



# **Norfolk County Community Safety Partnership (NCCSP)**

## **Community Safety Partnership Plan**

**2018 – 2021**

## Foreword

Welcome to Norfolk's Community Safety Plan. This sets out our approach to tackling crime and disorder in the county over the next 3 years, as we strive to keep Norfolk one of the safest places in the country to live, work and visit. However, we live in difficult times in a world that is becoming increasingly challenging.

Public services are under considerable pressure, with continuing austerity resulting in further reductions in funding for all agencies. Significant efficiency savings have already been made, so further cuts to services are inevitable. This is at a time when there is increasing demand for services from demographic changes, as well as the impacts of welfare reform.

In the face of these challenges, the partnership has been concentrating on key business areas where a multi-agency partnership response is required and the issues are complex and require collaboration to make an impact.

This is seen from our focus on **tackling domestic abuse** more effectively. Domestic abuse in Norfolk has societal costs approaching £100m every year, as well as the human and emotional costs on victims and their families.

These costs reflect the impact on the criminal justice system, social care, long term health consequences, homelessness and economic productivity. The true costs will be even higher if we include the longer term impact on children growing up in dysfunctional families and not achieving their potential. So there is considerable potential from focusing on prevention and early intervention, ensuring that people are able to live their lives free from abuse. To realise this ambition we are pleased to be working with national domestic abuse charity SafeLives, as a Beacon site for developing a whole family approach to tackle domestic abuse more effectively.

A new priority relates to **drug dealing**: in common with many other county areas, Norfolk has seen increasing activity from London-based drugs gangs who are exploiting vulnerable people to develop local drug markets using 'County Lines'. Significant enforcement activity has been undertaken over the last 18 months under Operation Gravity. Wider focus is needed to develop coordinated approaches across partners to reduce the threats posed.

The UK has seen several terrorist atrocities over the last year, highlighting the need for our work around the Prevent duty. The partnership is responsible for ensuring effective coordination of the actions of partners to prevent people from becoming radicalised and supporting violent extremism or terrorism, which is especially important for safeguarding the young or vulnerable from exploitation.

Our priorities provide the focus for improving our response to those threats where concerted action across partners is essential to tackling risk and reducing harm. However, partners will also continue to work together locally on other areas of community safety where our joint response is mature and part of business as usual. Our partnership meetings allow us to highlight any local issues emerging which require greater focus. **By working together we can strengthen our responses to meet the challenges we face.**

Laura McGillivray  
Chair of Norfolk County Community Safety Partnership  
CEO Norwich City Council

## **Introduction**

The 1998 Crime and Disorder Act led to the creation of Community Safety Partnerships (CSPs) across the country. This recognised that tackling crime and disorder issues should not be left to the police alone to deal with.

The Government has defined responsible authorities who have a duty to identify crime and disorder issues and to work in partnership to tackle the priorities agreed (see Appendix 1). There is now widespread recognition of the role that effective joint working can play. This applies to current crime and disorder issues, as well as their underlying causes which cut across social, economic and environmental agendas.

A directly elected Police and Crime Commissioner (PCC) for each policing area has resulted in fundamental change to the crime & disorder landscape, affecting not only policing but all criminal justice agencies, local government, health services and the voluntary & community sector.

In addition to policing, the PCC has wider responsibilities around crime, including a statutory duty to commission community safety services. The PCC and the NCCSP have a duty to take account of each other's priorities. In practice this means that we will work together to ensure that activity is co-ordinated.

## **Local Context**

Norfolk's population is predicted to increase, both in urban and in rural areas. Growth of the EU migrant population is anticipated, although there are indications of slower growth following the Brexit referendum.

As the labour market continues to tighten and if migration continues to slow, there is a strong case for strengthening place marketing and inward investment in order to reach out to the people we need to attract and retain as well as the investment needed to drive productivity. Norfolk's low levels of crime and disorder will be a key selling point.

Generally, Norfolk has the oldest age related profile in the UK and this is increasing, though local variation exists, with Norwich having a younger age profile. Mental health and physical disability levels are also higher than the UK averages and are increasing, particularly in residents aged 65 and over. This all indicates an increase in the demand for services against a backdrop of reducing public sector budgets.

This is compounded by the uncertain economic situation and impact of Government welfare reforms. All public sector agencies are continuing to experience the impacts of financial austerity, with the need to transform, reduce demand and develop greater community resilience. Reductions in one agency brings the risk of knock-on effects on other agencies, so we must ensure that vulnerable people are not lost in any gaps that emerge, nor customers diverted to other organisations as unintended consequences of change.

