



To: Business Co-ordination Board

From: Chief Executive

Date: 18 September 2019

STRATEGIC DIRECTION FOR OPCC INVESTMENT IN PREVENTION

1. Purpose

1.1 The purpose of this report is to inform the Business Co-ordination Board (“the Board”), by setting out our current approach to prevention, achievements so far, cost pressures in the system and future ambitions.

2. Collated recommendations

2.1 The cost pressures set out in 4.1 are recognised within the MTFP and work continues to reduce the size of the cost pressure and risks associated with them.

2.2 The Office of Police and Crime Commissioner (“OPCC”) works with Cambridgeshire Constabulary (“the Constabulary”) to promote a strong link between the emerging Think Communities placed-based delivery boards and the developing neighbourhood policing model.

2.3 The level of OPCC investment in diversion schemes and services to reduce reoffending is reviewed alongside additional investment (detailed in 5.7) and opportunities to co-commission are maximised.

2.4 The OPCC closely monitors Constabulary work in response to Her Majesty’s Inspectorate of Constabulary and Fire & Rescue Services (“HMICFRS”) 2019 Peel Assessment which looked at vulnerability.

2.5 The OPCC grants continue to support the convergence and simplification of the work across adult safeguarding, health and wellbeing and community safety agenda.

2.6 The OPCC continues to work with health service partners to ensure victims and offenders are able to access appropriate and timely mental health services.

2.7 The OPCC works with Cambridgeshire and Peterborough's Director of Children's Services to ensure future OPCC investment dovetails with the wider Youth Offending, Early Help and Public Health initiatives and provides additionality of service.

3. Achievements so far

3.1 As chair of Cambridgeshire and Peterborough's Countywide Community Safety Strategic Board ("the CCSSB"), the Police and Crime Commissioner ("the PCC") has set a clear direction in terms of countywide partnership groups not only managing risk but also co-ordinating prevention work.

3.2 A **partnership matrix**, (see Appendix 1), has been developed which embraces the public health approach of:

- **Tertiary prevention** – where specific partnerships have been put in place to reduce threat, risk and harm in priority areas agreed through the local Community Safety Agreement.
- **Secondary prevention** – developing the role of CSPs and LWPs to promote integrated early intervention
- **Primary prevention** – work with communities including schools to build resilience and ability to deter crime;

3.3 The CCSSB work links closely with the broader Think Communities approach. Think Communities aims to reduce demand by building specific communities' existing strengths and ensuring local public services seamlessly wrap support around people and places when and where it is needed.

3.4 Investment from the PCC, and the securing of external grants, has been used to promote "industrialisation" of prevention processes and convergence of pathways across Cambridgeshire and Peterborough. Successes include:

- Agreement by a number of district chief executives to create and chair place-based boards to take forward the objectives of Community Safety Partnerships ("CSPs"), Living Well Partnerships ("LWPs") and Think Communities.
- Convergence of the approach to working with complex adults via the Making Every Adult Matter ("MEAM") work (see agenda item 8.0).
- A Victim and Witness Hub providing a seamless pathway of support for victims of crime – which also enables the Commissioner to fulfil his statutory role to support victims of crime to cope and recover.
- Improvement of housing pathways from the criminal justice system.

4. Existing cost pressures within the system

4.1 Against the above mainly positive background a number of cost pressures have built up in the system, the biggest of which are:

- **Domestic abuse** – A number of central government grants end in March 2020. This has necessitated a risk-based review of the model of support for those affected by domestic abuse. New approaches are being proposed to manage the risk within the resource envelope available.
- **Trusted relationships** – a successful bid to the Early Intervention Youth Fund secured funding of almost £400k for 2019/20 to provided trusted relationship

support to those who are at high risk of child exploitation. The PCC has agreed to provide an extra £100k in 2020 /21 to enable this service to run for a full 12 months and undergo evaluation. This will help shape the future direction of the service which, if continued, could see a potential additional cost pressure of up to £350k for 2020/21.

