



## **Norfolk Countywide Community Safety Partnership Scrutiny Sub Panel**

Date: **Tuesday 20 July 2021**  
Time: **10am**  
Venue: **Council Chamber, County Hall, Norwich**

### **Advice for members of the public:**

This meeting will be held in public and in person.

It will be live streamed on YouTube and, in view of Covid-19 guidelines, we would encourage members of the public to watch remotely by clicking on the following link:

<https://youtu.be/8YdYfkHL2mo>

However, if you wish to attend in person it would be most helpful if, on this occasion, you could indicate in advance that it is your intention to do so. This can be done by emailing [committees@norfolk.gov.uk](mailto:committees@norfolk.gov.uk) where we will ask you to provide your name, address and details of how we can contact you (in the event of a Covid-19 outbreak). Please note that public seating will be limited.

Councillors and Officers attending the meeting will be taking a lateral flow test in advance. They will also be required to wear face masks when they are moving around the room but may remove them once seated. We would like to request that anyone attending the meeting does the same to help make the event safe for all those attending. Information about symptom-free testing is available [here](#).

## Membership

MAIN MEMBER	SUBSTITUTE MEMBER	REPRESENTING
Cllr Alison Webb	Cllr Trevor Carter	Breckland District Council
Cllr Nigel Shaw	Cllr David King	Broadland District Council
Cllr Penny Carpenter	To be confirmed	Great Yarmouth Borough Council
Cllr Alexandra Kemp	Cllr Anthony Bubb	King's Lynn and West Norfolk Borough Council
Cllr Mark Kiddle-Morris	Cllr Julian Kirk	Norfolk County Council
Cllr Graham Carpenter	To be confirmed	Norfolk County Council
Cllr Emma Corlett	To be confirmed	Norfolk County Council
Cllr Tim Adams	Cllr Sarah Butikofer	North Norfolk District Council
Cllr Adam Giles	To be confirmed	Norwich City Council
Cllr James Easter	Cllr Tony Holden	South Norfolk District Council

**For further details and general enquiries about this Agenda please contact the Committee Administrator:**

Tim Shaw on (01603) 222948  
or email [timothy.shaw@norfolk.gov.uk](mailto:timothy.shaw@norfolk.gov.uk)

## A g e n d a

1. **To receive apologies and details of any substitute members attending**
2. **Election of Chair**
3. **Election of Vice-Chair**
4. **Minutes**

(Page 5)

To confirm the minutes of the meeting held on 23 February 2021.

5. **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.

**6. To receive any items of business which the Chair decides should be considered as a matter of urgency**

**7. Terms of Reference** (Page 11 )

To consider the Sub Panel's Terms of Reference.

**8. Norfolk Countywide Community Safety Partnership Strategy 2021-24: the draft Community Safety Plan** (Page 15 )

To consider the draft Plan and feedback from consultation.

**9. Forward Work Programme** (Page 54 )

To consider the proposed work programme.

Tom McCabe  
Head of Paid Service  
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Date Agenda Published: 12 July 2021



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# Norfolk Countywide Community Safety Partnership Scrutiny Sub-Panel

**Minutes of the meeting held on Tuesday 23 February 2021 at 10 am held virtually via Microsoft Teams**

**Present:**

Cllr Mark Kiddle-Morris (Chair)	Norfolk County Council
Cllr Penny Carpenter	Great Yarmouth Borough Council
Cllr Emma Corlett	Norfolk County Council
Cllr James Easter	South Norfolk District Council
Cllr Adam Giles	Norwich City Council
Cllr Alexandra Kemp	King's Lynn and West Norfolk Borough Council
Cllr Haydn Thirtle	Norfolk County Council
Cllr Nigel Shaw	Broadland District Council

**Also in Attendance:**

Mark Stokes	Chief Executive, Office of Police and Crime Commissioner for Norfolk (OPCCN) and Chair of the NCCSP Partnership
Jo Martin	Democratic Support and Scrutiny Manager, Norfolk County Council (NCC)
Beverley Alden	Violence Reduction Co-ordinator, NCC and Partnership County Lines Coordinator
Sally Hughes	Public Health Commissioning Manager, NCC
Sonia Humphreys	Norfolk Constabulary
Lauren Downes	Head of Youth, Children's Services, NCC
Nicholas Davison	Norfolk Constabulary
Kate Dexter	Assistant Director, Children's Social Care, NCC
Teri Munro	PREVENT Delivery Group Chair, Broadland District Council and South Norfolk District Council
Gavin Thompson	Director – Policy and Commissioning, OPCCN
Tim Shaw	Committee Officer, NCC

**1. Apologies for Absence**

- 1.1 Apologies for absence were received from Cllr Alison Webb and Cllr Tim Adams.

**2 Minutes**

- 2.1 The minutes of the meeting held on the 27 November 2021 were agreed as an accurate record and signed by the Chairman.

**3. Declaration of Interests**

- 3.1 Cllr Corlett declared an "Other Interest" as Chair of Trustees of Leeway.

#### **4. Urgent Business**

4.1 There were no items of urgent business.

#### **5. Actions arising from the meeting held on 27 November 2020**

5.1 The Sub Panel received a report from the Executive Director of Community and Environmental Services that set out responses from the Norfolk Countywide Community Safety Partnership to the requests for additional information made by the Scrutiny Sub Panel on 27 November 2020.

5.2 During discussion the following key points were made:

- On behalf of the Scrutiny Sub Panel, the Chair welcomed the fantastic response from the Partnership to the requests for additional information and the level of detail that had been provided. He asked Members to be mindful of the pressures that the Covid-19 pandemic was placing on local services and suggested that any further requests for detailed information should be limited to those matters that were essential in holding the partnership to account for its actions. In his view, the Partnership could incorporate those further requests for information in reports presented to future meetings but asked Members to indicate if they felt otherwise.
- The Scrutiny Sub Panel welcomed the responses set out in the report which explained the multi-agency procedures in place in Norfolk for the identification and screening of young people who were identified to be at risk of exploitation. The evidence presented to the Scrutiny Sub Panel showed the impact of Partnership activity on tackling county lines and explained how vulnerable young people and particularly Looked After Children were being protected.
- In response to questions about the work of the Multi Agency Safeguarding Hub (MASH) and Multi Agency Child Exploitation (MACE) team, it was pointed out that they provided a central multi-agency point of access to assess shared information in relation to vulnerable young people.
- Councillors spoke about how vulnerable young people benefited from developing trusted relationships with youth support workers in order to achieve safety and wellbeing outcomes.
- The prime purpose of the Norfolk Vulnerable Adolescent Group was to coordinate and provide oversight for the multi-agency arrangements for the safeguarding of adolescents at risk of extra-familial harm in the county.
- It was pointed out that the new Targeted Youth Support Service (TYSS) had gone live on 8 February 2021. The service aimed to provide direct support to young people, detached community-based youth work and to support missing from home/ care and return to home/ care work. The funding for the service provided for the appointment of a new post of clinical psychologist that had yet to be filled. It was noted that in early February 2021 Children and Young People First had provided disruption exploitation training to 150 professionals (police, YOT children's services) to upskill staff in this area of work. Those officers who had attended the training had found it to be beneficial.
- It was pointed out that funding from the Home Office Early Intervention Youth Fund (EIYF) was being used to provide for a multi-agency safeguarding response to child criminal exploitation (CCE). The Scrutiny Sub Panel discussed how the six workstreams of the EIYF (detailed in the report) were expected to raise awareness amongst teachers, parents and carers of criminal exploitation and aid in their identification of the signs of exploitation. The EIYF enabled early intervention work and specialist support and pathways out of exploitation.
- Councillors spoke in praise of the excellent work of the Multi-Agency Child

Exploitation team (MACE) in identifying and supporting those young people between the ages of 12 until 21 who were subject to exploitation and asked what level of support was available to vulnerable children under 12 years of age. In reply officers said that the needs of those under 12 years of age who were subject to domestic abuse and exploitation were not lost to the system; the needs of younger siblings were being picked up through social worker assessment and family support processes.

- The Norfolk Vulnerable Adolescent Group had oversight of all aspects of youth work activities.
- In early summer 2021 the new Norfolk New Roads initiative (explained in the report) would go live. It would place additional support around the most vulnerable young people by working closely with the voluntary sector.
- Councillors spoke about wanting to see evidence to show that the complex relationships between different support organisations were being kept as easy for practitioners and the public to understand as possible. They said that at a future meeting the Committee should examine how the relationships between these organisations was perceived from the standpoint of a vulnerable young person.
- It was pointed out that each of the three detached youth workers worked in two localities alongside voluntary sector youth organisations. The detached youth workers mapped out local hotspots and provided targeted support to individuals who needed their support. The nature of the work made it difficult to set specific aims and objectives for their work. Due to the current lockdown conditions it was too early to say how many young people could be supported although pilot work had shown them to have built up a wide range of contacts and to be highly trusted by vulnerable young people. The Chair said that the Scrutiny Sub Panel would require a progress report on this area of work at future meetings.
- Councillors drew attention to the comments in the report about future management structures and the possibility of having managers from different professional backgrounds to help facilitate a truly multiagency response that was not heavily weighted towards a specific profession.
- Councillors also drew attention to the comments in the report about several Serious Case Reviews having highlighted concerns about a significant gap in disrupting and stopping the criminal exploitation of young people. Across the system professionals, from all agencies, needed to be aware and understand what legislation and disruption tools were available.
- The Scrutiny Sub Panel welcomed the steps taken to develop a comprehensive Norfolk Anti-Slavery Network. This had helped Police, YOT and Children's Services to identify local places of employment where young people were being exploited. Councillors gave examples of some of the poor working environment in their areas in which young people were being exploited. Councillors spoke about the importance of creating a zero-tolerance environment to end the conditions in which modern slavery and human trafficking thrived and about the work that was done at the local level to coordinate action in dealing with county lines criminality and modern slavery which was one of the main reasons for children being referred to the NRM.
- It was suggested that the contribution that Borough/City/ District private sector housing teams could make to reducing the exploitation of vulnerable people was an area of work that the Scrutiny Sub Panel should examine at a future meeting.
- It was pointed out that Norfolk had been allocated an additional £140,000 of government money specifically for medically managed detox services which would be used to provide detox services that were currently unavailable in Norfolk. The new money was for 12 months but more longer-term funding could follow. Updates about this work and how people could gain access to this form of assistance would be provided at future meetings.
- The St Giles SOS+ awareness-raising sessions were aimed specifically at pupils,

teachers and parents and covered various county lines issues. Information was cascaded to parents through schools to raise awareness about signs that a child might be at risk. As part of a wide-ranging safeguarding campaign, online safety posters were produced on different on-line platforms aimed at specific hotspot locations and shared with all the media.

### 5.3 **RESOLVED**

- 1. That the Scrutiny Sub Panel welcomed and noted the additional information and clarification provided by the Partnership.**
- 2. To request that the following matters are addressed in future reports:**
  - a) How the complex relationships between services covered by the Vulnerable Adolescent Group were being managed and what those services felt like for vulnerable young people in the community.**
  - b) The contribution being made by housing teams to identifying and protecting vulnerable people at risk of exploitation.**
  - c) Waiting times for people requiring medically managed detox services and the outcomes.**
- 3. To note that Cllr Kemp would submit a written question to the Partnership relating to the information contained in exempt annex 1, the detailed breakdown of county lines data, including Operation Orochi statistics.**

## **6 Norfolk Countywide Community Safety Partnership Strategy 2021-24**

- 6.1 The Scrutiny Sub Panel received a report from the Executive Director of Community and Environmental Services that summarised the progress being made with developing a new NCCSP Strategy and the steps that were planned to achieve local agreement.
- 6.2 Gavin Thompson, Director of Policy and Commissioning, Office of the Police and Crime Commissioner for Norfolk (OPCCN) gave the Scrutiny Sub Panel a presentation (found at Appendix A to the report) that explained the progress being made in developing the new NCCSP Strategy and set out the planned next steps. The presentation also set out the new NCCSP team structure.
- 6.3 The timelines for the actions going forward were summarised as follows:
  - Agree Strategic Themes/Priorities – 20/01/21
  - Feedback from strategic leads/organisations/Districts - per priority – 10/02/21
  - Review of feedback – aggregate county/district priorities – 24/02/21
  - Draft strategy – 14/03/21
  - CCSP Scrutiny Panel – Engagement on outline strategy – 21/02/21
  - Norfolk Chief Executives – Engagement on outline strategy – to be confirmed
  - Norfolk Leaders Board – Engagement on outline strategy – to be confirmed
  - Safeguarding Board Engagement – March/April 21
  - Public Consultation – 29 Mar - 12 April 21
  - Final strategy sign off – NCCSP – 19 April 21
- 6.4 During discussion the following key points were made:
  - The new NCCSP Strategy would set a range of ambitious and clearly defined outcomes that would be performance managed to drive delivery and ensure that the impact of the Partnership and its activity was measured.



- In reply to questions about the need to include within the NCCSP Strategy measurable outcomes as well as activity levels it was pointed out that these would be set through extensive stakeholder engagement across the county, to capture evidence and provide analysis, insight and feedback at a district as well as a county level. This engagement would ensure that desired outcomes addressed both county wide priority themes and significant risk and threats at a locality level too. Statistical information would be one method used to provide for an analysis of the outcomes but by no means the only one.
- Councillors said that the voices of those children and young people who were victims of domestic abuse and violence also needed to be included in the stakeholder engagement. In reply it was pointed out that groups that worked in this field, such as Leeway, were being consulted for their views on such matters.
- In response to other questions about the voices of older people who fell victim to issues such as domestic abuse and scamming it was pointed out that the Adult Safeguarding Board were inputting into the development of the NCCSP Strategy on such matters.
- The Chief Executive, Office of Police and Crime Commissioner for Norfolk (OPCCN) and Chair of the NCCSP Partnership said that he would seek advice to confirm whether it was appropriate for public consultation on new NCCSP Strategy to take place during purdah (the pre-election period leading up to the PCC and local elections in May 2021).
- The Chair highlighted that Sub Panel Members had an important role to play and asked each to report back to their local authority and ensure that it had contributed to this discussion about a new Strategy, through the relevant Executive Member and Chief Officer

## 6.5 **RESOLVED**

- 1. That the Scrutiny Sub Panel NOTED the report and delegated to the Chair and Vice-Chair the task of reporting the outcome of its discussion to the Scrutiny Committee, through a written report to the next scheduled meeting (24 March 2021).**
- 2. That Sub Panel Members should ensure that their local authority had contributed to the discussion about a new Strategy.**

## 7 **Forward Work Programme**

- 7.1 The Scrutiny Sub Panel received a report from the Executive Director of Community and Environmental Services that set out a proposed Forward Work Programme for the Scrutiny Sub Panel that could be used to shape future meeting agendas and items for consideration.
- 7.2 The Chair and Vice-Chair had developed a forward work programme with officers, which was set out in Appendix A to the report. The Chair explained that it was an outline that could be developed over time. It focused initially on what the new Strategy would look like, how it would be implemented and how progress would be monitored. The focus would then move on to regular performance updates and an in-depth review of the Partnership's priorities, one or two at a time on a rolling basis.

