

Public Document Pack

Agenda

Meeting: North Yorkshire Police, Fire and Crime Panel

Venue: Remote Meeting held via Microsoft Teams

Date: Friday, 5 February 2021 at 10.30 am

Pursuant to The Local Authorities and Police and Crime Panels (Coronavirus) (Flexibility of Local Authority Police and Crime Panel Meetings) (England and Wales) Regulations 2020, this meeting will be held using video conferencing with a live broadcast to the Council's YouTube site. Further information on this is available on the committee pages on the Council website - <https://democracy.northyorks.gov.uk>

The meeting will be available to view once the meeting commences, via the following link - www.northyorks.gov.uk/livemeetings

Business

1. **Welcome and apologies**

2. **Minutes of the Panel Meeting held on 14th January 2021**

(Pages 5 - 10)

3. **Declarations of Interest**

4. **Consideration of Exclusion of the Press and Public**

To consider the exclusion of the public and press from the meeting during consideration of Item 11 on the grounds that it involves the likely disclosure of exempt information as defined in paragraph 3 of Part 1 of Schedule 12A to the Local Government Act 1972 (as amended by the Local Government (Access to Information)(Variation) Order 2006; namely information relating to the financial or business affairs of any particular person (including the authority holding that information). The Panel will need to consider whether the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

5. **Public Questions or Statements to the Panel**

- Any member of the public, who lives, works or studies in North Yorkshire and York can ask a question to the Panel. The question or statement must be put in writing to the Panel no later than midday on Tuesday, 2nd February 2021 to Diane Parsons (contact details below).
- The time period for asking and responding to all questions will be limited to 15 minutes. No one question or statement shall exceed 3 minutes.
- Please see the rules regarding Public Question Time at the end of this agenda page. The full protocol can be found at www.nypartnerships.org.uk/pcp.

Enquiries relating to this agenda please contact Diane Parsons Tel: 01609 532750 or email nypcp@northyorks.gov.uk. Agenda and papers available via www.northyorks.gov.uk

6. **Members' Questions**
7. **Update from Craven District Council Select (Crime & Disorder) Committee on 9th December 2020**
Report from the Panel Secretariat. (Pages 11 - 12)
8. **Force Control Room Performance Update**
Report from the Police, Fire and Crime Commissioner. (Pages 13 - 16)
9. **Supporting Victims in North Yorkshire**
Report from the Police, Fire and Crime Commissioner. (Pages 17 - 76)
10. **The Commissioner's Precept Proposals for 2021/22**
- (a) **Panel Scrutiny of the Precept Proposals**
Guidance note from the Panel Secretariat. (Pages 77 - 80)
- (b) **Fire and Rescue Service Precept Proposal**
Report from the Police, Fire and Crime Commissioner. (Pages 81 - 102)
- (c) **Policing Precept Proposal**
Report from the Police, Fire and Crime Commissioner. (To Follow)
11. **Closed Session**
For the North Yorkshire Police, Fire and Crime Panel to agree its recommendations regarding the proposed precept proposals, as considered at Item 10.
12. **Such other business as, in the opinion of the Chairman, should, by reason of special circumstances, be considered as a matter of urgency.**

Dates of future meetings:

- Monday, 22nd February 2021 – 3:00pm – Remote meeting (REVISED TIME) *There will be an informal briefing from 1:00pm.*
- Thursday, 22nd April 2021 – 10:30am – Remote meeting (tbc)
- Thursday 10th June 2021 – 1:30pm – *Provisional date for confirmation hearings (tbc).*

Barry Khan
Assistant Chief Executive (Legal and Democratic Services)

County Hall
Northallerton
Thursday, 28 January 2021

NOTES:

- (a) Members are reminded of the need to consider whether they have any personal or prejudicial interests to declare on any of the items on this agenda and, if so, of the need to explain the reason(s) why they have any personal interest when making a declaration.

The Panel Secretariat officer will be pleased to advise on interest issues. Ideally their views should be sought as soon as possible and preferably prior to the day of the meeting, so that time is available to explore adequately any issues that might arise.

Public Question Time

The questioner must provide an address and contact telephone number when submitting a request. The request must set out the question in full. The question/statement:

1. must relate to the Panel's role and responsibilities;
2. must not be substantially the same as a question which has been put at a meeting in the past 6 months;
3. must not be defamatory, frivolous, vexatious or offensive;
4. must not require the disclosure of confidential or exempt information; and
1. must not refer to any matter of a personal nature.

At the meeting: Once the question has been approved, the questioner will be contacted to make arrangements to attend the meeting to put the question.

Any questions will normally be answered at the meeting but in some cases this might not be practicable and a written answer will be provided within 14 days of the meeting.

The full protocol for public questions or statements to the Panel can be found at www.nypartnerships.org.uk/pcp

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North Yorkshire County Council

North Yorkshire Police, Fire and Crime Panel

Minutes of the remote meeting held on Thursday, 14th January, 2021 commencing at 10.30 am.

Councillor Peter Wilkinson (Hambleton District Council) in the Chair, plus Councillors Keith Aspden (City of York Council), Mike Chambers (Harrogate Borough Council), Richard Foster (Craven District Council), Helen Grant (Richmondshire District Council), Tim Grogan (Selby District Council), Carl Les (North Yorkshire County Council), Ashley Mason (City of York Council), Carl Maw (Scarborough Borough Council)

Community Co-opted Members: Paula Stott.

Julia Mulligan (Police, Fire and Crime Commissioner)

Officers from the Office of the Police, Fire and Crime Commissioner: Caroline Blackburn and Michael Porter.

Officers from NYCC: Diane Parsons and Emily Brayshaw.

Other Attendees: Superintendent Mike Walker (North Yorkshire Police); Phil Whild (North Yorkshire Fire & Rescue Service)

Copies of all documents considered are in the Minute Book

464 Welcome and apologies

Due to technical difficulties experienced by Councillor Carl Les, the Chair was taken by Councillor Peter Wilkinson.

Apologies were noted from Santokh Sidhu and from Councillor Eric Hope, the Panel's new Member for Ryedale District Council.

465 Minutes of the Panel Meeting held on 15th October 2020

Resolved –

That the minutes of the meeting held on 15th October 2020, having been printed and circulated, be taken as read and be confirmed and signed by the Chairman as a correct record.

466 Matters Arising from the Minutes of the Meeting held on 15th October 2020

No matters arising were notified.

467 Declarations of Interest

Councillor Keith Aspden notified that he is a Member of the LGA Fire Services Commission and the NJC for Fire Services.

468 Public Questions or Statements to the Panel

The Panel were advised that no public questions or statements had been received.

469 Progress on Issues Raised by the Panel

Considered –

The report from the Panel Secretariat updating Panel on the progress made against issues raised at previous Panel meetings.

Resolved –

That the Panel notes the report.

470 Members' Questions

The Commissioner was asked what provision is being made for lateral flow testing of Covid-19 for officers of North Yorkshire Police. It was clarified that while there is a lot of discussion nationally about testing and vaccination of officers, police officers haven't as of yet been prioritised for lateral flow testing. Supt Mike Walker highlighted the track and trace team in place within North Yorkshire Police which helps to ensure rapid action where an officer comes into contact with an individual who has tested positive for Covid.

A query was also raised regarding North Yorkshire Police's media policy, which had seen recent changes implemented to the response and level of information provided to media queries. The Commissioner agreed to review the benefits brought by the change in policy in six months' time.

Through the Commissioner, North Yorkshire Police were also thanked for the difficult work they had done in issuing Fixed Penalty Notices for breaches of Covid-19 restrictions.

471 Covid-19 Pandemic Response and Issues Presented for Policing and Fire and Rescue

Considered –

The report of the Police, Fire and Crime Commissioner regarding the response to the Covid-19 pandemic and the impact presented for policing and the fire and rescue service.

The Commissioner introduced the report, highlighting in particular the work done by her team to help ensure that additional funding is brought in to support victims of domestic abuse and also to identify potential perpetrators. The Commissioner also highlighted that Covid-19 has put a spotlight on the shortcomings of the Crown Court service, in relation to providing a modern day service, referencing that there are still backlogs of cases.

Policing response

The Commissioner was commended for the funding that has been drawn into North Yorkshire to support victims of domestic abuse and was asked whether the £446k received to work with perpetrators was one-off funding or built into the base budget. The Commissioner clarified that Ministry of Justice funding is 'one-off' but that she had managed to lobby for there to be a longer timeframe within which the money could be spent as the initial stipulation was not realistic.

Members thanked the police and fire service for their ongoing partnership work and proactive planning for Christmas and New Year. Members felt it would be helpful for all communities to have a clearer understanding of what is meant by “local/locality” in terms of taking regular exercise.

Supt Mike Walker acknowledged the need for proportionality but that firm conversations have been and will be needed with any members of the public who are looking to exercise well outside of their local area. The Commissioner continues to call for clarity centrally on the term “locality”. The Commissioner also highlighted that she continues to ensure robust scrutiny of how the Fixed Penalty Notices are being issued.

In terms of returning to a tiered system, Supt Walker highlighted that a joint partner approach will be made to the NPCC with recent public health data from York to illustrate how Covid can escalate in a lower tier area surrounded by higher-level tiers where there is guidance to stay at home but where this is not enshrined in law.

[Supt Mike Walker left the meeting at 11:35am]

Fire and Rescue service response

Phil Whild updated the Panel on the work of the fire and rescue service. Adopting a risk-based model has helped to ensure protection of staff, minimise staff infections from Covid and maintain the service needed. The service has offered additional support to partners and has been involved in a range of duties such as delivering prescriptions. HMICFRS has recently inspected the FRS in relation to its response to the pandemic and the report will be published shortly.

Resolved –

That the Panel notes the report.

The Panel adjourned for a short comfort break at 11:55am. Phil Whild left the meeting at this point.

472 Setting the Precepts for 2021/22 for Policing and Fire and Rescue

The Panel resumed its meeting at 12:02pm.

Considered –

The report from the Police, Fire and Crime Commissioner outlining considerations surrounding developing the precept proposals for policing and fire and rescue for 2021/22.

The Commissioner introduced the report. Flexibility has been given to Commissioners to increase the policing precept by up to £15 although a cap has been placed on the fire and rescue service precept of just 1.99% (£5.29). A public consultation on the precepts closed on 13th January and the Commissioner outlined that there is less public enthusiasm for paying more for policing than in previous years, particularly as policing has benefited from relatively high levels of funding the last three years. There appears to be a greater appetite for funding fire and rescue but there isn't that option. The Commissioner explained that in considering the precept levels she is particularly mindful that we are in the middle of a pandemic. She is undertaking further work to understand the impact of the pandemic, especially on businesses and by engaging with the LEP.

The Commissioner asked if Panel could share thoughts from their local authorities as to how similar discussions are developing within their councils and what impact there has been on businesses. There followed a discussion with some of the Panel Members who

are also Leaders and/or Cabinet members. Many councils have not reached a final decision but are conscious of the need to strike the right balance.

Cllr Helen Grant left the meeting at 12:14pm.

The Panel will have the opportunity to meet with Michael Porter informally to review budgetary/precept information, prior to the next meeting on 5th February. Panel members were urged to attend and details will be circulated again.

Resolved –

That the Panel notes the report.

473 Enable: An Overview of the Programme, including Benefits and Savings

Considered –

The report of the Police, Fire and Crime Commissioner providing an overview of the Enable programme.

The Commissioner clarified the context for the Enable programme. The savings identified within the business case for the transfer of governance of fire and rescue have previously been reported on to Panel through the Commissioner's One Year On report, received in January 2020. The Enable programme represents the next step after this work and does not directly stem from the business case itself. It brings together the business-enabling functions of the police and fire and rescue service into one department. The Panel were advised that this is an interim update on the programme and the Commissioner is unable at this stage to pinpoint financial savings. Michael Porter advised that once the programme has moved on slightly there will be greater confidence to be able to report expected savings. At this stage, savings are more difficult to quantify but stem from the principle of achieving a common IT platform.

Members advised that it would be useful to be reminded of the financial benefits flowing from the original business case, in addition to having a better understanding of the costs associated with the transformation of the back office functions. Michael Porter agreed to pick up these requests as part of the information to be provided to the Panel's Finance sub-group on 3rd February.

Resolved –

That the Panel:

- (a) notes the report; and
- (b) receives further information to its Finance sub-group on the financial savings derived from the transfer of governance business case, plus the costs associated with the transformation programme.

474 Freedom of Information Act Compliance Update Report

Considered –

The report of the Police, Fire and Crime Commissioner updating the Panel on FoIA compliance for the Office of the Police, Fire and Crime Commissioner (OPFCC) and North Yorkshire Police.

Caroline Blackburn introduced some of the detail from the report. The OPFCC now manages all of its own Fols and Subject Access Requests (SARs). All backlog for the OPFCC has now been cleared through the Civil Disclosure Unit (CDU) at NYP and through the OPFCC team. A recent internal audit has given positive assurance on the handling of Fols and SARs at the OPFCC. The Commissioner thanked her team for their work. The CDU made a self-referral to the ICO to seek guidance and support on how to manage the backlog. As a result, additional temporary resources have been put in place and the team has managed to clear its backlog.

It was noted that NYP receives a particularly high volume of Fol requests in comparison with other similar forces. Caroline highlighted that compliance for Fols in December 2020 had reached 86%.

The Panel acknowledged the good progress that had been made in recent months and recognised that it continues to be work in progress.

Resolved –

That the Panel notes the report.

475 Work Programme

Considered –

The report of the Panel Secretariat proposing a programme of work for the Panel.

It was agreed that the standing item on Covid-19 could be removed from the plan for the next meeting on 5th February. There is an opportunity for the Panel and Commissioner to use the reserve precept date on 22nd February to meet to take a further Covid-19 update, in addition to receiving an informal briefing on other policing and fire issues. Further arrangements will be finalised in due course.

It was noted that while there is still the possibility of elections taking place in May 2021 (for Commissioners and local councils), Members should retain the April 2021 Panel meeting date in the diary for the time being, in case it is needed.

Resolved –

That the Panel notes the report.

476 Such other business as, in the opinion of the Chairman, should, by reason of special circumstances, be considered as a matter of urgency.

The Panel were advised that no urgent business had been notified to the Chair.

The meeting concluded at 12.42 pm.

DP.

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North Yorkshire Police, Fire and Crime Panel

5 February 2021

Update from Craven District Council Select (Crime & Disorder) Committee

Craven District Council Select Committee

1.0 Purpose of Report

- 1.1 To update the Panel on issues raised by the Craven District Council Select (Crime and Disorder) Committee on 9th December 2020.

2.0 Crime and Disorder Committee meeting – 9th December 2020

- 2.1 Craven District Council invited the Chair and Secretariat officer to attend their Select Committee (“the Committee”) meeting on 9th December 2020 to present an annual update report on Panel business and future plans. The full report can be found at <https://www.cravendc.gov.uk/media/9850/select-crime-and-disorder-committee-agenda-and-reports-9-december-2020.pdf>. No issues were raised for the further attention of the Panel or the Police, Fire and Crime Commissioner (“the PFCC”). However, a summary of the key discussion points is provided below.
- 2.2 **Impact of Covid-19 on crime and policing.** The Committee were keen to consider the impact of the Covid-19 pandemic on policing and crime, and in particular on domestic abuse. The Panel Chair apprised the Committee of the actions taken by the PFCC early in lockdown to secure additional funding to support domestic abuse services and to ensure that these services were widely promoted. The Committee wished to formally note their thanks to the PFCC for taking such action to support victims of domestic abuse. The Committee also praised both the police and P(F)CCs nationally for their adaptability and resilience during ever-changing and difficult circumstances throughout the pandemic.
- 2.3 **Police complaints reform.** The Committee asked about the reform of the police complaints system and how well this has worked in North Yorkshire to date. The Secretariat officer referred to the recent report provided by the PFCC’s office at full Panel, which outlined that although things were working well, demand had well outstripped the forecast around complaints and that it would be difficult to assess the new service when so much focus had been around Covid-19 issues. The Committee were advised that the Panel will review the progress of this service more fully next year.
- 2.4 **Other queries raised.** A variety of other queries were raised by the Committee around:
- Performance reporting on crime at a local (Ward) level and where to source this data from. The Committee were advised to make contact through their area Inspector at North Yorkshire Police.
 - Whether an election is still due to be held for P(F)CCs in 2021. The Committee were advised (at time of meeting) that this is still scheduled for May 2021.

- Whether local government reorganisation would impact on the police force, inasmuch as whether split authorities would entail split constabularies. The Committee were advised that there will be no resulting impact on North Yorkshire Police, regardless of the decisions made by central government.
- How the funds raised from the sale of the AJ1 licence plate had been allocated. Details of the PFCC's press release on this process were subsequently shared with the Committee.

3.0 Recommendation

3.1 That the Panel notes the report provided.

Diane Parsons
Principal Scrutiny Officer
County Hall
Northallerton

27th January 2021

Background Documents: None.

Police, Fire & Crime Panel Report

February 2021



Force Control Room Performance

This report sets out the Force Control Room (FCR) performance for the period 1st October to 31st December 2020 following the update provided to the Panel in August and performance overview which the Commissioner distributed to all Councillors in October 2020.

The Commissioner continues to monitor the performance of the FCR closely through her monthly Public Accountability Meetings which can be viewed online via the OPFCC website and through the engagement of her office to ensure its improvement in the future.

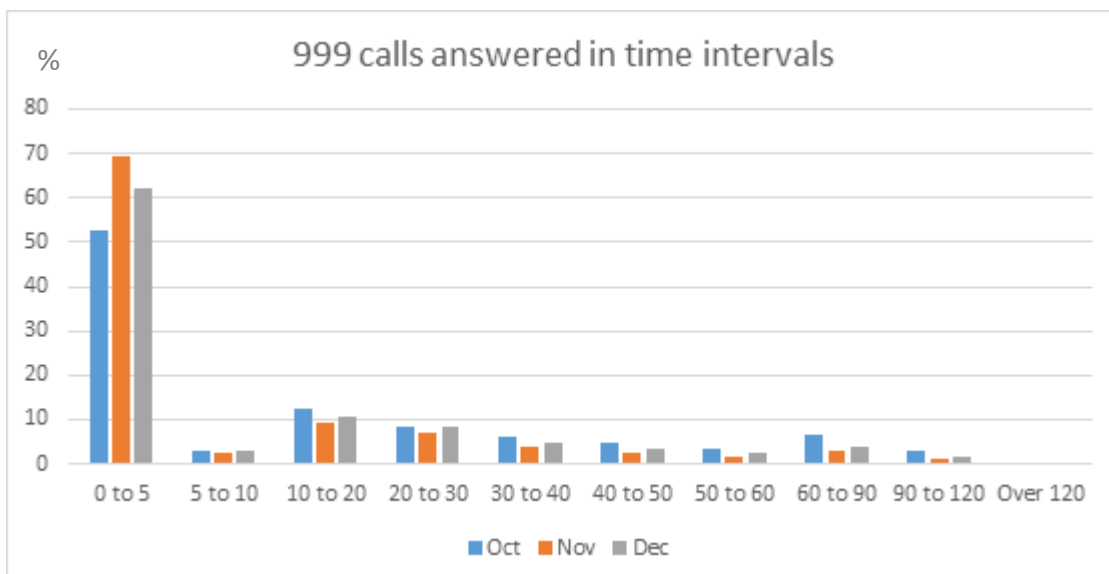
Call Volume

Total volume of calls handled on all lines in the FCR

Call Type	October	November	December
999	7420	5790	6987
101 Option1	13440	12509	12877
Queue Buster Call back	4357	2656	2224
Front Counter Operator	7218	6683	6738
FCR Operator	1803	1678	1907
Outbound (Not Queue Buster)	12736	12481	12193
Other Emergency	1220	1061	1253
Total	48194	42858	44179

999 Overview

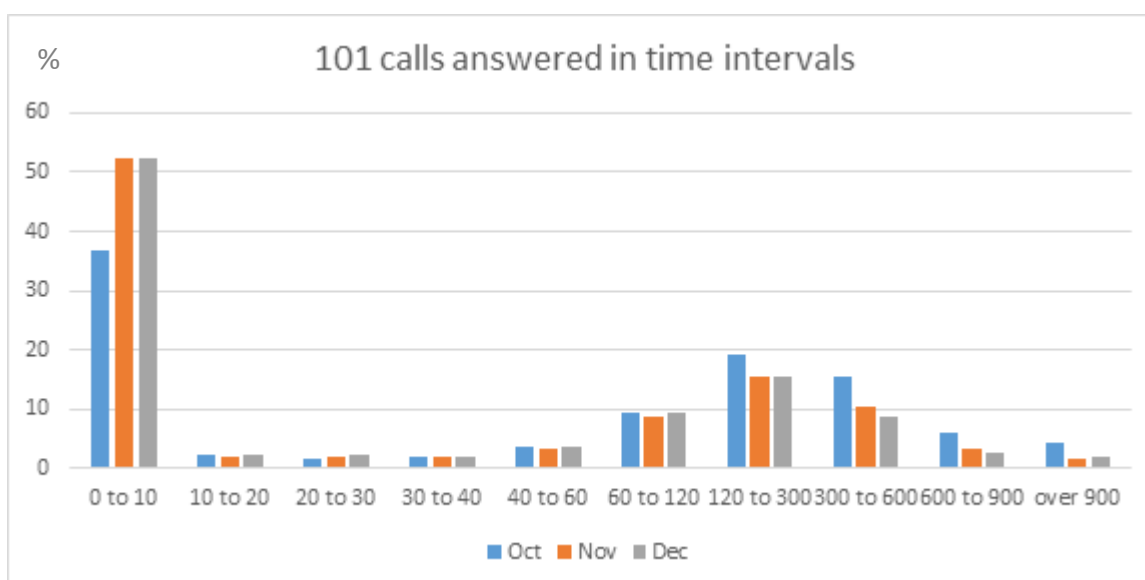
999 Calls



- The above graph indicates the time intervals in which 999 calls have been answered between October to December 2020.
- There has been a significant improvement in answer times. During September, October and November 2020 calls waiting over 120 seconds amounted to 0.57% of the calls handled compared to 28.62% in the previous quarter.
- The longest call waiting time for 999 was 3 mins 0 seconds on 14 November 2020. This was due to the volume of calls received, call flow and the resourcing issues within the FCR during this period. At that time, there were eight vacancies and eight people in training but staffing levels are now improving as highlighted in the Staffing Section at the end of this report.
- The number of calls which have been answered in under 5 seconds has increased from 50.15% in the previous quarter to 61.40% between October and December 2020.
- There has been a reduction of 5% in 999 calls throughout 2020. This is the first annual reduction in 10 years. This reduction is considered to be Covid-19 related as it corresponds with a similar reduction in national 999 calls to the Police.
- Early analysis shows that on average it takes less than a minute for the call handler to put the incident to dispatch for the resources to be mobilised even though the call handler may then continue to gather information from the caller to further inform the officer who is responding. Further analysis will be conducted on this over the coming months and will be included as part of the next FCR performance update report.

