

7 February 2020

By email: [Cllr.Carl.Les@northyorks.gov.uk](mailto:Cllr.Carl.Les@northyorks.gov.uk)

Dear Councillor Les,

### **Precept Proposals for 2020/2021**

Thank you for your report of 6 February 2020 in the above regard.

I am grateful for Members' consideration of the proposed precepts. I note and entirely support the thanks expressed in the report to officers. Proposals have been prepared to unusually tight deadlines this year for reasons outside of local control. I was pleased that despite those exceptional pressures, the extent and detail made available to Members provided a sound foundation upon which to command Members' support for both proposals.

In accordance with the provisions of Paragraph 5(3) of Schedule 5 to the Police Reform & Social Responsibility Act 2011 I confirm that I have decided to issue both precepts for the forthcoming financial year as set out in my reports.

Turning to the concerns expressed by some Members as set out in your report, whilst I note that these are not expressed as recommendations within the meaning of the law, I nevertheless think that it is important to respond to them directly, as follows:

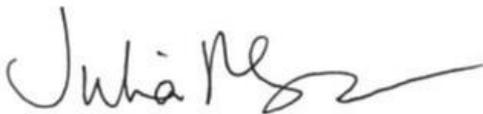
1. Ample explanation was offered in the meeting on 6 February 2020 in relation to the reasons why a one-off £600,000 was withheld from Force funding during 2019/20.
2. Some aspects of the questioning at the meeting and the concerns expressed in your report, appear to amount to a fundamental and enduring misapprehension on the part of the Panel about the functions and responsibilities of the Commissioner as the recipient of all police funding. As Commissioner and local policing body I have a duty to ensure that North Yorkshire Police is efficient and effective and a responsibility to see to it that services are provided or commissioned which prevent and address crime, disorder and anti-social



behaviour. I do so by the careful and considered application of public funds, as well as by holding service providers (including the Chief Constable) to account for delivery.

3. In this instance (as set out at paragraphs 4.10-4.23 of the *2020-2021 Policing Precept Proposal* paper and discussed extensively with Members on 16 January 2020 and on 6 February 2020) delays in posting into specific roles within the Force led to me not releasing the sum in question. I would suggest that this would be an entirely uncontroversial proposition in any other commissioned service setting. It may assist further by way of illustration if I speculate that were I to have released funding to another service provider in respect of services not realised in year, Members might well subject my custodianship of such public funds to earnest scrutiny.
4. I am concerned that your statutory report describes the range of alternative, additional services to be commissioned with this funding merely as “projects which are ostensibly of value to the community” and was deeply concerned at the suggestion voiced orally at yesterday’s meeting that such projects are “short-termist” and “vanity projects”. I cannot allow such descriptions of domestic abuse initiatives and early intervention work to pass unchallenged and for the record, do not concur with the suggestion that the money should remain unspent, given the pressing need to support prevention work across the board and to address Domestic Abuse in particular.
5. For the avoidance of doubt I have appended a further copy of the details of the investments to be made in services, to this letter. Multi-year commitments are proposed in several instances and in others, long term successful initiatives can be further extended with this funding. None of the programmes can fairly be described as short term in nature.
6. The OPFCC will, if Members so wish, arrange for reports to be provided in future in respect of the realisation of the benefits of these initiatives; these include addressing the causes and impacts of Domestic Abuse (including in respect of vulnerable children and young people) as well as the specified outcomes in respect of reducing offending and reoffending.

Yours sincerely



Julia Mulligan

Police, Fire & Crime Commissioner for North Yorkshire

## 1. 'Whole Family Approach' pilot for vulnerable Children and Young People affected by Domestic Abuse (DA)

National research shows that children and young people who have been exposed to 'adverse childhood experiences' (ACEs) such as domestic violence and child maltreatment are at high risk of suffering long-term consequences, including mental health problems (PTSD, major depression, drug and alcohol dependency) and social problems (future offending behaviour, parenting problems, and intergenerational transmission of abuse). Despite this, there is currently only limited support available to children who experience domestic abuse in North Yorkshire, with services focused on a small cohort with the highest level of need:

- NYCC Social Care commissions a therapeutic service for children who have been identified as the most vulnerable with complex issues including sexual abuse. Referrals are made through Social Services and all children are the subject of Child Protection Plans. The service has a capacity of up to 24 children at any one time.
- CYC have recently published a Request for Quotations for the delivery of one to one sessions with children and young people with a focus on those aged 8 – 11 years, which will address the effects of witnessing domestic abuse. Referrals will only be accepted by the LAT (Early Help) team and around 20 children and young people are expected to be supported in the 12 month delivery period.
- Operation Encompass is a national initiative which helps pupils aged between 4 and 18 years who may have witnessed or been exposed to domestic abuse at home, by emailing the child's school by 9am the day after police attendance at the incident. However, feedback from schools has highlighted the need for support services to provide advice and guidance following these disclosures.
- IDAS children's support workers are based at refuges in York and Harrogate. These workers are focused on working directly with children who are in residence. The support provided to children is independent of but works alongside the support commissioned to adult victims.

