



NORFOLK
CONSTABULARY

Our Priority is You

Norfolk Constabulary Children and Young People Strategy 2013-16





Introduction from Norfolk Constabulary Temporary Assistant Chief Constable Nick Dean

In this document we have purposefully quoted from the National Children and Young People Policing Strategy. We intend to tailor our approach here in Norfolk to fit within the national framework whilst reflecting local differences and aspects of community and local authority life which are unique to our own County.

In 2010 Norfolk County Council estimated there were 230,000 children and young people in Norfolk under the age of 24. It is these young people this strategy is designed to assist.

I have been appointed by the Chief Constable, Simon Bailey, to undertake the business lead for Children and Young People (C & YP). This forms part of my portfolio for Local Policing and sits within the Vulnerability and Partnerships Command within the organisation. Whilst some of the work undertaken in Norfolk is driven solely by the Police, the majority is joint working with partners and this strategy will align itself to the wider partnership vision for the county of Norfolk. Along with our key partners in Norfolk, we believe that all young people have the right to be healthy, happy and safe; to be loved, valued and respected and have high aspirations for their future.

I will ensure delivery of the following;

- Active participation in the delivery of continued professional development of all staff directly involved in the delivery of C & YP services.
- A review of our work with C & YP against the National Policing College Self Assessment Framework to get the best service delivery here in Norfolk.
- Maintenance of a strong Norfolk National Policing College strategic portfolio lead with active participation in county strategic partnerships aimed at delivery of C & YP services.
- Work with The Office of Police and Crime Commissioner to achieve their goal of 'Work with young people to stay clear of crime'.
- Monitor Local Policing Command to ensure it delivers operational activity that meets the strategic priorities.

Norfolk Constabulary will deliver all elements of the Strategic Implementation Toolkit;

- Understanding Vulnerability
- Communication and Engagement
- Diversion and Enforcement
- Accountability

This activity will be managed through the C & YP Steering Group which meets on a quarterly basis.

Norfolk Constabulary Structure (Children and Young People)

National Children and Young People Policing Lead

Norfolk Chief Officer Lead
ACC Local Policing

Norfolk/Suffolk Chief Officer Lead
ACC Joint Justice

Strategic Lead
Detective Superintendent
Vulnerability and
Partnerships Command

Strategic Lead
Head of Joint Criminal
Justice Norfolk and Suffolk

Partnership
Service
Delivery

Child Abuse
Investigation Unit

Safer Schools
Partnerships

Multi-Agency
Safeguarding Hub
(M.A.S.H)

Youth
Justice
Team

Youth Engagement
Team



Introduction from the National Policing Lead for Children and Young People

There are over twelve million children and young people living in England, Wales and Northern Ireland with extremely diverse backgrounds, cultures and experiences. Individually, many of them will have some form of contact with the police and / or the Criminal Justice System either as victims, witnesses, or offenders through both formal and informal engagement activity.

Whatever form such contact takes the results can have a significant impact on children and young people. It is, therefore, vital that as a Police Service working with Police and Crime Commissioners we consider the effect that our policies, processes and interactions can have on the lives of children and young people.

We must take a balanced approach to enforcement; one which is focused on risk and is targeted so that it does not unnecessarily criminalise the young.

We need a creative approach to engagement which recognises the needs of young people. It is important that engagement activity is focused and appropriate recognising the reality of reduced resources as well as our primary role.

Working in partnership is as important as ever. It is vital that all agencies involved in safeguarding and providing services to children and young people share information to address threat, harm and risk and share best practice. It is particularly important that police forces engage with their Police and Crime Commissioner so that local Police and Crime Plans reflect the principles of this Strategy.

The National Policing Children and Young People strategy provides a framework for the Police Service to provide effective, supportive and positive interactions with children and young people. It is underpinned by a range of other documents which provide practitioners with additional information and guidance that they may need to deliver an effective and consistent service.

Previously Children and Young People have been described as persons under the age of 18 years. It has been recognised that the 18 to 24 year age range is a key stage of young people's development. The brain is still developing; it is a key period for gaining independence, socialising, experimenting with drink, drugs and sexual relationships and a time in a person's life when they are most likely to come into contact with the Police through offending or as a victim / witness.