101 Overview

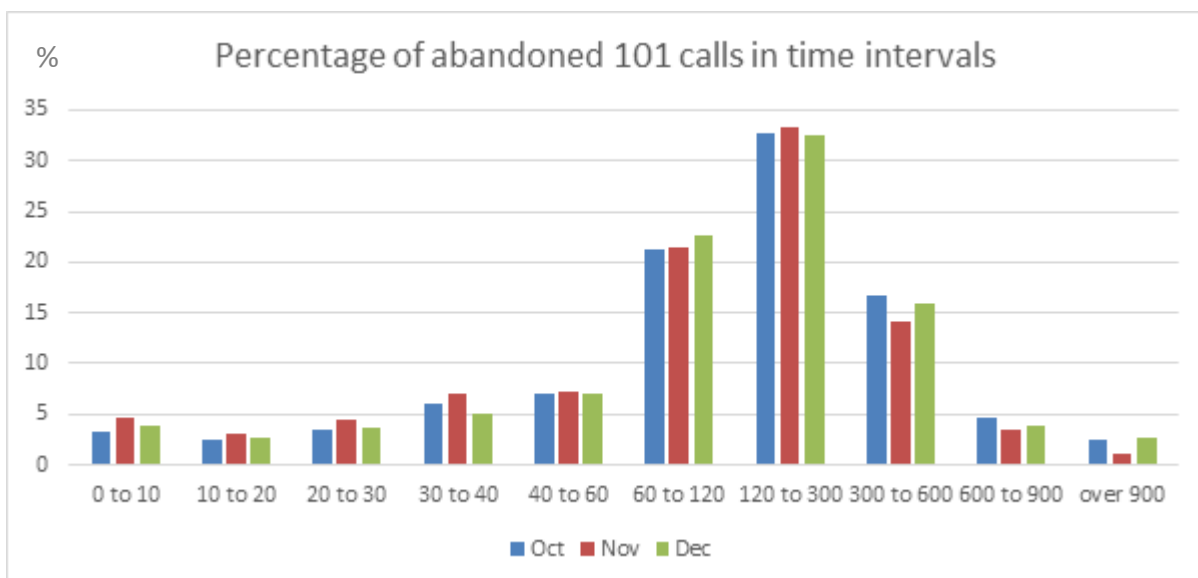
101 Calls



- The answer time has improved during November (Average 2 minutes 06 sec) and December 2020 (Average 2 minutes 02 Sec).

- Between October and December 47.21% of 101 calls have been answered in under 5 seconds compared to 36.97% during the previous quarter.
- The percentage of calls waiting for more than 15 minutes has reduced from 19.7% during the last quarter to 2.54% of calls handled.
- The longest call waiting time for 101 was 45 mins and 45 seconds on 12th October 2020 when there was a system failure and calls had to be diverted from York to Northallerton. During this time Humberside were taking the 999 calls to ensure service continuity.
- There have been 5 days during this reporting period with the longest call waiting time over 30 mins and 21 days where the longest call waiting time was between 20 and 30 mins. These maximum call waiting times are included in the graph above of over 900 seconds (15 min).
- The average time for customers to receive a call back is 12 minutes and 25 seconds which corresponds with the previous quarter.
- Operator calls are being answered on average in 12 seconds by Front Counter staff between 08.00 and 20.00 and in FCR in 1 minute 16 sec in FCR.
- There has been an 8% reduction in national volumes for 101 calls, which is considered to be Covid-19 related.
- The average handling time (call duration and associated time to write up incidents, perform checks etc) has risen to its highest level of nine minutes and 30 seconds per call. This increase is also associated with Covid-19 as the calls are protracted and involve in depth discussions.

Abandoned 101 calls



- Abandoned 101 calls have reduced from 19.30% during the last quarter to 14.88% between October and December 2020.

- 45% of 101 calls are abandoned in under 2 minutes. 32.85% of callers wait between two and five minutes before abandoning calls.
- There was a reduction of over 900 calls on the key dates over the Christmas and New Year compared to the same dates over the last four years.

Control Room ‘calls for service’

In the last three months a total of 55,850 incidents have been reported. These are categorised below according to the national standard for incident recording themes.

Incident Type	%
Anti - Social Behaviour	13.53%
Crime	21.14%
Public Safety and Welfare	35.45%
Road Related	12.49%
Administration	17.40%

- During this reporting period, 2,941 incidents have been Covid-19 related plus 1,917 reports received via the “Single On - Line Home” portal in respect of Covid-19 regulation breaches.

Staffing

Staffing levels as of 25th January 2021

Role	Agreed T2020 Budget	Actual FTE
Dispatchers	60	60.47
Communications	86	84.01

- Seven Communications Officers are currently on their second week of training. Four Dispatchers are currently in training and are due to join their teams on 8th February 2021.
- Between 28th December 2020 and 10th January 2021, the FCR experienced severe staffing shortages due to the Covid-19 app advising staff to isolate. Where the FCR would normally have a minimum of 15 comms staff on duty on average per day, this reduced to just under eight per day to continue answering all the calls coming in and dispatching the incidents. NYP continued to provide service continuity to the best of their ability during this period in extremely difficult circumstances.
- Planning for 2021/22 recruitment and training is currently in progress.

Police, Fire & Crime Panel Report

February 2020



Supporting victims in North Yorkshire

One of the Commissioner's main responsibilities is the commissioning of services for victims of crime. Each year the Commissioner dedicates over £2 million of funding on these services, made up from a direct grant from the Ministry of Justice of £963,675 and local funding from the policing precept. These services are provided to help victims cope and recover from the impact of crime, and to support the police in providing exemplary victim care in line with the Police and Crime Plan objectives.

Services are described in detail in Appendix 1 and range from more general services providing independent advice or restorative justice to specialist services providing support to victims of domestic abuse or sexual assault including clinical support.

The Commissioner is extremely proud of the Services available in North Yorkshire. These services have developed over time as the Commissioner and her team have identified needs and gaps in provision or crimes for which the police are unable to provide comprehensive support. North Yorkshire now has one of the most comprehensive suites of services for victims anywhere in the country.

The Victims Services story, set out in Appendix 2, describes this development, and demonstrates the process of continuous improvement that the Commissioner has driven for these services.

Extensive independent research has been conducted for the Commissioner to understand victim needs and to review the service being provided to victims. This has driven the development of the service today and the shape of the support which is offered.

At the heart of these services is the Supporting Victims in North Yorkshire team (SVT) who receive referrals from NYP and contact all victims to offer support. Victims can also self-refer and there is no need to have contacted or reported the crime to the police. The SVT then make referrals into the available support services dependent on need.

The service has come a long way from being a minority share of one person based in Wakefield under the original victim support service, which the Commissioner inherited on coming into office in 2012, to a team of six based in York today. From contact with 2,726 victims in 2014/15 under the old service, SVT contacted 25,258 victims in 2019/20, with 4,024 contacted directly by phone.



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Overview of OPFCC Commissioned Services for Victims

Report to the Police and Crime Panel

February 2021



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Overview

The PFCC's Commissioning and Partnership function administers £4m of spending, which includes ring-fenced national grant funding and locally allocated spend. Of this, £3.5m contributes to services provided by third parties with the remaining budget funding in-house services, commissioning and contract management activity. Wherever possible we work collaboratively with our local Criminal Justice partners, pooling funding and co-commissioning services to maximise our impact on individuals and local communities.

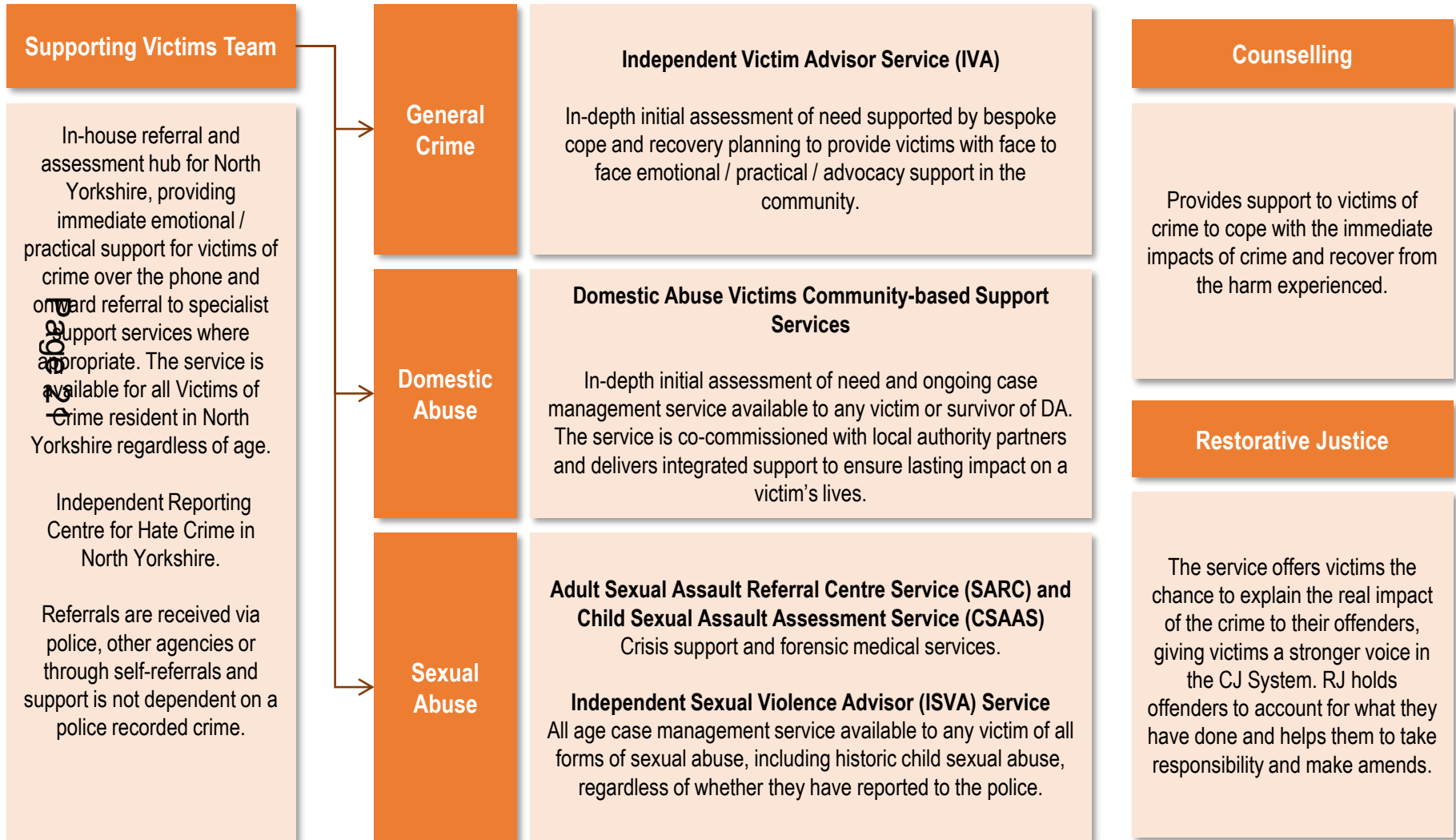
The portfolio of services is closely aligned to the priorities set out in the North Yorkshire Police & Crime Plan, with a particular focus on the prevention of crime and supporting the vulnerable:

- Our In-House Supporting Victims Team assess the support needs of victims of crime and refer on to specialist advisory services in line with the Victim's Code. We also co-commission specialist support for enhanced entitlement victims, victims of sexual and domestic abuse, provide community based counselling services to help victims overcome the impact of crime, and offer victims the opportunity to engage with perpetrators through Restorative Justice.
- We work with health partners and local authorities to ensure that targeted interventions are available to support vulnerable people. These include contributions to substance misuse services and longer-term support for individuals with complex needs, including the Women's Wellness Centre in York, which takes a whole-system approach to supporting vulnerable women. We are also enhancing the mental health crisis support available to our local policing teams through integrated provision in the Force Control Room and in York, Scarborough and Harrogate.
- Our Prevention activity is centred around local communities. We make funding available to local District and Parish Councils to undertake target hardening activity and enable communities to access funds to prevent crime and reduce re-offending through the Community Fund and Community Safety Services Fund. In addition, we work with the Youth Commission to give young people a voice in the Criminal Justice system and influence service design and spending decisions.
- Since 2016, we have been working with regional and national initiatives to develop the evidence base for new and innovative initiatives that seek to break the cycle of re-offending. The Domestic Abuse – A Whole System's Approach (DAWSA) project supports victims of DA throughout the Criminal Justice process and takes a multi-agency approach to dealing with perpetrators, so that a lasting impact can be achieved.

The following report provides further details on each of these services.



Support for Victims of Crime





Working with Vulnerable People

York Women's Centre

The centre located at Union Terrace, York, provides a welcoming environment for vulnerable women who may be at risk of becoming perpetrators (or victims) of crime. Changing Lives work with partner organisations to offer early holistic support so that women can address the issues that may lead on to offending behaviour.

Vulnerable Young People and their families

The Children's Society engages and supports those children and young people who are identified as vulnerable and/or being exploited including through Child Sexual Exploitation ("CSE"), Child Criminal Exploitation ("CCE") and those that are repeatedly reported missing.

Parents Against Child Exploitation (PACE) provides support to parents and/or guardians of children who are identified as vulnerable and/or being exploited by perpetrators external to the family.



Engaging Communities to Keep them Safe

Target Hardening

Enables the District and Borough authorities of North Yorkshire and York to react to emerging local community safety needs and demands for target hardening services, respond to emerging local community safety concerns or immediate crime and ASB reduction requirements and conduct planned targeted communications and social marketing interventions. Funding is allocated based on need and demand in each area.

Community Fund

The North Yorkshire PFCC's Community Fund is an annual, openly competed pot of funding specifically aimed at local organisations, groups or individuals who require financial support to test out new and innovative community safety projects. Grants of up to £20,000 are available for North Yorkshire and City of York based projects which contribute towards the 'feel safe, be safe' aim.

Community Safety Services Fund

The Community Safety Services Fund is available to allow local Community Safety Partnerships (Safer York Partnership or North Yorkshire Community Safety Partnership) to support any local community group or organisation to address local crime and reduce reoffending.



Supporting Victims of Crime



Supporting Victims of Crime

The Supporting Victims team is an in-house team of victim care co-ordinators, who provide immediate emotional and practical support over the phone to victims of crime in North Yorkshire under the Victim's Code of Practice. The team operates from Monday to Friday and is based at Athena House, York. It receives daily referrals from police systems and reviews this information to prioritise victims for contact using Enhanced Entitlement criteria (most serious crime, persistently targeted, vulnerable or intimidated, children and young people) and personal judgement. Victims do not need to report crime to the police in order to receive a service.

Victims are contacted via phone or letter, depending on the nature and severity of the crime. The team perform an initial assessment of support needs and onward referral to a specialist support service for face to face support in the community where a more in-depth assessment takes place and a bespoke cope and recovery plan is created which follows the victim through to conclusion of support, exit review and onward signposting where necessary.

Supporting Victims is also an independent hate crime reporting centre.

The Supporting Victims service was brought in-house in 2016. This followed independent contract reviews and ongoing management of Victim Support, who were the sole national provider of services until March 2015.

During 2019, the in-house team operated with significantly reduced staffing levels as vacancies were held for potential alternative re-deployment of staff facing redundancy through the Transform 2020 programme.

In March 2020 the team began working from home as a result of the pandemic. A remote induction processes for new team members has now been developed and tested. Service levels have been maintained and the team continues to be based from home.

Victims of Fraud are referred to the Supporting Victims team via Action Fraud, a national helpline. Concerns are noted as to whether victims of fraud are receiving an appropriate level of support as a result of this process as referrals are delayed and essential information often omitted. In addition, victims of fraud are often vulnerable, elderly and/or isolated individuals who are reluctant to engage with services following an incident. This service is under ongoing review and continuous improvement activity is in development, working with partners.

Referrals

FY15/16 = 22,789;

FY16/17 = 23,125;

FY17/18 = 26,484

FY18/19 = 29,002

FY19/20 = 34,994

FY20/21 Q1&Q2 = 16,475



Supporting Victims of General Crime

The Independent Victim Adviser (IVA) Service is a commissioned service currently delivered by Victim Support to provide face to face support in the community for victims of general crime.

The service was first launched in October 2014 and provides a single point of contact for practical and emotional support from the point of crime, throughout the criminal justice process and beyond to enable victims to cope and recover.

The service employs skilled Independent Victim Advisers and operates on a case management basis. The majority of referrals are received from Supporting Victims but Victim Support also receive referrals via their national helpline and web services.

On referral an Initial Needs Assessment will be completed with the victim in order to assess both practical and emotional need in order to cope and recover from the impact of crime. A bespoke Cope and Recovery Plan will be drawn up and goals set. The IVA will then work with the victim in order to achieve these goals.

On completion an Exit review is undertaken in order to assess how much progress a victim has made along their cope and recovery journey. Ongoing support is available as required.

FY 20/21 Budget
£228,200

Referrals

FY15/16 = 190

FY16/17 = 687

FY17/18 = 663

FY18/19 = 518

FY19/20 = 344

FY20/21 Q1&Q2 = 177



Restorative Justice

Restorative Justice (RJ) brings those harmed by crime and those responsible for the harm into communication with each other. This enables everyone affected by the incident to play a part in repairing the harm and finding a positive way forward. Research shows that Restorative Justice reduces reoffending and helps to reduce harm in our communities.