The Domestic Abuse Joint Commissioning Group has identified a longer-term aim to move towards a holistic package of support for all children and young people affected by DA alongside the adult support services from 2023/24 onwards. However, no data is currently gathered on the number of children in need of support. Estimates from 2015/16 and 16/17 show that just over a quarter of DA incidents (26% and 28% respectively) occur in families where children are present, suggesting that every year, several thousand children could be affected across North Yorkshire and York.

It is therefore proposed that a new, holistic range of interventions including both 1-to-1 and 'Whole Family' group sessions is piloted across North Yorkshire and York now. The service will be delivered by specially trained children's workers and the target cohort will be children and

young people aged 0-16yrs who are not eligible for the NYCC Children's Therapeutic Services, new CYC Early Help service and not living within Refuge or Dispersed Accommodation provision (as outlined above). It is anticipated that 4 FTE workers will be based geographically, guided by local need and demand.

By supporting children and young people at an earlier stage and through well designed, integrated pathways with social care and NHS services, it is anticipated that the intergenerational consequences of domestic violence can be reduced, both in terms of impact on young persons' mental health and the likelihood of continuing the cycle of violence.

Although a procurement options assessment is yet to be completed, it is currently anticipated that following a full open market tender and contract implementation period, Pilot Delivery would commence from 01/01/2021 with an initial term to 31/03/2023, with the option to extend for a further 1 year to align with existing DA contractual timescales. The total proposed budget over the contract period is £330,000.

## **2. Domestic Abuse Reducing Reoffending and Harm Prevention: Perpetrator Work and System Improvements**

Over the last few years, the Commissioner has supported and invested in whole-system improvements, aiming to disrupt offending behaviour through pro-active, early interventions with perpetrators. This approach has shifted the focus from domestic abuse victims and what they are doing to protect themselves to the perpetrator to stop their abusive behaviour. The proposal is to build on the work already delivered and embed sustainable change.

### MATAC (Multi-Agency Tasking and Co-ordination) sustainability

MATAC centres on using intelligent data analysis to proactively target and engage serial perpetrators, who historically have not been highlighted through other risk or harm assessment processes, i.e. those who commit offences assessed as standard or medium risk against multiple victims, moving from one vulnerable person to another. As the serial perpetrator offends against different victims, the risk level to any one individual does not escalate, however the amount of harm that individual causes to multiple families can be substantial. MATAC has been independently evaluated by Northumbria University and was also the subject of a social return on investment study. The MATAC process was found to be successful; domestic abuse perpetrators achieved an average of a 61% reduction in re-offending rates for all types of offending. The average reduction for domestic abuse related offending was also significant at 65%. The social return on investment study found that for every £1 that was invested, £14.51 of social value was delivered.

MATAC is currently funded as part of the Domestic Abuse Whole Systems Approach (DAWSA) - a Home Office funded Police Transformation project, which terminates in March 2020.

Following a full options appraisal of future delivery, it is proposed that the current dedicated MATAAC team should be retained for a future 12 months within NYP, which would enhance and further develop perpetrator management strategies. This will enable NYP to target new cohorts of perpetrators, integrate wider with partners that are not currently part of the process, such as prisons and DWP, and mitigate the risk that serial offenders are no longer identified through other perpetrator programmes such as IOM, MARAC or MAPPA. In the longer term, it is anticipated that NYP develop a more comprehensive perpetrator approach (please refer to proposals for FY20/21) which will ensure that the MATAAC process can be integrated into business as usual.

As part of the MATAAC team is already employed through fixed term contracts within NYP, the service can be extended without interruption. The total proposed budget for FY20/21 is £85-95,000, depending on a final decision on the role profile of the MATAAC analyst / Intelligence Management Officer.

### Support for Young People Displaying High Risk Abusive Behaviours

Since April 2016, IDAS have been delivering the county-wide Respect Young People's Programme ("RYPP"). Support is available for young people aged 10 to 16 years who are demonstrating abusive behaviour towards their family members and / or within intimate relationships with other young people to help them to recognise and change their behaviour. Support is also to be offered to their parent/guardians (where appropriate and relevant) to explore parenting skills and enable them to more effectively challenge unhealthy patterns of behaviour. However, the service is not currently equipped to deal with more high-risk behaviours, and our current Support Services for Adult Perpetrators cannot accept referrals for under 16 year-olds. This means that there are an increasing number of young people and their families who are unable to access support in a timely manner to prevent such behaviour escalating to the point of serious injury and/or criminalisation of the young person.