For these reasons, for the purposes of this strategy, Children and Young People should be defined as everyone up to and including the age of 24 years. This can be divided into three distinct groups;

- Under 10 years of age – Children below the age of criminal responsibility
- 10 to 17 years of age – Children and Young People above the age of criminal responsibility
- 18 to 24 years old – Young adults

What we aim to do

Norfolk Constabulary Vision, Mission and Values

Norfolk Constabulary will achieve their strategy by underpinning this with our Vision, Mission and Values

Vision	<i>To provide excellent service and protection for the people and communities of Norfolk</i>
Mission	<i>A policing service that is responsive, accountable and relevant, which enjoys the trust and confidence of our communities, making a positive difference to people's lives</i>
Values	<i>Teamwork, Integrity, Courage, Compassion, Respect</i>

We are unable to achieve this in isolation and will equally apply the vision of our partners. The partnership board with the most clearly defined links is the Norfolk Local Safeguarding Children's Board (LSCB).

Norfolk Local Children's Safeguarding Board Vision Statement

'To be an outstanding Safeguarding Board which works effectively together, and plays a leading role in making people feel confident that everyone takes and shares collective responsibility for making sure that every child and young person in Norfolk grows up safely and is able to reach their full potential'

Objectives of the Board

- To effectively carry out the core functions of an LSCB and comply with LSCB regulations and the obligations set out in 'Working Together 2013'.
- As a minimum, to carry out its work according to the 'Good' standard set by Ofsted for its proposed inspections of Local Safeguarding Children Boards.
- To provide the strategic direction and operating framework (and to co-ordinate activity), to ensure that Board Members focus on their responsibilities to work effectively together to reduce risk to children and young people, and to prevent and respond to situations in which they may suffer harm.



- To scrutinise and challenge the quality of safeguarding work so that lessons are learned, practice continuously improves, and standards are consistent, of high quality and effective in delivering improved outcomes.
- To promote working together arrangements to ensure that when children and young people (and their families) need help, the help they receive is provided quickly, in a joined up way with clear purpose and direction, and that they have a 'voice' in the process.
- To provide leadership that develops the Board and its partners as a learning organisation, learning from best practice elsewhere but also from the outcomes of qualitative audits locally.
- To play a leading and influential role in creating a culture in which everyone takes and shares collective responsibility for the safety and wellbeing of children and young people in Norfolk.
- By doing the above, to be a Board that enables partner agencies to safeguard children and young people more effectively than they could without the Boards' existence.

National and Norfolk Vision

'To deliver professional policing services, working with partners, to, for, and with children and young people, and with them in order to keep them safe from harm and where necessary prevent their offending or reoffending'

National and Norfolk Promise

We will achieve our vision by;

- Engaging and listening to the voices of children and young people in shaping our services.
- Increasing confidence and satisfaction in the police service amongst children and young people.
- Reducing harm by focusing on crime and disorder in which children and young people are victims, witnesses or offenders.
- Reducing the unnecessary criminalisation of children and young people through the effective and appropriate application of interventions and restorative justice activities.
- Actively engaging with partners in providing a co-ordinated and comprehensive approach to delivering services for **ALL** children and young people.

- Working with Police & Crime Commissioners to ensure an appropriate focus on children and young people issues.

Our Priorities

This approach helps put children's rights, as detailed in the United Nations Convention on the Rights of the Child (UNCRC), into practice.

Wherever possible a joint agency problem solving approach should be undertaken to deliver a tailored response to meet the needs of children, young people and the wider community which is proportionate to the threat involved.

The Police Service will also commit to achieving its priorities by developing and sharing good practice and by promoting consistency in delivery of service to and for children and young people.

Focusing on these areas will help us to realise the following benefits;

- A safer, more cohesive society.
- More opportunities for children and young people, which will result in more opportunities for society.
- A police service that is respected and trusted by children and young people.
- Reduced cost to society in general, and public agencies specifically.

To help us achieve this three priority areas have been identified;

- 1) Prevention, Enforcement and Justice**
- 2) Engagement and Early Intervention**
- 3) Sharing Information and Exploiting Technology**

Priority **1** Prevention, Enforcement and Justice

Objective - Prevent and reduce the harm caused by crime and antisocial behaviour involving children and young people through intelligence led, problem-solving approaches. In this way early identification of the problem is achieved coupled with the



ability to provide effective early interventions, proportionate to the likely threat, risk or harm.

