

# North Yorkshire County Council

## Corporate and Partnership Overview and Scrutiny Committee

Minutes of the meeting held at County Hall, Northallerton on 3 April 2017 at 10.30 am.

### **Present:**

County Councillor John Blackburn in the Chair.

County Councillors Val Arnold, Bernard Bateman, Andrew Lee, Cliff Lunn, Bob Packham (substitute for Steve Shaw-Wright) and Tony Randerson.

### **Also in Attendance:**

County Councillors Carl Les and David Chance.

Officers: Daniel Harry - Scrutiny Team Leader,

Apologies for absence were received from County Councillors Derek Bastiman (Chairman), Andrew Goss (Vice-Chairman), Steve Shaw-Wright, Sam Cross, Bryn Griffiths.

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**Copies of all documents considered are in the Minute Book**

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### **115. Election of Chairman for the meeting**

Apologies had been received from the Chairman, Cllr Derek Bastiman, and the Vice Chairman, Cllr Andrew Goss. Cllr John Blackburn was nominated to act as the Chairman for the duration of the meeting. A vote was held and Cllr John Blackburn was unanimously elected.

### **116. Minutes**

#### **Resolved –**

That the Minutes of the meeting held on 16 January 2017, having been printed and circulated, be taken as read and be confirmed and signed by the Chairman as a correct record.

### **117. Declarations of Interest**

The following declarations of interest were made regarding item 4 - Proposed merger of blue light services:

Cllr Val Arnold - a member of the North Yorkshire Police and Crime Panel and the North Yorkshire Fire and Rescue Authority.

Cllr Bernard Bateman - a member of the North Yorkshire Fire and Rescue Authority.

### **118. Public Questions or Statements**

There were no public questions or statements

### **119. Executive Member Update**

There was no Executive Member update.

## **120. Proposed merger or blue light services**

Considered -

The verbal report of the Police and Crime Commissioner for North Yorkshire, Julia Mulligan, providing an overview of the process for the development of a business case for the closer collaboration of emergency services in the county.

This issue was scrutinised by the Committee in its role as the Crime and Disorder Committee for the purposes of Part 3 of the Police and Justice Act 2006.

Julia Mulligan stated that the title of the agenda item 'proposed merger of blue light services' was incorrect. No merger is being proposed or suggested as an option. Instead, the focus is upon improving outcomes through increased collaboration and overcoming barriers to collaboration by looking at stronger strategic join up and governance arrangements.

The governance options that are being developed as part of a business case are, in brief, as follows:

1. The representation model - the Police and Crime Commissioner is represented on the Fire Authority
2. The governance model - the Police and Crime Commissioner to take on responsibility for the Fire and Rescue Service
3. The single employer model - the functions of the Fire and Rescue Service would be transferred to a single Chief Officer for policing and fire and rescue.

A 'do nothing' option is also being considered.

PA Consulting has been engaged to develop the business case. The first draft is expected by the end of April 2017.

Julia Mulligan confirmed that three groups had been setup to support the work, providing opportunities for peer challenge and stakeholder engagement:

- Strategic Reference Group
- Check and Challenge Group
- Business Case Development Group.

Julia Mulligan stated that the driver for this work came from central government and the scope and principles were laid down in the Policing and Crime Act 2017. She reiterated that a police officers and firefighters had clear and distinct roles and there was no intention to blur these roles.

Initial consultation and engagement on opportunities for increased collaboration was already underway with key stakeholders and a more formal consultation would take place over a 12 week period after the May 2017 local government elections.

Post-consultation, the collaboration proposal would be sent to the Minister for consideration. Where local consultation has raised significant concerns, then an arbitration process would be started.

Cllr Tony Randerson raised concerns about the ability of the Office of the Police and Crime Commissioner to manage such a complex process, bearing in mind the difficulties that had been experienced with the management of the 101

system. He also raised concerns about the cost of engaging PA Consulting.

In response, Julia Mulligan agreed that further work was needed to improve the 101 system and that she would circulate a copy of report that outlined findings from a recent piece of work that the OPCC had done on the issue. Julia Mulligan also confirmed that the vast majority of the cost associated with engaging PA Consulting would be picked up by the Home Office.

A number of Committee Members queried why this piece of work was being undertaken at all, suggesting that any barriers to collaboration between blue light services could be overcome within the existing governance structures for those services.

In response, Julia Mulligan noted that there was evidence of good joint working between emergency services in the county but that there was scope for much more to be done. All of which would improve outcomes whilst also saving money.

Cllr John Blackburn queried whether the process was being rushed.

Julia Mulligan stated that the time being taken was similar to other areas and that in North Yorkshire the process has been extended by a month.