It offers victims an opportunity to be heard, to ask questions of the offender, and to have their say in the resolution of the harm caused.

For offenders, it provides an opportunity to face the consequences of their actions, recognising the impact that their offending behaviour has had upon others and, where possible, make amends.

In this way, Restorative Justice has the potential to help rehabilitate offenders and support them in addressing their offending behaviour. It has the potential to motivate them to change and become responsible, law abiding and productive members of society.

In North Yorkshire the PFCC has commissioned a Restorative Justice service since October 2014. Currently the service is provided by Restorative Solutions across North Yorkshire and the City of York.

Work is ongoing in educating and increasing referrals from North Yorkshire Police and RJ now features in NYPs Problem Solving approach within communities.

This animated video explains what RJ is and how it works: <https://youtu.be/KLPZy2wW-x8>

FY 20/21 Budget
£115,000

Referrals

FY Oct 2014 to March 2016 =
156

FY16/17 = 196

FY17/18 = 302

FY18/19 = 232

FY19/20 = 141 (Midyear
change of contract from

Remedi (20) to Rest Solutions
(121) June 19)

FY20/21 Q1 = 76

FY20/21 Q2 = 43



Supporting Victims of Domestic Abuse

In 2016, we created nationally leading joint commissioning arrangements for domestic abuse services through the establishment of a Joint Commissioning Group chaired by an OPFCC Commissioning & Partnerships Manager and including representatives from North Yorkshire Police Safeguarding Unit; National Probation Services; and Community Safety, Public Health, Adults Services, Youth Offending/Justice and Children and Families Services within North Yorkshire County Council and City of York Council.

A Collaborative Commissioning Agreement between the commissioners was entered into in August 2018 which has facilitated the joint commissioning of all Domestic Abuse victims and perpetrator services using existing budgets and funding streams, informed by a holistic Joint Needs & Demand Assessment to create a more sustainable, multi-agency approach through pooled budgets and shared outcomes.

A new service was procured, with the OPFCC acting as lead commissioner, which commenced from 1st March 2019 and provides all victims and survivors of domestic abuse regardless of gender or sexual orientation with the following support:

- Triage, early intervention and immediate advice, support and safety planning through a Central Referral Hub staffed by 5.5 FTE Hub workers plus 0.5 FTE Hub Manager;
- Medium to long-term 1 to 1 emotional and practical support, including support through any police investigation and/or court proceedings through 12 FTE IDVA trained DA Practitioners plus 3.4 FTE Lead DAPs;
- Target Hardening where necessary to help victims remain safely within their own homes; and
- Supported group work and peer support networks to enable long-term recovery and assist survivors to move on from abusive relationships.

This service is a significant enhancement on the prior service offer, which faced growing capacity pressures as a result of a significant uplift in DA referrals.

Budget

FY 20/21 = £400,969 PFCC
(total service £748,942
Of which £107,992 CYC +
£239,981 NYCC)

Referrals

FY 19/20 = 5,497 referrals
Q1 20/21 = 2,307 referrals
Q2 20/21 = 2,704 referrals



DAWSA Project

From 2016 – 2019 North Yorkshire OPFCC were part of The Home Office funded ‘Domestic Abuse: A Whole Systems Approach’ (DAWSA) project, which was a regional initiative with the aim of transforming domestic abuse services by giving police, partner agencies and victims the ability to truly deliver lasting change. Following the DAWSA project, the following initiatives have been implemented in NYP.

MATAC – A multi-agency tasking and coordination group established to tackle the most harmful and serial domestic abuse perpetrators. MATAC uses the RFGV analytic process to identify the recency, frequency and gravity of domestic abuse related offending, in addition to the number of victims involved. The RFGV process is designed to identify serial perpetrators who historically have not been highlighted through other risk or harm assessment processes. The overall aim of MATAC is to change offender behaviour, reduce re-offending and prevent harm to victims. This is tackled via a number of methods including education, prevention, diversion, disruption and enforcement tactics. MATAC was introduced in North Yorkshire in October 2018 and the process is now embedded within the force.

Domestic Abuse Scrutiny Panel – Established in July 2018 to review and improve both the investigation of domestic abuse and the support and safeguarding of domestic abuse victims. The intention of the panel process is to provide transparency and accountability and to increase public understanding, confidence and trust in how NYP investigate domestic abuse and work with partners to support victims and address the behaviour of perpetrators. The panel also identifies and promotes strengths and good practice in current police approach and investigations. The panel sits quarterly. The OPFCC have recently appointed a new independent Chair to the panel.

Child & Family Court Work – A Child and Family Court Worker was appointed in North Yorkshire to explore how improvements could be made to the safeguarding and welfare of domestic abuse victims and their children who are involved with the Family Courts.. A report has been produced to include the findings and recommendations of this work and the worker also implemented improved pathways and processes. These include:

- Development of resources and information packs to assist in understanding the family courts and the impact of domestic abuse including a dedicated website aimed at survivors with detailed information about the Family Court: <https://familycourts.idas.org.uk/>
- The creation of a documented pathway for the service of Non-Molestation Orders to the Police
- Training events on coercive and controlling behaviour which were attended by 112 people
- The development of a five-week support group for survivors going through Family Court Proceedings
- The Clock project is in place which involves law students voluntarily providing support to survivors
- Improvements were made to the provision of special measures and to make people more aware of them, including a video



Supporting Victims of Sexual Abuse

From April 2019, the Commissioner jointly commissioned with NYCC and CYC a new stand-alone ISVA service for all forms of sexual abuse regardless of age, gender or sexual orientation.

ISVAs work with victims and survivors of sexual violence and abuse to provide support, both to those who report to the police and those who do not.

These professionally trained specialists start to work with victims shortly after an incident has been disclosed and support them to access the services they need in the aftermath of the abuse they have experienced. Support includes:

- Triage, early intervention and immediate advice, support and safety planning;
- Medium to long-term 1 to 1 emotional and practical support, including support through any police investigation and/or court proceedings; and
- Supported group work and peer support networks.

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Budget
FY 20/21 = £119,000

Referrals
FY19/20 = 439 referrals
Q1 20/21 = 105 referrals
Q2 20/21 = 116 referrals



Adult Sexual Assault Referral Centre (SARC)

SARC provision is delivered by Mountain Healthcare Ltd and provides crisis support and forensic medical services to collect any evidence, whether victims have made a report to the Police or not, for all acute and non-recent victims of sexual assault aged 16 years or over.

Referrals are accepted from police, other agencies as well as self-referrals. All referrals are initially screened by a central telephone Hub with immediate advice and onward referrals into ISVA and/or Sexual Health services where required.

If appropriate a Forensic Medical Examination will be arranged to be carried out at North Yorkshire's specialist SARC premises, where any physical forensic evidence will be collected. Where a self-referral victim attends a forensic medical examination who does not wish to report to the police at the time, any forensic samples collected are stored by MHL for a period of up to 7 years.

The Services are available 24/7 including Bank Holidays, however examinations are usually booked for daytime weekday hours (9-5) wherever possible/in agreement with the client; NY victims are able to attend any of the 3 other regional SARC premises where they are unable to attend the NY premises (due to an ongoing examination for example) through the YATH collaborative commissioning arrangements.

The service was co-commissioned with NHS England, Humberside PCC, South Yorkshire PCC and West Yorkshire PCC, resulting in the current collaborative arrangement for a single Adult SARC Service across Yorkshire and the Humber (YaTH) region.

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Budget
FY 20/21 = £149,800 PFCC
(Total regional budget £2m)

Referrals
FY19/20 = 217 referrals
Q1 20/21 = 15 referrals
Q2 20/21 = 34 referrals



Child Sexual Assault Assessment Service

The CSAAS has been jointly commissioned with NHS England since 2016; NHS England are the lead commissioner and contract holder.

Mountain Healthcare Ltd deliver the CSAAS to all children and young people from 0-16 years of age who have disclosed sexual abuse or assault, or where it is suspected that it may have happened. Older young people up to their 19th birthday may also be seen by the CSAAS if they have additional needs or it is deemed to be clinically appropriate.

The services include clinical history and examination, detailed documentation as well as obtaining any relevant forensic samples, writing a report and arranging any necessary aftercare.

The CSAAS is only able to see children and young people who are referred by a social worker or the police - it is not a self-referral service (unlike the Adult SARC).

13yrs+ Acute Cases seen 24/7 at North Yorkshire's specialist SARC premises

<13yrs Acute Cases seen at Weekly Clinics at North Yorkshire's specialist SARC premises, or West Yorkshire premises if urgent FME required outside these hours

Non-recent cases seen at Weekly Clinics at North Yorkshire's specialist SARC premises

Budget

FY 20/21 = £78,555 PFCC
(Total service = £133,145)

Referrals

FY19/20 = 139 referrals
Q1 20/21 = 9 referrals
Q2 20/21 = 19 referrals



Counselling / Talking Therapy Service

The need for a specific Counselling / Talking therapy service for victims of crime was identified as part of the NY bespoke Victim Needs Assessment in 2014. The objective is to provide a service for victims of crime to cope with the immediate impacts of crime and recover from the harm experienced. The aim is for the victims to be able to either support themselves independently or be supported through an appropriate peer support network by the end of the provision. This is aligned to the overarching outcomes of the Ministry of Justice's (MoJ) Victims' Service Commissioning Framework to support victims to cope and recover.

Victims of crime with Enhanced Entitlement as per the Victim's Code of Practice are prioritised for support and following an increase in support needs specifically for children and young people, the decision was taken to procure a specific service for victims aged 17 and under.

- Over 90% of referrals are for victims of domestic and / or sexual violence crimes.
- Providers now use the PFCC Case Management System for all case recording and reporting, allowing for enhanced performance reporting.
- From November 2019 – October 2020, of the 199 victims who exited counselling in a planned way:
 - 84% reported an overall improvement in Health and Well-Being
 - 63% reported an overall improvement in Coping with Everyday Life
 - 79% reported an overall improvement in Feelings of Safety
 - 61% reported an overall improvement in Social Interaction
 - 100% would recommend the service, found it a positive experience and felt their cope and recovery goals had been achieved

Two service providers deliver counselling services across North Yorkshire and York: Community Counselling (young people countywide and adults in Scarborough / Ryedale) and Survive (adult counselling for all other areas across NY and York). Survive is partnering with Community Counselling to provide certain support.

FY 20/21 budget
£160,000

Contracts commenced
November 2018

Total referrals
Nov 2018 – 31 Oct 2019: 371*
(310 adults and 61 young people)
Nov 2018 – 31 Oct 2020: 955
(832 adults and 123 young people)

*temporary gap in some service delivery due to previous Provider withdrawal



Working with Vulnerable People



York Women's Wellness Centre

In January 2019 the Commissioner was awarded capital grant funding from the Ministry of Justice's Female Offender Community Investment Fund, to create a specialist Women's Centre in York with the intended purpose of supporting women who may face barriers to addressing issues that could lead to offending behaviour.

The capital funding was used to refurbish a property which the Commissioner is leasing from the NHS over a 10-year period. The building has been renovated to a high standard and has been transformed to create a homely, safe, woman-only environment. The centre has a shower, kitchen and laundry facilities, a one-to-one room and group room and a crèche area for children.

The Commissioner committed ongoing revenue funding to ensure specialist service provision could be delivered from the centre and underwent an open procurement exercise to secure a service provider. Changing Lives were awarded the contract in September 2019 and now carry out the day to management of the centre.

The service is intended to work with women who may:

- have multiple and complex needs
- be chronically excluded
- be at risk of entering the Criminal Justice System

The women who access the centre are offered trauma-informed support across a range of needs including mental health, substance misuse and domestic abuse. The service works with women who ordinarily might be likely to disengage from traditional services. The support ranges from women being able to drop in to use the facilities to attending group work or receiving one-to-one key work support on a regular basis.

The centre fully opened to women on a drop-in basis in January 2020. Partners were invited to run sessions from the centre and a full timetable was just about to launch when the pandemic hit. The service is still operating but women are being seen by appointment only at the centre (with safety measures in place), at home or are being supported remotely. Partners are not able to use the centre currently in line with COVID-19 risk assessment/guidelines.

Changing Lives have been allocated with additional MOJ funding by the Commissioner to purchase resources for the women they are supporting during the pandemic.

£400k MOJ Capital grant

FY 20/21 budget £77,920

Budget amount includes £69,000 for service provision plus total estimated running costs required.

Additional annual income of £15,000 from the Clinical Commissioning Group

FY 19/20 Referrals (Jan 20 – Mar 20) - 47

FY 20/21 Referrals:

- Q1 – 34
- Q2 – 54



Support for Vulnerable Young People

The Children's Society have been commissioned to provide the Hand in Hand service in North Yorkshire. Since 1st July 2019 the service has worked with children and young people who are identified as being vulnerable to or a victim of exploitation, including Child Sexual Exploitation ("CSE") and Child Criminal Exploitation ("CCE") and those that are repeatedly reported as missing.

The service provides a single point of contact ("SPOC") to offer consistent, accurate and timely support, and advice and signposting to other support services where appropriate.

The objectives of the Hand in Hand service are to support children and young people to develop the ability to:

- recognise themselves as vulnerable and/or exploited;
- increase their resilience to a range of vulnerability and risk factors; and
- make informed choices to lower their risk and/or prevent escalation.

Support is offered through a range of methods including triage and early intervention support, intensive longer term support and facilitated group work.

The Children's Society have been allocated additional MOJ funding by the Commissioner to increase service capacity during the pandemic.

FY20/21 budget
£200,000

FY 19/20 Referrals (1st July 19 –
31st March 20) – 38

FY 20/21 Referrals:

- Q1 – 10
- Q2 – 20



Support for Families of Vulnerable Young People

Since July 2019 PACE (Parents Against Child Exploitation) have been commissioned to work with parents and/or guardians of children and young people in North Yorkshire who are identified as being vulnerable to or victims of exploitation by perpetrators external to the family, including Child Sexual Exploitation (CSE), Child Criminal Exploitation (“CCE”) and those that are repeatedly reported missing.

The service provides one to one support for parents and guardians whose children are at risk of, or are being exploited through a dedicated Parent Liaison Officer (PLO), providing consistent, accurate and timely support, and advice and signposting to other appropriate support services. The objective of the service is to maximise the ability of all parties involved in a child’s life, including their families, statutory and voluntary agencies, to safeguard that child.

PACE also:

- Provide training in all forms of exploitation to professionals and schools;
- Act as a conduit between the parent and NYP in relation to providing intelligence to help with investigations; and
- Run groups for parents.

PACE have been allocated additional MOJ funding by the Commissioner to increase service capacity during the pandemic.

FY 20/21 Budget
£30,000

FY 19/20 Referrals (1st July 2019
– 31st March 20) – 21

FY 20/21 Referrals

- Q1 – 16
- Q2 – 6



Engaging Communities to Keep them Safe



Community Fund

Launched in May 2013, the Commissioner's Community Fund was set up specifically to support local organisations, groups or individuals who need access to funding to develop the evidence base for new and innovative community safety schemes:

- Funding is only available for new projects led by people based or operating solely or mainly within North Yorkshire and the City of York.
- Monies from £500 up to £20,000 can be awarded for specific projects that support communities within North Yorkshire to "Be Safe and Feel Safe", including:
 - Diversionary activities for children and young people
 - Promoting safety and reducing the fear of crime and anti-social behaviour
 - Support for victims
 - Improving community cohesion
 - Preventing crime and anti-social behaviour
- Supporting the purchase of specific pieces of equipment in key community locations
- Over £1million has been awarded since the fund's inception. Project examples can be found via: [Community fund - Police, Fire and Crime Commissioner North Yorkshire \(northyorkshire-pfcc.gov.uk\)](http://northyorkshire-pfcc.gov.uk)

The Community Fund now incorporates the Police Property Fund. Each year, NYP seize property as part of criminal investigations or confiscate property by order of court. Where property remains unclaimed, the Police (Disposal of Property Regulations 1975 enable auctioning and raise funds for community and voluntary initiatives in North Yorkshire – particularly projects which have a positive impact on reducing crime and disorder at a local level.

FY20/21 budget of £250,000 plus an additional £25,000 from Police Property Fund

FY17/18 - £177k awarded to 24 projects

FY18/19 - £103k awarded to 19 projects

FY19/20 - £206k awarded to 28 projects

FY20/21 Q1 -3 - £60k awarded to 7 projects



Community Safety Services Fund

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- The Community Safety Services Fund is available to any local community group or organisation in North Yorkshire or City of York. The proposed project must benefit North Yorkshire communities directly and be supported by the appropriate Community Safety Partnership (Safer York Partnership or North Yorkshire Community Safety Partnership).
- Projects / initiatives must support a pro-active, sustainable, outcomes focused approach to diversion and early intervention, addressing (re)-offending, (re)-victimisation and Community Safety priorities, using one of the following service delivery models:
 - Community Based Volunteer Service
 - Targeted Prevention and Early Intervention Services (Diversionary / Positive Activities)
 - Targeted Early Intervention Emotional Health projects
- Project examples can be found via: [Community safety services fund 2020/21 - Police, Fire and Crime Commissioner North Yorkshire \(northyorkshire-pfcc.gov.uk\)](https://www.northyorkshire-pfcc.gov.uk)
- A panel that includes representatives from each Community Safety Partnership reviews all applications.
- The maximum amount available for each application to this fund is £20,000.

FY20/21 budget of £130,000.00

FY17/18 - £100k
awarded to eight projects

FY18/19 - £145k
awarded to seven projects

FY19/20 - £123k awarded to ten
projects

FY 20/21 Q1-3 - £62k awarded to
four projects



District Level Target Hardening and Strategic Partnerships Communications

In addition to working closely with the Community Safety Partnerships, the Commissioner provides grant funding to support community safety issues:

- District level Target Hardening, Communications and Marketing funding enables responsible authorities to react to emerging local community safety needs and demands for target hardening services, respond to emerging local community safety concerns or immediate crime and ASB reduction requirements and conduct communications and social marketing interventions.
- Strategic Partnerships Communications and Marketing enables the responsible strategic Community Safety Partnerships (CSPs) to conduct planned, targeted, activities and interventions, including communications and social marketing, that align to CSP strategic priorities.
- Annual consultation undertaken with Community Safety Hubs and Community Safety Partnerships to ensure existing and changing need and demand considered in funding intentions.

Activities and outputs include:

- Range of multi-agency work linked to Public Space Protection Orders;
- Multi-agency patrols to reduce youth ASB and / or drug concerns;
- Prevent and Mental health first aid training;
- Resources to enhance security measures for vulnerable members of communities;
- Safeguarding resources, training and communications for taxi drivers;
- Resources to support diversionary activities for young people;
- Joint raising awareness work with local Youth Commission.

FY20/21 budget of £38,199.4
(district level) and £3,794.6
(strategic level)

Briefing

Updated January 2021

Supporting victims in North Yorkshire

An overview of how the services provided to victims in North Yorkshire has changed over the past eight years, and the opportunities realised for improved service provision through local commissioning. A previous version of this report was produced in 2017 and the current report captures both the work done up to that point and recent developments going up to 2019/20.

Executive Summary

This report demonstrates the benefits of local commissioning by Police and Crime Commissioners (PCCs) for support services for victims of crime. It sets out the experience in North Yorkshire to show how a locally commissioned service can more dynamically respond to public need and managed to ensure that the best possible service is delivered.

Service development

Two independent research reports, commissioned by the PCC, have allowed for an in-depth assessment of the service requirement, and contributed to the on-going design and evaluation of the local service delivery, helping the PCC to understand how these changes have improved the service.

The first of these, a Victim Needs Assessment¹, looked at the landscape of service provision and provided an initial problem analysis and needs assessment, as well as setting a baseline for victim expectations.

The second, a Service Review, was carried out almost a year after the services had been commissioned by the PCC to assess the impact of change against the Victim Needs Assessment and identify areas for further improvement.

This report sets out six stages in the progress of North Yorkshire's support services for victims. It identifies *key challenges* and the *actions* which were taken to resolve them, showing the *outcomes* and *benefits* of local ownership of services.

Stage one outlines the service provided prior to local ownership and the steps the PCC took to design and commission the local service.

Stage two outlines the services that were commissioned up to 2016/17 to meet the needs of victims in North Yorkshire, including the central referral hub, and specialist support services.