- **Support to mental health** – there are cost pressures in three areas. The first is the increasing costs associated with commissioning mental health nurse support within the Force Control Room and Victim and Witness Hub. The second relates to the expansion of the use of Mental Health Treatment Requirements which begin in September, starting with females in Peterborough Magistrates Court. If this proves successful as it has in pilot sites around the country, additional resources will be required to maintain the service. The pilot costs £75k to fund an Assistant Psychologist. The third relates to the 1-1 trauma focused counselling for young victims and witnesses of domestic abuse and/or sexual violence remains unfunded from April 2020 and creates a cost pressure.
- **Continued support to victims of crime** – the costs of victim support services are currently managed within the Ministry of Justice Victim Services grant funding envelope. However this grant has not seen any inflation increases; in fact was reduced in 19/20 due to revised population formulas. The annual increasing cost of service provision will create a future cost pressure.
- **Recommendation – Cost pressures**

4.2 **The cost pressures set out in 4.1 are recognised within the MTFP and work continues to reduce the size of the cost pressure and risks associated with them.**

5. **Ambitions for the future**

5.1 Policing is seeing significant investment. Expectations from the centre are aligning with that of Cambridgeshire’s PCC, i.e. not only are risks managed but prevention is industrialised. The sections below highlight where a step change in activity would be beneficial if the prevention work in Cambridgeshire is to have real impact.

Neighbourhood policing

5.2 The focus of the uplift in officer numbers is both to tackle crime, ensuring that offenders are brought to justice, and also to increase upstream prevention. Effective neighbourhood policing is at the centre of this.

5.3 The College of Policing Neighbourhood Policing Guidelines highlight the importance of engaging communities, solving problems, targeting activity and building analytical capability. Many of these overlap with Cambridgeshire’s Think Communities principles and their implementation can be facilitated by the emerging Think Communities place-based delivery boards chaired by district chief executives.

5.4 Cambridgeshire is in good position to ensure effective multi-agency prevention is embedded within expanding neighbourhood policing teams.

- **Recommendation – Neighbourhood policing**

- 5.5 **The OPCC works with the Constabulary to promote a strong link between the emerging Think Communities placed-based delivery boards and the developing neighbourhood policing model.**

Probation - Pathways to desistance

- 5.6 April 2021 will see the launch of the new probation service, which will have a regional footprint. Co-commissioning with PCCs and other partners is at the heart of the new model. A 'dynamic framework' portal will operate nationally for resettlement and rehabilitative interventions, but will also allow the National Probation Service ("NPS") to directly commission services at a regional or local level. It is intended that this will also support co-commissioned activity by being accessible to other with local and regional commissioning bodies including PCCs, local authorities and NHS organisations. Regional Probation Directors will be accountable for a new innovation fund, to be used to commission or co-commission initiatives that are key to reducing reoffending. The formula for distributing this £20m national fund has not yet been confirmed. Discussions between PCCs and the Regional Director have begun and will enable us to determine the resources that will be required in 2020-21 to support the commissioning process for day one services, other commissioning activity, partnership working structures and local transparency, including sharing of relevant local performance information.
- 5.7 Cambridgeshire's Offender Needs Assessment commissioned by the OPCC was published in June 2017. This highlighted the scale of complex needs, especially in relation to housing, employment and skills, drug and alcohol misuse, and mental health faced by offenders.
- 5.8 Cambridgeshire received an innovation grant from the Home Office in 2016-18 to create pathways to divert offenders away from crime early on in their "career". Following this initial positive start, Cambridgeshire is currently refreshing its approach to Out of Court Disposals but investment in this area remains limited compared to some areas.
- **Recommendation – Pathways to desistance**
- 5.9 **The level of OPCC investment in diversion schemes and services to reduce reoffending is reviewed alongside additional investment (detailed in 5.7) and opportunities to co-commission are maximised.**

Vulnerability

- 5.10 Vulnerability is high on the policing and partnership agenda. The Constabulary has responded positively to the feedback provided at the hot debrief of the HMICFRS 2019 Peel Assessment which looked at vulnerability. It has renewed its focus and impetus in this area.
- 5.11 The existing partnership matrix (Appendix 1) highlights domestic abuse/sexual violence, modern day slavery, child exploitation, drug and alcohol and mental health as areas where delivery groups are needed to ensure that risks associated with vulnerability are managed and opportunities for prevention are identified. Recently street-based violence has been added to this list.