Committee Members then raised a number of queries including:

Cllr John Blackburn then asked what the next steps were and where blue light services would be in five years. He suggested that the proposals for changes to governance arrangements were only the starting point for further developments.

Cllr Bob Packham asked why the governance arrangements were being reviewed in isolation of the operational arrangements, suggesting that both needed to be considered in parallel.

Cllr Tony Randerson remarked that the proposals, as outlined to date, did not seem capable of delivering any improvements to blue light services.

In concluding, Julia Mulligan referred to the following key document:

Emergency Services Collaboration Working Group – National Overview 2016:  
<http://www.apccs.police.uk/wp-content/uploads/2016/11/Emergency-Service-Collaboration-Working-Group-National-Overview-2016.pdf>

#### **Resolved -**

- a) That the verbal update be noted
- b) To support the principle of collaboration between emergency services in the county, where there is a strong business case that supports it and where it delivers improvements in outcomes
- c) That Julia Mulligan attend a future meeting of the Committee to provide an update on progress with the development of the business case and proposals for increased collaboration between North Yorkshire Constabulary and North Yorkshire Fire and Rescue Authority
- d) Consideration be given to inviting a representative of the Fire Authority to give an insight into the proposals for increased collaboration, from their perspective.

## 121. Transforming Rehabilitation

Considered –

The presentation by Louise Johnson, National Probation Service, North Yorkshire and Martin Weblin, Interserve, providing an update on the provision of rehabilitation services for adult offenders and data on reoffending rates in the county.

This issue was scrutinised by the Committee in its role as the Crime and Disorder Committee for the purposes of Part 3 of the Police and Justice Act 2006.

Daniel Harry, the Scrutiny Team Leader, set the context for discussions and confirmed that Wendy Capes and Martin Weblin previously attended the committee meeting on 18 January 2016 to provide details of the changes to delivery of probation services under the Government's Transforming Rehabilitation agenda. At the meeting, committee members expressed concern at the lack of performance data and analysis provided.

Louise Johnson gave an overview of the National Probation Service and further structural changes that have taken place over the past year. As of 1 April 2017, the National Offender Management Service became Her Majesty's Prison and Probation Service. North Yorkshire is part of the North East Division. This covers a very large area and the support services that are in place are different to previously.

Louise Johnson noted the frustrations of Committee Members regarding the lack of data for adult reoffending rates in the county explaining that the Ministry of Justice monitors reoffending rates by tracking cohorts of adult offenders over an extended period. Interim data is available but has to be treated with caution.

By way of providing the Committee with some reassurance that the systems and services are in place in the county to reduce adult reoffending, Louise Johnson highlighted the outcome of a recent HMIP Quality & Impact Inspection of Probation Services in York and North Yorkshire. The key points were included in the presentation.

Martin Weblin then provided an overview of the interim data for adult reoffending rates in the county. He noted that when the Community Rehabilitation Company was sold to Interserve in February 2015 all historical case records were transferred to the Ministry of Justice, along with responsibility for tracking reoffending rates. As a result, there is no means locally of checking through case files to see whether an offender has reoffended.

Martin Weblin confirmed that the next full dataset would be available after October 2017.

Martin Weblin stated that the interim data suggested that offending rates in North Yorkshire were reducing and that they were comparable to other similar areas. He noted that the Offending Group Reconviction Scale (OGRS) scores for the cohort that had been identified for North Yorkshire suggested that these offenders were more likely to re-offend than those in cohorts for other areas of the North East Division. As such, a comparison across the area was not being made on equal terms.

He also noted that issues such as Police targeting, CPS decisions about prosecutions and court diversion schemes varied across the area and that this would affect the data.

There followed a discussion about the interim data that had been presented and

whether this enabled the Committee to understand what was happening with adult reoffending in the county.

Cllr Tony Randerson highlighted his concern that the interim data was unclear and open to a wide range of interpretations.

Cllr Andrew Lee suggested that the data indicated that reoffending rates in North Yorkshire were amongst the highest in the NE Division and not reducing as quickly as other areas.

Cllr Val Arnold noted that the interim data was confusing and did not enable the Committee to understand whether things were getting better, worse or staying the same.

Cllr Cliff Lunn remarked that the benchmarking data was unhelpful.

Daniel Harry reiterated to Louise Johnson and Martin Weblin that the Committee required access to data that enabled them to understand whether adult reoffending in the county was getting better or worse or staying the same, what the causes were and what was being done about it.

In conclusion, the Chair Cllr John Blackburn suggested that Daniel Harry, Louise Johnson and Martin Weblin meet once the cohort data had been released by the Ministry of Justice in October 2017 to determine what data, information and analysis could be brought back to the committee.