## 7.3 **RESOLVED**

**That the Scrutiny Sub Panel agreed the forward work programme.**

The meeting finished at 11.40 am

**Chair**



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# Norfolk Countywide Community Safety Partnership (NCCSP) Scrutiny Sub Panel

<b>Report title:</b>	<b>Terms of Reference</b>
<b>Date of meeting:</b>	<b>20 July 2021</b>
<b>Responsible Cabinet Member:</b>	<b>N/A</b>
<b>Responsible Director:</b>	<b>Tom McCabe (Executive Director of Community &amp; Environmental Services)</b>
<b>Is this a key decision?</b>	<b>N/A</b>
<p><b>Action required</b></p> <p>The NCCSP Scrutiny Sub Panel is asked to consider its Terms of Reference and whether it wishes to propose any amendments to the Scrutiny Committee.</p>	

## 1. Background and Purpose

- 1.1. In June 2011 the Home Secretary gave permission for the seven Community Safety Partnerships (CSPs) in Norfolk to formally merge into one CSP for the whole of the county. Responsibility for scrutiny of the Norfolk Countywide Community Safety Partnership (NCCSP) lies with the County Council and this statutory scrutiny function is set out at paragraph 4 of Appendix 2A of the County Council's Constitution, which can be viewed [here](#). Since the change of governance arrangements at the County Council in May 2019 this role has been undertaken by the Scrutiny Committee, through a dedicated Scrutiny Sub Panel.
- 1.2. The NCCSP Scrutiny Sub Panel has historically considered its Terms of Reference at each annual meeting. Today's meeting is the first that has been convened since the start of the civic year and Members are therefore asked to review the document attached to this report at **Appendix A**.

## 2. Proposals

- 2.1. That the NCCSP Scrutiny Sub Panel considers the role, membership, working style and general issues set out in the Terms of Reference, attached to this report at **Appendix A**, and whether any amendments are required.
- 2.2. That it delegates to the Chair and Vice-Chair the task of proposing any agreed amendments to the Scrutiny Committee, through a written report to the next scheduled meeting (18 August 2021) if the agenda allows.

### **3. Resource Implications**

3.1. **Staff:**  
None.

3.2. **Property:**  
None

3.3. **IT:**  
None

### **4. Other Implications**

4.1. **Legal Implications:**  
None.

4.2. **Human Rights implications**  
None

4.3. **Equality Impact Assessment (EqIA)**  
None

4.4. **Health and Safety implications**  
None

4.5. **Sustainability implications**  
None

4.6. **Any other implications**  
None

### **5. Risk Implications/Assessment**

5.1. None

### **6. Select Committee comments**

6.1. None

### **7. Recommendation**

7.1. The NCCSP Scrutiny Sub Panel is asked to consider its Terms of Reference and whether it wishes to propose any amendments to the Scrutiny Committee.

### **8. Background Papers**

8.1. None

## **Officer Contact**

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

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## **Norfolk Countywide Community Safety Partnership Scrutiny Sub Panel**

### **Terms of Reference**

#### **1. Role of the Sub Panel**

The role of the Norfolk Countywide Community Safety Partnership Scrutiny Sub Panel is to:

- Scrutinise on a quarterly basis the Community Safety Partnership Plan and on such other occasions as are required to scrutinise the actions, decisions and priorities of the Norfolk Countywide Community Safety Crime and Disorder Partnership [known locally as the Norfolk Countywide Community Safety Partnership] in respect of crime and disorder.
- Scrutinise the priorities set out in the Community Safety Partnership Plan.
- Make any reports or recommendations to the Norfolk Countywide Community Safety Partnership and/or where considered appropriate to Norfolk County Council's Scrutiny Committee.

#### **2. Membership**

- 3 County Councillors (politically balanced and can be drawn from the Police and Crime Panel).
- 7 District Council members – one co-opted from each District.
- Each member of the Sub Panel to have one named substitute. No other substitutes are acceptable.
- The Sub Panel may wish to consider co-opting additional non-voting members onto it if appropriate.
- The Chair to be elected from the County Council members on the Sub Panel on an annual basis.
- The Vice Chair to be elected from other members on the Sub Panel on an annual basis.

#### **3. Working Style**

- The Norfolk Countywide Community Safety Partnership Scrutiny Sub Panel meetings will be held quarterly to scrutinise the progress being made with delivering the Partnership Plan and on such other occasions as are required.
- The Chair will provide regular update reports to the Scrutiny Committee.
- The quorum for the Sub Panel will be five members.

- Unless otherwise stated meetings of the Sub Panel will be held in accordance with Appendix 8 of the County Council's constitution.

#### **4. General issues**

- Democratic support to the Sub Panel will be provided by the County Council.

# Norfolk Countywide Community Safety Partnership (NCCSP) Scrutiny Sub Panel

<b>Report title:</b>	<b>Norfolk Countywide Community Safety Partnership Strategy 2021-24: the draft Community Safety Plan</b>
<b>Date of meeting:</b>	<b>20 July 2021</b>
<b>Responsible Cabinet Member:</b>	<b>N/A</b>
<b>Responsible Director:</b>	<b>Tom McCabe (Executive Director of Community &amp; Environmental Services)</b>
<b>Is this a key decision?</b>	<b>N/A</b>
<p><b>Executive Summary</b> This report introduces the draft Community Safety Plan, provides an overview of the feedback received through consultation and progress with achieving local agreement.</p> <p><b>Action required</b> The NCCSP Scrutiny Sub Panel is asked to:</p> <ul style="list-style-type: none"> <li>a) Consider the draft Community Safety Plan, the feedback received through consultation and progress with achieving local agreement; and,</li> <li>b) Agree what recommendations (if any) it wishes to make to the Partnership.</li> </ul>	

## 1. Background and Purpose

- 1.1. The Norfolk Countywide Community Safety Partnership (“NCCSP” or “the Partnership”) Strategy was due for renewal in March 2021.
- 1.2. The Partnership has developed a new three-year Plan, to both address county-wide priorities as well as those significant risks and threats that exist at a local level.
- 1.3. The purpose of the item on today’s agenda is to consider the draft Plan, an overview of the feedback received through consultation and progress with achieving local agreement.

## 2. Suggested approach

- 2.1. The draft Plan is attached at **Appendix A** of this report.
- 2.2. An interim report on the consultation is attached at **Appendix B** of this report.
- 2.3. The following Partnership Leads will deliver a presentation to introduce the draft new Plan, highlight the key messages received through consultation and explain further the delivery structure and strategic links:
  - Gavin Thompson - Director – Policy and Commissioning, Office of the Police and Crime Commissioner for Norfolk (OPCCN)
  - Amanda Murr – Head of Community Safety, OPCCN
- 2.4. After the presentation, the Panel may wish to question them on the following areas:
  - a) The approach being taken to develop a new Strategy.
  - b) The policy requirements of a Community Safety Partnership Strategy.
  - c) The local evidence which has been used to inform this process and what it tells us.
  - d) The national priorities which must be taken into account.
  - e) The strategic themes and priorities forming the new three-year CSP Plan.
  - f) How the new Strategy differs from the previous version.
  - g) The key messages received through consultation.
  - h) The steps taken to achieve local agreement.
  - i) How the impact of the Partnership's activity will be measured.
  - j) How the delivery structure and strategic links will enable the Partnership to effectively target each priority

### **3. Proposals**

- 3.1. That the NCCSP Scrutiny Sub Panel considers the draft Plan, an overview of the feedback received through consultation and progress with achieving local agreement, and agrees what recommendations (if any) it wishes to make to the Partnership.
- 3.2. That it delegates to the Chair and Vice-Chair the task of reporting the outcome of its discussion to the Scrutiny Committee, through a written report to the next scheduled meeting (18 August 2021) if the agenda allows.

### **4. Resource Implications**

- 4.1. **Staff:**  
None.
- 4.2. **Property:**  
None



- 4.3. **IT:**  
None
- 5. Other Implications**
- 5.1. **Legal Implications:**  
None.
- 5.2. **Human Rights implications**  
None
- 5.3. **Equality Impact Assessment (EqIA)**  
None
- 5.4. **Health and Safety implications**  
None
- 5.5. **Sustainability implications**  
None
- 5.6. **Any other implications**  
None
- 6. Risk Implications/Assessment**
- 6.1. None
- 7. Select Committee comments**
- 7.1. None
- 8. Recommendation**
- 8.1.

The NCCSP Scrutiny Sub Panel is asked to:

- a) Consider the draft Community Safety Plan, the feedback received through consultation and progress with achieving local agreement; and,
- b) Agree what recommendations (if any) it wishes to make to the Partnership.

**9. Background Papers**

- 9.1. None

**Officer Contact**

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

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## Safer Norfolk Plan 2021-24

*Building resilient, safe and supportive communities in Norfolk*

## Contents

1. Forward .....	2
2. Overview .....	3
Setting the scene.....	3
3. Strategic themes and priorities.....	6
Strategic themes .....	6
Priorities .....	6
4. Our Approach.....	7
Public Health Model.....	7
Responding to risk factors .....	8
Locality .....	9
Communications .....	10
Victim-offender overlap.....	10
Covid-19 recovery .....	11
5. Partnership Delivery Structure .....	12
6. Developing our partnership .....	14
7. Building Resilient Cohesive Communities.....	15
Theory of change .....	15
8. Tackling and Reducing Neighbourhood Crime.....	16
Theory of change .....	16
9. Reducing the Threat of Criminal Exploitation.....	17
Theory of change .....	17
10. Safeguarding Communities from Abuse and Serious Violence.....	18
Theory of change .....	18
Appendix 1: Outcomes, Delivery Planning and Impact Assessment .....	19
Appendix 2: What is a Community Safety Partnership? .....	21
Appendix 3: Local policy context .....	23

## 1. Forward

TO BE INSERTED AT LAUNCH OF STRATEGY

DRAFT

## 2. Overview

- 2.1 Norfolk is one of the safest counties in the country, but is still faced with significant and diverse community safety challenges, ranging from combatting the supply of drugs through county lines and growing levels of domestic violence, to modern slavery and environmental crime. This plan sets out how the partnership will respond over the next three years, tackling the biggest areas of concern for our communities by showing leadership, acting collectively, sharing and investing new resources, and adopting new approaches and long-term solutions that will make our county and communities safer for every generation. In doing so, the Plan acknowledges the effects of the Covid-19 pandemic on the health, economy and society of our county and the potential this has to impact adversely on the safety of our communities and the obligation of the partnership to invest every effort into its delivery.

### Setting the scene

- 2.2 Norfolk is a county of contrast. About half our residents live in urban towns and cities, and the other half in rural settings and there is a greater concentration of younger people and diversity in Norwich and larger towns. It is a county with low crime rates compared to the rest of the country, yet it does have urban areas with significantly higher crime levels than the more rural areas. The different locations bring with them different community safety challenges that all need to receive attention to make Norfolk an attractive place to live and work.
- 2.3 **Domestic abuse** covers a range of crimes of violence and abuse which form part of a wider pattern of coercive and controlling behaviour. Reports to police and other statutory services have increased across Norfolk over the course of our previous strategic plan, part due to better identification and part due to increased levels of reporting. Approximately 22% of all crime reported to Norfolk Constabulary is domestic abuse related. It is seen as a key contributor to demand with the latest strategic assessment completed by Norfolk Constabulary. Parliament have enacted the Domestic Abuse Act 2021, which will bring new powers and responsibilities for responsible authorities. The high level of demand and period of change make domestic abuse a priority for the NCCSP.
- 2.4 The number of **sexual offences** recorded by Norfolk police has increased significantly since 2014. In 2019 recorded sexual offences in Norfolk were 23% higher than the three-year average. Restrictions imposed as a response to the Covid-19 pandemic have led to minor decreases in some sexual offences, however long-term trends show significant increases. These crime types are significantly underreported nationally, often taking place behind closed doors and committed by someone known to the survivor. The impact on survivors can be huge. The partnership is agreed that preventing sexual violence, providing support to and safeguarding victims and targeting perpetrators should be a priority.
- 2.5 **Serious violence** is a key cause of concern for the NCCSP as, whilst it does occur in relatively low numbers, it is very high harm. Knife crime has increased by 11% in Norfolk for the 12 months ending December 2020 compared to the previous 12 months. The increase has been associated with drug supply, in particular the County Lines drug delivery model. The Policing, Crime and Courts Bill will introduce a new legal duty requiring local public services to work together to tackle serious violence and require Community Safety Partnerships to consider “serious violence”.

- 2.6 The UK faces a continuing threat from terrorism, and whilst Norfolk is a low risk area, threats exist from both Islamic extremists and extreme right-wing group ideologies. The Government introduced the **Prevent 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. Revised guidance for the Prevent Duty was published in April 2021 and the NCCSP holds the requirement to co-ordinate the new risk-based approach to the duty in Norfolk.
- 2.7 **Criminal exploitation** involves the use of power imbalances for coercion, control, manipulation or deception of adults and children to take part in criminal activity or for the purpose of criminal gains and includes modern slavery, child criminal exploitation, and child sexual exploitation. These crime types are hidden by their nature, although the number of cases locally have risen over recent years. The harm caused by these crimes is often hidden and significant. Preventing these crimes, safeguarding victims and disrupting perpetrators must be prioritised.
- 2.8 **Neighbourhood crimes** (burglary, vehicle crime, robbery, and theft from the person) are considerably lower in number than their peak in the mid-1990s, though before the outbreak of the pandemic, this trend had plateaued. The impact of Covid-19 related restrictions on these crimes has been great, reducing the number of neighbourhood crimes with many people spending more time at home. However, neighbourhood crimes are concentrated in certain communities<sup>1</sup> and the societal and economic consequences are likely to have an impact on neighbourhood crime rates. Additionally, anti-social behaviour has a big impact on feelings of safety within communities. By targeting resources and working as a partnership these crime types can be reduced, improving the quality of life for residents.
- 2.9 More than 5,000 reports of **fraud** were made in a year in Norfolk to Action Fraud, with a total reported loss of £16.1m. Clearly it has an impact on victims financially but it also has an emotional impact on the victim. The exploitative methods used by perpetrators manipulate people affecting their confidence and feelings of safety. However, the methods used are also sophisticated and often target the most vulnerable in society, so present a challenge to law enforcement agencies. A national drive to improve the prevention of fraud and support for victims is needed, and the NCCSP can play a key role in protecting people and targeting perpetrators.
- 2.10 **Substance misuse** is an important driver of crime, strongly associated with both criminal exploitation, neighbourhood crimes and domestic abuse. Criminals use extremely harmful coercive tactics to exploit people for financial profit through drug trafficking. Also, some entrenched drug users turn to criminality themselves, to fund their drug use. Norwich has one of the highest drug related death counts nationwide, leading to funding for Project ADDER from the Home Office and Public Health England to tackle drug related crime and improve health outcomes. The NCCSP has a duty to work together to tackle substance misuse in Norfolk and will provide shared oversight to this project.
- 2.11 **Hate crimes** are crimes perceived to have been motivated by prejudice or hostility toward a victim characteristic. The impact of this crime type affects the individual, their community and others who share that person's characteristic, resulting in serious psychological and physical harm. In recent years, a link has been shown between national and world

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<sup>1</sup> [safer streets prospectus \(publishing.service.gov.uk\)](https://publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/92424/safer-streets-prospectus.pdf)

events and incidences of hate crime. Hate crime is significantly underreported, with victims often referring to a lack of confidence in the response to hate crime as a reason for not reporting. The Law Commission is making proposals to change hate crime laws to remove the disparity in the way hate crime laws treat each protected characteristic and is that sex or gender be added to the protected characteristics for the first time. Further, the tensions it creates between communities have a negative impact on people's feelings of safety, something the NCCSP is keen to influence. The partnership will ensure there is an effective, accessible and well publicised, co-produced response to hate crime.

