at an appropriate time.

## 2. Proposal

- 2.1 Members are asked to note the attached forward programme of work (**Appendix A**) and discuss potential further items for consideration.

## 3. Impact of the Proposal

3.1 Maintaining the proposed work programme will ensure that the Scrutiny Committee has a full schedule of work, and officers are well prepared to present to the committee.

#### **4. Financial Implications**

4.1 None

#### **5. Resource Implications**

##### **5.1 Staff:**

None

##### **5.2 Property:**

None

##### **5.3 IT:**

None

#### **6. Other Implications**

##### **6.1 Legal Implications:**

None

##### **6.2 Human Rights Implications:**

None

##### **6.3 Equality Impact Assessment (EqIA) (this must be included):**

None

##### **6.4 Data Protection Impact Assessments (DPIA):**

None

##### **6.5 Health and Safety implications (where appropriate):**

None

##### **6.6 Sustainability implications (where appropriate):**

None

## **6.7 Any Other Implications:**

None

## **7. Risk Implications / Assessment**

7.1 None

## **8. Select Committee Comments**

8.1 None

## **9. Recommendations**

Members of the Scrutiny Committee are asked to:

1. Note the Scrutiny Committee forward work programme and discuss potential further items for future consideration.

## **10. Background Papers**

10.1 **Appendix A** – Scrutiny Committee Forward Programme of Work

### **Officer Contact**

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

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## Scrutiny Committee Forward Work Programme

## Appendix A

Date	Report	Further notes/Comments	Better Together for Norfolk - Strategic Goal(s)*	Cabinet Member	Lead Officer
13/12/23	Performance Review Panels – Quarterly Update	Standard quarterly item	<ul style="list-style-type: none"> <li>- Better Opportunities for Children and Young People Healthy, Fulfilling and Independent Lives</li> </ul>	Cllr Alison Thomas, Cabinet Member for Adult Social Care & Cllr Penny Carpenter, Cabinet Member for Children’s Services	Debbie Bartlett, Executive Director of Adult Social Care & Sarah Tough, Executive Director of Children’s Services
	Norfolk Youth Justice Plan	Annual policy framework item	<ul style="list-style-type: none"> <li>- Better Opportunities for Children and Young People</li> <li>- Strong, Engaged and Inclusive Communities</li> </ul>	Cllr Margaret Dewsbury, Cabinet Member for Communities and Partnerships	Grahame Bygrave, Executive Director of Community and Environmental Services
	Update from the Chair of the Norfolk Countywide Community Safety Partnership	Standing item	Strong, Engaged and Inclusive Communities	None	Grahame Bygrave, Executive Director of Community and

					Environmental Services
	Digital Connectivity in Norfolk	Requested by Scrutiny Members	<ul style="list-style-type: none"> <li>- A Vibrant and Sustainable Economy</li> <li>- Better Opportunities for Children and Young People</li> <li>- Healthy, Fulfilling and Independent Lives</li> <li>- Strong, Engaged and Inclusive Communities</li> </ul>	Cllr Jane James, Cabinet Member for Corporate Services	Paul Cracknell, Executive Director of Strategy and Transformation
<b>20/12/23</b>	Nothing Currently Scheduled				
<b>25/01/24</b>	Update on Local Government Finance Settlement	Standard budget setting item	<ul style="list-style-type: none"> <li>- A Vibrant and Sustainable Economy</li> </ul>	Cllr Andrew Jamieson, Cabinet Member for Finance	Harvey Bullen, Director of Strategic Finance
	Access to Museums Service	Requested by Scrutiny Members	<ul style="list-style-type: none"> <li>- Strong, Engaged and Inclusive Communities</li> </ul>	Cllr Margaret Dewsbury, Cabinet Member for Communities and Partnerships	Grahame Bygrave, Executive Director of Community and Environmental Services

	People with Disabilities, Engagement and Charging Policy	Requested by Scrutiny Members	- Healthy, Fulfilling and Independent Lives	Cllr Alison Thomas, Cabinet Member for Adult Social Care	Debbie Bartlett, Executive Director of Adult Social Care
	Performance Review Panels – Quarterly Update	Standard quarterly item	- Better Opportunities for Children and Young People - Healthy, Fulfilling and Independent Lives	Cllr Alison Thomas, Cabinet Member for Adult Social Care & Cllr Penny Carpenter, Cabinet Member for Children’s Services	Debbie Bartlett, Executive Director of Adult Social Care & Sarah Tough, Executive Director of Children’s Services
<b>14/02/24</b>	Scrutiny Committee 2023-24 Budget scrutiny	Standard budget setting item	- A Vibrant and Sustainable Economy - Better Opportunities for Children and Young People - Healthy, Fulfilling and Independent Lives - Strong, Engaged and Inclusive Communities A Greener, More Resilient Future	Cllr Andrew Jamieson, Cabinet Member for Finance	Harvey Bullen, Director of Strategic Finance
<b>20/03/24</b>	Nothing Currently Scheduled				

24/04/24	Performance Review Panels – Quarterly Update	Standard quarterly item	<ul style="list-style-type: none"> <li>- Better Opportunities for Children and Young People</li> <li>- Healthy, Fulfilling and Independent Lives</li> </ul>	<p>Cllr Alison Thomas, Cabinet Member for Adult Social Care</p> <p>&amp;</p> <p>Cllr Penny Carpenter, Cabinet Member for Children’s Services</p>	<p>Debbie Bartlett, Executive Director of Adult Social Care</p> <p>&amp;</p> <p>Sarah Tough, Executive Director of Children’s Services</p>
	NCC Economic Strategy/Update on LEP Integration	Requested at the meeting of the Scrutiny Committee held in October 2023	<ul style="list-style-type: none"> <li>- A Vibrant and Sustainable Economy</li> </ul>	Cllr Fabian Eagle, Cabinet Member for Economic Growth	Paul Cracknell, Executive Director of Strategy and Transformation

*\*The ‘Better Together for Norfolk – County Council Strategy 2021-25’ outlines five strategic priorities. These are:*

- *A Vibrant and Sustainable Economy*
- *Better Opportunities for Children and Young People*
- *Healthy, Fulfilling and Independent Lives*
- *Strong, Engaged and Inclusive Communities*
- *A Greener, More Resilient Future*

*When scheduling items for the work programme the committee should consider, where applicable, the item contributes to the above strategic goals and overall delivery of the County Council’s strategy for 2021-25.*