The NCCSP has a key role to play in developing practical ways partners can work differently in localities to achieve more collectively. The ambition being to achieve:

- Greater integration of delivery across partners on the ground
- Increased prevention and reduced demand through community resilience
- Protection of the most vulnerable people.

## **Wider Partnership Landscape in Norfolk**

The NCCSP is one of the statutory partnerships for Norfolk with a key role in ensuring that there are effective arrangements for ensuring that people in Norfolk, particularly the most vulnerable in our society, are properly protected. This role is shared with a number of other strategic partnerships:

- Norfolk Safeguarding Children Board
- Norfolk Safeguarding Adults Board
- Domestic Abuse & Sexual Violence Board
- Health & Well-being Board
- Children & Young People's Strategic Partnership
- Community Relations & Equalities Board
- Norfolk Youth Justice Board
- Rehabilitation of Offenders Board
- Multi Agency Public Protection Arrangements Board
- Strategic Mental Health & Disabilities Group

It is important for good coordination between these partnerships to ensure our approach overall is coherent, efficient and effective, that gaps are identified and duplication avoided. To assist in this, the chairs of these strategic partnerships meet together as the Norfolk Public Protection Forum (NPPF).

The statutory functions of individual partnerships and boards remain, with the NPPF providing a focus for tackling shared challenges. This helps us to ensure that cross cutting agendas affecting vulnerable people are effectively joined up and we use our resources to best effect, particularly where this falls across or between the clear remits of individual boards.

## **Crime and Disorder in Norfolk**

For most people Norfolk is very safe, enjoying one of the lowest crime rates in the country. However, urban centres tend to have higher levels of crime and anti-social behaviour than rural areas, though fear of crime can show the opposite. Deprivation is also linked with higher crime rates and a range of other social, economic and health inequalities, requiring concerted efforts to improve the quality of life in these communities.

Overall, crime reported to the police for 2016/17 increased by nearly 6% in Norfolk, against a national increase of 10%. However, the Crime Survey for England & Wales which asks for people's actual experience of crime over the last 12 months shows a continuing reducing trend, with a 7% drop.

The Strategic Assessment of crime and disorder in Norfolk indicates that the nature of crime and therefore vulnerability is changing. It identifies that understanding the interplay between criminality and the socio-economic factors which influence behaviour and vulnerability is crucial:

- Crime rates are now rising across the board having been historically low in some categories; violent crime is rising, attributed to more accurate recording of crime
- Sexual crime is also rising with greater social awareness of previously hidden, often historic offences
- The highest threats are identified as areas of crime that are more hidden to policing, including child sexual exploitation, domestic abuse, drug supply, 'honour' based abuse, modern slavery, serious sex offences and stalking.

## **Norfolk's Strategic Assessment & Priorities**

Our approach is informed from an annual Strategic Assessment of crime and disorder issues in Norfolk. This combines police and partner data with professional knowledge from other stakeholders which is used to inform decision making in determining community safety priorities for the coming year.

Appendix 2 shows the priorities highlighted by the Strategic Assessment and how they will be taken forward. This results in the following priorities for the NCCSP:

- Domestic abuse & sexual offences
- Prevent duty – Safeguarding against the risks of radicalisation.
- Drug supply / County Lines

## **Delivering Our Priorities**

To ensure that we are working effectively as a partnership, we need to make sure that we are adding value to the cross cutting priorities identified that require concerted action.

The following approach is used to determine and deliver our programme:

- Each priority has a designated lead agency
- Lead agency sponsors and champions delivery action plans required to meet the priority
- Delivery action plans to contain specific tasks, timescales and targets for each area of work
- The sponsor agency brings together a range of partners to ensure the priority is delivered, and this group will be accountable for delivery through reporting performance to the NCCSP.

A summary of each priority and our objectives is shown on the following pages.