- 2.12 The public sector is currently facing a challenging period for delivery. At the start of 2021 Britain left the European Union, significantly shifting how our economy operates which will impact the nature and prevalence of the key community safety priorities of the NCCSP. The Covid-19 pandemic has created uncertainty for the economic future of the country and significantly restricted how we interact socially. The cost of the pandemic on the public purse, both nationally and locally, will also affect the delivery of the plan. These issues will have a significant impact on all sectors (public, private and voluntary and community), and so we must work together better than ever as a partnership to ensure we deliver an effective response to the identified and new and emerging community safety priorities and a safer Norfolk.

### 3. Strategic themes and priorities

3.1 The NCCSP has four strategic themes, created to highlight concisely how we will respond to our priorities in a co-ordinated way. To deliver on these themes we will:

- Increase the understanding of key community safety issues locally,
- Increase awareness of key issues amongst professionals and the public,
- Prevent community safety issues from happening where possible, and
- Responding in the right way when they do.

#### Strategic themes



Figure 1: Strategic Themes

3.2 The delivery of this ambitious plan across all seven District's in the county will be supported by a £500k budget. This funding is being provided by the Office of the Police and Crime Commissioner for Norfolk to facilitate delivery against this plan.

3.3 We will also work with our key strategic partnership boards to ensure join up across the sector. This will include working with the:

- Norfolk Safeguarding Children Partnership,
- Norfolk Safeguarding Adults Board,
- Norfolk and Suffolk Criminal Justice Board,
- Health and Wellbeing Board and
- Other established multiagency working groups.

#### Priorities

3.4 Based on the local strategic assessment of crime and disorder, the strategic themes and emerging threats, the following are identified as crime and anti-social behaviour priorities.



Figure 2: Priorities



## 4. Our Approach

- 4.1 The NCCSP will strengthen its response to community safety locally. To do this it will deliver its plan using an evidence led approach, with the Public Health Model of prevention at its heart. This approach has had significant success internationally and will enable us to evidence our positive impact. In addition, we have outlined our approach to communication and the victim-offender dynamic. When implementing these approaches, the overall principles of the NCCSP will be:
- Delivering integrated responses across the partnership to community safety issues in Norfolk
  - Using evidence and research to inform our approach
  - Preventing crime and anti-social behaviour
  - Supporting victims to recover and challenging perpetrators to change their behaviour

### Public Health Model

- 4.2 Taking public health approaches means looking behind an issue or problem to understand what is driving it. Often called ‘social determinants’ or ‘structural factors’, these are the circumstances such as housing, education, indebtedness and income that underpin people’s lives and make them more or less likely to, for example, experience criminal victimisation, have contact with the police or enter the criminal justice system. Once these factors are understood preventative interventions are implemented targeting these factors.<sup>2</sup>

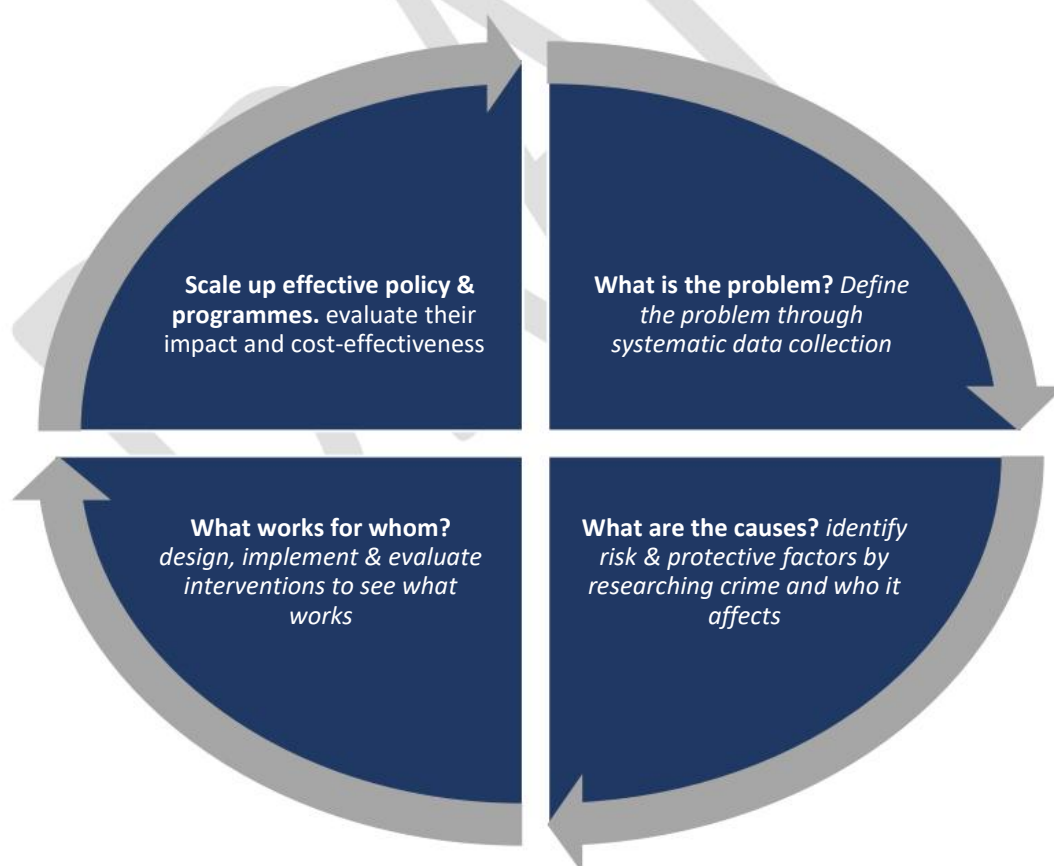


Figure 3: Public Health Model

<sup>2</sup> [Public Health Approaches in Policing 2019 England.pdf \(cleph.com.au\)](#)

- 4.3 Epidemiology is a key principle of the Public Health Model and is achieved through the first two stages of the model. The starting point for this using the Public Health Model is **defining the problem**, which involves understanding the social problem and the risk and protective factors associated with it. This step requires population level analysis looking at the frequency and patterns of events in a group of people. The next step in the model is to **identify the risk and protective factors** are.

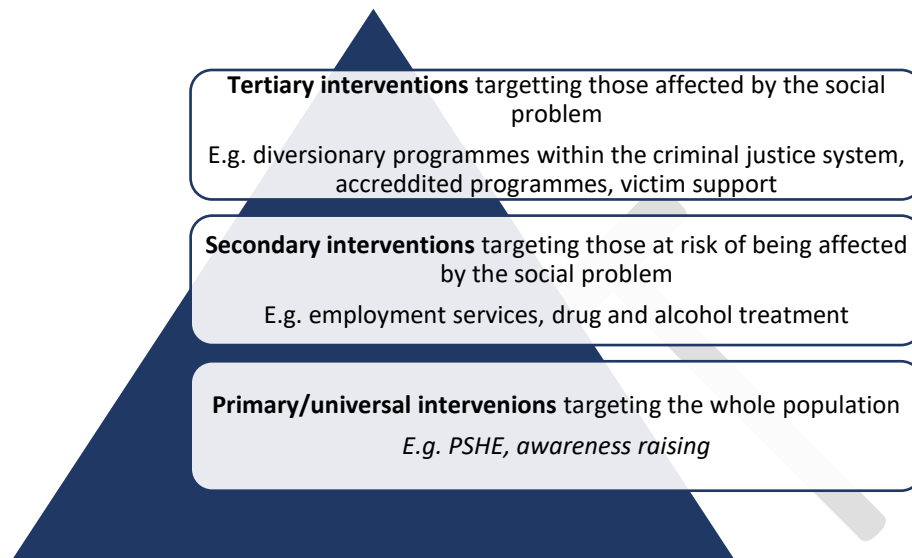


Figure 4: Public Health Model Interventions

- 4.4 Once the risk and protective factors have been identified the focus shifts to **testing** interventions promoting protective and negating risk factors. Through this we will identify effective measures in responding to crime issues and **scale them up** in order to achieve positive impact on crime prevention and community safety.
- 4.5 Partnership is central to public health approaches because of the variety of needs that are identified across a population which require responses from many disciplines and services. Different partners have access to different skills, levers and mechanisms to effect change. This makes the NCCSP ideally placed to lead on the adoption of a public health model of crime prevention.
- 4.6 Interventions within the public health model fit into three overarching categories. Primary/universal, secondary, and tertiary interventions, all focusing on different population groups and all looking to affect factors associated with social problems. As you move up the intervention model the intensity of interventions will increase. As you move down the interventions become less intense and aim to prevent risk factors associated with social problems, often using low level interventions at a universal level.

### Responding to risk factors

- 4.7 Over the course of someone's life, we know that events and circumstances occur that can have an impact on that person's life course. The likelihood of a person committing or experiencing crime and anti-social behaviour are affected by a complex web of risk factors.
- 4.8 Research has shown that **experiencing certain events** is corelated with experiencing and committing crime and anti-social behaviour. For example, research into Adverse Childhood Experiences (ACEs) has shown that people who have experienced four or more ACEs are

seven times more likely have been involved in violence in the last year, and eleven times more likely to have used crack or heroin or been incarcerated. Whilst the evidence base is still developing and it not predictive at an individual level, it highlights the relationship between experiencing certain events and experiencing or committing crime.

**Adverse Childhood Experiences are potentially traumatic events that occur in childhood (0-17 years). For example:**

- experiencing violence, abuse, or neglect
- witnessing violence in the home or community
- having a family member attempt or die by suicide
- aspects of the child's environment that can undermine their sense of safety, stability, and bonding such as growing up in a household with:
  - substance misuse
  - mental health problems
  - instability due to parental separation or household members being in jail or prison

4.9 In addition, we know that there are **socio-economic factors** that are strongly correlated with either being the victim or perpetrator of crime. This include poverty, accommodation, physical and mental health, education, employment and substance misuse. By providing services that directly target factors associated with criminality as early as possible, we will be able to prevent crime and anti-social behaviour in Norfolk.

4.10 Finally, the **environment** within which we live has both a protective and negative impacts on social problems, including crime and anti-social behaviour. Situational Crime Prevention has shown that by carefully considering both public and private spaces, their susceptibility to crime and anti-social behaviour can be designed out.

## Locality

4.11 Norfolk's seven districts are unique, and within each district are communities with diverse community safety needs. These needs vary across different demographic groups and geographic settings. A blanket approach to community safety across Norfolk will not be successful because it would not respond to the diversity of needs. The NCCSP will work to develop understanding of community safety needs on a locality basis and provide support to the localities to provide robust responses to needs.

4.12 It will do this through two Community Safety Officers who will be responsible for working closely with locality leads for community safety to deliver this plan across all priority areas. They will be able to: support localities to deliver key strategic objectives across priority areas; ensure that localities are heard when developing responses to priorities; and to identify community safety issues on a local level and support the response to these issues.

4.13 Communities are at the centre of our approach to community safety and need to be given the capacity to support themselves. Asset Based Community Development empowers local communities to lead statutory organisations to solutions created by and for communities, which help to build safer and healthier places to live, work and grow up. Norfolk has a diverse mix of communities, all of which have assets which we can support our communities to make themselves safer and healthier through Asset Based Community Development.

4.14 District council's own enforcement policies setting out their approach to key issues in their area. Locality based enforcement policies will be used to contribute to the achievement of this plan's outcomes. This will require the district councils, other community safety partners and the community itself working together to achieve shared goals. The enforcement policers cover how the district council will robustly respond to:

- Food hygiene and safety
- Licencing
- Health and safety
- Environmental protection and public health

### Communications

4.15 Core to our approach is the need to make the public and professionals aware of a variety of community safety issues in order to enable them to identify and protect themselves and others. We believe that by providing Norfolk's residents and its workforce with knowledge about community safety issues we will be able to build resilience and make it harder for criminals to exploit people locally.

4.16 We will deliver communication campaigns targeted at groups where the messages are most needed, such as school aged children, to address key community safety issues in Norfolk, including:

- Increasing public awareness of fraud, how to spot it and reduce the stigma around reporting
- Raising awareness of domestic abuse, what is unacceptable behaviour and how to access the available support
- Promote services providing support to victims of sexual abuse and encourage survivors to access support if they feel they need support
- Highlight to those known to be at risk of criminal exploitation the methods used by criminal exploiters to recruit exploit people
- Increase awareness of how to report anti-social behaviour and how the local authorities respond
- Highlight to residents at risk of neighbourhood crime how they can protect themselves
- Encourage hate crime victims to report their experience and highlight the support available

4.17 Our workforce also needs to be given the latest and best information available to support the community as best it can. We will make sure that the NCCSP member's workforces are given the best and most up to date information possible, including:

- The prevalence of fraud, what the signs of victimisation are and how to support a person to access support
- What hate crime is, how it affects victims and how they can be supported
- Knowledge to support people protect themselves and their community from neighbourhood crime and anti-social behaviour
- Information about abuse in all its forms, including the signs and symptoms of abuse violence and know how to respond.
- The risk factors for serious violence, including the signs and symptom of the risk factors and how to respond to them.

### Victim-offender overlap

4.18 There is a growing acknowledgement that the response to victimisation and perpetration should be inter-related as victims and perpetrators share a range of characteristics, such as age and deprivation. This relationship is thought to operate on a number of levels with retaliation and risky behaviour put forward as explanations. The most important explanation for this strategic plan is childhood victimisation leading to adolescent and adult offending<sup>3</sup>, something which is frequently identified in exploitative and abuse crime types. In addition,

<sup>3</sup> [https://www.sagepub.com/sites/default/files/upm-binaries/70566\\_Daigle\\_Chapter\\_3.pdf](https://www.sagepub.com/sites/default/files/upm-binaries/70566_Daigle_Chapter_3.pdf)

victims of child criminal exploitation are simultaneously offenders by definition, as they have been coerced into committing crimes. Some effective interventions have used this explanation to develop approaches that take account of life course, as we will do through our ACE and trauma informed approach.