In the interim, Louise Johnson and Martin Weblin suggested that adult reoffending rates for North Yorkshire with data from the Ministry of Justice were available online:

[http://lginform.local.gov.uk/reports/lgastandard?mod-metric=1085&mod-area=E10000023&mod-period=3&mod-group=AllCountiesInCountry\\_England](http://lginform.local.gov.uk/reports/lgastandard?mod-metric=1085&mod-area=E10000023&mod-period=3&mod-group=AllCountiesInCountry_England)

#### **Resolved -**

- a) That the presentations be noted
- b) That Louise Johnson and Martin Weblin attend the meeting of the North Yorkshire County Council Corporate and Partnerships Overview and Scrutiny Committee at 10.30am on 22 January 2018 to provide an update on:
  - The effectiveness of rehabilitation programmes in the county for adult offenders
  - Current data for reoffending rates for adult offenders in the county with comparisons to similar areas.
- c) That Louise Johnson and Martin Weblin meet with the NYCC Scrutiny Team Leader, Daniel Harry, in advance of the January 2018 meeting of the committee to determine how the October 2017 data release can best be shared with the committee.

## **122. North Yorkshire Tobacco Control Strategy**

Considered –

The presentation by Emma Davis, North Yorkshire County Council Public Health and Andy Robson North Yorkshire County Council Trading Standards, providing an update on the implementation of the North Yorkshire Tobacco Control Strategy. There was a particular focus upon community safety and the effectiveness of partnership working.

This issue was scrutinised by the Committee in its role as the Crime and Disorder Committee for the purposes of Part 3 of the Police and Justice Act 2006.

Emma Davis gave an overview of the 10 year strategy for prevention and reduction of smoking in the county. The strategy has been led by the multi-agency Tobacco Control Steering Group and identifies actions across the following 5 priorities:

- Prevention for children and young people
- Normalisation of a smokefree lifestyle
- Tackling illicit tobacco
- Helping people to quit
- Communication and marketing.

The overarching aim is to create a smoke free generation.

Emma Davis confirmed that the implementation of the strategy was reported on an annual basis to the North Yorkshire Health and Wellbeing Board and that a performance management framework was in place to help monitor in-year performance against key targets and milestones.

Andy Robson then gave an overview of the work that was done by Trading Standards and others to disrupt the supply of illicit tobacco in the county and reduce the number of underage sales of tobacco products.

He stated that there is a strong partnership of agencies working together to tackle illicit tobacco supply and sales but that the proximity to the shipping ports at Teeside and Hull meant that there was a supply route of illicit tobacco products into the county. Andy Robson said that successful seizures of illicit tobacco and successful prosecution of people doing underage sales were highly publicised to serve as a deterrent.

Cllr Cliff Lunn noted that it was not illegal for young people under 18 years of age to smoke but that it was illegal for someone to supply them with tobacco products.

Cllr Andrew Lee queried whether e-cigarettes were a better alternative to traditional tobacco products or whether there was not enough understanding of their long term effects to draw any conclusions.

In response, Emma Davis, stated that whilst there were no long term studies on the health impacts of e-cigarette it was clear that the legitimating produced e-liquids did not contain many of the harmful chemical additives and tar that was found in traditional cigarettes.

Cllr Val Arnold queried why the prevalence of illicit tobacco was so high in Ryedale.

There followed a discussion about the cost of cigarettes and tobacco products that were legitimately available in shops, compared to those that were illicit. This cost differential may be as much as 50%. Committee Members were then concerned that one of the unintended consequences of raising the price of cigarettes and tobacco products was the creation of a demand for illicit cigarettes and tobacco products that were unregulated and had no production standards or controls in place. The result of which may have a significant and negative impact upon people living in some of the more deprived areas of the county.

A link to the breathe webpage that has the video that was part of the

presentation given by Emma Davis but which could not be played at the meeting itself follows - <http://breathe2025.org.uk/>

**Resolved -**

- a) That the presentation be noted
- b) To support the principle of what the Tobacco Control Strategy is trying to achieve
- c) That Emma Davis and Andy Robson attend a future meeting of the Committee to give an update on the progress being made with the implementation of the strategy.

**123. Work Programme**

Considered -

The report of the Scrutiny Team Leader inviting comments from Members on the content of the Committee's programme of work scheduled for future meetings.

**Resolved -**

That the content of the Work Programme report and schedule be agreed, subject to inclusion of the additional elements identified in discussions around following agenda items.

**124. Chairman's concluding remarks**

The Chair, Cllr John Blackburn, noted that this was the last meeting of the Corporate and Partnerships Overview and Scrutiny Committee ahead of the May local government elections. As such, he took the opportunity to wish the best of luck to all members, whether they were standing for re-election or moving on to other things.

The meeting concluded at 12.35.