<b>Domestic abuse &amp; sexual offences</b>	
<b>Sponsor Agency:</b> Office of the Police & Crime Commissioner for Norfolk	<b>Lead Officer:</b> Gavin Thompson
<p><b><i>Why is this a Priority?</i></b></p> <p>Domestic Abuse (DA) is still a largely under-reported crime. The estimated cost to society in Norfolk is around £100 million p.a.</p> <ul style="list-style-type: none"> <li>Nationally it affects around 1 in 4 women during their life, with repeat incidents often becoming more serious. 2 women are killed each week by their partner or ex-partner.</li> <li>Major public health concern due to the long-term health consequences for victims, and for their children who witness the overt violence and coercion. Recognised as one of the ten Adverse Childhood Experiences (ACEs); resilience building is essential for children to mitigate the negative effects adversity has on physical, mental and behavioural outcomes</li> <li>Domestic abuse is a central issue in child protection, and is a factor in the family backgrounds in two thirds of serious case reviews where a child has died.</li> <li>Mental health, substance misuse and domestic abuse are known as the ‘toxic trio’. All three of the ‘toxic trio’ are present in around a third of serious case reviews where a child has died.</li> <li>The Home Office requires CSPs to conduct independent Domestic Homicide Reviews (DHRs) so that response within and between agencies can be improved. Since 2012 we have undertaken eight DHRs.</li> <li>An estimated 80% of Norfolk’s ‘troubled families’ have been in contact with the police or the NHS in relation to domestic abuse.</li> <li>Children who face or witness family violence in the home are significantly more likely to commit other crimes in later life – including a dramatic increase in risk of committing sexual assault and perpetrating violence. We also know these children have a higher likelihood of being involved in violence crime.</li> <li>Establishing healthy relationships between young people within the school setting is crucial to reducing long term demand on services.</li> </ul>	
<p><b><i>What was Achieved 2015/18</i></b></p> <p>Partnership activity is coordinated by the Domestic Abuse &amp; Sexual Violence Board, which is a sub-group of NCCSP. This builds on Norfolk’s Domestic Abuse Change Programme which aims for prevention or early intervention, building a non-acceptance culture across agencies and the public to better protect individuals. Summary of progress in key areas as follows:</p> <p><u>Domestic Homicide Reviews (DHRs)</u></p> <ul style="list-style-type: none"> <li>The NCCSP chair has a statutory responsibility to ensure an independently chaired multiagency review is conducted for any deaths in Norfolk where DA is implicated, in order to learn lessons for practice across the system</li> <li>5 DHRs have been completed since 2015 and published following Home Office review. Actions have been identified from the recommendations are being implemented, and highlight the importance of improving awareness of DA, earlier intervention and effective joint working.</li> </ul> <p><u>Domestic Abuse Change Coordinators</u></p> <ul style="list-style-type: none"> <li>3 staff funded by Children’s Services, Public Health and the Police and Crime Commissioner (PCC), based in the Help Hubs across Norfolk.</li> <li>Specialist DA support provided to partners and community across Help Hubs, developing and supporting a network of DA Champions. Over 1,000 staff have been trained and supported to improve awareness, confidence and engagement with domestic abuse and how this impacts on services</li> </ul>	

- Champions trained across a wide range of agencies, including health, social care, housing, voluntary agencies, district councils, mental health, disability services. This has achieved real gains in how we recognise, routinely enquire and respond to DA in Norfolk
- Successful bid to the Home Office continued funding until 2020, focusing on health and education; the importance of improving staff awareness of DA in these universal services and developing their confidence to respond effectively has been borne out by our DHR learning.

#### Communications & Campaigns

- This is a crucial element of building a non-acceptance culture to DA, with NCCSP partners contributing to campaign costs
- Campaign run to raise awareness, encouraging people to seek help to enable them to leave abusive relationships safely. Planning underway for raising awareness of abusive behaviours and the help available

#### Beacon Project

- NCCSP entered a 5 year project with national DA charity SafeLives, complementing Norfolk's DA Change Programme to develop and pilot a model response to safeguarding and domestic abuse, with the aim of assisting all families, including those without children and older adults, to become safe more quickly, and stay safe in the long-term
- Norfolk County Council, Norwich City Council, Norfolk Police and the PCC all agreed to contribute towards the resourcing of pilot interventions under the Connect Model. This is a whole family approach to tackling DA which will be piloted in Norwich from Summer 2018.

#### ***Objectives for 2018-2021***

- 1. Partnership** – Commission joined up services that raise awareness of DA and support victims, putting DA at the top of everyone's agenda
  - Work in partnership to commission services in a joined up way
  - Promote awareness through comprehensive and consistent safeguarding messages within communications and campaigns
- 2. Prevention** – A skilled workforce confident and competent at encouraging and responding effectively to disclosure from victims and perpetrators
  - Front-line professionals (especially those in universal services) are able to spot the signs of DA and respond appropriately
  - Perpetrators are prevented and deterred from causing physical and emotional harm
  - All young people have healthy relationship education, and age appropriate support services
- 3. Provision** – Services offer early help which reduces risk and improves safety and health outcomes of all affected by DA
  - Victims (adults and children) experiencing DA feel and are safe
  - Victims (adults and children) are able to recover and live healthier lives, free from abuse.
- 4. Performance** – Drive consistency and better performance across all local areas
  - Monitor performance to ensure effective and efficient use of resources which meets local trends and service user needs.
  - Have service user views and experiences at the heart of service design and development

#### ***Targets***

- An updated DA Strategy for 2018/21 reflecting changing landscape of DA in Norfolk is due to be published Summer 2018. This will identify further targets.

