

# Norfolk Strategic Framework for Reducing Offending 2016-22

REFRESH – JANUARY 2019

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## 1. Introduction

1.1 The current Norfolk Strategic Framework for Reducing Offending has been in place since 2016. When the Framework was launched, as one of a range of strategies designed to support delivery of the PCC 4 year Police and Crime Plan 'Working together for a safer Norfolk", it heralded a new approach to addressing offending in Norfolk, with criminal justice agencies, local authorities, health and voluntary and community sector partners across Norfolk coming together for the first time to jointly agree a new, 'whole-system' approach tackling youth and adult offending in the county.

1.2 Whilst it is recognised that since this time good progress has been made by partners in implementing the Framework, at its December 2018 meeting the Countywide Rehabilitation of Offenders Board agreed that with delivery of the Framework approaching the mid-term it would be timely to take stock of progress in implementing the Framework to date and to review and refresh the strategy.

1.3 This report represents the outcome of the refresh process.

1.4 The report reviews progress in delivering the key priorities of the Framework to date and sets out revised and updated actions to guide and support the ongoing delivery of the Framework's priorities and key deliverables over the remaining life of the Framework (to March 2022) and beyond. It explains how partners intend to continue to work together in support of the delivery of priorities going forward and shows, through clear and measurable objectives and targets, how progress will be demonstrated.

1.5 Overall, good headway has been made to date in taking forward delivery of the Framework. The OPCCN and partners remain ambitious for further progress to be made however to ensure that the achievements of the past two years are sustained and built upon.

1.6 To this end there is a firm commitment across partners to continue to work collaboratively in a joined up way to deliver the agreed priorities of the refreshed plan.

## 2. Background

2.1 The current Norfolk Strategic Framework for Reducing Offending has two key aims:

- Promoting timely interventions across agencies in Norfolk to reduce the risk of people becoming involved in offending behaviour; and
- Ensuring that where people do offend they are brought to account for their actions whilst being given the appropriate support and encouragement to move on and to avoid reoffending in the future.

2.2 In support of the delivery of these aims, the Framework sets out a number of key deliverables and supporting actions for the attention of agencies under four key themes:

Strategic Theme	Focus
Prevention	Intervening early to help to prevent the onset of offending behaviour
Diversion	Diverting people involved in minor offences away from unnecessary contact with the criminal justice system
Offender Management	Ensuring effective delivery of custodial and community sentences to ensure that those convicted of offences are held to account for their actions, whilst being given the appropriate support and encouragement to move on and to avoid reoffending in the future
Rehabilitation and Resettlement	Delivering practical support services to help those who are motivated to change to reintegrate successfully into the community and to achieve stable lifestyles away from crime

2.3 As part of the arrangements agreed between partners to support implementation of the Framework, multi-agency Delivery Groups have been established to guide local action in relation to the delivery of key deliverables and actions.

2.4 Groups meet quarterly to review progress on implementation, providing reports to the Countywide Rehabilitation of Offenders Board and other relevant partnership Boards to ensure appropriate oversight of progress made.

#### 3. Refresh Process

3.1 In agreeing to the Framework refresh, the Countywide Rehabilitation of Offenders Board was anxious to avoid the refresh process becoming too onerous for partners.

3.2 It was decided therefore that rather than establish separate arrangements, the refresh should be completed as part of the normal business of the Countywide Rehabilitation of Offenders Board. In place of the normal business agenda planned, therefore, each Board member was asked to:

- Formally review progress in delivering key deliverables and associated actions under each theme to date
- Consider new deliverables and actions that may need to be added, to support the achievement of the Framework's aims going forward
- Plan for the implementation of the revised deliverables and actions including agreeing which organisation should lead on delivery, and possible progress measures

## Wider Stakeholder Engagement

3.3 As part of the strategy refresh process, the OPCCN has held discussions with the Ministry of Justice (MoJ) regarding the MoJ's commissioning plans for probation service delivery in Norfolk (services delivered by the National Probation Service and local Community Rehabilitation Company) to ensure, where appropriate, alignment with the MoJs commissioning intentions.

3.4 The OPCCN has also engaged with other relevant partners and stakeholders in the review of the current strategy, engaging with key organisations – including third sector partners and (indirectly) individuals with experience of the criminal justice system - via:

- Circulating key documents for feedback
- Attending Board/committee meetings and specific groups (i.e. local and regional forums, etc).