We recognise that young people may become victims or offenders and sometimes may be both. Together with partners the Constabulary will commit to working with children and young people to reduce their risk of becoming victims or perpetrators of crime. Through intelligence-led, problem solving approaches we will achieve better and more sustainable outcomes for the individual and for society in general. Where individuals do become victims we will ensure appropriate help and support is available. Where young people are offenders we will ensure that a range of intervention options are available. The priority will be to take the most appropriate action based on the individual circumstances and risk posed so as not to unnecessarily criminalise young people. Where possible, the Constabulary will adopt the principles of restorative approaches, protecting the community while working with victims to reach an outcome that is valued by them.

Norfolk's delivery will focus on diversion and enforcement

The Force uses a robust enforcement approach when dealing with the small minority of serious and persistent offenders.

Special considerations apply to cases involving young offenders (10 to 17 years inclusive) and are enshrined in law and working practices of the police and partners.

However, Court will always be the right place for serious and contested cases, as well as persistent offenders, and the public have the right to expect that such cases will be heard before court.

The Force utilises its full range of powers to reduce youth crime and anti-social behaviour and considers alternative approaches to the Justice system for young offenders which meet the needs of the victim and offender.

The Constabulary works towards this aim and adopts the principle of not unnecessarily criminalising young people. In accordance with the national framework (refreshed in April 2013) the police will use out of court disposal options to deal quickly and effectively with low-level, often first time offending. These options include community resolutions, youth cautions, youth conditional cautions, including the use of restorative justice techniques. Youth out of court disposals offer the opportunity, working together with the Y.O.T, to assess and put in place interventions to prevent further offending.

The Force has a clearly defined diversionary process or system in place for young offenders or those at risk of becoming involved in offending.

Youth Offending Teams (Y.O.Ts) were established by the Crime and Disorder Act 1998 and the principal aim of the police and partner agencies working together in the youth justice system is the prevention of offending behaviour and anti social behaviour, and to reduce reoffending, in children and young people.



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Priority **2** Engagement and Early Intervention

Objective - Improve the satisfaction and confidence of children and young people in their police service by enhancing the quality of our interactions and understanding how policing interventions can impact upon their life opportunities. We will also provide effective early interventions to reduce the risk of children and young people becoming victims or offenders.



Youth surveys consistently report that the police do not always understand or respond to children and young people's needs and that well intentioned interventions can sometimes have unintended negative consequences. In order to understand and address the concerns of young people, we need to get the best quality out of these exchanges. We also need to ensure that our interventions are focused on reducing the risk of young people becoming victims of crime and/or perpetrators. In this way children and young people should be at the heart of any solution.

Norfolk's Delivery will focus on communication and engagement

Police Forces work with partners to ensure children and young people are aware of anti-social behaviour and safeguarding / child protection issues through educational processes

Norfolk's primary delivery of this will be through Safer Schools Partnerships:- During 2010 Norfolk Constabulary undertook a strategic review of Safer Schools Partnerships (S.S.Ps). This review allowed the Constabulary to identify its preferred S.S.P model which has now been implemented.

Within this model there are 9 Tier 1 schools identified as requiring full-time S.S.P status. These schools were identified by analysis of police, education and socio-economic data sets to produce a 'Secondary Schools Hierarchy'. This was essentially a vulnerable localities index for secondary schools. The data sets used were;

- All Crime
- Anti-social behaviour
- First-time offender rates
- Truancy
- Income deprivation
- Employment deprivation
- GCSE attainment
- Year 11 N.E.E.T levels

Based on this analysis, the Tier 1 schools were;

- Ormiston Venture Academy, Gorleston
- Great Yarmouth High
- City Academy Norwich
- Sewell Park College, Norwich
- The Hewett School, Norwich
- Open Academy, Norwich
- Thetford Academy (comprises 2 former Thetford high schools)
- Kings Lynn Academy
- King Edward Seventh School, Kings Lynn



All of the identified Tier 1 schools lie within the 4 main urban areas of Norfolk; Norwich, Kings Lynn, Thetford, and Great Yarmouth and have strong geographic / catchment ties to priority neighbourhoods / areas.

In autumn 2010 recruitment to these Tier 1 S.S.P posts took place and Safer Schools Partnerships have now been established in all of these schools.

The strategic development of Safer Schools Partnerships was accompanied by a move to central line management with more robust direction and control, backed up by a performance monitoring framework.