Stage three highlights the benefits of having local ownership of the services outlined in stage two, through an independent review and opportunities provided by local contract management.

¹ <http://www.northyorkshire-pcc.gov.uk/for-you/victims/victim-assessment/>

Stage four broadens the lens to look at the strategic commissioning of complimentary services from other funding streams to support the work of the MoJ funded services.

Stage five updates on developments in local commissioning between 2016/17 and 2019/20.

Stage five sets out our ambitions for future commissioning of services in North Yorkshire, including updating on achievement against aims set out in 2017, and how local commissioning allows us to be more strategic with partner organisations and support North Yorkshire Police to provide an exemplary service to victims.

Overview of outcomes and benefits

This report highlights a number of positive outcomes and benefits within each stage of the development process. The key overarching benefits and outcomes that reflect across the stages are that local commissioning:

- Enables better local understanding of need and demand, and robust contract management against specifications and service level agreements that are designed to meet that local need and demand
- Reflects local knowledge, public need and demand and provides a service geographically close to the user
- Enables independent assessments specifically related to specific geographical area (i.e. North Yorkshire) which would otherwise not have been possible
- Enables better local partnership working, facilitating a more joined up approach to referrals maximising efficiency and effectiveness of a range of available services
- Allows for local design of the breadth and depth of service, and for greater numbers of victims to be supported
- Provides the ability to commission follow-on services outside of MoJ funding that are in support of wider services for victims
- Gives local control and ownership of service performance and data to analyse contract quality and performance, to achieve quality impact and outcomes for victims across the full victim journey
- Ensures that future service design can incorporate an approach that looks to reduce future demand across statutory agencies
- Enables commissioning of suitable support and partnership working systems – North Yorkshire is currently commissioning a cloud based multi-agency case management system to maximise efficiencies across the whole victim journey

Increase in victim referrals

The number of victim referrals has steadily increased up to 2019/20, but has dipped in the first two quarters of 2020/21 as a result of Covid-19 lockdowns. In **2015/16 the Supporting Victims Team (SVT) received 22,789** referrals and in **2019/20 it received 34,994** referrals. These are a mixture of referrals coming direct from North Yorkshire Police, British Transport Police or Action Fraud and from self-referrals.

2015/16	2016/17	2017/18	2018/19	2019/20	2020/21 Q1&2
22,789	23,125	26,484	29,002	34,994	16,475

Conclusion

North Yorkshire is now well positioned and knows what it needs to achieve moving forward. Many more opportunities have been realised through local commissioning. The opportunities extend beyond the individual services and extend to the service provided by North Yorkshire Police to victims, increasing partnership working and improving efficiencies across statutory services, whilst supporting and utilising the Voluntary Sector most appropriately. Local Commissioning has allowed us to take a person-centred approach to service provision in the region.

Stage 1 – Victim services prior to local delivery

Summary

In 2013 the Ministry of Justice (MoJ) changed the model of service delivery for the majority of services for victims. Instead of services being provided at a national level by government, the majority of services were to be provided at a local level by Police and Crime Commissioners (PCCs). The framework for the delivery of services was outcomes based, focusing on supporting victims to cope with the immediate impacts of crime and recover from the harm experienced. Commissioning services locally aimed to meet local need, represent value for money and deliver real outcomes for victims. The intention to change the model of service delivery was announced in **December 2013** and the national contracts were extended until **October 2014** to give PCCs time to assess victims' needs and draw up commissioning frameworks. The national contract was delivered by Victim Support, the North Yorkshire element being delivered out of Wakefield Victim Care Unit.

In North Yorkshire, to assess victim's needs and identify gaps in service provision, the PCC commissioned an independent company to carry out a Victim Needs Assessment (VNA). The VNA looked at the whole victim journey, the experiences, expectations and needs that people had following a crime. This included victims' interaction with North Yorkshire Police (NYP) and support services available at the time, which included the Victim Support Central Assessment and Referral Service, an Independent Victim Advisor Service, and a Domestic and Sexual Abuse support service.

Central Referral Service – Victim Support April 2014 – March 2015

Victim Support, a registered charity, had been the sole National Provider of support services up until March 2014, and had consequently built up a scale of operations which was organised at local, regional and national levels. In North Yorkshire this service operated out of the Victim Support, Victim Care Unit in the Wakefield call and contact centre which also serviced West Yorkshire and Humberside. Although part of a bigger operation, the service in North Yorkshire was only given one dedicated member of staff, and comparative to other areas, the severity and quantity of crimes made North Yorkshire a 'poor relation' to West Yorkshire and Humberside.

During this period, North Yorkshire Police extracted a list of victims who had reported crime in the last 24 hours and sent it to Victim Support on a daily basis (Monday to Friday).

Once received by Victim Support the victims from North Yorkshire were allocated to a single member of staff, who was responsible for prioritising victims for contact. Given not all crime types were eligible for support as defined by the MoJ, this was a small number of victims based on priority crime types such as Violent Crime and Burglary. If victims fell outside of the supported crime types, no contact was made, and no feedback given to the police in North Yorkshire.

The victims, who were eligible for contact and support, were assessed for ongoing emotional support or practical support. This may have resulted in practical items being sent to victims or a local volunteer getting in touch, but if the victim was unable to be contacted after 2 attempts the case was dropped, and no feedback sent to North Yorkshire Police.

Analysis of the actual number of victims receiving contact from Victim Support within North Yorkshire proved difficult to ascertain in terms of precise numbers, but it seemed very clear to the Police and Crime Commissioner that the level of active engagement with victims to offer support fell short of the potential needs victims of crime expressed through the Victim Needs Analysis.

Service Provided by the Police

The police are required to provide a certain level of service to victims of crime, this is outlined in the Code of Practice for Victims of Crime, and the main entitlements are as follows:

- a written acknowledgement that you have reported a crime including the basic details of the offence
- a clear explanation of what to expect from the criminal justice system, also written information either through an “information for victims of crime” leaflet or details of a website containing the same information. This is to be provided no more than 5 working days after reporting a crime
- an assessment of whether you want support, and if so what help or support you may need
- to be informed how often you will receive updates on the status of the case following discussion with the police
- an explanation, within 5 working days of a decision not to investigate a crime
- to be advised when an investigation into the case has been concluded with no person being charged and to have the reasons explained to you

Victims Needs Assessment (VNA)

In order to design the most effective local victims’ services in North Yorkshire and the City of York, in line with victim need; in **January 2014** the Police and Crime Commissioner for North Yorkshire, Julia Mulligan, commissioned research amongst recent victims of crime in order to gain a better understanding of the following:

- Type of support and referral services that are required
- Level of demand for victim referral and support services
- Current victim journey and the experiences people have had
- Identifiable gaps in existing victims’ referral and support service provision based on local need and demand analysis
- Experiences of local victims who had both accessed services and those who had chosen not to, and key stakeholders providing these services
- Current best practice in the delivery of victim referral and support services

This research was completed and reported on in **March 2014**, clearly outlining what would be required from locally commissioned services. The VNA identified that victims need the police and support services to:

- TAKE CONTROL: tell me what will happen / could happen
- KEEP ME INFORMED: when I need to know
- HELP ME UNDERSTAND: what is happening and how it may affect me / my family
- SUPPORT ME: give me the means to act for myself or additional help when that proves too difficult or I feel vulnerable
- TALK TO ME: in a way I can understand
- PROVIDE SPECIALIST SUPPORT: or access to it when I need it
- PROVIDE ME: with the means to get my life back to how it was

The research also identified that there was a correlation between the crime type and the level of need the victim had for support and the type of support they are likely to need or expect. Age, gender and repeat victimisation are also linked to the likely needs and expectations of victims,

specifically women, younger people and repeat victims are likely to have higher expectation and needs.

The report recommended that North Yorkshire Police and local support services for victims should include the following:

- A clear and early handover / break point from Police to the Referral and specific Support Service
- An initial assessment of the individual victim's needs
- Provision of information practical help and advice for Victims to get immediate assistance themselves, which may include things like;
 - Checklist for insurance claims
 - Approved list of contractors for changing locks, replacing windows; assessing vehicle damage
 - Information on where to access other help as needed or organisations offering support
 - Single point of contact with details of how best to access them
- Referral to specialist support as determined by initial assessment or secondary assessment
- Indication of timescales between updates or progress
- Communication using the victims preferred method of contact: SMS; Email; telephone or letter

The report also recommended that the use of THRIVE (Threat, Harm, Risk, Investigative Potential, Vulnerability, Engagement) be explored to assess victims needs for the Support Services, to provide consistency with NYP.

The findings and recommendations of the VNA shaped the commissioning specifications for the services that were to be commissioned locally. These services are outlined in the next section.

Outcome

The VNA identified what victims required from North Yorkshire Police and support services. The needs assessment identified that some victims required specialist support, which was not being met by the current services that were available. It also highlighted other gaps in provision specifically, that the provision under the national contract was too restrictive in the entitlement criteria, and the offer of support was limited to too narrow a range of crime types. The research highlighted that crime affects people in different ways and it is vital to make sure victims know there is support available to them *when they need it*.

The VNA also outlined what victims expected from NYP and areas where the service was falling short of expectation. Assessing this expectation against the guidance in the Code of Practice for Victims of Crime, it highlighted that NYP needed to improve their service to victims, to ensure they were meeting their responsibilities. Some of the areas that needed improvement could be achieved through closer working and understanding of the police's role and how the central assessment and referral hub could support them to meet the requirements. This insight into the service provided by the police, through the eyes of the victims enhanced the ability of the PCC to scrutinise their practice and ensure that the service is meeting the statutory requirements, but also the needs of the public.

The code of practice for victims and the victims commissioning framework provided a strong structure and guidance upon which to deliver a service to victims. The VNA then created an

evidence base and highlighted areas of improvement to ensure that the services being provided met the needs of victims locally.

Additionally, the research suggested the need for a central referral hub to manage the victim through the complex maze of services from point of crime and through the criminal justice system and in terms of ongoing referrals to any specialist enhanced services.

Stage 2 – Victim services under local commissioning

Summary

The VNA identified that the service provided by Victim Support in Wakefield was not sufficient to meet the need of North Yorkshire Victims, and there was not sufficient provision of specialist support services to help people to recover from the impact of crime. This section outlines the new services that were commissioned, what they were and how they had improved on the previous provision.

The National MoJ contract with Victim Support terminated on **31 March 2015**. Between **April 2015 and March 2016**, a partnership arrangement was made with Victim Support to provide the central referral hub for North Yorkshire, which was co-located with North Yorkshire Police and re-branded Supporting Victims. The service brief given to Victim Support by the PCC was broadened to ensure more victims were contacted and the reporting requirements also grew to monitor that the service was filling the gaps identified in the VNA. More detailed reporting requirements would provide more of an evidence base for the development of the service in the future.

The central referral and assessment hub

From **April 2015**, a one-year service level agreement (SLA) was agreed between the PCC and Victim Support for a central referral and assessment hub. This partnership arrangement made with Victim Support replaced the previous MoJ arrangement and the criteria set by the Ministry of Justice. One of the main reasons the contract remained with Victim Support was that there wasn't a market to go out to for this type of service, the purpose of the one-year SLA was to allow the market to develop.

Although the contract remained with Victim Support, significant changes were required to the service they were providing to ensure the service was meeting the needs of North Yorkshire victims. The PCC's Commissioning team worked with Victim Support to co-locate the service to within the North Yorkshire estate in York. As part of new local arrangements, and in line with the Victims Code of Practice the vision was for an improved and expanded service particularly for victims of the most serious crimes, those who are vulnerable, repeat victims; and victims of a greater range of crimes to receive support than was previously the case.

To that end the Supporting Victims team saw an increase from 1 Full Time Equivalent (FTE) to 4x 0.8 FTE Victim Care Coordinators operating on a shift basis between the hours of 8am and 7pm Monday to Friday excluding Bank Holidays.

The service aimed to provide support for anyone affected by crime, whether or not it was reported to the police, including victims, bereaved relatives, parents or guardians of victims under 18 and victims aged under 18 with consent, and those affected by business crime.

This new and improved service was launched in **April 2015** as **Supporting Victims**. Supporting Victims was specified and commissioned with the following operational requirements:

1. Enhanced contact methodology to ensure that every victim is contacted either via / telephone or letter: This raised the number of cases converted and therefore the number of cases requiring action from
 - a. 2,190 (Q1 2014) to 5,221 (Q1 2015)
 - b. 2,495 (Q2 2014) to 5,610 (Q2 2015)

2. Increased number of letters sent out each day (As of April 2015 this was 60-80):
 - a. Double the number of victims received some form of contact in Q1 and Q2 2015/16 (8229) than in the previous quarters in 2014/15 (4104)
3. Enhanced contact methodology in relation to attempts to contact victim: Enhanced Entitlement victims (those victims of the most serious crimes; victims of persistent crime; intimidated victims or those who are most vulnerable) required a minimum of **5 attempts by telephone** (there are often numerous contact numbers) **plus a letter**. This contact strategy increased from the Victim Support standard of **2 calls** at different times of day.
4. Resolving ambiguity or incorrect / missing data: The Supporting Victims team has access to Niche (the North Yorkshire Police crime database) and are responsible for resolving missing data in relation to cases. Historically Victim Support would return incorrect data to NYP and responsibility for researching and amending this information would fall to NYP. Including access to police recorded data is one way to resolve incomplete data and ensure victims receive an offer of support.
5. Updating victim information on Niche: The team is responsible for updating NICHE in relation to onward referrals to support services. This addition ensures a better collaboration with NYP.
6. Crime updates to victims: The team have the ability to offer general updates to victims calling into the unit. This service is available because of the changes made in respect of co-location and access to additional information. This was a key 'ask' of victims through the VNA.
7. Act as Central hub for Supporting Victim services: The team also respond to requests / support from other commissioned service providers which was not a function of the previous system run by Victim Support out of Wakefield.

Locally Commissioned Specialist Support Services

As well as being used to shape the Victim Referral Hub as described above, the VNA was also used to inform the local commissioning of specialist support services. The VNA identified that there was a significant gap in support for victims. Using the evidence from the Victims Needs Assessment and in line with the MOJ requirements, four new and enhanced services went live in **October 2014**, these are as follows:

1. **Independent Victim Advisor (IVA) Service**, for victims of the Most Serious Crimes, those who have been Persistently Targeted, or who are Vulnerable or Intimidated – Victim Support was commissioned to deliver this service to provide a single point of contact for practical and emotional support from the point of crime, throughout the criminal justice process and beyond to enable victims to cope and recover.
2. **Counselling services** - four providers were commissioned to deliver free counselling across North Yorkshire to support victims of crime to enable their recovery journey. The four providers were:

- a. Victim Support
 - b. Aegis
 - c. Community Counselling
 - d. Talking Spaces (St. Michaels Hospice)
3. **Restorative Justice Services** - Remedi UK was commissioned to deliver victim-led and pre-sentence victim offender conferencing, where victims of crime have the opportunity to meet with their offender.
 4. **Domestic & Sexual Abuse services** - Independent Domestic Abuse Services (IDAS) was commissioned to deliver a significantly enhanced Independent Domestic Violence Advisor (IDVA) and Independent Sexual Violence Advisor (ISVA) service across North Yorkshire. This service provides a single point of contact for emotional and practical support to victims of domestic and sexual abuse from the point of crime throughout the criminal justice process and beyond to enable victims to cope and recover.

Specialist Support for Victims of Domestic and Sexual Abuse in North Yorkshire before April 2014

Specialist services for victims of domestic and sexual abuse were delivered by IDAS between 2012 and September 2014. These services provided support to high risk and also Multi Agency Risk Assessment Conference (MARAC) victims of domestic abuse, and sexual abuse victims. This service was provided by a total of 4.3 FTE posts, split 3.6 FTE as Independent Domestic Victims Advisors (IDVAs) and 0.7 FTE Independent Victim Advisors (ISVAs).

These 4.3FTE supported 716 victims in 2013/14 this equates to 167 clients per FTE. 592 were IDVA clients and 124 were ISVA, which meant the ISVA had a slightly higher proportional caseload with 177 clients in 2013/14.

IDAS also provided an Early Intervention Service for Victims of Domestic Abuse. Although 186 Standard risk cases were screened and deemed suitable only 50% were contacted, and 86 (91%) actively engaged in the service. This service was delivered by 1 FTE Early Intervention Worker and was only for the York area.

It was the responsibility of NYP officers to make referrals to IDAS for support for victims.

Enhanced IDVA/ISVA Service Compared to pre-2014

The Domestic and Sexual abuse services that were re-commissioned in October 2014 were more extensive than the service that had previously been commissioned. One of the most significant changes was that the new service was jointly commissioned with North Yorkshire County Council (NYCC) and the City of York Council (CYC). This also contributed to the budget for the service increasing from £313,750 over 30 months up to September 2014, to £860,000 for the 30 months following. This allowed the service provision to increase from 3.6 FTE IDVAs to 10 FTE IDVAs in order to support high and medium risk and Police referred standard risk victims (supporting a broader scope), and also 4 FTE ISVAs (3.3 FTE more than before).

Broadening the scope of the service to include medium and standard risk is vital in preventing more victims escalating in to the high-risk group and thus reducing the demand for high risk services. Domestic incidents reported to NYP have increased over the last 5 years which is perceived to be due to improved confidence of victims to report. These two factors highlight the importance for the specialist domestic and sexual service to grow and the provision to be widened. In line with the increased demand, IDVA and ISVA staff numbers increased to ensure they manage a caseload in accordance with Safe Lives guidelines, which suggests no more than 100 cases per year for 1 FTE. Local contract management and close working relationships with NYP have ensured that the service provision has grown in accordance with need. This is reflected in the growth of the ISVA service to address the increase in numbers of victims of sexual assaults, both recent and historic, being referred in to the service. Increasing the number of trained staff has enabled the service to provide a single, named point of contact for a victim allowing for a more personal and trusted service to be provided. More broadly, increasing the number of trained staff has enabled IDAS to provide a 24-hour helpline in North Yorkshire, making professional advice and support available 24/7.

Referral into these services has also improved. Through joint commissioning of the service with NYCC and CYC, referrals can be made via more routes than just NYP. This increased the scope of the services to allow them to support individuals who do not want to report incidents to the police but need help and support.

In 2013 funding was secured through the Safer York Community Safety Partnership to pilot an Early Intervention Service in York. The funding provided a dedicated IDVA to work with the NYP Domestic Abuse Co-ordinator (DAC). The pilot scheme commenced in December 2014 and ended in March 2016 and successfully supported 90% of those engaged to experience less than 3 further incidents. Following the success of this pilot, and consultation with the Community Safety Partnerships in York and North Yorkshire, the decision was taken to commission the service in York from April 2016; and July 2016 in North Yorkshire. The aim of this service is to engage with victims and perpetrators at the earliest opportunity. This service is run by 2.4 FTE Early Intervention Workers. The local working relationship with the NYP Domestic Abuse Co-ordinator has been crucial to the success of this service. The pilot service saw 46% of victims identified actively engaging with the service, whereas the commissioned service saw 55% of clients engaging with the service. This meant that 281 victims were supported at an early stage reducing the risk of domestic abuse increasing.

Outcome

The central referral and assessment hub and specialist support services had been commissioned locally for the first time. The main benefit of local commissioning of the services was being able to identify a mismatch between expectation and need and what had previously been delivered. For the central referral hub, the SLA outlined the scale of the increased service provision expected to be provided in North Yorkshire and the clear mechanisms to monitor the change in service delivery from the old contract to the new one. Setting up the central referral hub was the first step in streamlining the referrals process and increasing awareness of a single point of contact for support in North Yorkshire. This is particularly important in ensuring victims are aware there is a service there to support them, even if they haven't reported it to the police.

For the specialist services, including counselling, services for domestic and sexual abuse victims and the IVA service, new or expanded services were commissioned to meet the needs identified in the VNA, in some instances taking advantage of local partnership funding opportunities. These contracts were also given clear contract monitoring requirements with regular performance meetings to ensure the contract delivered as required and also to assess the changing demand of the service.

Stage 3 – Benefits of local commissioning for improving services

Summary

At this point, the new locally commissioned services for victims had been running for almost a year, and the central referral and assessment hub SLA has been in place for 7 months.