3.5 Through these engagement activities additional feedback has been obtained on the outline proposals arising from the refresh process.

3.6 This has been used to help inform the content of the refreshed strategy.

3.7 Details of the outcome of the refresh process are provided in Sections 4-7 below

## 4. Progress to Date Against the Priorities in the Strategic Framework

4.1 In general good headway has been made to date in taking forward delivery of actions originally identified for implementation under each of the Framework's strategic themes as set out in the tables below:

# Strategic Priority: Prevention

Key Deliverable	What has been achieved so far
Develop a Relationship Link Worker role, who will work with children who have a parent or significant family members in prison to encourage a strategic approach to meeting the needs of this potentially vulnerable group.	<ul> <li>Ormiston's Unite Programme supports children and their families who have been affected by offending behaviour to stay together. Support is through the services they offer to those visiting relatives in prison, through their Transforming Rehabilitation service for probation service users and their families.</li> <li>Ormiston Trusts programme Breaking Barriers provides a free service to support children of offenders (5-16 years).</li> </ul>
Support and Commission Court Mentor Scheme.	<ul> <li>The PCC's office employed a serving Category 'D' prisoner from HMP Norwich to work as Court Mentor at Norwich Magistrates' Court.</li> </ul>
Develop and commission a programme of support aimed at protecting young people from exploitation, harm and abuse.	<ul> <li>OPCCN awarded £700k from the Home Office to tackle serious youth violence. The fund will support the following programme of activity:</li> <li>A new Multi-Agency Child Exploitation (MACE) team will be introduced to identify and respond to risk early and at the post enforcement stage, by employing methods that address both the push and pull factors into criminal exploitation.</li> <li>Formation of a detached youth work team.</li> <li>Introduction of a pathway out programme.</li> <li>Third Sector development.</li> <li>Raising Awareness and Community Resilience.</li> <li>Introduction of two Family Support Workers.</li> </ul>

Through partnership communication campaigns, support and encourage victims to come forward to disclose traditionally under reported crimes including modern day slavery, stalking and hate crime.	<ul> <li>OPCCN launched a £450K fund to support hidden victims of crime and reduce vulnerability in Norfolk. The fund, will support pilot projects, preventative work and service delivery and where:</li> <li>•crime is underreported</li> <li>•there are no mainstream services or projects</li> <li>•services or projects are outside the scope of existing commissioned services</li> <li>County Communications include relaunch of #Walked Away/#NoToDomesticAbuse campaigns</li> </ul>
Review of DA provision, design and commissioning of county DA services integrated into existing safeguarding processes.	<ul> <li>IDVA support for high risk victim of domestic abuse, funded by OPCCN (5 year grant). Provision includes male IDVA.</li> <li>Support for standard/medium risk survivors in West Norfolk via Pandora.</li> <li>Connect service in Norwich now live. Pilot 3 years, partnership funding arrangements.</li> <li>Norfolk and Suffolk Victim Care Service -two specialist DA case managers, funded by OPCCN.</li> </ul>
Review provision of DA perpetrator programmes; consider design and commissioning intentions with the view to develop.	<ul> <li>The development of a Conditional Cautioning programme for domestic abuse cases where they meet the pre conditions set by of the Director of the Public Prosecutions guidance in Norfolk. The programme is currently being scoped by Norfolk Constabulary.</li> <li>Paper presented to DASVB with service design outline and funding opportunities for a three year period to deliver Community driven Perpetrator Intervention Programmes. Awaiting DASVB direction.</li> <li>A task and finishing group has been established to review existing arrangements within the IOM scheme to review existing processes and policy relating to DA and IOM service users.</li> </ul>