The ethos of Safer Schools Partnerships is;

- To provide a platform for the provision of early intervention, prevention and support for young people and their families
- To adopt a problem solving approach
- To add value to school policies and procedures.

In practice the main focus for S.S.Ps is in relation to attendance, behaviour and safeguarding. The aim is to bring about behaviour modification where required, support and empower students who are victims or otherwise vulnerable, and to inform and equip young people to manage risk and keep themselves safe.

Overall, there is a proactive problem solving focus which supports frontline service delivery against anti-social behaviour, crime and safeguarding.

The Constabulary are committed to reducing road traffic collisions where persons are killed or seriously injured (K.S.I) working with the Norfolk Casualty Reduction Partnership. Part of this work relates to supporting child victims of K.S.I collisions.

The Constabulary also recognise the importance of delivering educational schemes across all age groups working in partnership with Norfolk County Council (N.C.C) and the Office of Police and Crime Commissioner (O.P.C.C). This includes the 'Children's Traffic Club' aimed at pre-school age children and delivered in conjunction with the Safety Camera Partnership. A 'Young Driver' programme aimed at Year 11 pupils and beyond is partnered by the Norfolk Fire and Rescue Service.

Forces work with partners to develop and design complimentary inter-agency tiered services to improve engagement and diversion with Children and Young People

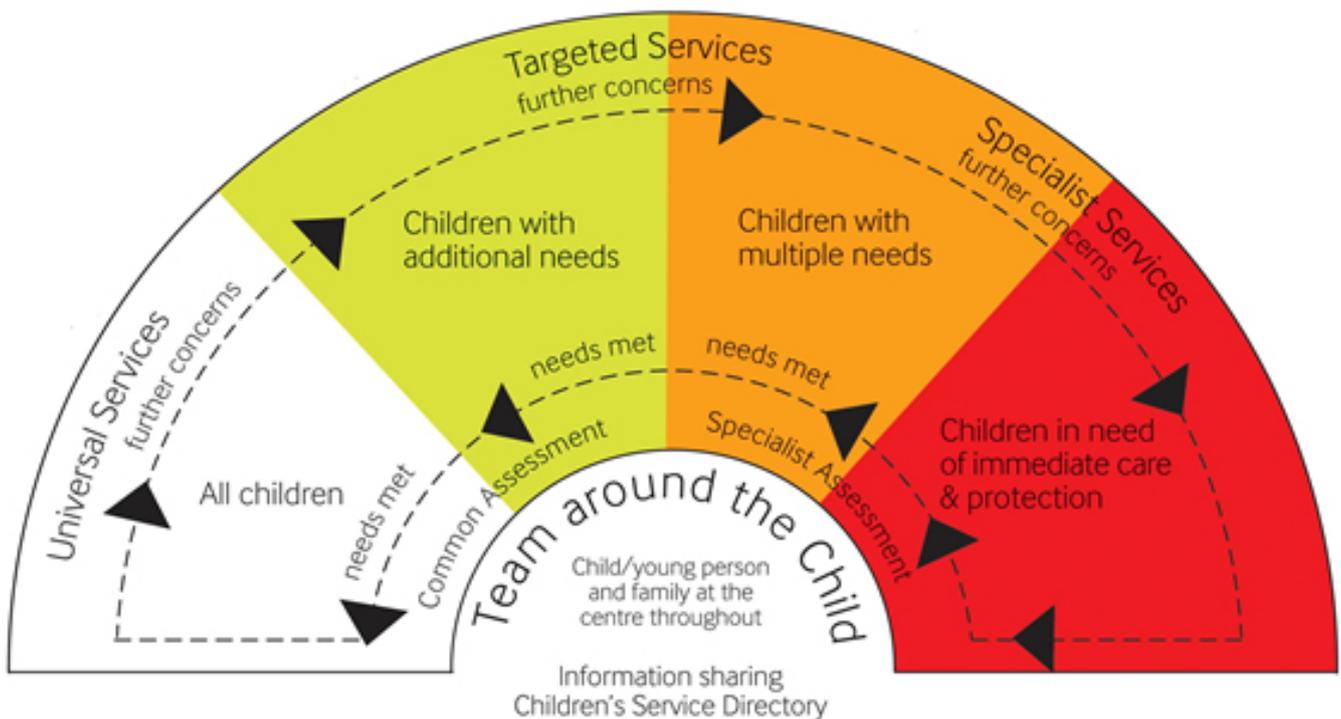
The Norfolk Safeguarding Children's Board (N.S.C.B) thresholds are a clear way of aligning a particular level of need with a corresponding level of support to meet that need. This therefore aids consistent decision making with children, young people and their families and enables them to access services at the point they require them. The threshold decision should inform the most effective way of enabling families to successfully return or be maintained on the universal pathway.