#### Covid-19 recovery

- 4.19 The 12 months leading to this strategic plan have been extraordinary in many ways. We want and hope the world can return to normal as soon as possible, but we also know it will be a long journey. Our economy has shrunk significantly over the past year and we do not know when it will return to normal. Times of economic uncertainty do impact on crime and anti-social trends so we need to be realistic about what we can achieve and that what we can achieve very much depends on our wider recovery from the pandemic.
- 4.20 Further, the way we interact with one another has changed, with members of the public being unable to socialise in many parts of the entertainments industry. This has been associated with a reduction in violent and sexual crimes. As we work through the Government's roadmap out of the current Covid-19 restrictions, the reduction in violent and sexual crime may reverse. The NCCSP needs to work collaboratively to prevent these crimes and support any victims.

## 5. Partnership Delivery Structure

- 5.1 To respond to all strategic priorities, the NCCSP needs a diverse delivery structure. The current delivery structure will be expanded to enable the partnership to effectively target each priority and effectively respond to community safety issues on a locality basis. The below diagram outlines the structure that will deliver this strategic plan. Norfolk Anti-Slavery Network, Cohesion Group and Serious Violence Prevention Task and Finish Group are all examples of an expansion to the NCCSP delivery structure.

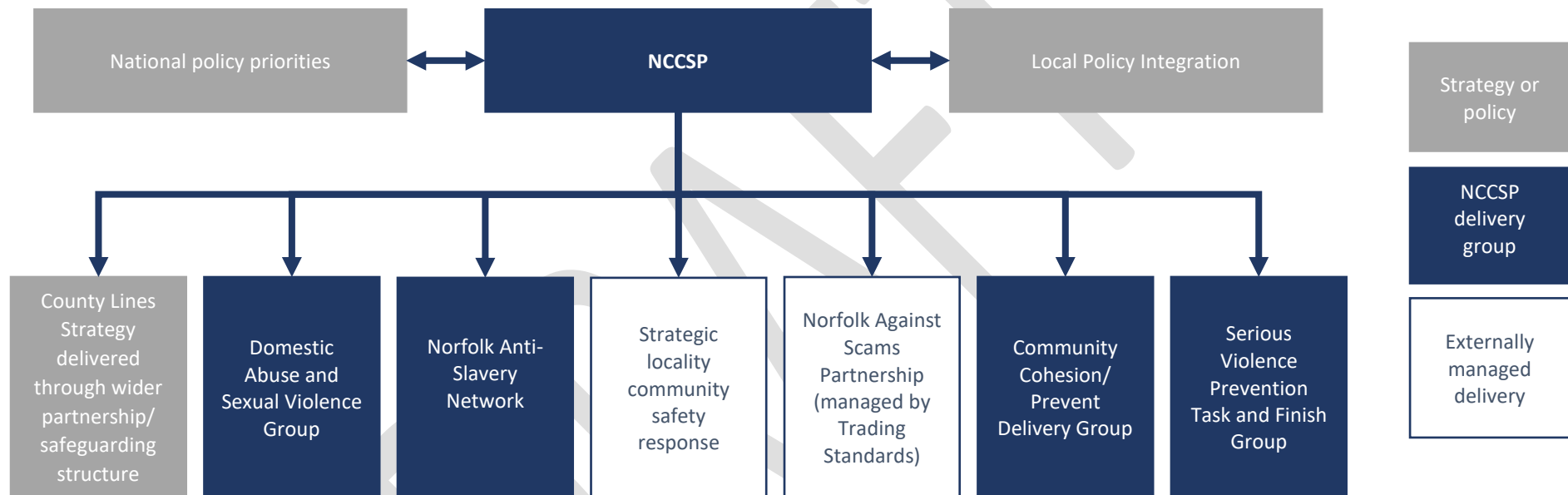


Figure 5: Delivery Structure

- 5.2 NCCSP thematic priority delivery groups will be responsible for responding to NCCSP priorities, including domestic abuse, Modern Slavery, serious violence and community cohesion. In addition, there is an externally managed delivery group supporting the work of the NCCSP fraud – Norfolk Against Scams Partnership.
- 5.3 The NCCSP sits alongside other strategic partnerships, including the Health and Wellbeing Board, Norfolk Safeguarding Adults Board, Norfolk Safeguarding Children Partnership and the Norfolk and Suffolk Criminal Justice Board. To ensure integration between these statutory partnerships,

the Chairs of each meet at the Norfolk Public Protection Forum enabling good co-ordination of response to shared priorities and working together to achieve shared outcomes.

- 5.4 Within each of Norfolk seven districts there are locality-based partnership community safety approaches, which support the delivery of the NCCSP at a more localised level. The NCCSP will support localities to deliver key strategic objectives across priority areas; ensure that localities are heard when developing responses to priorities; and to identify community safety issues on a local level and support the response to these issues. This will include working between district councils and the police to undertake co-ordinated analysis of anti-social behaviours, building on good practice from other local authorities.

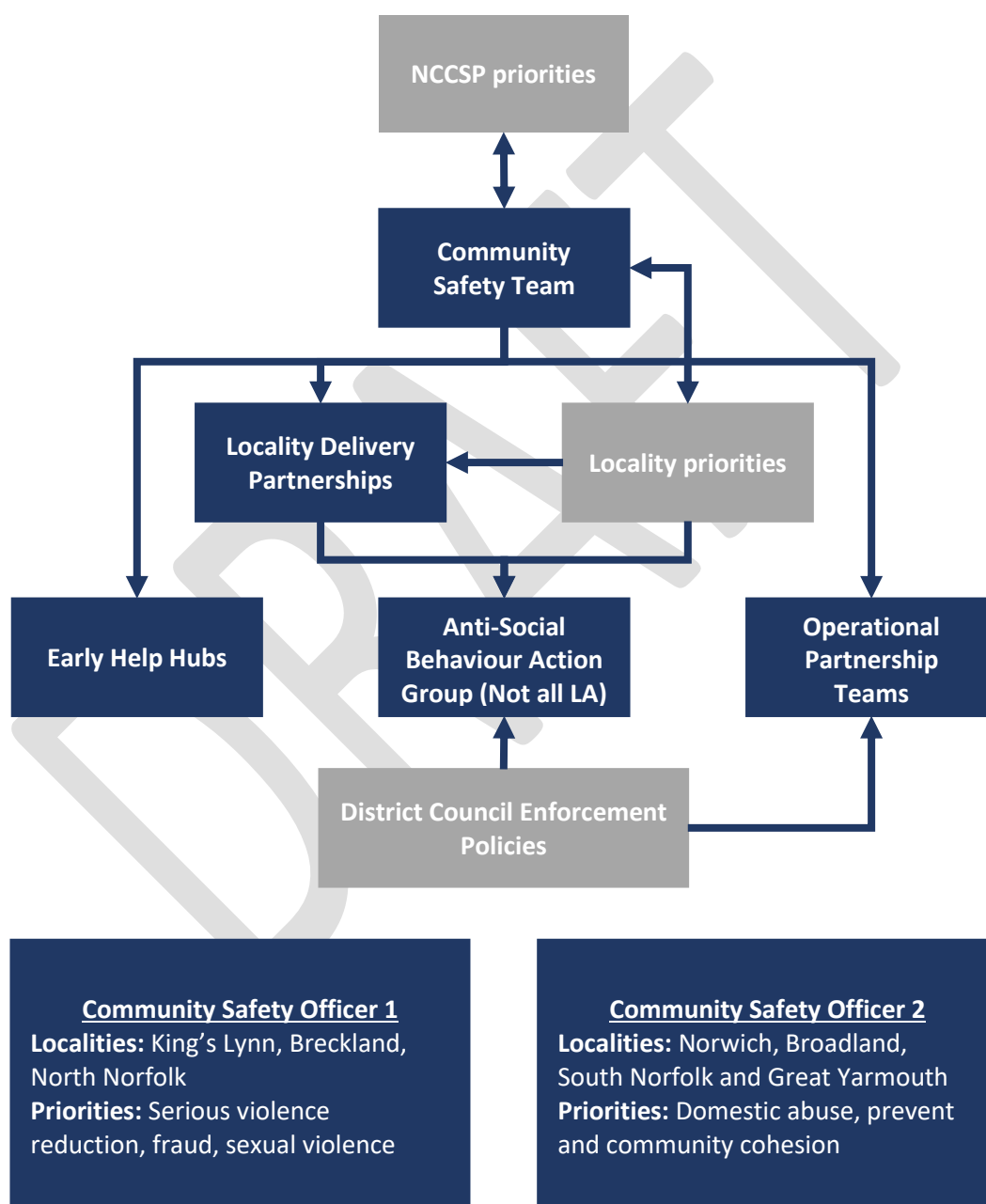


Figure 6: Locality delivery structure

## 6. Developing our partnership

- 6.1 To improve community safety outcomes across the county in a complex and difficult set of economic, social and health conditions, will require an improvement in the way the NCCSP works.
- 6.2 Improvements have begun to be made, including the development of the basis on which the partnership makes decisions, identifies priorities, sets outcomes and measures the impact of its plans and activity.
- 6.3 The new evidence base comprises an enhanced strategic assessment, the greater use of partnership data and an ongoing review of key community data to ensure the strategic plan remains fit for purpose and responsive to the issues that are affecting our communities.
- 6.4 The strategic assessment has contributed to the development of the Strategic Plan and will underpin the measurements of its success over the next three years through the new performance framework that will be established next, and outlined below.

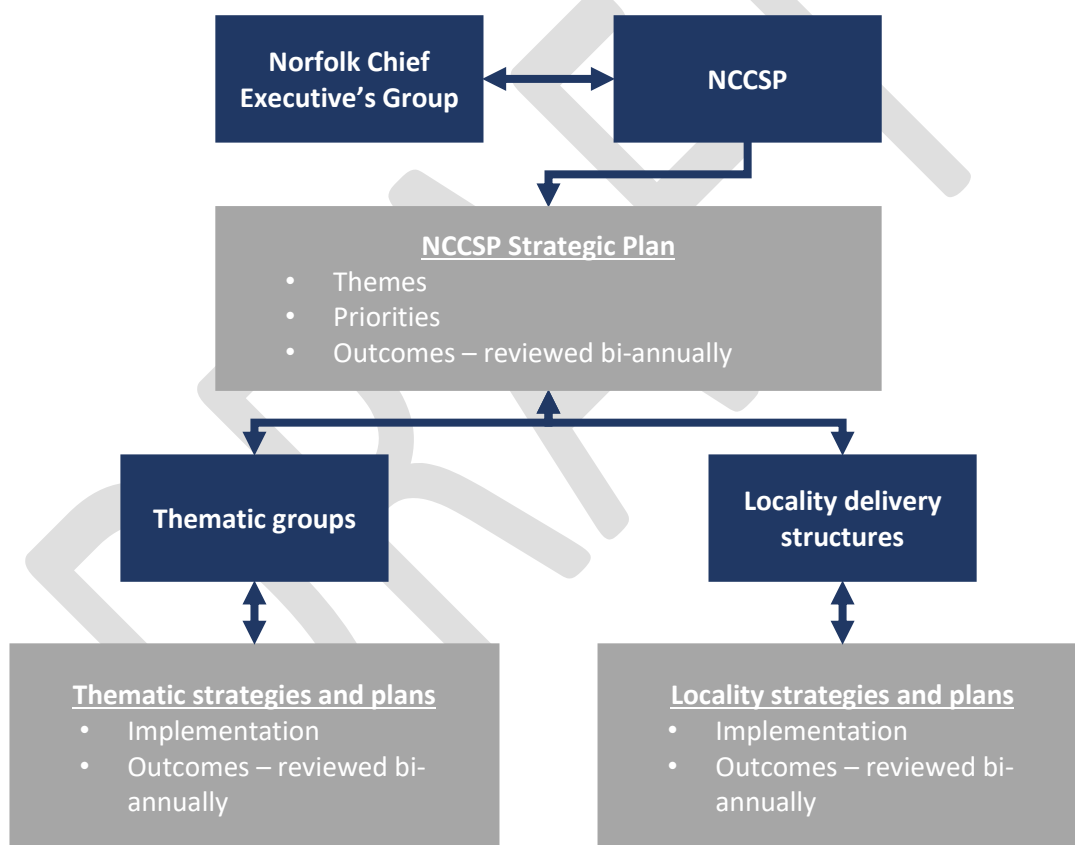


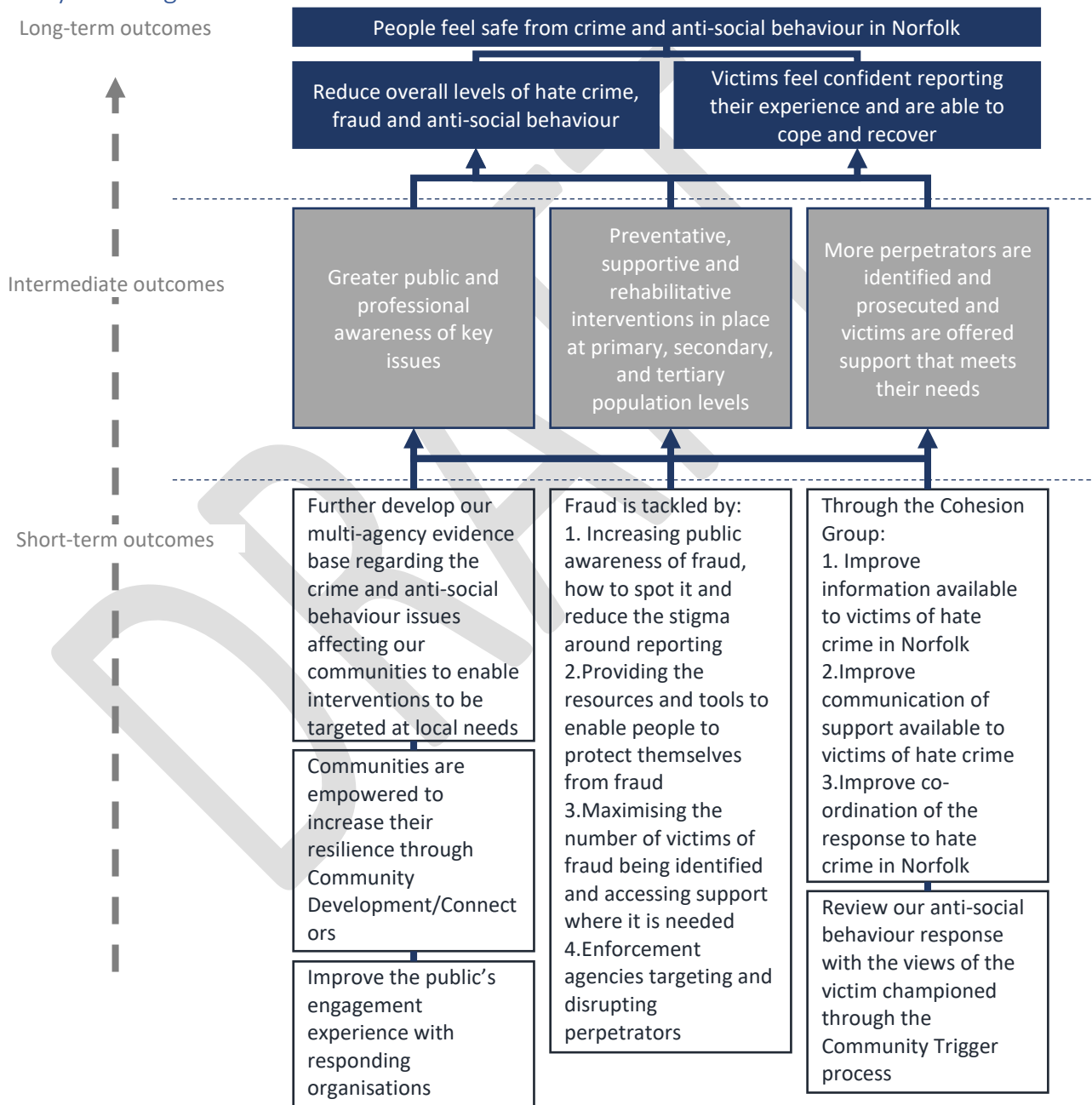
Figure 7: NCCSP Governance Structure



## 7. Building Resilient Cohesive Communities

- 7.1 Resilience and cohesion help communities to look out for and help each other, which is key to communities thriving. Communities need to be able to withstand, adapt to and recover from adversity and residents need to feel they belong and comfortable mixing and interacting with others. Everyone should have the right to feel safe in their local neighbourhood and in town centres. To help Norfolk communities to become more cohesive and resilient the NCCSP wants to achieve the following outcomes and priorities over the course of the plan.