# Strategic Priority: Diversion

Key Deliverable	What has been achieved so far
Promote/assist the further development of Community Resolution/Restorative Policing (Cautioning/Conditional Cautioning) approaches which help to divert people away from unnecessary contact with the criminal justice system and reduce the risk of reoffending.	<ul> <li>New Youth Triage model successfully piloted and introduced by YOT. Evidence suggests the model is having an impact in diverting young people away from unnecessary formal contact with the youth justice system with recent reductions recorded in the number of first time entrants to the youth justice system.</li> <li>New internal Norfolk Police Strategic Group established to agree forward Strategy and Operational Model to ensure effective strategic coordination and a consistent approach to the delivery of adult Out of Court Disposals and to extend use of OOCDs across the county.</li> <li>OPCCN developed a whole system approach for women offenders, which benefits not only agencies in the criminal justice system but all public services working with this cohort of offenders with complex dependency. Jointly funded by OPCCN, MOJ, N&amp;S CRC and Norfolk Public Health.</li> </ul>
Develop a new Restorative Justice (RJ) Strategy and Delivery Model to increase RJ provision/extend the number of entry points at which RJ interventions are available across the criminal justice (CJ) process.	<ul> <li>New multi-agency RJ Steering Group established.</li> <li>New RJ Strategy and Delivery Model agreed.</li> <li>New integrated/multi-agency RJ Hub service commissioned to improve local service coordination and extend availability of RJ services across all points of the CJ system.</li> </ul>
Further develop and strengthen preventative services and interventions for looked after children at risk of offending, with a view to reducing the numbers of children and young people in care being drawn into contact with the youth justice system.	<ul> <li>Local assessment completed to establish accurate picture of extent of offending and reoffending amongst LAC cohort.</li> <li>Review of existing YOT/Police LAC protocol and its effectiveness completed.</li> <li>Revisions to protocol agreed, setting out new approach to preventative work with looked after children at risk of offending.</li> <li>Revised protocol signed off and launched.</li> </ul>

Understand Sentencers attitudes to community sentences and perceptions to why community sentences have fallen so dramatically over the past decade.	<ul> <li>Crest Advisory examined how our system of punishment and rehabilitation could be rewired to deliver better outcomes - keeping people safe and rehabilitating offenders, whilst securing public confidence. Norfolk acted as a pilot site.</li> <li>Findings point to the fact that there needs to be a longer-term shift in the way justice services are delivered, designed and commissioned, moving away from a Whitehall-centred model to one which is localised and more collaborative. The majority of recommendations conclude that the role of PCCs/ elected mayors/ LCJBs/ Local Authorities will be key in future policy formulation and the delivery of punishment and rehabilitation.</li> </ul>

# Strategic Priority: Offender Management

Key Deliverable	What has been achieved so far
Take forward review of YOT delivery arrangements in Norfolk.	<ul> <li>Specification for review agreed by YOT partners.</li> <li>YOT Management Board taking forward review outcomes.</li> </ul>
Ensure the successful implementation of new Prison and Probation reforms, including the introduction of the new, national prisoner resettlement service.	<ul> <li>Regular meetings held with the prison service and new probation providers to ensure the successful implementation of new offender management and prisoner resettlement arrangements under the government's Transforming Rehabilitation programme, including new 'Through the Gate' prisoner resettlement services the delivery of services to prisoners serving sentences of under 12 months who, under the new arrangements have become eligible to receive probation supervision and support for the first time.</li> <li>Discussions held with the CRC regarding the outcome of the recent Norfolk CRC HMIP Inspection (which rated the CRCs overall performance as 'Requiring Improvement'). An Action Plan has been agreed by the CRC to restore performance to a satisfactory level and The Criminal Justice Board is continuing to engage with the CRC to review implementation of the actions agreed.</li> </ul>
Engage with Youth Offending Teams and new Probation providers to ensure that current work to develop a more integrated and flexible approach to work with young adult	• YOT, NPS and CRC continuing to deliver Transition to Adulthood (T2A) programme under which specific, targeted interventions and packages of rehabilitation support are delivered to young adult offenders between the ages of 17 and 25 to reduce the risk of reoffending.

offenders between the ages of 17 and 25 is maintained and built upon.	
Engage with offenders identified as being the most persistent and problematic using a multi-agency approach to reduce reoffending. Broaden the current scope of the IOM scheme to include those presenting the highest risk of reoffending, based on threat, harm and risk model.	<ul> <li>Developed a future facing IOM model and strategy following significant changes to probation services with the Transforming Rehabilitation agenda, a new service for offenders with complex and additional needs.</li> <li>The OPCCN currently funds a link worker, who is seconded from the Matthew Project, at a cost of approximately £33k per annum, to work with individuals on the Norfolk IOM to ensure engagement with the scheme is maintained, provide information and signposting to specialist services and provide counselling and therapeutic support to address the root causes of offending.</li> <li>Norfolk's IOM scheme is becoming a beacon of best practice.</li> </ul>