Following local contract performance management, a notice of unsatisfactory contract performance was issued to Victim Support on the 28th of **October 2015** for the Supporting Victims in North Yorkshire contract due to the service not being delivered in accordance with the Service Level Agreement (SLA); i.e. not reporting and delivering against the specification requirements of the SLA and therefore didn't meet the outcomes of the SLA. This was followed by an intensive period of performance management, which also involved a restructuring of the Supporting Victims Team.

In order to follow up from the Victim Needs Assessment the PCC commissioned a review of the support services to measure progress. The PCC commissioned an independent consultant to carry out a review of the services that were being provided in North Yorkshire. This review was completed in **December 2015**.

The review found that although significant improvements had been made in some areas, there were still areas that could be improved. One of the main actions the review instigated was bringing the Central Assessment and referral hub in house. This was also influenced by the outcome of an intensive period of performance management of the service being delivered by Victim Support.

This section also outlines the opportunity local commissioning has presented regarding the creation of an outcomes framework and data collection. This has allowed for more in depth analysis to be carried out to evaluate the services.

The Independent Review

The review highlighted that there had been significant improvements in the service provision, and the Victims Needs Assessment had gone a long way to informing the services. Access to counselling services was better by virtue of the fact that several additional sources of support were made available. Not only that but some of the original providers had been able to refine and enhance their delivery.

Improving service provided by the police

However, the services review highlighted there were still areas NYP needed to improve. One of the main areas was in the police communicating to victims what support and services were available and from whom, and what the next steps in the process were. The independent review observed that the police should see the provision of an enhanced victim support program as a benefit to them in their work and a way to hand over the victim contact to the support service. However, this clear division and handover of source of support had not yet been established.

“Without better co-ordination between the North Yorkshire Police force and the Supporting Victim services, significant improvements for victims will always be challenged. Internal communication and reinforcement of what should happen is urgently needed.”

Victims Services Review, 2015

Efforts were made to improve the police's awareness of the supporting victims' services, and this led to good progress in raising awareness of the services available to victims, as well as improving NYP's compliance with the Code of Practice for Victims of Crime. HMIC noted in their inspection in 2016 that NYP have made good progress, particularly in relation to making victims aware of making victim personal statements. This progress was made partly as a result of the introduction of a joint NYP and PCC Information for Victims of Crime Booklet, which is now given to victims of crime by NYP and highlights all the support services commissioned locally. This joined-up approach could only happen through having a locally managed service.

Local performance monitoring

At the same time as the independent review was being carried out, the Supporting Victims contract held by Victim Support was also being reviewed. The review found that Victim Support were delivering the North Yorkshire service in the same way the standard service had been delivered under the MoJ contract and services were not tailored to specific needs of North Yorkshire as defined in the bespoke North Yorkshire SLA.

“This was confirmed by interviews with that team who described their focus being on two other contracts as well as North Yorkshire. Our impression therefore was that the North Yorkshire contract had not been fully or effectively planned and it seemed clear that no ongoing strategy for replacing staff who had left or assessing the skill sets of the staff being employed was going to have no positive legacy for the short term or longer term future.

“Our view was that the contract commitment was for a 12-month period and that Victim Support would try and manage this period with as little fall out as possible but with no real positive commitment to making it work.”

Independent Victim Services Review, 2015

Victim Support were put on a Corrective Action Plan by the PCC, which led to the Supporting Victims team increasing in size to better meet the requirements of the SLA. The team hadn't been resourced sufficiently to deal with the increase in the volume of cases requiring contact to offer support. Through being able to performance monitor the contract, this allowed us to identify fairly quickly that Victim Support were delivering under the old contract and not the new SLA, and action could be taken. As a result, from the 1st January 2016 the Victim Support - Supporting Victims Team grew by 1x0.8 Victim Care Co-ordinators and 1 Full time Equivalent Team Leader.

Supporting Victims Team coming in house

The outcomes from the review and the local performance monitoring of the contract led to the PCC making a decision to bring Supporting Victims Referral team in house, under the management of the PCC. The TUPE process started in January 2016, and the Supporting Victims Team became an in-house team in August 2016. As well as having more direct control over the delivery of the service, one of the main benefits of having the Supporting Victims Team internally was the increased control and ownership of the data. This has allowed us to carry out analytical work to ensure that the service is being delivered correctly, and efficiently. For example, the Victim Audit carried out in August 2016 took a dip sample of victims to look at their journey through the referral process and ensure the process was working effectively. This allowed us to identify areas that needed to be developed to ensure consistency in the referral process.

As a result of the corrective action plan and bringing the team in house, the number of victims being contacted to be offered support and having initial needs assessment to understand how they have been affected by the incident that has occurred has increased. The figures for the number of the direct contact attempted since the contract was managed directly by the PCC:

- **8726 calls attempted in 2016/17**
- 4442 calls attempted in 2015/16
- 2726 calls attempted in 2014/15

There has been a significant increase in the number of victims undergoing initial assessments for emotional support:

- **6269 initial needs identified in 2016/17**
- 2398 initial needs identified in 2015/16
- 2953 initial needs identified in 2014/15

Since bringing the Supporting Victims Team in house, continuous improvements have been made to the team, including a developing programme of training for the team members and better access to victim information. Training has included shadowing and training with some of the specialist services including IDAS and the Independent Victims Advisors (IVAs). They have also worked with Stop Hate to improve awareness and referrals for support. The Victim Care Co-ordinators (VCC) in the Supporting Victims Team each hold a specialism which they are permitted to research and where possible identify training/development opportunities which are then shared with the team. An example of this is Fraud. The VCC focusing on fraud has attended a workshop with the NYP lead for fraud to learn more about the increase in fraud and scams and how they are investigated. This builds relationships with NYP teams, and also improves awareness and understanding within the team of the issues people have and how best to deal with them.

To further support the delivery of more joined up services, support workers from IDAS and Remedi are co-located with the Supporting Victims Team, which strengthens the relationship and creates easier communication between the services.

Local Commissioning and Contract Management

Our approach to contract management is far more concentrated and detailed than could be delivered regionally or nationally. This is evident where Victim Support was put on a corrective action plan. As contract monitoring had been so focused, the issues with the delivery of the contract had been picked up at an early stage. The contract management of these services is carried out by a dedicated Commissioning and Partnership Team.

Commissioning and Partnership Team

Jenni Newberry (BSc, MSc, MBA) the Head of the Commissioning and Partnerships team was recruited in October 2013 specifically to create an end to end commissioning and contract management function to establish local services to support victims to cope and recover after crime. Her successful senior leadership background in public sector consultancy (KPMG) and private sector business development, bidding for and delivering large scale central government outsourced programmes, provided the experience and skill set required to establish a department to develop and deliver evidence based, outcome focused services. Jenni has recruited four Commissioning and Partnerships Managers with a broad spectrum of skills and experience across relevant areas of work including Children and Young People, Prisons and Offender Rehabilitation,

Sexual and Domestic Violence, Education and Skills, Community Safety, and CSE. On the back of need and demand assessments they work with multiple partners including NYP, County and City Councils, CSPs, Safeguarding Boards, CCGs and NHS England to develop service specifications, award preferred providers, negotiate terms and conditions, contract manage, gain service user feedback, and continuously improve services; co/joint-commissioning where possible.

Contract Management and Outcomes Framework

Commissioning locally means that performance management can be easily monitored based on the performance and outcomes framework that we have built in to the service specifications. The following requirements are built in to all contracts to ensure efficient and effective contract management.

- Named Contract Manager to maintain communication with PCC's Contract Manager for Contract Management purposes.
- Monthly reports of delivery of outputs and outcomes based on the 8 MoJ Category of Needs.
 - Our key impact measure of the commissioned services is individual victim progress in relation to self-assessed need against 9 categories. Victims initial Risk & Need Assessment is framed around 9 Categories of Need established by MOJ in the Victims' Services Commissioning Framework:
 - Mental Health
 - Physical health
 - Shelter & accommodation
 - Family, friends & children
 - Education, skills & employment
 - Drugs & alcohol
 - Finance & benefits
 - Outlook and attitudes
 - Social interactions
 - Victims self-report level of need (0 = High Need / 10 = Low Need) against each category at support service entry, regularly during delivery and at exit to measure cope and recovery progress.
 - Cope & Recovery (Support) Plans capture detail in relation to needs across the eight categories and are developed to: ensure individual needs are met through tailored support and; document an individual's 'journey' towards full recovery.
- Bi-monthly performance meetings to discuss contract performance and quality of delivery.
- Spot checks of victim case management files throughout the contract and the provider is expected to provide case management files for inspection within 10 working days of request.
- A minimum of ten anonymised Case Studies produced per annum to the PCC's Contract Manager.
- Where concerns exist around quality of delivery or performance is deemed to be below agreed tolerance levels, the PCC's Contract Manager will agree a reasonable timeline with Provider for improving service / Contract delivery / quality through a Rectification Plan.
- Should the PCC's Contract Manager continue to have concerns in these areas / not see improvement within agreed timescales, a Default Notice may be issued on this basis, which may carry with it a financial penalty in line with the element of non-rectification, up to but not exceeding 20% of the full contract value.
- An annual review of all monitoring information is undertaken, with recommendations for improvement, highlighting areas of good practice and any gaps in service.

- An Impact and Evaluation Report of the service from providers on initial Contract completion – is provided to the PCC within two calendar months of the final day of the initial Contract period.
- Every individual victim Cope and Recovery journey recorded and quality checked.
- Effective monitoring of case management of victim journeys and progress on achieving the outcomes as set out in individual Cope and Recovery Action Plans.

The monitoring of contracts is carried out by using the stages of the victim journey, from point of crime, through the criminal justice process and beyond, this includes the referral, risk and needs assessment, cope and recovery plan, and exit review and strategy. There are key performance indicators set for the services to meet in order to evidence contractual performance. The following KPIs are examples taken from one of the current services which is out to tender presently, but are reflective of the outcomes framework that was developed and implemented in the original local commissioned services:

- Minimum 90% of victims referred to the service are contacted within 24 hours/1 working day of receipt of the referral
- Victims requiring practical support receive practical items/support within 2 weeks of referral
- Minimum 90% of victims who accept ongoing emotional support receive a needs assessment which includes a baseline score across the 9 categories of need
- Minimum 90% of victims who receive a needs assessment have a bespoke Cope and Recovery Action Plan created in agreement with victim
- Minimum 90% of victims who have a Cope and Recovery plan in place, complete a planned exit review
- Minimum 90% of victims who complete a planned Exit Review also complete service user feedback questions
- Minimum 90% of victims who have a planned exit review have an agreed Exit Strategy in place
- Minimum 75% of victims on completion and exit from the service, would recommend the service to others, view the service in a positive light and feel that their goals have been met
- Outcomes for victims who require emotional support improve based on an increase from the baseline 'outcome of need' scores on exit from the service, for most victims who complete the service
- Outcomes for victims include Reduced Victimization (6 months prior to referral compared to 6 months after exit from the service) the PCC Contract Manager will support with data
- Establish a Victim Focus Group within 6 months of contract start date to undertake consultation on service design and delivery and enable continuous service improvement and development

With the contracts having been in place for two and a half years, we now have strong data and evidence to suggest that the services we have commissioned are having a positive impact on the victims' ability to cope and recover and can now plan recommissioning of services with a better understanding of victim needs.

The following are an example of the outcomes data collected from the IVA contact. It shows that a large proportion of those completing an assessment and final review increased their overall scores

(individuals score their needs based on the 9 categories, 1 is high need and 10 is no need). The analysis also showed the categories where the service had the biggest impact.

<p>131 Initial Assessments and Final Reviews</p> <ul style="list-style-type: none"> • 117 Showed overall increase in scores <ul style="list-style-type: none"> ○ 69 Overall scores increased by 10 or more ○ 19 of these increased 20 or more ○ 22 Exited with full marks (90) 	<p>All categories showed an overall increase</p> <ul style="list-style-type: none"> • The biggest overall increase in category scores was seen in: <ul style="list-style-type: none"> ○ Outlook and Attitudes – 344 (total increases) ○ Mental Health – 336 (total increases)
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We have also been able to carry out analysis looking at repeat victimisation, to see if the services are reducing the likelihood of individuals becoming victims again. For the IVA contract again, analysis found that on the whole in the 6 months following emotional support, the number of times people are a victim is significantly reduced compared to 6 months before. This research helped to identify the need to adapt the approach to support victims of ASB Personal and Nuisance, and further supported the case for linking a local case management system with place-based Community Safety Hubs (e.g. Scarborough, York) to proactively work with communities to reduce ASB. We are looking to replicate this work across the other specialist services.

Case Studies

Case Study 1 – Independent Victim Advisor Service

Case Summary

Victim came into service as a result of referral from IDAS, the victim of DV from 2 ex-partners, one of whom is due out of prison in a week and is the father of their 10mth old child. The victim was in fear of her safety, fearing that ex-partners would find her location as a result of having a small group of friends even though she had been provided with new accommodation. IDAS were working with the NYP PVP unit regarding police response to incidents.

Agreed plan

- IVA to attend the home of the victim with IDAS to conduct a survey of security needs
- IVA to provide appropriate items, supply / fit. Increasing safety / security and reassurance

Outcomes

- Survey completed. CCTV use signs were displayed on the access doors to the floor where the victim’s flat was, acting as a deterrent. Door alarm was fitted as well as 2 x door bracers / jammers to flat door. A safe room was created with a door jammer and ‘deadlock’ bolt. Visual and audio deterrent, with levels of security delaying perpetrator. Increase safety / reassurance
- Advice regarding the use of the equipment and actions to take regarding calling the police. Increase safety / reassurance
- IDAS liaising with the landlord to have repairs made to the flat entrance door frame which was already slightly weakened

Testimonial

“Thanks for your help, I do feel safer”.

Insights

Close working relationship with the specialist domestic and sexual service commissioned by the PCC (IDAS) resulted in the needs for the victim being met in a timely fashion reducing anxiety, fears and providing reassurance.

Case Study 2 – Independent Victim Advisor Service

Case summary

SW came through for emotional support after suffering a crime of blackmail and harassment by an old family friend. He felt targeted due to his learning difficulties and disability (physical). SW expressed his feelings of upset, anxiety and anger at being targeted twice by the same individual. SW is now frightened of what will happen when the suspect goes to court and the outcome of this. SW lives in sheltered accommodation and is also fearful for the other resident's safety.

Agreed plan

- IVA to arrange a meeting with SW and sheltered housing manager for the first face to face appointment
- Emotional support face to face, every week, to discuss their emotional needs and to work through their feelings of upset and anger
- Provided SW with personal alarms and door handle alarms, for increased personal safety
- Contact the OIC to discuss the request by SW to have a restraining order put into place at the trial
- Telephone support (3 times per week)
- Update SW on the plea and direction hearing outcome
- Contact witness care team in regard to discussing the next steps for the court case

Outcomes

- SW was reassured after the first meeting. The IVA had met with the shelter manager and was in regular contact supporting SW with housing concerns around the incident thereby reducing anxiety for SW
- Regular telephone support (3 times per week) as this is a preferred method for SW. Reducing upset, anxiety and anger
- Contacted the OIC and a restraining order application has been put forward for the upcoming trial. IVA assisted the OIC in obtaining information on SW learning difficulties for the CPS. These actions reduced anxiety and anger
- Updated SW the same day on the outcome of the plea and direction hearing. Keeping updated of the CPS progress reduced anxiety for SW
- Witness care team contacted SW to offer advice and reassurance in regard to the upcoming trial

Testimonial

“I am so happy that you can contact the police officer and explain to him about the restraining order that I want to get in place, I feel like a weight has been lifted for me” Thank you for helping me.

Insights

By having a pre-meeting with the shelter manager; it assisted getting the right support for SW in place quickly. When contacting the OIC their swift response enabled the IVA to get SW questions answered quickly, this resulting in reduced anxiety for him.

Case Study 3 – Independent Victim Advisor Service

Case summary

JE Male 12 year's old, - assault with injury. JE was referred 5 months after the assault by mum and dad through the SVT team after they kept the letter they received after the assault. Parents had become increasingly concerned for their son, in regard to regular flashbacks regarding the assault, not wanting to go out and regular emotion episodes at school each day. Initial contact made by telephone, needs assessment was completed on first face to face meeting with JE and family.

Agreed plan

- Face to face support, 3 sessions and then review needs
- Make contact with pastoral worker at JE School regarding what support is already in place with support worker
- Personal alarms given to enhance confidence and personal safety

Outcomes

- Personal alarms make JE go out a little more and feel safer when going for the school bus
- Meeting was arranged by the IVA with deputy head pastoral worker, learning support worker, IVA, JE and mum and dad at the school. This has enabled support to be identified; JE will have a mentor and take up all new activities to enhance confidence within school and also outside of school
- Worry box made with IVA helped JE sleep a little better and reduced anxiety as the worries are going in the box and not staying in his head
- Counselling referral sent to the SVT and ongoing emotional support

Testimonial

“Before you came along we felt lost at what to do and where to go, now we feel that there is hope for our son to recover and for us to help him in the right way thanks to you”

Insights

The family expressed that there was very little communication from the police in regards to updates after the assault happened to their son. The family expressed clearer communication would have reassured them that something was being done in the case.

More case studies available on request

Stage 4 – Strategic Commissioning

Alongside the services for victims of crime that the MOJ funding allows us to commission, there are a number of other services commissioned by the PCC that reduce people's vulnerability to becoming a victim, help victims to recover following a crime, provide early intervention services and programs that raise understanding and awareness.

Community fund

The PCC's Community fund was launched in May 2013; its purpose is to fund local organisations, groups or individuals to set up new community safety projects or schemes in North Yorkshire. Funding is between £500 and £20,000, and between 2013 and Q2 2017 the project has awarded just under £1 million.

There are a number of projects of particular significance, including the Hand in Hand project delivered by the Children's Society and the 'Right to be you' project.

The 'Right to be you' project worked with people who had been victims of crime or were potential victims of crime due to mental health problems. The group helped individuals to protect themselves, to boost confidence/resilience and provide practical training to stay safe on-line and in their communities.

The Hand in Hand project run by the Children's Society focuses on prevention work with vulnerable young people and those affected by Child Sexual Exploitation. The funding provided outreach sessions in a number of identified schools to raise awareness of CSE and provide a support service to listen to concerns young people have. Sessions have received very positive feedback, with the following comments noted:

- "I have learnt that rapists aren't just old men"
- "I have learnt what happens when people are groomed"
- "The part of today that was most interesting was talking about Facebook and how it can be dangerous"
- "I learnt that you can get into trouble for sending nudes"
- "It was interesting learning how strangers get close to you"
- "I now know it can happen to boys"

Not only does this raise awareness of the issues to young people but also raises awareness of the services that are available to them locally.

All support services for victims are for adults, young people and children and support is provided for CSE. Although there is this support available across North Yorkshire, Craven had been identified as requiring greater awareness raising and preventative work than other areas of the county. The combination of local knowledge and the community fund allows the broader commissioned service to be supported by smaller tailored projects in specific areas. This delivers flexible approach to putting victims and those in need at the forefront of service provision, which can be very specific to local requirements.

Following a successful time limited pilot of **The Children's Society Hand in Hand Project** in Craven, the service was rolled out across North Yorkshire. The service provides Targeted Child Sexual Exploitation (CSE) Service for young people who are experiencing or are at risk of CSE. Dedicated specialist workers provide direct 1to1 support to enable them to recognise themselves as victims,

increase their resilience and make informed choices to lower their risk and/or prevent escalation. The Service is available to all genders, and across the full Risk spectrum in different areas (i.e. Standard, Medium and High Risk as identified through the Bedfordshire Risk Assessment Toolkit).

Additionally, the **Parents Liaison (CSE) Service** provides a dedicated **Parents Against Child Sexual Exploitation (PACE) Parent Liaison Officer** to deliver intensive support to parents and families affected by CSE; plus, awareness raising sessions to non-affected parents and local practitioners on the benefits and methods of engaging parents and families whose children are victims of CSE within any investigative or case management processes. Priority will be given to those parents and families whose children are being supported by either the Hand in Hand Project as above.