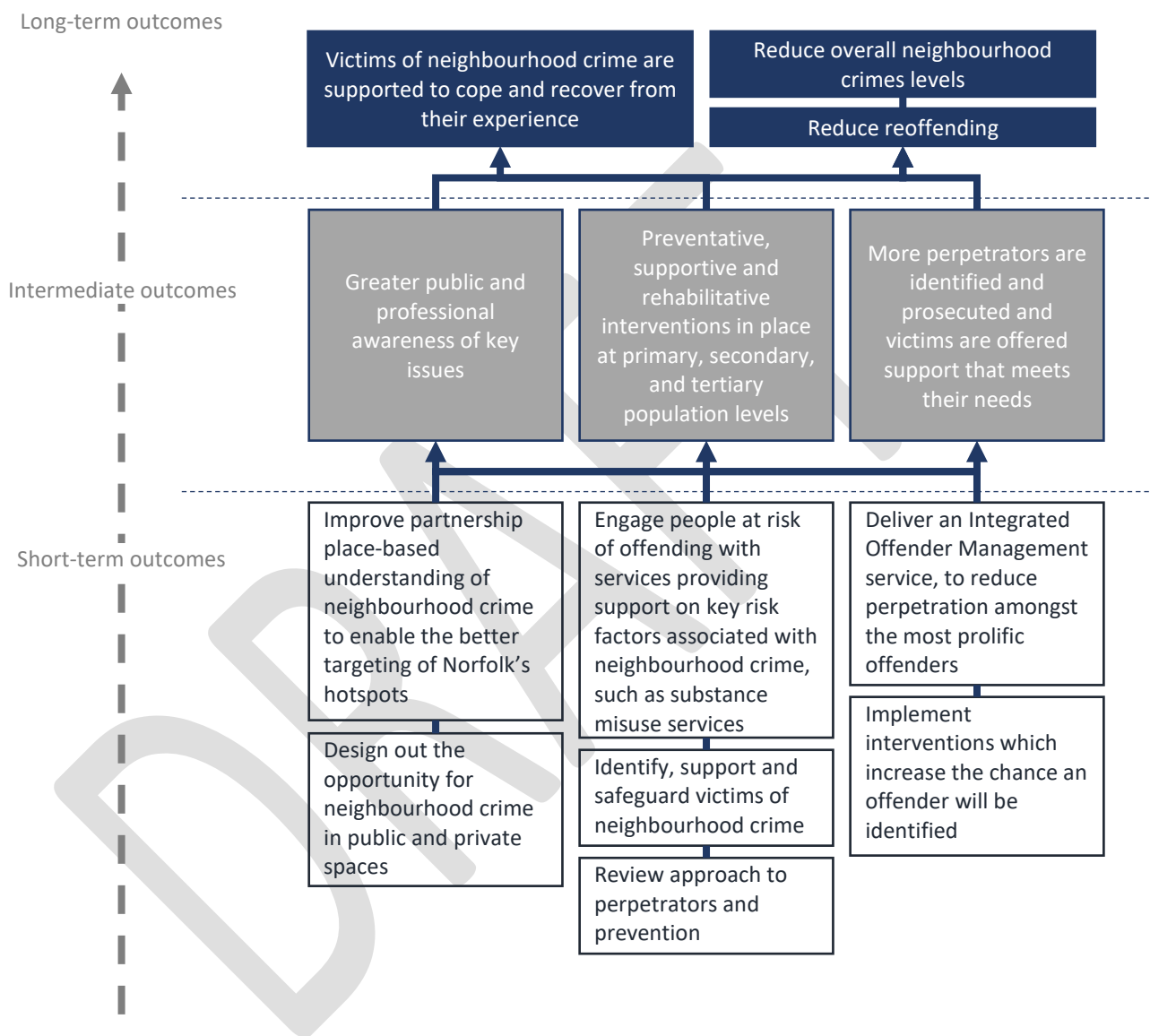
### Theory of change



## 8. Tackling and Reducing Neighbourhood Crime

- 8.1 Where we live has a huge impact on who we are and how we feel. We want local residents to live without fear of being the victim of crime in their neighbourhood. We know that some neighbourhoods are more affected by neighbourhood crimes than others and we want to work together to tackle neighbourhood crime in these areas.

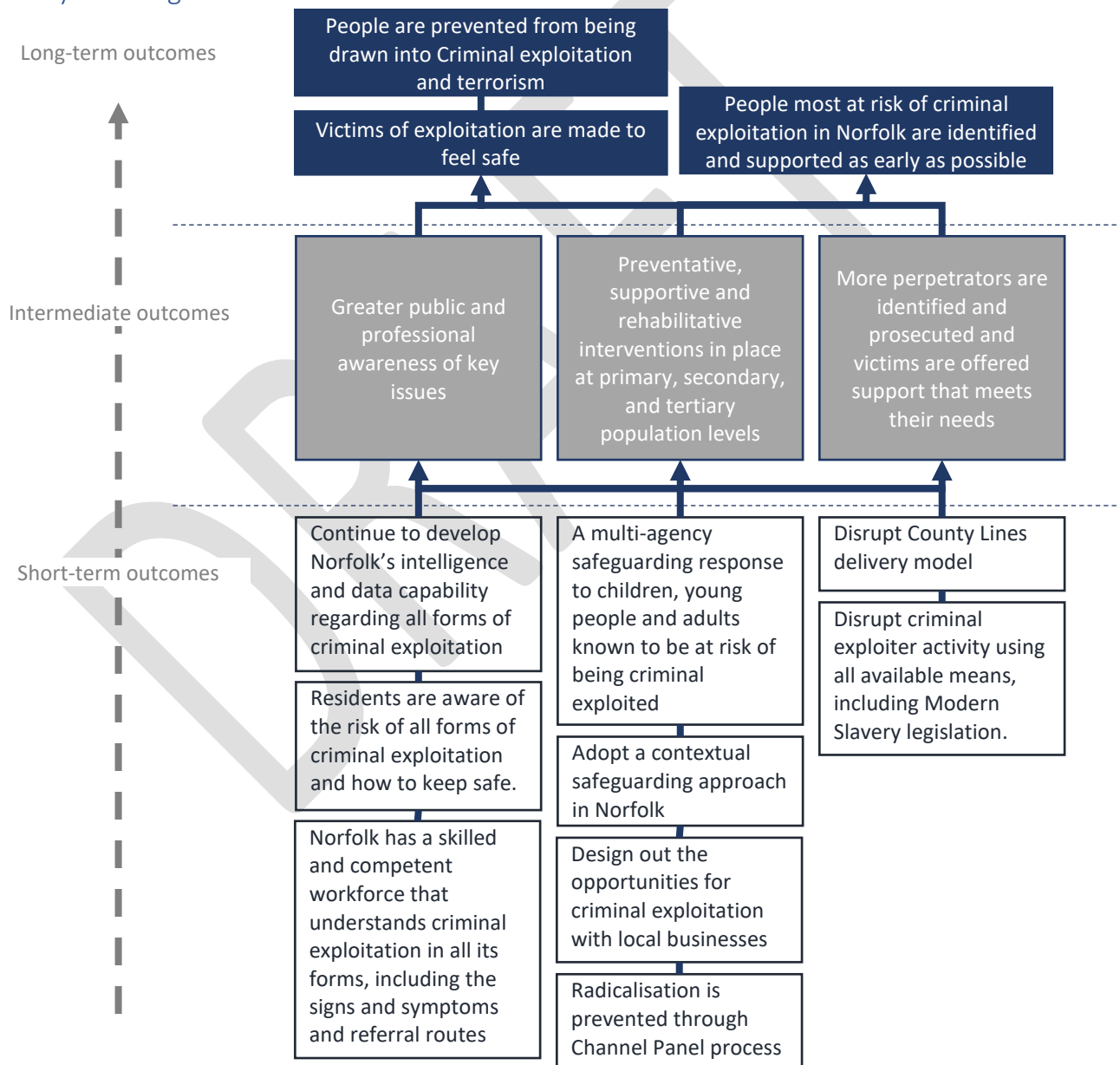
### Theory of change



## 9. Reducing the Threat of Criminal Exploitation

- 9.1 Criminal exploitation takes many forms, all of which are affecting Norfolk currently. It occurs where an individual or group takes advantage of an imbalance of power to coerce, control, manipulate or deceive a child, young person or vulnerable person for criminal purposes. A prominent example currently is County Lines, a model of drug trafficking that exports drugs from major cities to rural areas, often exploiting children and vulnerable adults to move and store the drugs and money. However, this is not the only form of criminal exploitation and this strategic plan aims to set a framework for the NCCSP to tackle all forms through this strategic theme's priorities.

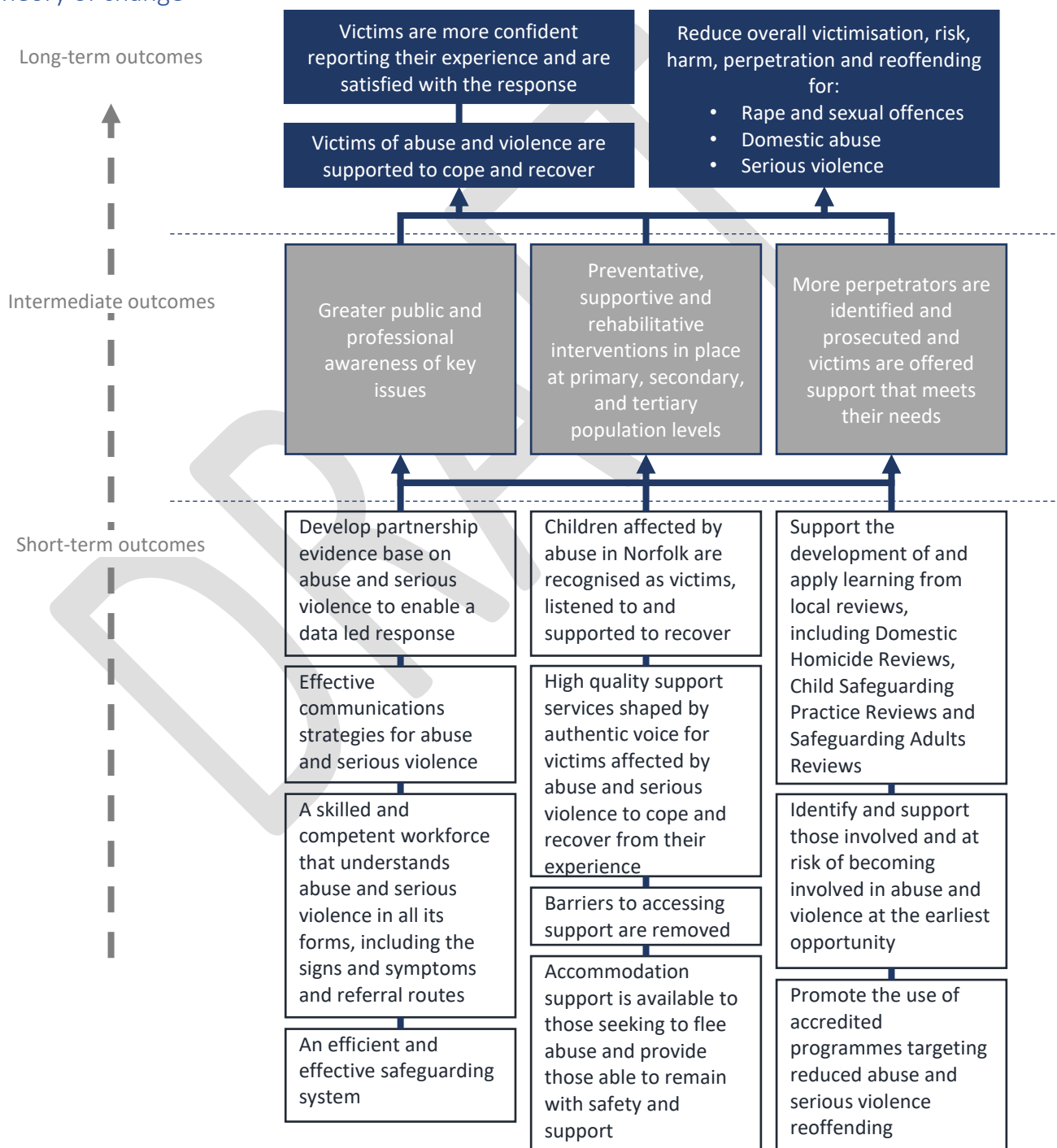
### Theory of change



## 10. Safeguarding Communities from Abuse and Serious Violence

- 10.1 Domestic and sexual abuse have seen significant increases in reports to police over recent years. The impact on victims can be very damaging and perpetrators can continue abusive behaviour in future relationships. We cannot accept this in Norfolk and must prevent it from occurring, support victims recover and prevent perpetrators continuing their behaviour.
- 10.2 There is evidence to show that knife crime, gun crime and homicide have increased nationwide. We cannot accept serious violence taking place in our county and the NCCSP will work to drive it down locally through an evidence based, robust and holistic response.

### Theory of change



## Appendix 1: Outcomes, Delivery Planning and Impact Assessment

- A1.1 The following outcomes and associated measures have been set for each strategic theme, and will be measured at both a county wide, district and locality level (wherever appropriate). For each priority a separate delivery plan exists, or will be developed, to performance manage delivery and monitor the impact of the plan on the outcomes in our theories of change over the next three years.
- A1.2 The NCCSP acknowledges that data accuracy issues mean that the ideal direction of travel is not always clear. For example, hate crime is significantly underreported, so a change in the number of hate crimes reported to police would not necessarily show a similar change in the number of hate crimes committed. Therefore, where this is the case the intended impact has been listed as neutral, and other measures will be required to show whether intended long-term outcomes have been achieved.