Norfolk Constabulary supports the ongoing programme of work to improve 'Early Help in Norfolk'. Early help means providing support as soon as a problem emerges, at any point in a child's life, from the foundation years through to teenage years.

A pioneering initiative of placing Social Workers within School clusters aims to improve the coordination and delivery between social care practitioners, Childrens Services, Schools and the Constabulary

Effective support Windscreen

Working together in partnership to help children, young people and their families improve their lives across the continuum of needs spectrum.



Continuum of Needs (commonly known as The Windscreen)

Children and Young People are enabled and encouraged to communicate and offer views on the forces' policing activity

The 'Police Youth Panel' (P.Y.P) consists of 15 young people recruited with the aim of building positive and sustainable relationships between all children and young people and the police.



The NSCB has also taken account of the Munro recommendation to ensure children and young people's voices are heard: In January 2013 we established a pilot CYP Shadow Board to meet the objectives and support the functions of the Norfolk Safeguarding Children Board.

Priority 3 Sharing Information and Exploiting Technology

Objective - To work with other agencies to improve the effectiveness of our responses to children and young people, driving down cost through improved working practices especially with regard to the sharing of information and making the most of opportunities presented by technology.

This priority is focused on internal processes as opposed to outcomes. Services to children and young people are multifaceted and often complex. The most effective outcomes will only be achieved through joined up approaches and, in this period of financial constraint, is an approach that can provide enhanced services at reduced cost. There is a significant infrastructure already in place for the Constabulary to contribute in this regard, including the role within Local Areas / Children's Trusts and Children & Young People's Partnerships. There are also innovative practices across England, Wales and Northern Ireland which are locally based and tailored to meet local needs. However the proactive sharing of information in the interests of the child or young person is not a universal or common practice. This must change if we are to make a significant and sustainable positive difference to the lives of young people.

Norfolk's Delivery will focus on understanding vulnerability

The Police Force has in place a process to identify vulnerable children and young people at risk of becoming victims / offenders or repeat victims / offenders.

A multi-agency/disciplinary approach to assessment, support and intervention

Safeguarding and promoting the welfare of children, young people and their families is the responsibility of everyone in Norfolk who works or has contact with children, young people and their families. The multi-agency/disciplinary approach ensures that children, young people and families are understood and responded to in the round so that they receive the right support and practical help in a coordinated way when they need it.

The Constabulary undertakes with partners and professionals who work with children, young people and their families to consult one another, share information and work together to ensure that the child/young person and their family get the most appropriate and effective support.

All potential cases of Child Sexual Exploitation should be referred to the Multi-Agency Safeguarding Hub (M.A.S.H) in order for a multi-agency risk assessment to be completed drawing upon information held across partner agencies. Once this has been done a multi-agency plan will be implemented designed to prevent exploitation, protect young people from harm, disrupt potential perpetrators and prosecute offenders.

All domestic abuse crimes or incidents involving a child are referred to Children's Services in order for appropriate safeguarding to be considered. Domestic abuse cases are discussed on a



multi-agency basis involving police, Children's Services and domestic abuse advocacy services and safeguarding plans will be put in place.

All potential child abuse referrals will be received in the M.A.S.H allowing information to be shared on a multi-agency basis and for appropriate intervention strategies to be put in place.

All Norfolk Constabulary staff have a general responsibility to ensure the best interests and welfare of the child are maintained at all times. Child Protection investigations involve numerous Departments across the Force area including County Policing Command (C.P.C), Criminal Investigation Department (C.I.D), Custody Investigation Unit (C.I.U) and Vulnerability and Partnerships. The M.A.S.H is the county's central point of contact for safeguarding concerns aimed to significantly improve the sharing of information between agencies, helping to protect the most vulnerable children and adults from harm, neglect and abuse. Professionals working together to facilitate early, better quality information sharing, analysis and decision-making, to safeguard vulnerable children, young people and adults more effectively. We keep the M.A.S.H at the 'front door' of our safeguarding service so that it can respond promptly, at the very earliest point of contact with a vulnerable child or adult and their family.