Case Management Platform

Given the number of services available to victims and other vulnerable groups in North Yorkshire, it has been difficult to build a full picture of all the services individual victims are accessing at any one point. To that end a cloud based Multi-Agency **Case Management Platform (CMP)** is now being sought, to more efficiently and effectively manage the cope and recovery journey from referral, through cope and recovery to exit across, often, more than one service; with the ability to be able to view the full end to end victim journey through support services. The benefits of locally commissioned services have been evidenced throughout this timeline of the service to victims, and bringing in a CMP to draw these commissioned services together will increase the both the quality of service, referral pathways, and also create further opportunities for data analysis and better contract management, to ensure continuous service improvement and improved outcomes for victims.

The CMP will also link the Community Safety Hubs across North Yorkshire for cases relating to ASB and PSW. This joining up of victim services and Community Safety Hubs will encourage more proactive partnership working in communities to enable increased multi-agency intervention and impact on the reduction of repeat incidents helping local communities.

Stage 5 – Three Years On

Summary

This section details the developments in provision for victims in North Yorkshire between 2016/17 and 2019/20.

Supporting Victims Team

In October 2018 the Commissioning and Partnerships Team successfully purchased a Case Management System (Orcuma) and began the roll out to our commissioned services, starting with SVT, IVA and Counselling in November 2018, with the remaining services following shortly afterwards. This has enabled all our commissioned services to have live time information on their current caseload, and the Commissioning and Partnerships Managers to accurately and effectively performance manage the quality of victim services, including the monitoring of KPIs, thereby providing much greater control for commissioners.

In April 2017 SVT became a reporting centre for hate crime following the termination of the contract with Stop Hate UK. We have recently seen increased activity on the Supporting Victims Website Hate Crime reporting form.

Additionally, SVT worked hard to establish a relationship with Action Fraud and the NYP Financial Investigations Team as well as Trading Standards in both North Yorkshire County Council and City of York Council in order to better support victims of fraud locally.

In June 2019 the service TUPE'd the Restorative Justice Victim Care Coordinator from Remedi (provider of Restorative Justice services from 2015 to 2019) to SVT in order to embed restorative justice within the service offer and provide an internal link with the new restorative justice provider Restorative Solutions (2019-2022).

In summer 2018 SVT trialled the initial assessment and referral of domestic abuse victims by employing two part-time Victim Care Coordinators. This followed discussions with the NYP Safeguarding Team who were suffering resource issues. After just over a year this was reviewed and it became clear that, although the service was able to support medium and high risk victims effectively, there was little capacity left to support standard risk victims and there was duplication in terms of various interactions with victims from Domestic Abuse Officers, SVT and the IDAS Hub which was unnecessary and confusing for victims. In 2019, whilst SVT was experiencing resource issues, the decision was taken to streamline the route for medium and risk DA victims directly to IDAS. SVT continued to support standard risk victims right up to July 2020. Following an increase in general crime through the COVID-19 pandemic, MoJ emergency funding was used to enable Victim Support, who provide the Independent Victim Advisor Service, to take on initial assessment and referral of standard risk victims. This is a temporary measure until a long term solution can be agreed upon.

This a good example of how having an in-house service for victims allows the team to respond quickly to changing environment, both in response to changes within the Force and to external factors such as the COVID-19 pandemic. In March 2020 the entire team was able to operate the service from home. Despite some initial technical teething issues, with has proved successful and has ensured that victims continued to receive support throughout the pandemic thus far.

Domestic Abuse

In the run-up to the end of the existing domestic and sexual abuse service contracts in March 2018, a full re-procurement exercise took place. This exercise identified growing capacity pressures on commissioned service providers as a result of a significant uplift in referrals during the previous years, the majority of which were standard risk DA referrals. Furthermore, it was established that these capacity concerns also existed across services commissioned by the local authorities. Providers were not specifically commissioned to support standard risk DA victims in the vast majority of areas and, even where services were available to all risk levels, they prioritised medium and high risk referrals. The Commissioning and Partnerships Team commenced discussions with both Community Safety leads in light of this information to try to identify the most effective way of moving forward, including revisiting budget allocations to ensure that collectively we were not putting existing or future victims services under further capacity pressure, or potentially 'double funding' cohorts in some instances.

As a result of these discussions, the Joint Commissioning Sub-Group of the DAJCG was established in 2016/17 to facilitate the joint commissioning of all DA victims and perpetrator services using existing commissioning budgets and funding streams. This moved us away from year on year funding of smaller individual contracts to create a more sustainable, multi-agency approach through pooled budgets and shared outcomes to procure a truly holistic package of support services on an unprecedented scale for all victims, survivors and perpetrators of domestic abuse throughout North Yorkshire and the City of York. The Joint Commissioning Group is chaired by an OPFCC Commissioning & Partnerships Manager and includes representatives from North Yorkshire Police Safeguarding Unit; National Probation Services; and Community Safety, Public Health, Adults Services, Youth Offending/Justice and Children and Families Services within North Yorkshire County Council and City of York Council.

The Joint Commissioning Group produced a holistic Joint Needs and Demand Assessment of Domestic Abuse, led by the OPFCC, to provide a more comprehensive overview of current and ongoing need and demand in respect of domestic abuse and other interdependent needs, and improve the overall shared local evidence base. This was informed by:

- mapping and analysis of local need and demand through collation of all available data, existing analysis and other relevant information sources;
- mapping, review and analysis of all current domestic abuse service provision, including non-commissioned services where possible plus other specialist services such as substance misuse services and/or more generic services providing support around welfare, legal, financial, immigration/asylum and/or housing issue;
- cost analysis of services commissioned by the OPFCC and local authorities;
- consideration of overlapping issues such as Domestic Homicide Reviews and Serious Case Reviews;
- consideration of protected characteristics and equality impact assessment;
- qualitative data from service user and provider feedback; and
- research into local, regional and national best practice.

The assessment demonstrated that, whilst there was significant investment by local commissioners, there were also some areas of overlap and gaps in current service provision. It also became apparent that, due to different referral criteria/pathways and performance monitoring

arrangements, it was difficult to compare the effectiveness of these services due to differing priorities and desired outcomes of the commissioning and funding organisations. As a result, a single shared Performance and Outcomes Monitoring Framework was agreed to enable commissioners to improve the quality of monitoring and recording of measurable outcomes and impact achieved through support services.

Commissioners also highlighted the need to use similar levels of funding, or achieve cost savings through potential budget reductions, whilst still effectively providing support to increasing numbers of those who report domestic abuse. Working in partnership to obtain the full understanding of the domestic abuse picture in North Yorkshire enabled commissioners to ensure:

- interventions and commissioning decisions were informed by robust evidence to identify the most effective support services and interventions and make best use of available resources;
- sufficient services exist for all demographics, and no one is turned away from accessing critical support services appropriate to their situation; and
- in addition to support for victims and survivors, perpetrators and potential perpetrators are prevented from (re)offending, through specific and targeted intervention projects.

A Collaborative Commissioning Agreement was adopted in August 2018 which not only set out each partner’s role and responsibilities but also facilitated a joint procurement process through open competitive Invitations to Tender, with agreement for the OPFCC to act as Lead Commissioner. The following three services were commissioned:

1. **Victim Community-Based Support Services** for all victims and survivors of domestic abuse regardless of gender or sexual orientation. This is delivered by IDAS who provide triage; immediate advice; support and safety planning; medium to long-term 1 to 1 emotional and practical support, including support through any police investigations and/or court proceedings; target hardening where necessary to help victims remain safely within their own homes; and supported group work and peer support networks. The following table demonstrates the added value and simplification of service provision compared to the previous commissioned services:

Service	Standard Risk	Medium Risk	High Risk	Self-Referrals	Delivery Area	New Engaged Victims p/a
New Service	Yes	Yes	Yes	Yes	All	3,583
Previous Commissioned Services Provision						2,223
Early Intervention	Police Only	Yes	Yes	No	All	202
IDVA	Yes	Yes	Yes	Yes	All	723
Outreach – NYCC	No	Yes	Yes	Yes	County	685
Outreach - CYC	Yes	Yes	Yes	Yes	York	423

2. **Adult Perpetrators of Domestic Abuse Support Services** for anyone aged 16 years and over regardless of gender or sexual orientation who is a low risk perpetrator of domestic

abuse and who wishes to voluntarily address their abusive behaviour through 1 to 1 motivational interventions; tailored perpetrator programmes, including both 1 to 1 and group delivery options; support to address wider needs such as housing, finance, substance misuse and mental health through onward referrals and/or liaison with other support services as appropriate; and emergency, temporary accommodation where required. The following table again demonstrates the added value of this service offer in comparison to the previous commissioned services:

3. **Young Perpetrators of Domestic Abuse Support Services** for young people regardless of gender or sexual orientation aged 10 to 16 years who are demonstrating abusive behaviour towards their family members and/or within intimate relationships with other young people.

This has vastly improved the way domestic abuse services are commissioned and delivered. By bringing partners together, we have been able to gain an holistic picture of domestic abuse in North Yorkshire and pool funding to create a service that is not only more cost-effective, but also provides greater consistency of service across the county and a simpler process for victims and survivors to navigate. Being able to consider victims services alongside perpetrator services enables us to not only support those who have been victims, but also to reduce the likelihood of further victimisation either for existing victims or future partners. This will reduce demand on policing and criminal justice services, and other related statutory services such as health, housing, children and families' services and wider social care.

Sexual Abuse Services

A co-commissioning process which began in 2014 led to the current collaborative arrangement in Yorkshire and the Humber (YaTH) which resulted in a single Adult SARC service being delivered across the region. The contract was awarded to Mountain Healthcare Ltd and commenced on 1st April 2016. Prior to 2016 each of the YaTH Forces had its own SARC arrangements. The current arrangement promotes a consistent quality service for victims/services focused on their immediate health needs regardless of their location. Each police force area retains its own Adult SARC premises from which the single service is delivered. The current arrangement is co-commissioned by the Humberside PCC, NHS England, North Yorkshire PFCC, South Yorkshire PCC and West Yorkshire PCC, with South Yorkshire PCC acting as contract holder due to the SYPC being responsible for Regional Procurement. There are various benefits to the combined service offer including:

- Sharing of good practice across the region and development of a high-quality integrated service leading to nationally highly regarded service which will meet national benchmarking and quality assurance tests e.g. CQC/HMICFRS;
- Consistent quality service for victims/survivors focussed on their immediate health needs regardless of resident postcode within YaTH and choice for those who may prefer to go to a facility outside their home area;
- Resilience, when demand for service is high in one area and/or when there are issues with particular premises;
- Easier to deal with cross boundary demands between PCC/Police areas e.g. arising from crime committed in one area but victim/survivor resident in another or when Criminal Justice processes cut across PCC/Police areas;

- Specialist expensive expertise and equipment can be shared across more than one SARC e.g. engagement with BAME communities, working with young people 16 – 18 years and mobile colposcope;
- More PCC/Police influence over strategic developments at a national level e.g. development of SARCIPS, and overall NHS and national government strategic thinking;
- In the context of a limited market of providers, it gives the commissioning of this service more impact, influence and leverage with current and potential future providers e.g. smaller forces might struggle to attract bidders in restricted market; and
- More efficient, cost-effective and high quality commissioning process and contract monitoring by sharing associated costs.

Various amendments were made to the Adult SARC service at Bridge House in York in November 2019 following the CQC issuing a Section 31 Urgent Notice of (Closure) Decision. The benefits of the YatH regional model were shown during this time as, although Bridge House is the only SARC premises located within North Yorkshire, any victims from North Yorkshire were able to be seen at any of the three other SARC sites across Yorkshire and Humberside.

IDAS were re-commissioned in 2018 to deliver the new ISVA Support Services for a period of 4 years, with an extension option of one year. This included delivery of a 12 month specialist ISVA support provision pilot detailed below.

In 2017 we were successful in securing funding through the Home Office Violence Against Women and Girls (VAWG) Transformation Fund to improve the overall experiences of victims and survivors of all forms of sexual violence accessing the range of support services available to them. Although the project aimed to improve experiences of everyone accessing support services, it targeted those victims and survivors with more specific needs, with longer term objectives to increase the numbers of those reporting both recent and non-recent incidents; improve the quality and accessibility of immediate support to enable them to receive the right support at an earlier stage; gather better and more readily available evidence to support any criminal proceedings where applicable, and offering longer term support in a timely manner. The OPFCC match-funded this project to enable a fully holistic approach.

One priority for the funding was an immediate improvements to the services focusing on improving access and experience of using the Adult Sexual Assault Referral Centre (SARC) for Crisis Support and/or Forensic Medical Services. Funding from the OPFCC allowed the purchase of a portable colposcope for use throughout the Yorkshire and Humberside region, thereby increasing the options for where Forensic Medical Examinations may take place. It also allowed for the creation of a dedicated pre-examination forensic waiting room and extensive refurbishment of the North Yorkshire SARC premises at Bridge House in 2017.

Leading sexual violence experts, Lime Culture, were commissioned to conduct an independent evaluation of current service provision in the latter half of 2017/18, including a future options appraisal of the North Yorkshire SARC physical premises and review of ISVA service provision. This provided a more robust and comprehensive evidence base for future commissioning, recognising the important of distinguishing between different types of abuse and developing a more joined up approach to immediate and longer term support services such as ISVA and counselling services.

One of the results of this evaluation, using Home Office VAWG funding, was a 12 month pilot delivered in 2019/20 of dedicated and specialist ISVA support provision to support those with more specific needs including male victims, those with mental health needs, young people (particularly teenagers aged 13+), and adults with learning disabilities and/or difficulties. This pilot was part of the full re-commissioning of the whole ISVA service provision, and was jointly commissioned with North Yorkshire County Council and City of York Council as part of a full open competitive procurement process. The pilot was evaluated by Lime Culture and was shown to have achieved:

- Significant improvements to accurate recording the age of child clients – these were previously recorded under parent details so it was not possible to provide accurate demographic breakdown
- Sexual orientation is now included within assessments and recorded where disclosed
- Significant improvements to accurate recording of disability status, as a result of management encouraging and supporting staff to ask specific assessment questions and not make assumptions

As part of the independent evaluation, Lime Culture also considered any improvements to the the Child Sexual Assault Assessment Services (CSAAS) alongside adult services and premises funded by the OPFCC. The following actions took place as a result of their recommendations:

- 7 ISVAs completed the nationally accredited ISVA Core Development Programme and the Lime Culture ISVA Advanced Development Programmes in respect of working with those with specific needs including male victims, those with mental health needs, young people, and adults with learning disabilities/difficulties.
- Development of a new IDAS webpage for victims of sexual violence
- Clear operational practices put in place by IDAS to ensure that both the ISVA and DA services operate as distinct services, whilst also benefiting from internal organisation partnership working where sexual abuse is experienced within domestic relationships
- Monitoring arrangements put in place to ensure no waiting list to access support locally through the ISVA service
- The nationally recognised Safety and Support (SAS) assessment is now used by IDAS to allow ISVAs to identify appropriate interventions, develop a tailored support plan and exit planning.
- New '7-session' support plan developed by IDAS for clients who are not going through the criminal justice process, which allows for these clients to be effectively supported but with a clear exit strategy put in place.
- Sexual Violence Peer Support Group and Recovery Groups established by IDAS to support clients to move on and exit from the main service at an appropriate time, including 2 focussed groups held in December 2019 for parents of young people who are victims of sexual violence and the other for all adult survivors of sexual abuse regardless of gender.
- Pilot of ISVA Men's WhatsApp text-only support line launched in November, which reached over 2000 people on social media in first week
- A Multi-agency Strategic Sexual Abuse Steering Group was established in 2019 and chaired by the OPFCC's Commissioning & Partnerships Manager; this group agreed initially to replicate the successful structures and processes of the DAJCG arrangements and has begun work on a Joint Strategic Needs Assessment to identify strategic priorities and

consideration of opportunities to delivery joint training to ensure consistency; also exploring opportunities to ensure effective joint working with Local Criminal Justice Partnership

- ISVA provider represented on CPS Sexual Violence Scrutiny Panel and newly established North Yorkshire Rape Scrutiny Panel as well as the Strategic Sexual Abuse Steering Group
- Reinstated Operational SARC meetings locally
- Open days held bi-annually for local professionals to visit and find out more about the Adult SARC Services
- From 1st April 2018, a Weekend and Bank Holiday CSAAS has been agreed by Commissioners for Acute cases as above – the service is accessible through a single contact number, and a clear care pathway has been agreed to ensure that the child / young person receive the best care possible
- Regular Regional Peer Reviews of CSAAS cases are now held alongside local Peer Review meetings
- Adult SARC and CSAAS Performance Reporting now includes ISVA referrals made to enable cross-referencing with ISVA Performance data and ensure all appropriate cases are being referred for support in a timely manner
- Monthly meetings now held between MHC & IDAS to review cases and ensuring cases are referred following 6-week follow-up

York Teaching Hospital NHS Foundation Trust (“York Trust”) was jointly commissioned by NHS England (Lead Commissioner) and the OPFCC to deliver CSAAS provision in North Yorkshire from 2015. Prior to this there was an informal arrangement in place with York Trust based on a £2,000 per case payment for any Forensic Medical Examinations required. Due to constraints of appropriately trained and experienced paediatricians within York Trust this Acute element of the service could only be delivered through 4-hour daytime clinics, Monday to Friday, excluding bank holidays. Therefore, a formal regional arrangement was agreed from the 1st April 2018 for any child from North Yorkshire or Humberside who required an urgent (Acute) examination over weekends and bank holidays to be seen at the Hazlehurst Centre in West Yorkshire or Sheffield Children’s Hospital in South Yorkshire. Mountain Healthcare Ltd coordinates this weekend and bank holiday service provision, responding to any enquiries out of hours and providing immediate telephone advice, as well as arranging any examinations deemed clinically appropriate following a multi-agency discussion.

The CQC carried out an announced inspection of the CSAAS delivered by York Trust on 18th and 19th February 2020; York Trust informed us of this planned inspection on 4th February 2020. Neither OPFCC nor NHSE representatives were directly involved in this inspection or subsequent feedback sessions, and York Trust refused to provide copies of the interim or final CQC report before publication. On the morning of Monday 24th February 2020 York Trust informed NHSE that the CQC were issuing a Section 31 Urgent Notice of (Closure) Decision prohibiting them from conducting any (Acute) Forensic Medical Examinations from 9pm on Friday 21st February. An emergency interim service provision was agreed that same day between the commissioners (including the PCC for West Yorkshire) for MHL to see Acute cases aged 12 years & under at the Hazlehurst Centre in West Yorkshire and young people aged 13 years or over would be seen within the existing Adult SARC service at Bridge House in York.

On 18th March 2020, York Trust gave formal notice under contract to NHSE that they would no longer provide any CSAAS provision from 31st March 2020 due to staffing shortages and other COVID-19 related risks at that time. To ensure continuation of a full CSAAS provision for North Yorkshire, commissioners agreed with MHL to initially provide a fortnightly clinic for pre-booked non-recent cases at Bridge House in York commencing Friday 1st April 2020. However, due to unresolved York Trust staffing and TUPE considerations, York Trust was granted a 1-month contract extension to continue to provide Non-acute medicals until 30th April 2020. Benefits of the new CSAAS service offer include:

- **Increased staffing and service resilience.** Under the previous arrangements, York Trust consistently failed to meet the 90% Rota Coverage KPI. Mountain Healthcare Ltd have a regional pool of appropriately qualified and experienced paediatricians which has ensured that they can fully staff all weekly clinics in North Yorkshire and provide ongoing resilience, even in the current pandemic. In addition, specialist Paediatric Crisis Workers are available 7 days per week, alongside dedicated case management support.
- **Maintaining professional competencies.** The relatively low numbers of Forensic Medical Examinations required in North Yorkshire has meant the paediatricians employed by York Trust found it difficult to demonstrate sufficient experience to maintain competency as per the FFLM Guidelines. MHL's pool of paediatricians work regionally and even nationally in some cases to ensure they are able to complete the minimum recommended number of Forensic Medical Examinations to maintain their competency.
- **Increased Accessibility and Service Reach:** Despite moving to a weekly clinic for children aged 12 years or under, because this clinic is delivered over a full 8-hour day in addition to the 7-day service available to young people aged 13 years and over, the total number of hours of service delivery has more than trebled from 19 to 64 hours per week. Moving forward MHL will explore different locations for 'satellite' non-recent clinics throughout North Yorkshire to be more accessible for families in the outlying Districts such as Richmondshire, Ryedale and Craven where CSAAS engagement to date is quite low; this work is currently on hold due to current COVID-19 pandemic.