<b>Preventing Extremism &amp; Radicalisation</b>	
<b>Sponsor Agency:</b> Norfolk County Council	<b>Lead Officer:</b> Sue Smith, Children's Services
<p><b>Why is this a Priority?</b></p> <ul style="list-style-type: none"> <li>• The UK faces a severe and continuing threat from terrorism</li> <li>• The Government introduced the <i>Prevent</i> duty in 2015 for local authorities and a range of partners to tackle the risks of radicalisation from extremist ideologies and prevent people from being drawn into terrorism</li> <li>• Several terrorist atrocities have taken place in the UK in 2017</li> <li>• While Norfolk is a low risk area, threats exist from the extremist ideologies of both Muslim and Far Right groups</li> <li>• Greater awareness is needed to be able to spot the signs of radicalisation, and knowing how to raise any concerns, particularly in ensuring that children &amp; young people as well as others vulnerable to exploitation are effectively safeguarded.</li> </ul>	
<p><b>What was Achieved in 2015/18</b></p> <ul style="list-style-type: none"> <li>• Countywide response to Prevent duty developed including strategy, training competency and coordinated action planning</li> <li>• Multi-agency Channel panel established, chaired by Children's Services. This meets regularly to review any referrals – for both young people and adults – considered to be at risk of being adversely influenced or radicalised by any extremist group or ideology. Appropriate support packages developed to address risks and meet individual needs, with monitoring of effectiveness.</li> <li>• Annual Counter Terrorism Local Profile (CTLP) briefings held for NCCSP, safeguarding and Prevent leads from agencies, and lead councillors</li> </ul>	
<p><b>Objectives for 2018/21</b></p> <ol style="list-style-type: none"> <li>1. Establish multi-agency Prevent Delivery Group to drive the Prevent agenda, reporting to CCSP</li> <li>2. Embed Dovetail<sup>1</sup> into the Norfolk approach to Prevent</li> <li>3. Improve engagement and communication with communities across Norfolk in relation to Prevent</li> </ol>	
<p><b>Targets</b></p> <ul style="list-style-type: none"> <li>• Partners across the county can evidence a clear understanding of local risk (evidenced in action plans)</li> <li>• Improved quality of referrals across the county evidenced by a reduction in number of cases returned to referrer with no action required</li> <li>• Dovetail transition completed and coordinated with other safeguarding procedures</li> <li>• Implementation of Prevent communications strategy</li> <li>• Evidence of understanding and appreciation of Prevent within local communities</li> </ul>	

<sup>1</sup> Dovetail is the Government's plan for transferring the support and coordination of Prevent referrals from the police to local authorities



<b>County Lines</b>	
<b>Sponsor Agency:</b> Norfolk County Council	<b>Lead Officer:</b> Val Crewdson, Head of Youth Offending Service, Children's Services
<p><b>Why is this a Priority?</b></p> <ul style="list-style-type: none"> <li>• London drugs gangs operate into <i>county</i> areas through dedicated mobile phone <i>lines</i> for the supply of drugs, exploiting new markets more easily than within their home area</li> <li>• The County Lines business model specifically recruits children and vulnerable adults in Norfolk.</li> <li>• The County Lines methodology relies upon the use of high levels of violence to maintain its market share and coerce its workforce.</li> <li>• The gang culture prevalent in large urban areas does not exist in Norfolk; however, County Lines drug dealing presents a real risk of urban gangs becoming established in Norfolk.</li> <li>• County Lines is a major, cross-cutting issue involving drugs, violence, gangs, safeguarding, criminal and sexual exploitation, modern slavery and missing persons</li> <li>• The government is committed to reducing the risk of criminalisation and exploitation of children and vulnerable adults, as highlighted by the recent national Serious Violence Strategy</li> <li>• The solution to County Lines is cross cutting and requires the coordinated efforts of a wide range of partners to reduce the threats posed.</li> </ul>	
<p><b>What was Achieved in 2015/18</b></p> <ul style="list-style-type: none"> <li>• Delivery of County Lines briefings to partners – high level commitment from senior officers to tackle this issue</li> <li>• Police lead on single Media strategy for all partners; successful Op Gravity media campaign</li> <li>• Resources focused on building the intelligence picture of the threat to inform police enforcement operations – several hundred arrests</li> <li>• Police commitment to recruit 6 new staff to reduce the criminal exploitation of children, focusing on the Pupil Referral Unit and primary schools</li> <li>• Delivery of County Lines play to all year 8 students to raise awareness</li> <li>• Single triage process via MASH</li> <li>• Partnership working between police and trading standards on test purchase operations; 3 shops sold knives to children</li> <li>• Norfolk YOT signal their intention to develop a multi-agency criminal exploitation team in 2018 with the recruitment of a lead manager and identified practitioners</li> <li>• Expansion of the Child Sexual Exploitation Sub Group to the Child Criminal Exploitation Sub Group in recognition of the impact of County Lines activity.</li> </ul>	
<p><b>Objectives for 2018/21</b></p> <ol style="list-style-type: none"> <li>1. Deliver the Business Plan for the County Lines Strategy</li> <li>2. Divert young people at risk and raise awareness of Child Criminal Exploitation (CCE)</li> <li>3. Identify, divert and safeguard victims of CCE</li> <li>4. Identify and monitor vulnerable locations across Norfolk</li> <li>5. Empower those affected by criminal exploitation by supporting them to identify strategies to exit and withdraw safely</li> <li>6. Disrupt perpetrators and bring them to justice using modern day slavery and trafficking legislation</li> </ol>	
<p><b>Targets</b></p> <p>Under development</p>	