The Police Force has an early risk assessment (Family Support) process (F.S.P) in place and demonstrates effective information sharing and referral to partners or voluntary organisations

The central theme places a personal responsibility on Officers and Staff to take the most appropriate and immediate action to safeguard children. This is not a deferrable responsibility and cannot be abdicated through the subsequent submission of intelligence reports and Child at Risk (C39d forms). Safeguarding Children must be the primary concern in any interaction with Norfolk Constabulary. However, only officers who have received appropriate assessment training are allowed to complete the Family Support Process assessment. In most cases, the assessment will be completed by a lead social worker or schools based F.S.P officer supported by a Constabulary interface where appropriate.

The Police Force identifies and understands that children and young people under 18, whether a victim, witness or offender can be vulnerable and need protecting

Where it is stated or believed a child is in need of support or at risk of significant harm Officers and staff must make a referral to Child Social Care via the M.A.S.H. Ordinarily this will be undertaken by the submission of an electronic referral form (Form C39d) which will be risk assessed and graded by M.A.S.H staff. In urgent cases immediate safeguarding action must be completed and direct contact made to M.A.S.H or Emergency Duty Team (E.D.T).

Trained child abuse investigators within Child Abuse Investigation Units (C.A.I.U) deal with all criminal allegations of sexual, physical and emotional abuse or neglect against children and young people under the age of 18 that occur within the family environment, or are committed by a person who is in a position of trust or authority.

The C.A.I.U will also be responsible for the criminal investigation of non recent offences committed against adults when they were children under identical circumstances.

Other categories of offending against children will be investigated by other departments within Norfolk Constabulary with support and guidance from the M.A.S.H

The Constabulary are committed to partnership working supporting vulnerable people with mental health issues as well as those with learning disabilities and neurodevelopmental disorders. Child and Adolescent Mental Health Services (C.A.M.H.S) are a range of services which support children and young people who are at risk of, or are experiencing, mental health issues and problems. Referrals are achieved through the Access and Assessment Team.

Furthermore, the Constabulary are undertaking the development of local suicide prevention plans and will work in partnership with other agencies to ensure a coordinated approach.

A confident workforce with a common core of knowledge and understanding about children and their family's needs

Appropriate, effective and timely support for children, young people and families could not be achieved without the professional judgment and expertise that all practitioners working with children, young people and their families bring to their role.

We will support individuals and organisations in Norfolk to develop confident and effective practice that works in an open way with families. This will enable them to make choices and changes and together improve outcomes for families in the long term





How we will do it

The Strategic Implementation Toolkit

The National Policing Children and Young People portfolio will work with colleagues across and beyond Norfolk Constabulary to promote consistency and corporacy in the way that services to and for children and young people are delivered.

The portfolio will also maintain a strategic perspective and keep regular contact with other key national partners in order to influence joint governmental department working. While not an exhaustive list this should include the Home Office, the Welsh Assembly Government, and the Department for Education, the Ministry of Justice and the Youth Justice Board and the Cabinet Office. This enables us to deliver a consistent and crosscutting approach throughout all policing services concerning children and young people.

A strategic implementation toolkit has been developed to assist police forces and PCCs in developing their responses to issues affecting children and young people and to identify the organisational inputs and outputs needed to implement this Strategy. As the needs of each force are different the toolkit is not designed to be prescriptive, instead it provides a strategic overview of the potential activity and actions that have previously achieved the effective implementation of our strategic priorities.

Monitoring Progress and measuring outcomes

Performance management in such a complex arena is notoriously difficult and it is often hard to prioritise particular areas or to establish which activity results in a particular outcome. Without monitoring or evaluating progress it is impossible to identify 'good' or 'poor' practice, or establish the impact this strategy is having, especially in this period of tight financial constraint.

The Strategic Implementation Toolkit highlighted below provides a baseline of activity for effective implementation of the Strategy. This is further supported by a self assessment framework giving Norfolk Constabulary the opportunity to benchmark and grade the effectiveness with which they implement the Strategy through an incremental approach. This approach will also ensure Norfolk Constabulary has structures in place that will assist them in participating fully in joint partnership with the voluntary sector, community groups and social enterprise initiatives.

STRATEGIC IMPLEMENTATION TOOLKIT