Agreement has recently been reached to re-commission an all-age SARC service for the Yath region from 2023.

Independent Victim Advisor Service

There have been no major change to the IVA service in the past three years. The contract was awarded to Victim Support in 2017 for a period of 2 years with the opportunity to extend for 1 year plus 1 year. The service will be due for re-tender in the coming year. Since its inception in October 2015 the service has become increasingly professionalised, having developed an Open College Level 3 qualification specifically tailored to the IVA role, which all the North Yorkshire IVAs are enrolled on at present. The service is increasingly focussed on upskilling its staff in specific areas which in the last two years have included stalking fraud and, more recently, domestic abuse.

Counselling

The Counselling/Talking Therapy Service, which has been in place since 2014, was re-tendered in 2018 with the contract awarded to two providers – Aegis CIC and Community Counselling (North Yorkshire) Limited. In March 2019, Aegis gave formal notification of their withdrawal from the

contract. In order to minimise disruption to service delivery to victims of crime in affected areas, following advice from regional procurement, a single tender action exercise took place, with the contract awarded to Survive. Community Counselling provide the countywide service for young victims of crime and the adult victim contract in Scarborough and Ryedale, whilst Survive provides adult services in all other areas.

In October 2017, counselling providers were able to access the Case Management System (Orcuma) described above, enabling effective case and performance management across the service and a swifter referral process across commissioned services.

The impact of COVID-19 has provided the opportunity for both providers to develop alternative counselling options, namely telephone and online counselling, and positive feedback from victims has been received by both services. As such, a blended model of delivery will be maintained in future.

Restorative Justice

The Restorative Justice Service, originally provided by Remedi since October 2015, was re-tendered in 2018. The contract was awarded to Restorative Solutions who commenced delivery of the service in June 2019. Despite a slow start and the impact of COVID-19 in terms of access to offenders, the service is exploring every avenue of develop and the culture in terms of embracing restorative justice across partners is improving.

Hand in Hand

From July 2016 to June 2019 The Children's Society delivered the Hand in Hand service to provide targeted Child Sexual Exploitation (CSE) support to those experiencing and those at risk of CSE, including online exploitation. The service was delivered on a county-wide basis to young people deemed to be at a standard level of risk and, in the Hambleton, Richmondshire and Craven districts, the service was also offered to those deemed to be at a medium and high level of risk. In early 2019, the OPFCC issued an Invitation to Tender for the provision of Support Services for Vulnerable & Exploited Young People in North Yorkshire and the City of York. Following an open and competitive procurement exercise, The Children's Society were awarded the new contract which began on the 1st July 2019. The new service offers support to young people at risk of, or suffering from *all forms* of exploitation, not just CSE, in addition to those young people who frequently go missing from home.

PACE

In 2016 the OPFCC commissioned a provider to deliver specialist support for parents and/or guardians of young people at risk or involved in CSE throughout North Yorkshire and the City of York, to start from January 2017. The service provided one to one support for parents through a dedicated Parent Liaison Officer. The Service Level Agreement for this service expired in June 2019 so the PFCC issued an Invitation to Tender for the provision of Support Services for Parents of Vulnerable & Exploited Young People in North Yorkshire and the City of York. Following an open and competitive procurement exercise, PACE were awarded the new contract which began on the 1st July 2019.. The new PLO service offers support to parents of young people at risk of, or suffering from *all forms* of exploitation, not just CSE, in addition to those young people who frequently go missing from home.

Stage 6 – Planning for the Future

Summary

When a version of this report was first produced in 2017, several aims for future commissioning were presented. Several of these aims have been achieved, including joint commissioning of domestic and sexual abuse services and Independent Victim Advisors

One ambition that has not yet been achieved has been to combine the witness services delivered by North Yorkshire Police and the Supporting Victims Team to provide a continuous single point of contact throughout the journey including the criminal justice process for both victims and witnesses. There are already combined Witness and Victim Care Units operating in Cambridgeshire and Warwickshire, we are learning from the work they carried out to bring the services together. This is important for victims to ensure they have a consistent named source of support. This has not yet been achieved despite attempts to do so, although the teams are co-located which facilitates communication.

Planned Changes/Additions to Current Provision

Young People Demonstrating Abusive Behaviour

The PFCC has allocated up to £75,000 to expand the current support offer to address young people displaying more high risk abusive behaviours within the home through development of multi-agency delivery including the national Respect Service, IDAS and the Youth Justice Services in North Yorkshire and the City of York. This enhanced service offer aims to increase the number of young people and their families receiving support in a more timely manner to prevent abusive behaviours escalating to the point of serious injury.

Children and Young People Affected by Domestic Abuse

Work has recently commenced towards jointly commissioned support services for children and young people affected by living in households where domestic abuse occurs, initially by developing and increasing the local evidence base to better understand the needs of children and young people indirectly affected by domestic abuse, and identifying effective interventions and support services. The OPFCC has allocated up to £300k over the next three years to develop and test a new delivery model of support.

Future Commissioning Interest

On the whole for North Yorkshire there is great appetite to commission all of the support services for victims and witnesses at a local level. Having all the services commissioned and contract managed by one team will allow for a more joined up and efficient experience for victims and witnesses. All the services being commissioned locally will allow the customer journey to be more streamlined and easier to navigate, as highlighted in the original VNA.

In North Yorkshire we have created a single point of access to the support services for victims of crime, making it clearer for both the customer accessing the service and practitioners involved in delivering support to the individual. This ensures that everyone affected by a crime or incident is offered appropriate and timely help. In North Yorkshire we would welcome being able to expand our existing arrangements to those victims and witnesses currently eligible for support under

national services. This will ensure all local victims and witnesses that need support can utilise our single point of contact under one brand, Supporting Victims.

The current Supporting Victims referral service and the specialist commissioned services that sit alongside this have already provided appropriate support for victims of terrorism, families bereaved by homicide, and female and male victims of rape and sexual violence. An example of this is where our existing support services have been advertised through social media following terror attacks to offer counselling for child and adult victims.

Since the last report in 2017 attempts have been made to move towards devolution, but work is still needed in these areas, or they have since been identified as not a priority for devolution:

Adult victims of modern slavery/Victims of terrorism

As a lot of services are concentrated in more urban areas, where there is a higher density of demand, rural areas often lose out. Being able to tailor the services available in North Yorkshire through the single point of contact and onto specialist commissioned services providing more diverse provision will ensure that our residents always have access to the support they need. This will ensure that services are reaching victims in rural and often isolated areas. Victims of Modern Slavery continue to be referred via the National Referral Mechanism and, if accepted as a modern slavery victim, will be supported through the Salvation Army. Despite numerous attempts to link step down pathways with the Salvation Army and the Supporting Victims Team, this remains an ongoing goal.

Families bereaved by homicide and road traffic accident

We already provide support to these victims if the road traffic accident is recorded as a crime and we also signpost to Brake, the road safety charity. On the whole if somebody approaches Supporting Victims requiring support, we will do all that we can to ensure appropriate support is provided, through one of our specialist commissioned services or signposting to the necessary local services. We believe that the parameters here should be broadened to also include families of those suffering life changing injuries due to homicide and road traffic accidents. We also would welcome the freedom to be able to support families affected by other bereavements. One that is particularly relevant for York is those bereaved by river deaths, as we know families can struggle to get support.

Supporting families of offenders

The support network that a family provides could be the difference between the offender being rehabilitated in the community, or not reoffending. This could be either commissioned with the broader view of services locally or make use of local partnership to establish referral routes. Currently the provision is more ad hoc, for example, calling on the Major Incident Team at NYCC to support the families of the 'accused', and since the last report was written it is felt that no specific service is required.

Conclusion

This report highlights a number of positive outcomes from each stage of the development process for the local commissioning of victim services in North Yorkshire. In conclusion we have;

- A much better local understanding of need and demand, and robust contract management systems which respond to underperformance and enable us to challenge and support providers in a way we would be unable to achieve if services were nationally commissioned
- Services which reflect local knowledge, public need and demand and provide a bespoke, accessible North Yorkshire service for all victims of crime
- Evidence through locally commissioned analysis that has supported the creation and the continuous improvement and development of local services in North Yorkshire which would otherwise not have been possible
- Improved local partnership working, facilitating a more joined up approach to maximise efficiency and effectiveness of a range of available services thereby reducing repeat victimisation and silo working
- Supported a greater number of victims through locally commissioned service since April 2015 than ever before
- Commissioned a range of wider follow-on services outside of MoJ funding that is in support of local need and demand, evidenced through local knowledge of need and demand
- Improved the performance and quality of services to victims locally through our ability to control and own data to effect improved contract quality and performance, ultimately improving impact and outcomes for victims across the full victim journey
- An understanding of how we can best approach future need and demand to design commissioning solutions in the longer term that look to reduce future demand across statutory agencies
- Started the process of commissioning a suitable Multi-Agency Cloud Based Case Management Platform to maximise efficiencies across the whole victim journey

Moving the commissioning of victim services back to a nationally commissioned model, would potentially disrupt progress made thus far at a local level in knowing and understanding the needs of victims on the ground; as demonstrated above. It may also have a negative impact on services available to victims, particularly in North Yorkshire where the breadth and depth of the service offer is increasing month on month. Partnership working would also be impacted and relationships and joint commissioning strategies that have taken some time to develop would be lost.

Local Commissioning has improved services for victims in North Yorkshire and we hope to continue on this successful journey for the foreseeable future.

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North Yorkshire Police, Fire and Crime Panel

5 February 2021

Panel Scrutiny of the Commissioner's Precept Proposals

1 Purpose of Report

1.1 To outline the key statutory provisions for the Panel's scrutiny of the Commissioner's Council Tax precept proposals.

2 Schedule 5 of the Police Reform and Social Responsibility Act 2011 and Part 2 of the Police and Crime Panels (Precepts and Chief Constable Appointments) Regulations 2012 set out the statutory process for scrutiny of the Commissioner's Council Tax precept proposals. The guidance note below sets out the key provisions and timescales from the governing legislation.

3 The Commissioner must notify the Panel of her proposed precepts for both policing and fire and rescue by 1st February.

4 The Panel must review the proposals and make a report to the Commissioner by 8th February. The report may include recommendations, including recommendations as to the precept that should be issued for the financial year.

5 The Panel may, having reviewed the proposed precept, choose to exercise its power of veto. This can only be done where the decision to veto is made by at least two-thirds of voting members of the Panel (that is, 8 members).

6 It is for the Panel to determine how a response from the Commissioner to a report or recommendations is to be published.

Where the Panel does not exercise the veto

7 The Commissioner must have regard to the Panel's report and any recommendations made therein. The Commissioner must provide a response to the Panel's report and publish this response.

8 The Commissioner may subsequently:

- (a) issue the proposed precept as the precept for the financial year; or
- (b) issue a different precept, but only if this would be in accordance with a recommendation made in the Panel's report to do so.

9 If the Panel fails to make a report to the Commissioner by 8th February then the scrutiny process effectively comes to an end and the Commissioner may issue the proposed precept.

Where the Panel does exercise the veto

- 10 Where the requisite majority vote is passed in favour of a veto of the proposed precept (see paragraph 5), the Panel must include a statement within its report that it has vetoed the proposal.
- 11 The Commissioner must not issue the proposed precept as the precept for the financial year.
- 12 The Commissioner must have regard to and respond to the Panel's report (including any recommendations therein), and publish her response, including her revised precept proposal, by 15th February.
- 13 Where the panel's report indicates that they vetoed the precept because it was:
 - too high, the revised precept must be lower than the previously proposed precept.
 - too low, the revised precept must be higher than the previously proposed precept.
- 14 On receipt of a response from the Commissioner notifying them of her revised precept, the Panel must review the revised precept and make a second report to the Commissioner by 22nd February. The Panel may indicate whether it accepts or rejects the revised proposal (although there is no further power of veto) and may make recommendations on the revised precept.
- 15 The Commissioner must have regard and respond to the Panel's second report and any recommendations – and publish this response – by 1st March 2021.
- 16 The Commissioner may then:
 - (a) issue the revised precept as proposed; or
 - (b) issue a different precept, although:
 - they must not issue a precept that is higher than the revised precept if the revised precept was lowered following the Panel's initial report on the first proposed precept indicating it was vetoed because it was too high;
 - they must not issue a precept which is lower than the revised precept if the revised precept was raised following the Panel's initial report on the first proposed precept indicating it was vetoed because it was too low.
- 17 Where the Panel fails to make a second report to the Commissioner by 22nd February, the Commissioner may issue the revised precept proposal.

18 Recommendation

- 18.1 The Panel is asked to note the report.

Diane Parsons
Principal Scrutiny Officer
North Yorkshire County Council

27th January 2021

Background Documents:

None.

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Report of the PFCC for North Yorkshire to the Police, Fire and Crime Panel

28th January 2021

Status: For decision

The 2021/22 Fire Precept Proposal

1 Purpose

- 1.1 Legislation requires that I agree my budget and associated precept and basic council tax for the forthcoming year before 1st March each year. However before doing so I must notify this Panel of the precept which I propose to issue for the following year.

2 Recommendations

- 2.1 The Panel is asked to consider my proposal to set the Band D Fire Element of the Council Tax within North Yorkshire for 2021/22 at £74.14. This is an increase of 1.99% or £1.45 over the 2020/21 level.
- 2.2 The Panel is asked to note that in making this proposal I have taken into account the limits placed on precept increases for Fire Authorities by the Government before having to undertake a costly referendum, and the results of consultation with the public of North Yorkshire in relation to the level of precept for 2021/22. This consultation had 3,085 responses, a summary of the results is provided at Appendix 4.
- 2.3 The Panel is asked to support this proposal.

3 Reasons

- 3.1 The balance of the cost of the fire service not paid for by central government is met by local taxpayers through a precept on their council tax. In North Yorkshire this will equate to just over 62% of the overall income that I will receive in 2021/22. It is the responsibility of the eight local billing authorities to collect this.
- 3.2 Legislation requires the precept for 2021/22 to be set before 1st March 2021 and that the first step in enabling this to happen is that I am required to inform this panel of my proposed precept by the 31st January 2021. Which I did by submitting this report prior to that date.

- 3.3 In making my proposal on the Fire precept I have taken into account the following:
- The views of the public of North Yorkshire
 - The financial impact on the people of North Yorkshire.
 - The financial needs of the organisation as currently projected both for 2021/22 and in the future.
 - The limits imposed by the Government on a precept increase before a referendum would be triggered in North Yorkshire.
 - I have discussed my proposals with the Chief Fire Officer and engaged and consulted with the public on the options available to me.

Overall Financial Context

3.4 Financial Position on Transfer of Governance

The Home Secretary announced on the 13th June 2018 that the elected Police and Crime Commissioner for North Yorkshire, now the PFCC, would take on the governance of North Yorkshire Fire and Rescue Service. The legislation to enable this to come into effect was passed on the 15th November 2018.

- 3.5 The financial position of the Fire Authority, at the time of the announcement and at the point of subsequent transfer of Governance, was set out in a report to the Fire Authority dated the 27th June 2018. A copy of this report was provided to the Panel as part of the precept proposals for 2019/20.

3.6 In Summary the position was as follows:

- The Authority agreed the 2018/19 Budget and the Medium Term Financial Plan which took the Authority up to and including 2022/23 at its meeting on 16 February 2018. The MTFP identified a shortfall of £2,810k on a recurring basis over the period. The Plan set out to use reserves for 2018/19 to 2020/21 in order to bridge the funding shortfall during that period.
- The June 2018 report then set out the review that this MTFP underwent, how savings opportunities were identified (£920k), assumptions were revisited (£300k) and additional costs of £985k identified. This resulted in the PFCC inheriting a MTFP that required £1.2m from reserves to balance the budget in 2018/19 and plans that lead to an imbalance that would rise to nearly £2.6m by 2022/23 **AND** no firm plans to address this imbalance beyond the use of reserves to provide some time to develop savings.

- 3.7 Since the Transfer of Governance a significant amount of work has been undertaken on the finances of the Fire Authority with a balanced Medium Term Financial Plan set out in February 2020, in addition to this an assessment of the Transfer of Governance business case was undertaken. From a financial perspective the savings outlined within the Transfer of Governance business case were assessed as part of the '[One-Year On](#)' report

which highlighted that the financial savings were expected to have exceeded those set out within the business case.

Current Financial Position and Context

3.8 Local Government Finance Settlement 2021/22

3.9 On 17 December 2020, the Secretary of State for Housing, Communities and Local Government Robert Jenrick MP, set out the Provisional Local Government Finance Settlement for 2021-22 in the form of a Ministerial Statement in the House of Commons. Alongside the statement, details of the provisional settlement have been published on the Gov.uk website.

3.10 Headlines

3.11 Due to the timing and detail of local government finance announcements at the 2020 Spending Review (which was published much later in the year than previous SRs), the majority of the settlement was already known. The headlines below build upon headlines from SR2020:

- Pensions Grant – Cash Flat.
- Confirmation that Core Spending Power (CSP) increases by an average of 4.5% (£2.2bn) – a significant proportion of this is additional council tax flexibilities for social care Local Authority's and police.
- Standalone FRAs see their CSP increase by 2.7%.
- Precept – 1.99% basic referendum limit for FRAs.
- Rural Services Delivery Grant increased from £81m to £85m.
- Further details on the Income Guarantee Scheme (75% of irrecoverable losses) published.
- Allocations of £670m LCTS to be applicable to Fire.
- Underspend in New Homes Bonus. This has been allocated as follows:
 - £261m for the lower tier fund and half of the additional social care grant.
 - £13m to fund the increase is SFA
 - £4m Rural Service Delivery Grant uplift

3.12 Council Tax Precepts

3.13 The Provisional Settlement sets council tax referendum thresholds for FRAs at 1.99% for 2021-22. As set out in SR2020, there is an additional 3% flexibility for the Adult Social Care authorities, a 1.99% or £5 (whichever is higher) principle for shire districts and a £15 Band D increase limit for police. As previously, there are no council tax referendum principles for Mayoral Combined Authorities or parishes.

3.14 Core Spending Power

3.15 The core settlement is made up of Baseline Funding Levels and Revenue Support Grant (RSG). RSG has increased in real terms (September 2020 CPI = 0.55%). Baseline funding levels (BFL) which are funded through Business Rates, are flat in cash terms as the government has announced that the Business Rate multiplier will be frozen next year. The real terms (0.55%) increase in the Baseline Funding Levels will arrive via a Section 31 grant as per previous indexation compensation grants.

3.16 Council Tax Base Assumptions

3.17 Council tax bases have been assumed to increase by an average of the annual growth between 2016-17 and 2020-21. This means the MHCLG are not using the OBR's -0.2% forecast for tax base growth. The Core Spending Power Explanatory Note also explains that they are assuming all authorities maximise their precept in 2021-22.

3.18 Council Tax and Business Rates income guarantee scheme

3.19 The government has published a consultative policy paper on Covid-19 funding for local government in 2021-22. The government has said that it is setting out how losses in scope of the guarantee will be measured. For council tax, this is broadly a comparison of each authority's council tax requirement and an adjusted Net Collectable Debit. For business rates, this is broadly a comparison of income as calculated in the National Non-Domestic Rates ('NDR') statistical collection forms 1 and 3.

3.20 SR2020 stated that the government forecasted the guarantee scheme to total £762m but there have been concerns that this will be insufficient. It is expected that the promise is for 75% of irrecoverable losses, (rather than capped at £762m) so this funding is anticipated to increase as required to meet the 75% guarantee.

3.21 What Impact does this Funding Settlement have on Fire Services Funding in North Yorkshire?

3.22 Based on the information produced by the Government and received to date, then the Government calculate that the Core Spending Power for North Yorkshire Fire is projected to increase by circa 2.7%, between 2020/21 and 2021/22 as set out in the table below:

3.23

	2020/21	2021/22
Core Spending Power Breakdown	£000s	£000s
Settlement Funding	8,694	8,708
Under Indexing	247	321
Council Tax Requirement	22,081	22,815
Rural Services Grant	515	540
Core Spending Power	31,537	32,385
Year on Year change in Core Spending Power	2.4%	2.7%

3.24 This however assumes an increase in Council Tax Requirement of 3.32% which includes an assumed 1.99% increase in the overall Band D level.