Measures	
<b>Long-term outcome 1: People feel safe from crime and anti-social behaviour in Norfolk</b>	
1	Monitor anti-social behaviour reported to police and councils
2	Qualitative feedback from Norfolk residents on feelings of safety and fear of crime
3	Norfolk's residents are satisfied with the service provided by responsible authorities
<b>Long-term outcome 2: Reduce overall levels of hate crime, fraud and anti-social behaviour</b>	
1	Monitor hate crime reported to the police
2	Monitor fraud reported to Norfolk Constabulary and Action Fraud
3	Monitor anti-social behaviour reported to police and councils
<b>Long-term outcome 3: Victims feel confident reporting their experience and are able to cope and recover</b>	
1	Victims feel satisfied with the response to crime and anti-social behaviour from responsible authorities
2	The public are confident reporting crime and anti-social behaviour to the responsible authorities
3	Victims who access support service feel they have been supported to cope and recover
<b>Long-term outcome 4: Reduce overall neighbourhood crimes levels</b>	
1	Number of reported burglaries in Norfolk
2	Number of reported robberies in Norfolk
3	Number of reported vehicle crimes in Norfolk
4	Number of reported violent offences in Norfolk
	Reduce levels fly tipping
<b>Long-term outcome 5: Reduce reoffending</b>	
1	Number of reoffences
2	Number of reoffenders
<b>Long-term outcome 6: People are prevented from being drawn into criminal exploitation and terrorism</b>	
1	Children and young people arrested for drug offences
2	Number of referrals to channel panel process
3	Deliver against the 'Prevent Duty Toolkit for Local Authorities and Partner Agencies'
4	Disrupt the spread of ideologies in an area which may lead vulnerable people to become radicalised
<b>Long-term outcome 7: Victims of exploitation are made to feel safe</b>	
1	Monitor National Referral Mechanisms referrals

**Long-term outcome 8: People most at risk of criminal exploitation in Norfolk are identified and supported as early as possible**

1	Monitor trends in the Children and young people screened through the MACE process
2	Monitor the number of Modern Slavery offences recorded
3	Monitor the number of children and young people diverted from the criminal justice system

**Long term outcome 9: Reduce overall victimisation, risk, harm, perpetration and reoffending for:**

- Rape and sexual offences
- Domestic abuse
- Serious violence

1	Monitor number of reported rapes in Norfolk reported
2	Monitor number of other sexual offences reported
3	Monitor Number of historic rapes and sexual offences reported
4	Monitor number of victims referred to sexual violence services by the police
6	Monitor number of sexual offences referred to Crown Prosecution Service
7	Monitor number of sexual offence reports resulting in a conviction
8	Monitor number of child sexual offences reported
9	Monitor number of domestic abuse crimes reported
10	Monitor number of repeat domestic abuse victims and offenders
11	Monitor number of hospital admissions for serious violence
12	Monitor knife crimes recorded
13	Monitor number of homicides

## Appendix 2: What is a Community Safety Partnership?

- A2.1 Community Safety Partnerships were created by the 1998 Crime and Disorder Act, which required a partnership to be created between the responsible authorities. The responsible authorities are Local Authorities (County & District), Police, Probation, Community Rehabilitation Company, Fire, NHS Clinical Commissioning Groups. They 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.
- A2.2 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
- A2.3 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
- A2.4 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.
- A2.5 In November 2020 a Memorandum of Understanding between the Office of the Police and Crime Commissioner (OPCCN) for Norfolk and Norfolk County Council was signed which

confirmed that the OPCCN would create a single Community Safety team responsible for supporting and working directly with the Chair of the NCCSP.<sup>4</sup>

- A2.6 Scrutiny of the NCCSP is required at least annually, and is undertaken by the County Council through a sub-panel called the Community Safety Scrutiny Panel, which includes a representative from each district council.

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<sup>4</sup> [NCCSP MoU \(norfolk-pcc.gov.uk\)](https://norfolk-pcc.gov.uk/nccsp-mou)



## Appendix 3: Local policy context

A3.1 The policy landscape in Norfolk has several other key partnerships operating within a similar space to the NCCSP. The key groups and their priorities at the time of writing this strategy are set out in the below table.

Norfolk Strategic Partnership Priorities	
Partnership	Priorities
Norfolk Safeguarding Children Board	<ul style="list-style-type: none"> <li>• Priority areas: <ul style="list-style-type: none"> <li>○ Neglect</li> <li>○ Child Exploitation</li> </ul> </li> </ul>
Norfolk Safeguard Adults Board	<ul style="list-style-type: none"> <li>• Preventing abuse and neglect</li> </ul>
Norfolk Criminal Justice Board	<ul style="list-style-type: none"> <li>• Provide support to Victims and Witnesses throughout the CJS</li> <li>• Prevent crime and reduce the likelihood of re-offending by managing offenders effectively and diverting people away from offending behaviour</li> </ul>
Norfolk Reducing Reoffending Board	<ul style="list-style-type: none"> <li>• Prevention – Intervening early to help to prevent the onset of offending behaviour</li> <li>• Diversion – Diverting people involved in minor offences away from unnecessary contact with the criminal justice system</li> <li>• 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</li> <li>• 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</li> </ul>
Norfolk Health and Wellbeing Board	<ul style="list-style-type: none"> <li>• Tackling inequalities in communities – providing support for those who are most in need and address wider factors that impact on wellbeing, such as housing and crime.</li> </ul>

# Consultation on NCCSP Strategic Plan – Interim Report

## Executive Summary

- 1.1 This report is based on the activity of the Norfolk County Community Safety Partnership (NCCSP) and responses from the public up to and including 5<sup>th</sup> July 2021.
- 1.2 Four district councils have provided sign off to the Community Safety Team that they are willing to adopt the strategic plan in their council (Breckland, Great Yarmouth, King's Lynn and West Norfolk and North Norfolk – Broadland Oversight and Scrutiny Panel confirmed they support the plan and are looking to sign off the plan through their governance structure). This is necessary to ensure the plan is supported appropriately. Norwich and South Norfolk councils are looking to sign off the plan through portfolio leads in the coming weeks.
- 1.3 The consultation has been promoted extensively with a wide range of groups, boards, forums and using social media in order to ensure key stakeholder engagement which is inclusive of the public is as high as possible. Current Covid restrictions have prevented engagement in public spaces which has limited capacity to maximise response rate and ability to engage hard to reach communities. The NCCSP team has worked with Norfolk Constabulary's Engagement Officers and the Independent Advisory Group to ensure these groups are given the opportunity to engage in this consultation.
- 1.4 Consultation responses clearly show support from the public for the priorities and outcomes. In addition, the public values increased visible policing, prevention of crime, road safety, tackling low level offending and anti-social behaviour and tackling drug use.
- 1.5 The consultation needs continued promotion, particularly with currently underrepresented groups, to ensure the plan is effectively consulted on. The CSP team continue to promote the accessibility of the consultation through engagement with appropriate organisations.

## Partnership Sign-Off

- 2.1 The NCCSP asked its members from district councils to review the strategic plan and attain sign off from their respective council members to facilitate the future scrutiny of the NCCSP delivery. To date, Breckland, Great Yarmouth Borough Council, North Norfolk District Council, and King's Lynn and West Norfolk Borough Council members have agreed to support the plan. Broadland District Council will be providing a formal written response to the consultation after a presentation to the Oversight and Resources Committee was well received. Of the remaining councils, South Norfolk District Council and Norwich City Council are arranging appropriate sign off through community safety portfolio lead. Norfolk County Council are currently reviewing the plan. In addition, the NCCSP Responsible Authorities have engaged in the plans development and agreed to adopt the plan subject to consultation at the most April NCCSP meeting.

## How has the consultation been promoted?

- 3.1 The consultation strategy set out that the consultation would be promoted through the following groups and networks:
- Safer Neighbourhood Action Panel (SNAP) meetings
  - Police and Crime Commissioner (PCC) and Norfolk Constabulary websites
  - Local Authority websites
  - Norfolk Fire and Rescue Websites
  - Norfolk Constabulary Intranet
  - Police Connect (messaging service via text)
  - PCC's regular news round-up
  - Office of the Police and Crime Commissioner for Norfolk (OPCCN) e-mail signatures
  - OPCCN partner contacts
  - Local, community and parish publications and websites
  - Volunteers
  - Social media accounts of all NCCSP partners
  - 'Mainstream media'
  - Norfolk Association of Local Councils
  - Elected representatives
- 3.2 On 24<sup>th</sup> May the consultation was launched on the Office of the Police and Crime Commissioner for Norfolk's website as well as Norfolk County Council's consultation page. This was combined with the publication of a press release, and promotion of the consultation via Twitter, Facebook and Nextdoor by the OPCCN. These social media posts have been republished consistently through the consultation period. All NCCSP representatives were asked to assist in the promotion of the consultation using their organisations social media presence and professional networks. In addition to this, the NCCSP team worked with other boards, groups, forums and mailing lists to share the publication of the consultation.<sup>1</sup>
- 3.2 Consulting on the plan with the public during a time where restrictions on social contact are in place has meant consulting in public spaces has not been possible. However, the NCCSP team has taken steps to make the consultation as accessible and widely distributed as possible. This includes presenting the plan via Microsoft Teams to public meetings, such as SNAPs.
- 3.3 The NCCSP team has been meeting weekly to review responses to date and considering how to increase response rate and also how to target lower response demographic and geographical areas. On the 10<sup>th</sup> June the OPCCN reviewed how the consultation had been promoted locally. This identified that there was a significant drop from the number of unique visits to the consultation website to the number of responses to the consultation. This suggests that the content may be too lengthy, meaning people do not want to engage. This is further supported by the number of partially completed surveys, with nearly 30% of people starting a response but not completing the response. To make the consultation more

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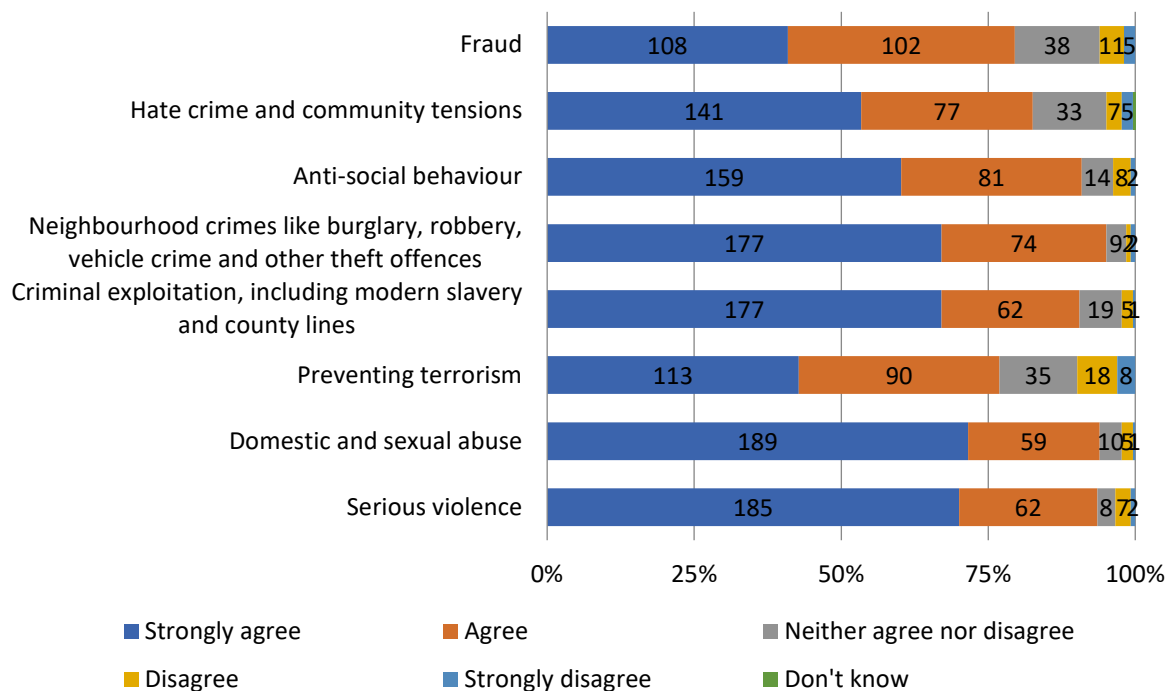
<sup>1</sup> See Appendix 1 for a breakdown of who has been engaged with the Plan's consultation.

accessible, the link to the consultation has been made more prominent on the consultation OPCCN landing page.

- 3.4 In addition, the social media activity on Twitter was assessed. This identified that not all NCCSP members had used their social media profiles to promote the consultation. Analysis showed a positive correlation between district councils and local policing teams having promoted the content on social media and the number of responses. Therefore, districts who had not promoted the content were approached, asking them to share the consultation via their social media accounts.
- 3.5 To date the OPCCN has tweeted and posted on Facebook about the consultation 12 times on each platform. This has been retweeted or quote tweeted by many of the Responsible Authorities' social media accounts including many district councils and the county council, police, Norfolk and Suffolk Victim Care, Norfolk Fire and Rescue Service, and the Norfolk Adult Safeguarding Board social media accounts. Other organisations have used their own social media accounts and networks to promote the strategy internally.

## What are responders telling us?

**Graph 1: Number of responders agreeing with NCCSP proposed priorities**

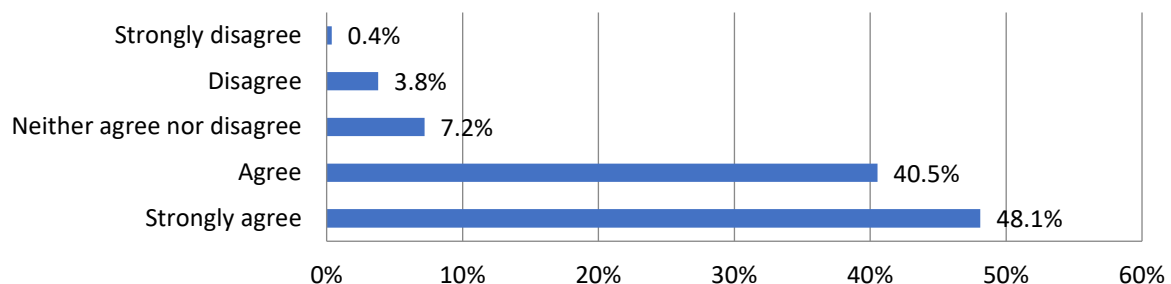


- 4.1 Responders have shown high levels of support for the identified priorities. The two priorities to have the lowest proportion of people to strongly agree and agree with the priority are Prevent (77%) and Fraud (80%). This shows strong support from the public for the priorities put forward by the NCCSP. The most common themes from the 67 comments about the priorities showed that residents felt there was a need to focus on low level offending, that the priorities need to work for all social groups and road safety should be prioritised.