# Strategic Priority: Rehabilitation and Resettlement

Key Deliverable	What has been achieved so far
Ensure effective introduction of new CRC delivery arrangements in Norfolk.	<ul> <li>New CRC delivery arrangements in place (accredited OB programmes, RAR and new 'through the gate' prisoner resettlement arrangements).</li> </ul>
Take forward work with co-commissioning partners to agree a future commissioning approach in respect of the existing county-wide housing support service for ex- offenders.	<ul> <li>Greater Norwich Prison Release Housing Protocol, under development.</li> <li>Greater Norwich Homelessness Forum established. The aim of the forum is to work better together with partners, so that partners can work in a co-ordinated way to prevent homelessness.</li> </ul>
Take forward a programme of work with DWP, CRC, Prison Service Managers, careers service, local Colleges, Local Enterprise Partnerships, local Employers and other partners to improve the availability of education, training and employment support services for offenders and accessibility to benefits, advice and income on release from prison.	<ul> <li>Gateway to Employment developed by OPCCN and DWP, working in partnership with valued and trusted partners who are helping people with criminal convictions get back into the workplace: Norfolk Police, HMP Norwich and Wayland, Prince's Trust, Unlock, Remploy, DWP, NACRO, St Giles Trust, Norfolk &amp; Suffolk CRC, Kickstart and Bernard Matthews.</li> <li>HMP Norwich and HMP Wayland identified as National testbeds for U/C roll out.</li> </ul>
Improve availability of mentoring support services for offenders.	OPCCN developed and commissioned the Community Chaplaincy Scheme across Norfolk.     Volunteers work alongside offenders, ex-offenders and their families, offering mentoring and     holistic support within prison, through the prison gate and out in the community.
Strengthen the local health and justice pathways through the criminal justice system.	<ul> <li>Expansion of current mental health provision within Norfolk &amp; Suffolk Police control Room, to assist with spontaneous deployment. Commissioned by the OPCCN.</li> <li>A partnership review, led by the OPCCN, exploring the effectiveness of the national CSTR programme in Norfolk with the view to increasing the use of Mental Health Treatment.</li> </ul>

	<ul> <li>Requirements (MHTR).</li> <li>OPCCN assisted in the development of a secondary mental health pathway between Prisor and Community.</li> </ul>
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## 5. Key Changes Impacting on the Delivery of the Framework

5.1 As part of the refresh process, as well as assessing progress to date in implementing key deliverables, Board members were also asked to consider the effect of changes in criminal justice policy and any broader political and policy developments at a national and local level that are likely to have an impact on the delivery of the Framework over the next 2-3 years which might require adjustments in approach going forward.

5.2 As part of this assessment a range of recent policy developments were considered, including: the 'Taylor' Review of Youth Justice, the Probation System Review, the 'Lammy' Review on outcomes for BAME individuals in the CJS, the Female Offenders Strategy, the Education and Employment strategy, new provisions for tackling homelessness introduced by the Housing and Homelessness Reduction Act, the Revised National Drugs Strategy, the 'Farmer' Review on Family Engagement and revisions to the government's Troubled Families programme.

5.3 Following this assessment, for the most part it was considered that the existing strategic themes and key deliverables of the Framework remained relevant and appropriate.

5.4. To reflect recent developments in policy however and in particular the move (across a number of key policy areas) towards early intervention and family based models of working it is proposed that going forward the Framework's Prevention and Diversion themes be discontinued and replaced by a new, single Prevention and Early Intervention theme, incorporating key deliverables and actions formerly included under the two themes.