- 5.11 There is concern that the agendas of the delivery groups, listed in 5.11 overlap and cross cutting opportunities are not being identified. The October CCSSB will explore if there is scope to converge and simplify the approach to vulnerability.
- 5.12 As set out in 3.4 the OPCC is already investing in the MEAM approach which provides a cross cutting approach to those with the most complex needs. It is hoped a similar approach can be identified for other client groups.
- 5.13 It should also be noted that concern remains regarding the ability of offenders and victims to access mental health support. Nationally Cambridgeshire and Peterborough Clinical Commissioning Group (“the CCG”) has a good track record of modernising mental health services for those in mental health crisis, with the First Response Service and 111 option 2. Current concerns mainly relate to access to planned care.
- 5.14 For those in mental health crisis, the positive impact of cells now not being used as a place of safety has been seen. Although concerns remain regarding some aspects of crisis care, e.g. difficulty accessing ambulance care.
- 5.15 Current concerns increasingly relate to problems accessing planned care. The needs of offenders and traumatised victims can fall short of secondary care thresholds but be too high for services such as IAPT. The CCG’s PRISM project will, over time, plug this gap for adults. But penetration of this initiative is at an early stage. There is no current plan to improve access to mental health support for children who have been subject to trauma. There is concern regarding what this could mean when the current central grant funding ends which has underpinned the commissioning of a voluntary sector provided 1-1 trauma focused counselling service for young victims and witnesses of domestic abuse and/or sexual violence funding.

- **Recommendations - Vulnerability**

- 5.15 **The OPCC closely monitors the Constabulary work in response to the HMICFRS 2019 Peel Assessment which looked at vulnerability.**
- 5.16 **OPCC grants continue to support the convergence and simplification of prevention work across adult safeguarding, health and wellbeing and community safety agenda.**
- 5.17 **The OPCC continue to work with health service partners to ensure victims and offenders are able to access appropriate and timely mental health services.**

Youth

- 5.18 The recent publication by Public Health England (“PHE”) of the “Collaborative Approaches to Preventing Offending and Re-Offending in Children” highlights the important role of the PCC in providing leadership for this agenda
- 5.19 There is significant work within Cambridgeshire to prevent offending and re-offending in children. The key partnership is the Youth Justice Management Board which is chaired by the Assistant Chief Constable (“the ACC”) and the PCC is a significant funder. Other importance work streams include the child exploitation and street-based violence delivery groups.
- 5.20 Cambridgeshire and Peterborough’s 2019-22 Youth Justice strategic objectives are:

- Increasing engagement in relation to young people in education, employment or training (EET), and reducing those not in education, employment or training (NEET) or who are missing from education
- Ensuring effective transitions and support to move young people to adult services
- Ensuring that health and social care services are integrated with youth justice services, and promote and improve young people's health, wellbeing and life chances
- Implementing a partnership response to re-offending data and setting priorities for reducing the number of young people who reoffend
- Enhancing the partnership response to Child Criminal Exploitation (CCE) and Serious Youth Violence
- Ensuring that there are robust partnership arrangements to prevent custodial sentences/remands and that facilitate effective post custody resettlement
- Developing a partnership strategy for prevention and out of court disposals to reduce the number of young people becoming first time entrants and those receiving Court disposals.

5.21 Other more upstream initiative include: the Healthy and Safer Schools Programme (partly funded by the OPCC), Best Start in Life led by Cambridgeshire's Director of Public Health and the soon to be relaunched Early Help Board linked to the Safeguarding Board and the recently extended Family Safeguarding project which works with Cambridgeshire's most complex families. The OPCC's youth fund additionally supports grass root initiatives to provide diversionary activity.

5.22 The OPCC has also committed to provide an extra £100k in 2020 /21 to enable trusted relationship support for those at most risk of exploitation to run for a full 12 months and undergo evaluation. This additional investment significantly increases the OPCC's investment in this area. Maintaining this investment in the future would put significant strain on the OPCC's crime and disorder reduction grant pot.

- **Recommendation Youth**

5.23 **The OPCC works with Cambridgeshire and Peterborough's Director of Children's Services to ensure future OPCC investment dovetails with the wider Youth Offending, Early Help and Public Health initiatives and provides additionality of service.**

Road Safety

5.24 Road Safety continues to be an area public concern. A comprehensive Road Safety strategy is being developed and is likely to be completed in the New Year. This strategy will not only consider work to reduce road collisions but also the support required for victims of road crashes and their families. The new strategy is required to provide new impetus to the Road Safety Partnership. The strategy aims to build on the new Think Community approach and tap into the considerable public energy to ensure safe roads.

5.25 The PCC holds a casualty reduction reserve which provides resources to ensure the strategy is taken forward effectively. The reserve can also be used to commission support to victims. The Road Safety Strategy, once agreed, can be used to inform how the Road Safety Casualty Fund can add value to existing partnership funding and maximise its impact on road safety and support for victims and their families.

6. Collated recommendations

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