Table 1: Themes from the comments on priorities	
Theme	Count
Road safety should be a priority	9
Low level offending should be a priority	8
Supportive of priorities	5
Visible policing	5
Priorities need to work for all social groups	4
Terrorism is not relevant in Norfolk	4
Other services respond to these issues	3
Focus resources	3

- 4.2 Responders have generally agreed with the proposed outcomes (88.6% agreed or strongly agreed). Slightly over 4% of responders have said they disagreed or strongly disagreed. This shows that the outcomes proposed in the community safety plan meet the expectation of consultees.

**Graph 2: proportion of responders who agree with the proposed outcomes**



- 4.3 The question on agreement with proposed outcomes received 51 comments on a variety of topics. Within these comments there were very few themes identified. The theme most consistently mentioned was wanting to see an improvement in the response of services. Other themes included:

- General support for the outcomes
- Three years is too short a timescale and are there enough resources
- How will success be measured
- Too many outcomes
- The outcome for hate crime should be increased reporting
- Hate crime should be responded to separately from fraud
- Restorative justice
- Rural crime
- Community safety is not just about the police

- 4.4 Question 4 was open-ended and asked responders whether they had anything else to add in relation to the plan. This question received 95 responses many of which were simply

supportive of the plan. There was a lack of clear themes in the responses. The only themes occurring more than twice were:

- Wanting to see a focus on prevention
- Mental health needing to be responded to as it can lead to crime
- Low level offending needs to be prioritised
- Questioning whether the partnership had the resources to achieve the plan
- Desire for more visible policing

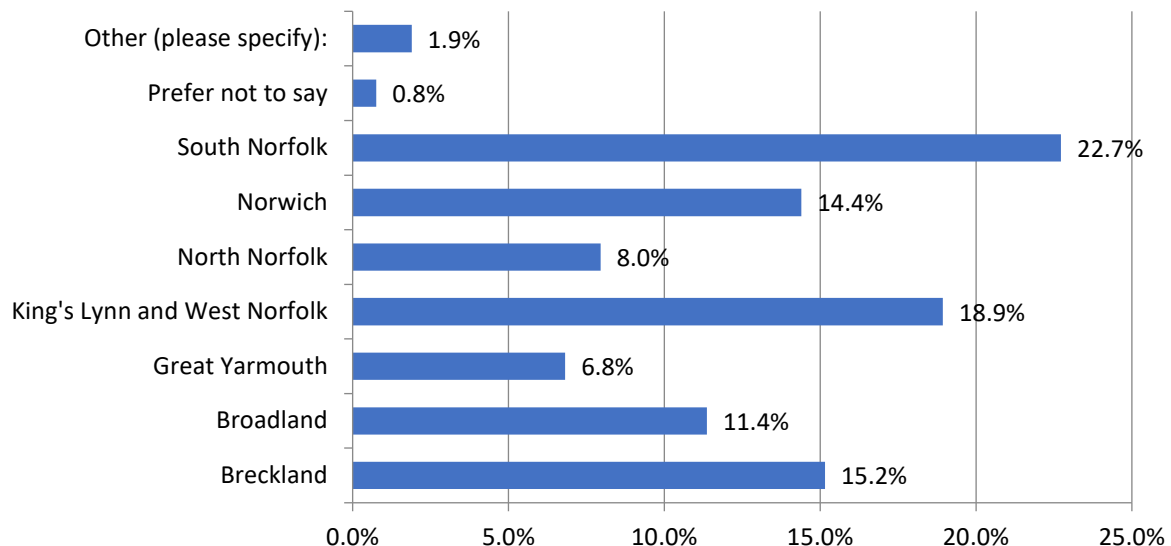
4.5 Question 5 asked residents what would make them feel safer in Norfolk and received 192 responses, the results of which are set out in Table 2. The most frequently mentioned theme from responses was wanting to see more visible policing, receiving many more mentions than any other theme. Tackling drug use and dealing, road safety and effectively responding to low level offending and anti-social behaviour (ASB) were the next most frequently mentioned themes relating to feelings of safety in Norfolk.

<b>Table 2: What would make you feel safer in your local area?</b>	
<b>Themes identified</b>	<b>Count</b>
More visible policing	100
Increase road safety and tackle speeding	21
Already feel safe	18
Tackling drug use and dealing	16
Effectively responding to low level offending and ASB	14
Provision of CCTV and/or street lighting	14
More responsive policing/engagement	13
Bring back PCSOs	10
Greater provision of youth activities	8
Improved response to domestic abuse	8
Address the social determinants of crime	6
Improving the response to fly-tipping	3
Provide community services	3
Improved response or prevention of fraud	3

## Consultation responses demographic

### Districts

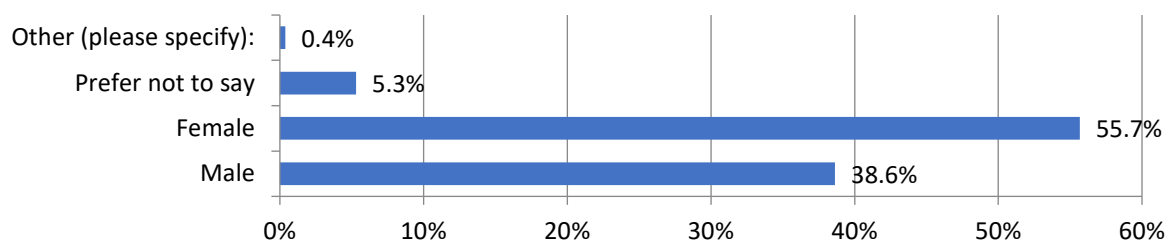
**Graph 3: Which district do responders live in?**



- 5.1 Up to and including the 5<sup>th</sup> July, there had been 264 completed responses. South Norfolk has received a disproportionately high proportion of responses. The consultation has been strongly promoted here through police and council. North Norfolk was the district to have received the lowest proportion of the response, with Great Yarmouth and Broadland also having relatively low response rates. The relevant councils and police engagement officers have been worked with to ensure residents are offered the opportunity to respond to the consultation. In addition, the consultation has been promoted at SNAP meeting attendees within these districts. This has resulted in improvements in these districts.

### Responder gender

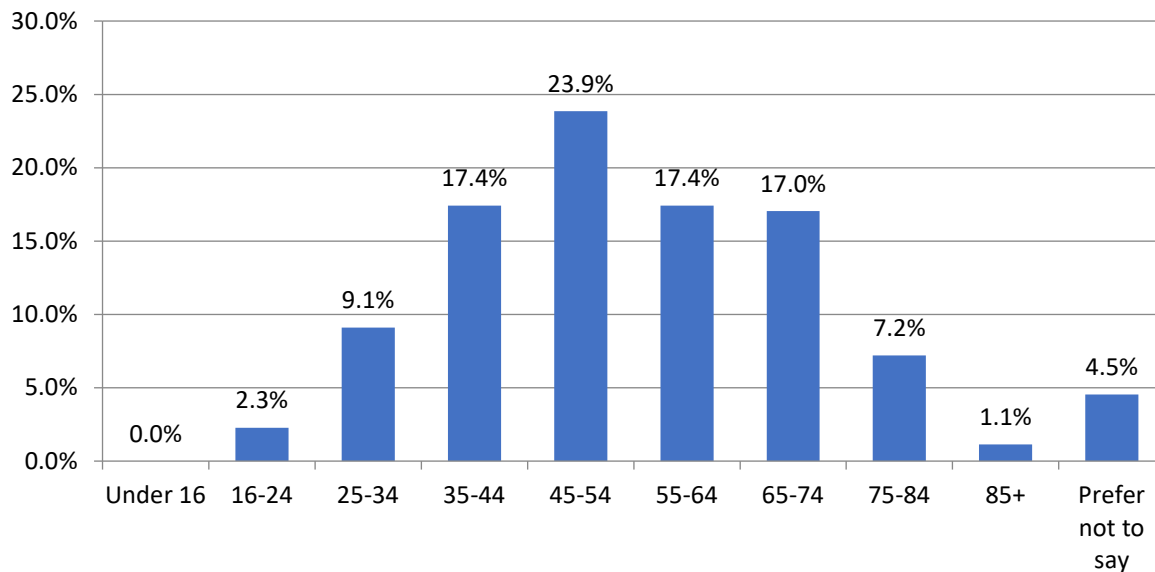
**Graph 4: responders' gender**



- 5.2 The gender profile of responders shows that, of those who stated their gender, 17% more females have responded to the consultation compared to males. A further 5.3% of responders did not state their gender and 0.4% stated their gender as other.

## Age profile

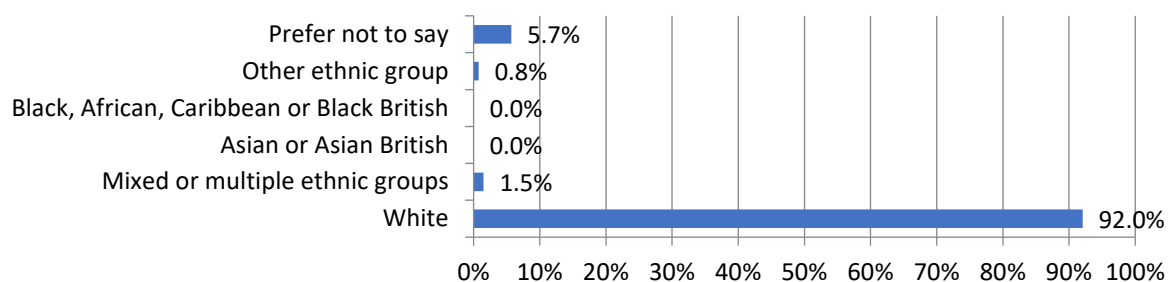
**Graph 5: Age of responders**



- 5.3 The age profile of responders does not follow the same pattern as the counties age profile in that the age group 45-54 are overrepresented, as to a lesser extent are 35-44, 55-64 and 65-74 year olds. The inverse is true for those aged under 35 and aged 65 and over. The consultation has been promoted with the PCC's Youth Commission and Children's Services have been approached to promote the consultation through the Youth Advisory Boards. The consultation has sought to gain responses from older age groups through working with local representatives of charities representing these age groups.

## Responder ethnicity

**Graph 6: Ethnicity of responders**

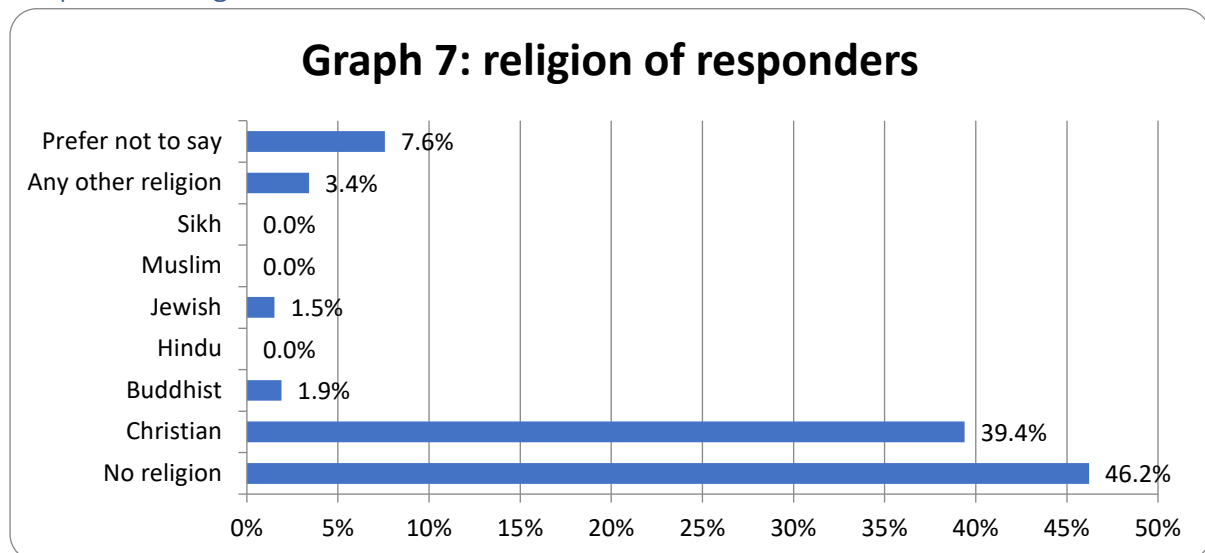


- 5.4 The responses from different ethnic groups is similar to that of the population of Norfolk. 92% of responses to date have come from the white ethnic group, which is lower than the 96.5% of Norfolk population. Responses from mixed or multiple ethnic groups are similar to the population of Norfolk (1.5% and 1.2% respectively). The response rate from the 'other ethnic group' is similar to the population of Norfolk (0.8% and 0.3% respectively) whilst no responses have been received from Black or Asian ethnic groups to date. 5.7% of responders have chosen not to state their ethnicity.



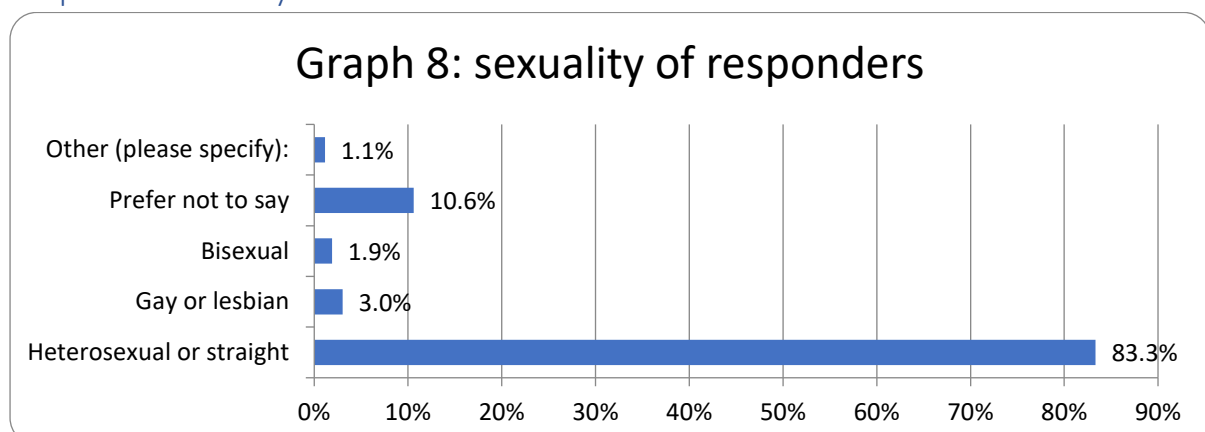
- 5.5 Whilst the ethnicity of response is largely similar to the population of Norfolk, there has been less engagement from some ethnic groups. The Norfolk Human Rights Council has been contacted to promote the consultation as have local charities working with different minority groups. The NCCSP team have also worked with Norfolk Constabulary's engagement officers and the OPCCN's Independent Advisory Group (IAG) to promote the consultation with a variety of different groups. Therefore, activity has been undertaken to improve the response from different ethnic groups.