5.5 It is considered that this new arrangement will allow for a more effective alignment of priorities with other (national and local) strategies and plans - particularly local authority early help strategies and plans - which can potentially help to support the delivery of the Framework going forward and provide an improved basis for joint working with key partners. An overview of how this will affect the Framework strategic theme structure going forward is provided below:

Strategic Theme	Focus
Prevention/Early Intervention	Acknowledging the role that prevention and early intervention can play in preventing the onset of
	offending behaviour/diverting people away from unnecessary contact with the criminal justice
	system.
Offender Management	Ensuring effective delivery of custodial and community sentences to ensure that those convicted of
	offences are held to account for their actions, whilst being given the appropriate support and
	encouragement to move on and to avoid reoffending in the future.
Rehabilitation and Resettlement	Delivering practical support services to help those who are motivated to change to reintegrate
	successfully into the community and to achieve stable lifestyles away from crime

#### 6. Revised Strategy for 2019 and Beyond

6.1 In terms of the strategy's key deliverables, the refresh process provided an opportunity to reconsider and, where relevant and appropriate, to re-define the supporting actions that need to be taken forward to support joint efforts to prevent and reduce offending in the county and to examine how the efforts of local agencies can best be marshalled to support their delivery.

6.2 In the case of actions remaining outstanding from the previous plan, where actions were considered to still be relevant and appropriate to the achievement of the strategy's aims, actions have been carried forward and are reflected in relevant sections of the refreshed plan. These are listed in relevant sections as appropriate.

6.3 In addition, the refresh process has also led to the formulation of a revised list of actions under each deliverable to help guide local joint action in support of the delivery of the Framework going forward.

6.4 An outline of the refreshed plan is provided outlined below:

# Strategic Priority: Prevention/Early Intervention

Priority	Action
Improve the availability/effectiveness of family intervention services among families and children of offenders who are deemed to be at increased risk of social exclusion and involvement in offending in later life.	<ul> <li>Complete a review of the ACE approach and consider the case for roll out of approach across Norfolk.</li> <li>Review existing programmes and identify approaches to improving availability and effectiveness of programmes aimed to encourage desistance and support offenders successful resettlement and reintegration into the community.</li> </ul>
Further develop and strengthen preventative services and interventions for looked after children at risk of offending, with a view to reducing the numbers of children and young people in care being drawn into contact with the youth justice system.	Review the implementation of the recommendations arising from the recent independent report into the over-representation of LAC cohort in the criminal justice system and monitor impact in Norfolk.
Ensure the early help structure in Norfolk is effective in preventing crime and anti-social behaviour before problems become entrenched.	<ul> <li>Support work to upskill Early Help partners through integration with criminal justice colleagues.</li> </ul>
Extend opportunities for young people's active engagement in sport, the arts and other positive pastimes and activities to provide opportunities for individuals at risk of offending to make different life choices, lift their aspiration	<ul> <li>Map antisocial behaviour hotspot areas and gaps in diversionary activity provision. Utilise the skills and experience of local young people through consultation and existing youth groups such as the Youth Commission and Police Cadets to understand where provision of diversionary activities needs to be strengthened.</li> </ul>

# Strategic Priority: Offender Management

Priority	Actions			
Engage with Youth Offending Teams and Probation providers to ensure that there is an integrated and flexible approach in working with young adult offenders between the ages of 17 and 25 (the age group at highest risk of reoffending) identifying and building upon gaps in provision.	<ul> <li>Review delivery of the current YOT/NPS &amp; CRC Transition to Adulthood (T2A) programme under which specific, targeted interventions and packages of rehabilitation support are delivered to young adult offenders between the ages of 17 and 25 to reduce the risk of reoffending.</li> <li>Explore the case for the development of fit for purpose interventions for young adult offenders as part of CRC &amp; NPS delivery arrangements.</li> </ul>			
Ensure Norfolk has an effective IOM programme and continues to develop and implement best practice.	<ul> <li>Examine the benefits of the review of Integrated Offender Management (IOM) approach, including governance.</li> <li>Review case for extending IOM approach to include DA perpetrator cohort, drawing on best practice from other areas.</li> <li>Review wider management arrangements in respect of DA perpetrators to support delivery of county DA Action Plan.</li> </ul>			
Ensure that health and social care and criminal justice work more closely to reduce the vulnerability of women to offending and reoffending.	<ul> <li>Ensure that service provision is in place to support early intervention and diversion of first time women offenders, including the development of a 'problem solving' police-led response to women offenders coming into contact with the CJ system for the first time.</li> <li>Improve the availability of gender-specific sentencing options in the community allowing women to receive a community rather than a custodial sentence where appropriate.</li> <li>Develop/strengthen resettlement provision for women offenders serving custodial sentences (held in local women's resettlement prisons) who are to return Norfolk on release.</li> <li>Develop a more structured, outcomes based, "what works" approach to work with women offenders, bringing together the learning from best practice in other areas.</li> </ul>			

Priority	Actions	
Take forward a programme of work with partners to review the effectiveness of the new Prison and Probation reforms, taking account of recommendations from recent HMIP Inspections with the aim of improving the availability of accommodation, employment and other key rehabilitation and resettlement support services for offenders	Implement the findings of the review.	