## Appendix 1

### **Statutory Requirements for Community Safety Partnerships**

The statutory Responsible Authorities<sup>2</sup> have a duty to work together to:

- reduce reoffending
- tackle crime and disorder
- tackle anti-social behaviour (ASB)
- tackle alcohol and substance misuse, and
- tackle any other behaviour which has a negative effect on the local environment.

This duty is underpinned by a requirement on Responsible Authorities to:

- form a Community Safety Partnership (CSP)
- undertake an annual strategic assessment of the crime and disorder in the area
- determine priorities
- consult with the public on the priorities identified
- draw up and publish a partnership plan, revised annually

In Norfolk the 7 district-based CSPs merged in 2012 to form a single Norfolk countywide CSP (NCCSP). This statutory partnership has a number of requirements placed on it, which fall to the Responsible Authorities to ensure delivery:

- identification of a cohort of Prolific and Other Priority Offenders – relating to having a formal responsibility for reducing re-offending
- Chair of the CSP has a formal responsibility to initiate multi-agency reviews of domestic homicides occurring within the CSP area
- at least one public meeting to be held each year, which must be attended by individuals who hold a senior position within each Responsible Authority
- protocol governing information sharing, with each Responsible Authority having a designated liaison officer to facilitate the sharing of information with other partners
- certain defined sets of depersonalised information must be shared quarterly

Following election of the Police & Crime Commissioner (PCC) in 2012, Government grants for local crime & disorder initiatives were transferred from CSPs to PCCs. In addition, a new duty was established requiring the CSP and PCC to cooperate and take account of each other's priorities.

Wider partners also participate in the NCCSP, including:

- Police & Crime Commissioner
- Youth Offending Team
- Trading Standards
- Victim Support
- Housing Registered Providers senior representative.

Scrutiny of the NCCSP is required at least annually, and is undertaken by the County Council through a sub-panel which includes a representative from each district council.

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<sup>2</sup> Crime & Disorder Act 1998 defines Responsible Authorities as Local Authorities (County & District), Police, Probation, Community Rehabilitation Company, Fire, NHS Clinical Commissioning Groups

## Appendix 2

### Strategic Assessment 2017

#### Issues Identified and Delivery Leads

<b>Strategic Assessment – Key Risks Identified</b>	<b>Partnership / Agency Delivery Lead</b>
<i>Domestic Abuse, Serious Sexual Offences, Stalking, Honour-based Abuse</i>	<b>NCCSP</b>
<i>Drug Supply / County Lines</i>	<b>NCCSP</b>
Children at risk of sexual exploitation or abuse	Safeguarding Children's Board
Personal Robbery	Police
Violence with Injury	Police
Modern Slavery	Police / Safeguarding Adults Board
Killed & Serious Injured on the Roads	Safety Camera Partnership

N.B. while the Strategic Assessment identifies threats from crimes and issues that have the most destructive long-term effects, the NCCSP needs to take account of the statutory requirement for the local Community Safety Partnership to oversee coordination of the **Prevent** duty for their local area. While Norfolk is assessed as low risk, we need to ensure that children & young people as well as others vulnerable to exploitation are effectively safeguarded.

Therefore, **Preventing Extremism & Radicalisation** is also included as a priority for NCCSP for 2018/21.