#### Responder religion



- 5.6 Analysis of responses received show that currently no responses have been received from either of the Sikh, Muslim or Hindu communities of Norfolk. Therefore, the NCCSP team has worked with Norfolk Constabulary's Engagement Officer and the OPCCN's Independent Advisory Group (IAG) to promote the consultation through their networks, including to key independent networks covering different religious groups.

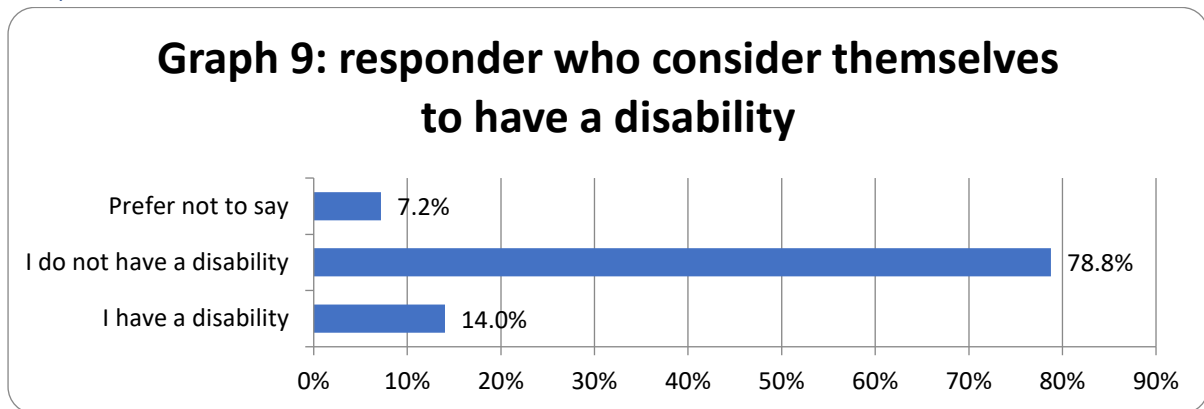
#### Responder sexuality



- 5.7 A 2012 Office for National Statistics study found that 93.5% of the population said they were heterosexual, 1.1% said they were gay or lesbian and 0.4% said they were bisexual. Based on this, responses to the NCCSP consultation have a similar proportionate response levels to the estimates of the size of the lesbian, gay, and bisexual communities. To ensure good response rates are received the NCCSP has worked with Norfolk Constabulary's Engagement

Officer to promote the consultation through their networks, including to LGBT key independent networks.

### Responders with disabilities



- 5.8 20% of Norfolk residents said that their day to day activity is limited either a lot or a little by health problems in the 2011 Census. The current response rate from those who state they have a disability suggests positive engagement from this community. To ensure good response rates are achieved the NCCSP has worked with Norfolk Constabulary's Engagement Officer and disability groups to promote the consultation through their networks.

## Appendix 1: organisation, boards and forums engaged to promote the consultation

- A.1 Norfolk Constabulary's Engagement Officers provided significant support to the consultation, ensuring the consultation was received by:
- Councillors
  - Parish Clerks
  - Faith Contacts
  - Large Business
  - Care Homes
  - Neighbourhood Watch
  - Charities
  - Libraries
  - Disability Groups
  - Youth Advisory Boards
  - Council Connectors
  - Buddhism Centre
  - Jewish Community KIN
  - CSW Coordinators
  - Hear Norfolk
  - Mind (Mental Health)
  - Men's Shed
  - Muslim Community KIN
  - LGBT KINS
  - Hindu Community KIN
- A.2 The NCCSP team encouraged NCCSP members to promote the consultation with their key networks, groups and forums. In addition, the NCCSP team promoted the consultation with:
- Domestic Abuse and Sexual Violence Board
  - Domestic and Sexual Abuse Partner Forum
  - Norfolk Against Scams Partnership
  - Norfolk Criminal Justice Board
  - Norfolk Re-offending Board
  - Vulnerable Adolescents Group
  - Vulnerable Adolescents Provider Forum
  - Norfolk Anti-Slavery Partnership
  - County Lines Strategic Group
  - Norfolk Association of Local Councils
  - Norfolk Community Advice Network Newsletter
  - Adult Social Services Development Worker distribution list
  - Norfolk Youth Justice Board
- A.3 The NCCSP team work with the OPCCN media and communications team to promote the consultation via Twitter, Facebook, and Nextdoor.

- A.4 The NCCSP team provided briefing to Councils who requested them, namely Broadland District Council, King's Lynn and West Norfolk Borough Council and Great Yarmouth Borough Council. The strategic plan was also presented to the North Norfolk District Council by the Community Safety representative.
- A.5 Th NCCSP offered presentation to SNAP meetings via the Norfolk Constabulary Engagement Officers and provided presentations to the Hellesdon, Spixworth, St Faiths and Horsham, Wroxham, Swaffham and Harleston SNAP meetings. All Engagement Officers supported the NCCSP team to promote the consultation with SNAPs the team were unable to attend.
- A.6 On the 7<sup>th</sup> July the Norfolk Association of Local Councils arranged for the NCCSP team to present the plan to parish council Clerks. The presentation received an audience of over 20 Clerks and resulted in constructive conversation around community safety priorities in Norfolk. Feedback included:
- Lots of concerns about anti-social behaviour
  - The importance of visible policing to residents
  - Road safety
  - The importance of partnership and taking responsibility
  - Fraud affects a lot of residents
  - Wanting police officers to engage with local councils
  - Capacity and resources to deliver the plan, acknowledging that it covers a broad range of priorities
  - The importance of providing activities for young people in preventing anti-social behaviour
  - Drug possession, use and dealing are key issues for communities

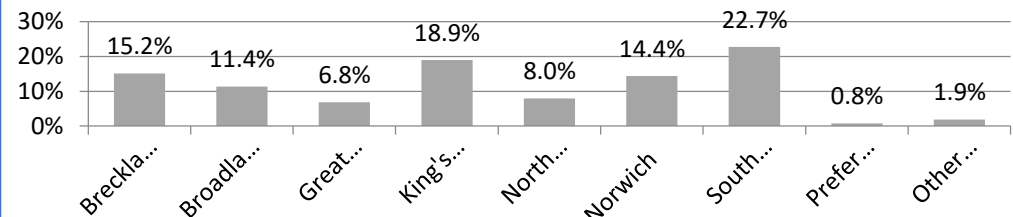
## What are responders telling us?

Number of responders agreeing with NCCSP proposed priorities

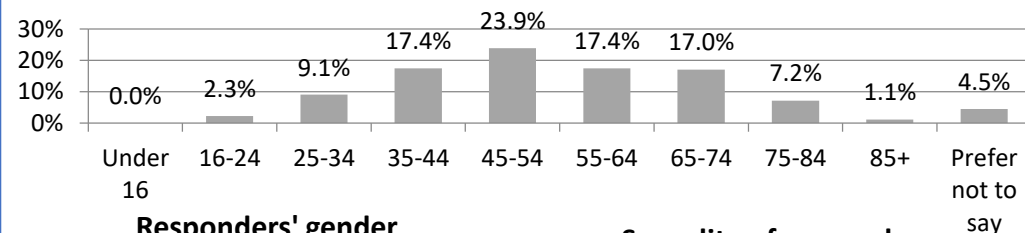


## Who are the responders?

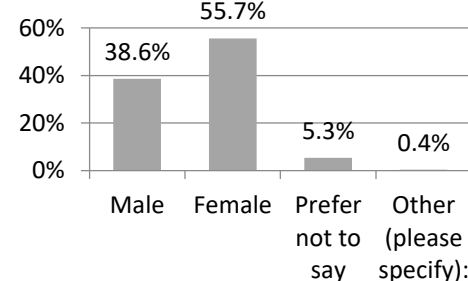
Which district do responders live in?



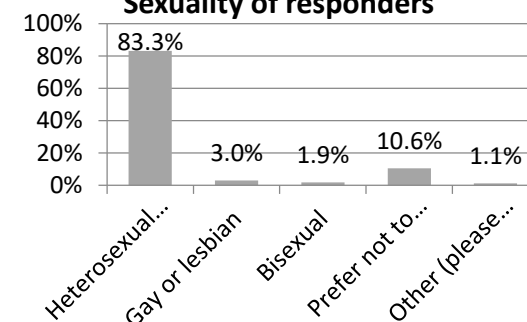
Age of responders



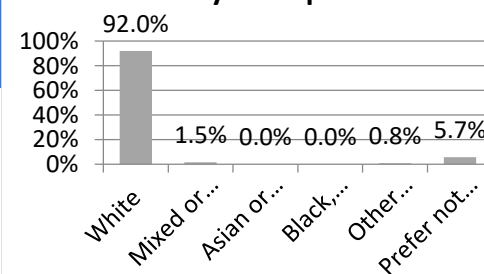
Responders' gender



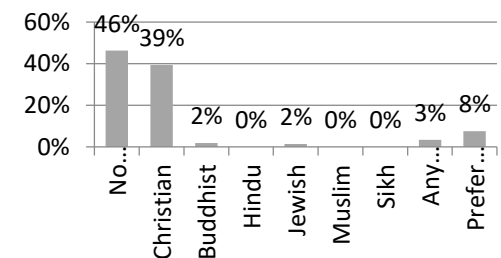
Sexuality of responders



Ethnicity of responders



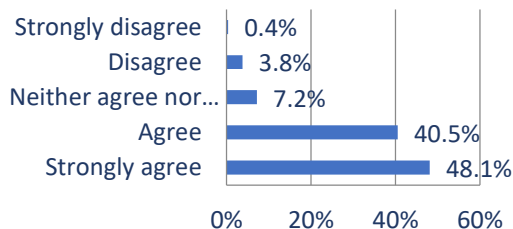
Religion of responders



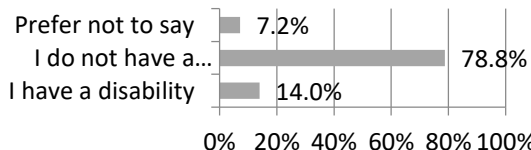
Key themes on what would make responders feel safer include:

- Increasing visible policing and restoring PCSOs
- Targeting low level offending and ASB to prevent escalation and improve satisfaction
- Increasing road safety and focussing on road enforcement
- Tackling drug use and dealing
- Providing CCTV and effective streetlighting
- Provision of youth activities as a preventative measure

Proportion of responders who agree with the proposed outcomes



Responder who consider themselves to have a disability



## Norfolk Countywide Community Safety Partnership (NCCSP) Scrutiny Sub Panel

<b>Report title:</b>	<b>Forward Work Programme</b>
<b>Date of meeting:</b>	<b>20 July 2021</b>
<b>Responsible Cabinet Member:</b>	<b>N/A</b>
<b>Responsible Director:</b>	<b>Tom McCabe (Executive Director of Community &amp; Environmental Services)</b>
<b>Is this a key decision?</b>	<b>N/A</b>
<p><b>Executive Summary</b> This report sets out a Forward Work Programme for the Scrutiny Sub Panel, to enable Members to review and shape it.</p> <p><b>Action required</b> To review and agree a Forward Work Programme for the Scrutiny Sub Panel.</p>	

### 1. Background and Purpose

- 1.1. Last autumn, the Scrutiny Sub Panel agreed to amend its Terms of Reference to specify a requirement for quarterly meetings. The Chair and Vice-Chair committed to develop a forward work programme with officers on that basis.
- 1.2. The proposed Forward Work Programme for the Scrutiny Sub Panel is set out in **Appendix A**, for Members to use to shape future meeting agendas and items for consideration.

### 2. Proposals

- 2.1. The Scrutiny Sub Panel is aware that the NCCSP Partnership has developed a new three-year Plan. As such, the proposed work programme suggests that the Sub Panel receives regular performance updates and an in-depth review of the Partnership's priorities (one or two priorities at a time, on a rolling programme).
- 2.2. The Scrutiny Sub Panel will be mindful that the County continues to manage the effects of, and recover from, the COVID 19 crisis. Any programme of scrutiny work needs to consider the current pressures on partners, both in

terms of requests for information and attendance at meetings.

- 2.3. When considering items for its forward work programme, the Scrutiny Sub Panel should consider the following:

- Is it something that the Sub Panel can change or influence?
- What benefits could scrutiny bring to this issue?
- How can the Sub Panel best carry out work on the subject?
- What would the best outcomes be?

- 2.4. The Centre for Governance and Scrutiny has recently published a '[Guide to Work Planning](#)' which the Committee may wish to consider when looking at future topics for scrutiny.

### **3. Financial Implications**

- 3.1. None

### **4. Resource Implications**

- 4.1. **Staff:** Members will be aware that the County continues to manage the effects of, and recover from, the COVID 19 crisis. The Scrutiny Sub Panel will wish to be mindful of this and focus any requests for information on those things that it considers to be essential for its work.

- 4.2. **Property:** None.

- 4.3. **IT:** None.

### **5. Other Implications**

- 5.1. **Legal Implications:** None.

- 5.2. **Human Rights implications:** None.

- 5.3. **Equality Impact Assessment (EqIA):** N/A.

- 5.4. **Health and Safety implications:** N/A

- 5.5. **Sustainability implications:** N/A

- 5.6. **Any other implications:** None.

### **6. Action required**

- 6.1 To review and agree a Forward Work Programme for the Scrutiny Sub Panel.

### **7. Background Papers**

- 7.1. [Centre for Governance and Scrutiny- 'Guide to Work Planning' - published November 2020](#)

### **Officer Contact**

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

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**Email address:** [jo.martin@norfolk.gov.uk](mailto:jo.martin@norfolk.gov.uk)



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### NCCSP Scrutiny Sub Panel Forward Work Programme

Date	Report	Issues for consideration	Invited to attend
<b>16 September 2021</b>	<b>NCCSP Plan 2021-24 – performance monitoring</b>  <b>Focus on priority (to be confirmed)</b>	<ul style="list-style-type: none"> <li>- Consider a performance update</li> <li>- Consider an in-depth review of one or two Partnership priorities</li> </ul>	
<b>16 December 2021</b>	<b>NCCSP Plan 2021-24 – performance monitoring</b>  <b>Focus on priority (to be confirmed)</b>	<ul style="list-style-type: none"> <li>- Consider a performance update</li> <li>- Consider an in-depth review of one or two Partnership priorities</li> </ul>	
<b>24 February 2022</b>	<b>NCCSP Plan 2021-24 – annual refresh</b>  <b>Focus on priority (to be confirmed)</b>	<ul style="list-style-type: none"> <li>- Consider a performance update</li> <li>- Consider an in-depth review of one or two Partnership priorities</li> </ul>	
<b>July 2022 (to be confirmed)</b>	<b>NCCSP Plan 2021-24 – performance monitoring</b>  <b>Focus on priority (to be confirmed)</b>	<ul style="list-style-type: none"> <li>- Appointment of Chair &amp; Vice-Chair</li> <li>- Confirm Terms of Reference</li> <li>- Consider a performance update</li> <li>- Consider an in-depth review of one or two Partnership priorities</li> </ul>	