6.5 The tables above set out the key actions which partners intend to deliver over the remaining life of the Framework, to the end of March 2022 and beyond in support of the achievement of the Framework's key priorities and will provide the focus of joint work across agencies to prevent and reduce offending in the county going forward, and the targeting of commissioning resources.

## 'Flagship' Project

6.6 During the next phase of delivery it is proposed that the following project be designated as 'Flagship' project:

• Review of the effectiveness of the new Prison and Probation reforms.

6.7 This is a large scale and complex project which will contribute in a substantive way to the successful implementation of the overall Strategic Framework programme.

6.8 This will involve an enhanced level of whole-system/multi-agency working in order to be delivered successfully, potentially requiring the investment of significant agency time and resources.

## • Enabling Workstreams

6.9 Over the period covered by the refreshed strategy the OPCCN will continue to support delivery of a number of key enabling workstreams to support implementation of the Framework. This includes:

## • Communications

Ensuring the sharing of key messages about progress in delivering the Framework to relevant stakeholders and to the public at large.

## • Data Sharing and Analysis

Coordinating the sharing of data between agencies to ensure the availability of key information to support implementation of the Framework's key deliverables and to track progress against the strategy's outcomes.

#### • Knowledge Transfer

Ensuring the sharing of academic research and best practice to help guide and inform delivery of the Framework.

## 7. Governance and Performance Management

7.1 The refreshed strategy represents a significant programme of change which will require continued effective joint working between all partners if the aims and ambitions of the strategy are to be realised.

7.2 Through its role on the Countywide Rehabilitation of Offenders Board the OPCCN will continue to play a key role in driving forward implementation of the Strategy, coordinating joint action across agencies in support of the delivery of the Framework's key priorities and actions. The OPCCN's convening and over-sight role makes it well placed to bring services together locally in support of the reducing offending agenda and to coordinate the alignment and pooling of resources across agencies - including the negotiation, where appropriate, of co-commissioning arrangements – to ensure an effective, joined-up approach to preventing and reducing offending in the county.

## Governance

7.3 The Countywide Rehabilitation of Offenders Board will continue to provide overall governance in respect of the delivery of the strategy, ensuring a consistent approach to strategic decision making and resource allocation in relation to the strategy.

7.4 In order to more accurately reflect the aims and objectives of the Board it is recommended that going forward the Countywide Rehabilitation of Offenders Board be re-named as the Norfolk Reducing Offending Board.

## Performance Management

7.5 A comprehensive Action Plan is in place to support the implementation of the Framework and to enable performance in delivering key outcomes to be tracked.

7.6 A copy of the current Action Plan proforma is attached at Appendix 1.

7.7 Once signed off by partners, the proforma will be revised and updated as appropriate to include priorities and actions agreed as part of the refreshed strategy and be used to guide local action in support of the Framework's key aims.

7.8 Reports on progress will continue to be made to the Criminal Justice Board and other relevant partner agencies on a regular quarterly basis throughout next phase of delivery of the strategy to ensure effective oversight of performance.

## 8. Next Steps

8.1 Next steps will include:

- Sign off of refreshed Framework (to be included on the agenda of the April 2019 Countywide Rehabilitation of Offenders Board meeting).
- Completion of revised and updated Action Plan to guide local action in support of the Framework's key aims.
- Implementation of new Delivery Group structures
- Agreement of commissioning plan(s) to guide future investment to support delivery of the Framework

#### Appendix 1: Strategic Framework - Action Plan Proforma

Ref	ion/Early Intervention Priority Actions	Actions	Responsible Partner / Lead	Outcome / impact measure	R A G	Evidence / Progress update
			Partner / Lead			
PE1						
PE2						
OM1						
OM2						
<b>DD</b> 4						
RR1						
RR2						