It is proposed that the current service offer is expanded and adapted to meet the needs of young people displaying high-risk abusive behaviours to their parent/s and other family members. This will involve working in partnership with the local youth justice system to train and upskill staff to jointly deliver a service to an additional 50 families per year with increased risk. The current commissioned service has already demonstrated evidence of impact and is ready for further expansion to meet the needs of these families. The total proposed budget for FY20/21 is £75,000.

### **3. Other Programmes to Support Early Intervention and Prevention**

Over the last 6 years, the Commissioner has supported numerous innovative and impactful initiatives through the Community Fund (CF) and Community Safety Services Fund (CSSF). Grants of up to £20,000 have been made available to community groups, charities and public

sector organisation in York and North Yorkshire, which have enhanced community cohesion, prevented crime and anti-social behaviour, supported victims and worked with potential offenders to divert them from crime. A number of these projects have been highly successful and well regarded by both NYP and local communities. However, while the CF and CSSF encourage innovative working to build the evidence base for accessing mainstream funding, obtaining access to ongoing support has become increasingly difficult as many public bodies have faced severe funding cuts. As a result, not all projects have achieved a financially sustainable position and in a number of cases, the Commissioner has approved repeat funding for existing projects through the CF and CSSF to ensure continuity of service provision.

It is proposed that where there is a demonstrable local need and strong outcomes, the OPFCC will put in place multi-year grant agreements or commission multi-year services to ensure that projects can continue. Given the available funding envelope, the Commissioner has identified two project for prioritisation so far; however, additional projects may be identified if funding allows.

### Women's Diversionary Scheme (WDS)

Since 2017, Humankind have been successful in three applications to the CSSF to deliver the WDS across North Yorkshire and York. The scheme has two main objectives:

To reduce offending by women in North Yorkshire by diverting them away from the Criminal Justice System; and

To Reduce the number of women re-entering the Criminal Justice System.

Two Humankind workers work a combined 22.5 hours to provide interventions at point of arrest, most commonly for shoplifting, other referrals have been received for fraud, criminal damage, common assault and drug/alcohol related incidents. Referrals are made through the NYP IOM team and Hambleton and Richmondshire then Harrogate and York have seen the most referrals.

The effectiveness of a dedicated WDS has been recognised by the MoJ, who states that *'We would now encourage every Police area to consider implementing a process model which ensures officers take a gender-informed approach to all women with whom they come into contact, whether or not they are arrested.'*

It is proposed that the WDS is expanded to provide 2FTE across York and North Yorkshire, to include new interventions and new referral pathways from police custody and the Community Safety Hubs. The WDS will allow women to be supported away from the criminal justice system into commissioned support services, community support and out of court disposal options. It is anticipated that in the longer term, the WDS will form a critical element of the new criminal justice pathway for women, which will be delivered jointly with the National Probation Service in FY20/21. This would offer the court the opportunity to delay passing sentence for up to 6 months whilst imposing a requirement on the women to engage with the

WDS worker. The WDS worker would support the woman to adhere to the conditions that have been set and access the recommended support. Similarly, the WDS could form part of a Sentence Recommendation (via NPS PSR). If given a community sentence, the WDS worker could ensure wrap around support whilst the woman is managed in the community by the probation service.

Although a full procurement options appraisal is yet to be completed, it is anticipated that a tender could be launched quickly, with services operational from late summer 2020. Any contract should be awarded for a period of 12 months to align with the launch of the HMPPS Dynamic Framework, although an option to extend for a further 12 months may be necessary. The total proposed budget for this service is £140,000.

#### Scarborough Street Angels (SA) and Safe Haven (SH)

Scarborough SA and SH have been successful in accessing repeated funding through both the CF and CSSF. The organisations work in close partnership with the North Yorkshire Police, Scarborough Borough Council, Churches Together in Scarborough, local residents and local bars/clubs and taxis to change the atmosphere in the night-time economy and provide safe spaces for vulnerable individuals.

Safe Haven (SH) is the only non-alcoholic venue with paid staff providing help and providing a calming presence in St Nicholas Street. The SH is known and welcomed by residents and visitors.

Street Angels (SA) support the reduction in alcohol-related crime and ASB by patrolling the streets of Scarborough; their presence reduces public urination, casual destruction, racist behaviour and fear of crime. SA deal with young people missing from home, those taken ill or disabled, getting them home safely and reducing the risk of assaults. SA also help people to safety and remove glass bottles, clearing away broken glass to prevent usage as a weapon. By talking to people appearing agitated, aggressive situations are prevented from escalating and SA respond to requests for help from other NTE partners.

It is proposed to expand the current short-term funding arrangement to ensure long-term sustainability of the service. Following further consultation with public partners, it is anticipated that up to £60,000 will be made available over a multi-year period.