3.25 The Government has therefore assumed that the Council Tax Base in North Yorkshire (so the overall number of Band D equivalent properties) will increase by 1.33%, in calculating this 3.32% increase, from the level reported in 2020/21.

3.26 This assumption is significantly different to the real level of increases being report by the Council’s within North Yorkshire, where the overall level of Tax Base has seen a reduction of 0.2%. The impact of this is that the real increase in Core Spending Power will only be 1.4% as shown in the table below. This also does not taken into account the deficit on the Council Tax Collection Fund

	2020/21	2021/22
Core Spending Power Breakdown	£000s	£000s
Settlement Funding	8,694	8,708
Under Indexing	247	247
Council Tax Requirement	22,081	22,477
Rural Services Grant	515	540
Core Spending Power	31,537	31,972
Year on Year change in Core Spending Power		1.4%

3.27 The income at this level is £413k lower than assumed by the Government in their announcement that Standalone Fire and Rescue Authority’s would see an increase of 2.7% in their Core Spending Power.

3.28 Some of this lower income will be offset by an additional Local Council Tax Support Grant of £315k.

3.29 How does this compare to what we planned for when the MTFP was approved in February 2020?

3.30 In overall terms the funding for 2021/22 is almost exactly the same as that forecast a year ago. This results from the lower Council Tax income being offset by the one-off Council Tax Support Grant and higher levels of other income than forecast a year ago.

3.31 Given that assumptions of pay inflation have been revised downwards, from forecast increases of 2.5% per annum, to the following:

- 2021/22 - Pay Freeze
- 2022/23 – 1% increase
- 2023/24 – 1.5% increase
- 2024/25 – 2% increase

3.32 Then the Service has been able to broadly absorb the pressures within the budget, however it is expected to use some reserves to balance the budget in 2021/22.

3.33 The settlement does not however provide any significant capacity for investment and this will therefore need to be self-funded and delivered through a save to invest approach.

3.34 It is important to recognise that a number of these figures are estimates at this stage and should be finalised during February. It is unlikely however that any will change significantly.

3.35 Pensions Grant

In early September 2018 HM Treasury announced changes to the discount rate for unfunded public-sector pensions including fire. This, combined with the earlier announcement at Budget 2016, has resulted in a reduction to the discount rate from 3% to 2.4% and has the effect of increasing the employer contributions (to include ill-health costs) from 17.6% to 30.2% from April 2019. The Government Actuary's Department estimated that the additional cost to fire as a result will be around £108.5m per annum.

3.36 HM Treasury indicated that additional funding would be provided to public sector bodies in 2019-20 to mitigate most of this increase, with the sector "paying only the additional costs announced at Budget 2016" (a reduction in the discount rate from 3% to 2.8%). This means that fire will pay £10m of the additional costs in 2020/21, with the remaining £98.5m being provided via a grant under section 31 of the Local Government Act 2003. Although FRAs have some cost to bear they have come out relatively well when compared to the Police.

3.37 No assurances have been given that this Grant, which for North Yorkshire Fire now totals £1,711k, will continue beyond 2021/22 however the current financial plans assume this will happen. Clearly if this grant ends then there will be a significant impact on the current MTFP.

3.38 Rural Services Delivery Grant (RSDG)

North Yorkshire Fire now receives £540k in terms of Rural Services Delivery Grant, this has increased by £25k since 2020/21 and therefore in real terms this grant has increased. This is a welcome development and one that is hoped continues into future years to reflect the additional unavoidable costs that are incurred in delivering a Fire Service across a large geographical area.

3.39 **Funding for 2022/23 and beyond**

3.40 The funding position for 2022/23 will be set out and determined as part of the Spending Review that will be undertaken in 2021.

3.41 Given the expected financial challenges that are likely to result from the costs incurred during the pandemic then the assumptions within the revised MTFP is that Core Government funding will be frozen for the next 3 years.

3.42 MTFP Assumptions

A review of the assumptions within the MTFP has been undertaken, these will remain under review and are updated with the best information available, the current assumptions incorporated into the MTFP for 2020/21 and beyond are as follows:

- Pay Awards: Pay Freeze in 2021/22, followed by a 1% increase in 21/22, a 1.5% increase in 22/23 and then 2% increases thereafter
- Precept: Increases of 1.99% per annum
- Tax Base increases 1.5% per annum for the next 2 years and then 1.2% in 2024/25 before returning to 15 increases,
- Government Grants: Are frozen for the next 3 years.
- Pensions Grant continued to be paid at £1,711k per annum.
- Nil impact from any Fair Funding/Funding Formula review
- Nil impact from Business Rates Retention
- Rural Service Delivery Grant continues at £540k per annum.
- Inflation: 1.5% for most non-pay areas

3.43 Based on these revised assumptions and the information received and forecast around other areas of funding then the entire funding expected to be available for Fire Services for the next 4 years, in comparison to 2020/21, is as follows:

DRAFT BUDGET	Actual	Forecast	Forecasts		
	Budget	Budget	2022/2023	2023/2024	2024/2025
	2020/2021	2021/2022	2022/2023	2023/2024	2024/2025
	£'000	£'000	£'000	£'000	£'000
Funding					
Total Settlement Funding	(8,631)	(8,708)	(8,708)	(8,708)	(8,708)
Rural Services Grant	(515)	(540)	(540)	(540)	(540)
Council Tax Precept	(22,081)	(22,477)	(23,272)	(24,093)	(24,944)
Council Surplus/Deficit	(100)	63	0	10	(100)
NNDR Surplus/Deficit	6	6	0	7	6
Funding for the Net Budget Requirement	(31,322)	(31,656)	(32,520)	(33,324)	(34,286)
%age change in Net Budget Requirement	0.0%	1.1%	2.4%	2.5%	3.1%
S31 NDR Grants and Specific Grants	(1,682)	(2,048)	(1,691)	(1,733)	(1,779)
Pensions Mitigation Grant	(1,711)	(1,711)	(1,711)	(1,711)	(1,711)
General Income	(547)	(620)	(611)	(619)	(632)
TOTAL FUNDING	(35,261)	(36,035)	(36,532)	(37,387)	(38,408)
%age change in Total Funding		2.2%	1.1%	2.4%	3.0%

3.44 As can be seen from the projected percentage changes to the Net Budget Requirement, then providing expenditure inflation (both Pay and Non-Pay) can be contained within current forecasts, which is likely to very dependent on pay settlements, then the Fire Service would have a chance of maintaining current service levels.

- 3.45 **However** as referred to previously there are a number of areas within the Service that require investment, some of which are currently being profiled to match future savings plans, or unfortunately have been delayed until they can be afforded. The current financial settlements and projections doesn't therefore provide any real scope for investment.
- 3.46 Significant action was taken in the first 2 financial years after the Transfer of Governance to mitigate the projected £2.5m imbalance in the Medium Term Financial plan that was forecast to materialise by 2022/23.
- 3.47 This resulted in a Medium Term Financial Plan that was approved in February 2020 that required the use of £282k of Reserves in 2020/21 to balance the financial plan and no requirement for the use of reserves thereafter. This was summarised in the table below:

Approved MTFP - February 2020	2020/21	2021/2022	2022/2023	2023/2024
	£'000	£'000	£'000	£'000
Total Funding	(35,261)	(36,024)	(36,906)	(37,810)
Total Expenditure	35,544	36,024	36,906	37,810
(Surplus)/Deficit before Reserves	282	0	0	0
Planned Transfers to/(from) Earmarked Reserves	(282)			
(Surplus)/Deficit before Reserves	0	0	0	0

- 3.48 One of the areas of savings that was set out within the 2020/21 budget and precept proposal to achieve the future balanced financial plan was from a Supervisory review at Day-Crewed and Wholetime Shift 'one pump/engine' stations.
- 3.49 The review was to show that a reduction in the amount of Watch Managers (WMs) was possible in these stations through a trial at Day-Crewed Stations prior to further implementation. This could be achieved by utilising a single WM across two watches rather than one per watch under the current model. It would balance fluctuations in crewing levels whilst achieving significant recurring financial savings. If implemented in full, savings of approximately £500k per year could be achieved.
- 3.50 By adopting a revised supervisory manager structure, there would be no change to the current level of operational fire cover or to response times to incidents because fire engines will deploy in exactly the same way as they do now.
- 3.51 This review concluded during 2020/21 and it has been decided at this time not to implement this proposal. The expected savings and the forecast reductions in Watch Managers has therefore been added back into the financial plans.

- 3.52 The search for savings and efficiencies continues to receive a lot of focus and a further £500k of savings/reductions have been factored into the 2021/22 MTFP, these are summarised within the table below:

Savings included in 2021/22 MTFP		£k
ICT Contract savings		98
Equipment and PPE Savings		54
Hire and Contract savings		70
Pensions		80
Other Staff, Travel and Subsistence Savings		97
PFI Contract Savings and Capital Charges		67
Inflation and other savings		34
Total Savings		500

- 3.53 These have helped mitigate increased costs to maintain a building estate that is increasingly in need of significant investment, to meet higher than previously expected pay awards that occurred during 2020 and the need to remove the savings that were expected to be delivered from the Watch Manager review that was referred to above.

3.54 What does this mean for the overall Financial Position in 2021/22?

- 3.55 The impact of the financial settlement, the proposed precept, the savings plans, the changes in assumptions and the impact of other pressures within the Fire and Rescue Service has culminated in the following impact on the MTFP before the use of reserves:

Draft MTFP - January 2021	2020/21	2021/2022	2022/2023	2023/2024	2024/25
	£'000	£'000	£'000	£'000	£'000
Total Funding	(35,261)	(36,035)	(36,532)	(37,387)	(38,408)
Total Expenditure	35,544	36,341	36,851	37,387	38,408
(Surplus)/Deficit before Reserves	282	306	319	(0)	0
Planned Transfers to/(from) Earmarked Reserves	(282)				
(Surplus)/Deficit before Reserves	0	306	319	(0)	0

- 3.56 The proposed plans will require the use of reserves during the next 2 years, based on current assumptions. Most of this is expected to be funded for the COVID funding that was received during 2020/21 that is not all currently expected to be used. This will help mitigate some of the impact of the lower than expected income from a Council Tax perspective over the next few years, in comparison to previous plans.
- 3.57 This may be subject to some slight changes as the final plans are confirmed during February along with confirmation of the level of Business Rates which will be payable to the PFCC from the Local Councils.

3.58 The impact of the assumptions set out for the MTFP, as per paragraph 3.42, combined with a return to normal council tax levels over the life of the plan and the impact of the full year effect of the identified savings are forecast to result in a recurring balanced budget from 2023/24. The summary of this is set out at Appendix 1.

3.59 Capital Investment Plans

3.60 As previously mentioned there is a need for some significant investment within the Estate from which the Fire Service operates. Some of this requires immediate attention to ensure that the building are more accessible to a more diverse workforce and the public and funds have been set aside to address these over the next 2 years.

3.61 Beyond this timeframe there is a need to assess entire buildings and determine whether they are suitable for the delivery of modern day services. While affordability will remain a key challenge plans to refresh the estate are being developed and based on current financial projections it is hoped that options may be available towards the end of the life of this financial plan to begin this investment. The current Capital plans are summarised in the table below:

CAPITAL PROGRAMME 2021/22 to 2024/25				
	Estimated	Estimated	Estimated	Estimated
	2021/22	2022/23	2023/24	2024/25
	£000	£000	£000	£000
Capital Reserve carried forward	136	201	467	29
FUNDING	£000	£000	£000	£000
Revenue Contribution to Capital - Cars	81	340	211	0
Revenue Contribution to Capital	558	564	529	988
Capital Receipts - Cars	311	160	47	323
Borrowing	3,891	3,102	2,457	4,396
TOTAL FUNDING	4,841	4,166	3,244	5,708
EXPENDITURE				
Vehicles exc. Pool and Response cars	2,848	2,270	1,594	1,879
Pool and Response Cars	392	500	258	75
Property	1,043	832	863	2,518
ICT	377	299	467	898
Logistics	116	0	500	0
TOTAL EXPENDITURE	4,775	3,901	3,682	5,369
Capital Reserve carried forward	201	467	29	367

4 Public Consultation

- 4.1 To further inform the decision around the proposed precept for 2021/22 consultation has been undertaken with the public to ascertain their feedback and thoughts on this subject.
- 4.2 The consultation was conducted via an online survey and by telephone, to ensure a representative sample of North Yorkshire and the City of York residents by age, gender and geography.
- 4.3 The public were asked the following question:
- 4.4 Last year, the precept rise was in line with inflation to maintain current service delivery but did not allow for investment.
- 4.5 If funding from this year's precept exceeds inflation, we can reduce the annual budget shortfall of £500k and start to make much needed investment in the estate and fleet to improve service delivery and ensure facilities are appropriate for a diverse workforce.
- 4.6 The Government has capped the fire and rescue precept at 1.99% which is a maximum increase of £1.45 for an average Band D property.
- 4.7 The following options are based on an average Band D property currently paying £72.69 each year for fire and rescue services. How much more would you be prepared to pay per year, through your council tax for fire and rescue services?
- No more than I pay now – a precept freeze
This would mean a cut to the fire and rescue budget due to inflation and current service delivery could not be maintained
 - Up to £1.45, an increase of 1.99%
This would raise £432k, keeping up with inflation to maintain current service delivery but no investment in its services
 - Up to £5, an increase of 6.9%
This would raise £1.5 million, exceeds inflation, would help reduce the financial shortfall and allow investment in the areas mentioned
 - Up to £10, an increase of 13.8%
This would raise £3 million, exceeds inflation, would help reduce the financial shortfall and allow significant investment in the areas mentioned
- 4.8 In total 2,121 responses were received via the open online survey and a further 1,000 interviews over the telephone. The open survey was published on the PFCC website and promoted widely via social media. The results of the consultation are detailed at Appendix 4.

4.9 A summary of the overall results is shown in the table below:

	Total (n=3085)	Telephone (n=974)	Online (n=2111)
No more than I pay now – a precept freeze	28%	29%	28%
Up to £1.45, an increase of 1.99%	28%	24%	31%
Up to £5, an increase of 6.9%	26%	29%	24%
Up to £10, an increase of 13.8%	18%	19%	17%
<i>TOTAL who support an increase of at least 1.99%</i>	72%	71%	72%

*figures may not add to 100% due to rounding

4.10 Combined results (online and telephone) from the consultation show a clear majority (72%) support an increase of up to £1.45 in the fire and rescue precept.

5. Financial Implications

5.1 The Tax Base

The eight local Councils have notified the PFCC of their tax bases for 2021/22 as set out in the table below:

Tax Base		
	2021/22	2020/21
	Net Tax Base	Net Tax Base
Craven District Council	22,363	22,617
Hambleton District Council	37,343	37,256
Harrogate Borough Council	63,985	63,428
Richmondshire District Council	19,704	19,981
Ryedale District Council	21,801	22,062
Scarborough Borough Council	38,401	38,627
Selby District Council	32,065	31,989
York City Council	67,512	67,813
Total	303,174	303,774
Annual Increase/(Decrease)	(600)	
Percentage Increase/(Decrease)	-0.20%	

- 5.2 The tax base is expressed in terms of Band D equivalent properties. Actual properties are converted to Band D equivalent by allowing for the relevant value of their tax bands as set down in legislation (ranging from 2/3rds for Band A to double for Band H; discounts for single person occupation, vacant properties, people with disabilities etc;) and a percentage is deducted for non-collection. Allowance is also made for anticipated changes in the number of properties.
- 5.3 The tax base calculated by the billing authorities differ from the figures used by the Government (which assumes 100% collection) in calculating Grant Formula entitlements.
- 5.4 As can be seen from the table above the number of Band D equivalent properties across North Yorkshire has decreased in 2021-22, in comparison to 2020-21, by 600 – this equates to a decrease of 0.2%.
- 5.5 A reduction in the overall tax base is highly unusual and was completely unexpected. This has therefore has an impact on the finances of the organisation. A 0.2% reduction, versus an expected 1% increase, equates to an overall reduction in precept income of around £270k. This impact has however been compensated for by a Local Council Tax Support Grant of £315k from the Government.

- 5.6 This funding is expected to be a one-off grant as it is hoped/assumed that the Tax Base will recover over the next 2/3 years. The financial plans assume quicker tax base growth of 1.5% in each of the next 2 years. This will however be dependent on many factors which are clearly outside of the control of the organisation.
- 5.7 The 2021/22 tax base is therefore 303,173.8 Band D Equivalent properties
- 5.8 Setting the Council Tax
- 5.9 As referred to in the financial updates throughout 2020/21 the biggest financial challenge, resulting from COVID-19, for the organisation was likely to materialise in 2021/22 with a likely recurring, but smaller impact in the years thereafter. The impact is expected to result from less Council Tax than planned being collected during 2020/21 and a further impact on the overall tax base in future years in comparison to previous plans.
- 5.10 The Government recognised this challenge and have provided the flexibility to all billing and major precepting authorities (including police and fire authorities) to phase the deficit over a fixed period of three years.
- The phased amount will be the entire collection fund deficit for 2020-21 as estimated on the 15 January 2021 for council tax and in the 2021-22 NNDR1 for business rates.
 - The deficit will be phased in three equal and fixed amounts across the financial years 2021-22, 2022-23 and 2023-24.
 - The amounts to be paid off during 2021-22 will therefore be only 1/3rd of each authority's share of the estimated 2020-21 deficit.
- 5.11 The Councils have indicated an overall deficit on their collection funds, of which £248k relates to Fire.
- 5.12 Of this overall deficit of £248k, there is a £29k surplus that relates to years prior to 2020/21 and is therefore treated normally. Of the £277k deficit that relates purely to 2020/21 this will be phased across 3 years in line with the changed legislation. The will result in a £92k charge in each of the next 3 years.
- 5.13 The precept calculation needs to take account of any net surplus or deficit on the billing authority collection funds. Projected surplus/deficits on the individual funds are shown in the table below.

Collection Funds Surplus/ (Deficit)	
	£
Craven District Council	(4,799)
Hambleton District Council	(1,695)
Harrogate Borough Council	(25,489)
Richmondshire District Council	(20,355)
Ryedale District Council	(11,951)
Scarborough Borough Council	(1,419)
Selby District Council	2,350
York City Council	0
Net Surplus on Collection Fund	(63,359)

5.14 The surpluses/deficit that have arisen need to be returned through the precept. The final precept to be levied will reflect the position on each council's collection fund.

5.15 Financial Summary

Net Budget Requirement

Based on the proposed precept increase of 1.99% the Net Budget Requirement (NBR) for 2021/22, in comparison to 2020/21, is set out in the table below:

Funding the Net Budget Requirement	Budgeted Figures		(Increase)/Reduction	Percentage Change
	2021/22	2020/21		
	£000s	£000s	£000s	
Funding				
Total Settlement Funding	(8,708)	(8,631)	(77)	0.9%
Rural Services Grant	(540)	(515)	(25)	4.9%
Council Tax Precept	(22,477)	(22,081)	(396)	1.8%
Collection Fund/NNDR Surplus/Deficit	69	(105)	175	-165.9%
Net Budget Requirement	(31,656)	(31,333)	(323)	1.0%

5.16 As can be seen from the above the NBR is expected to increase in 2021/22, by £323k (or 1.0%,) if the precept is increased by 1.99%.

5.17 Precept Calculations

The final precept calculations are set out in the tables below based on a 1.99% increase:

Proposed Precepts - 1.99% Increase			
	Unadjusted Precept	Collection Fund Balance	Council Tax Requirement
	£	£	£
Craven District Council	1,653,188	(4,799)	1,657,988
Hambleton District Council	2,766,907	(1,695)	2,768,602
Harrogate Borough Council	4,718,351	(25,489)	4,743,840
Richmondshire District Council	1,440,534	(20,355)	1,460,889
Ryedale District Council	1,604,384	(11,951)	1,616,336
Scarborough Borough Council	2,845,648	(1,419)	2,847,068
Selby District Council	2,379,623	2,350	2,377,273
York City Council	5,005,310	0	5,005,310
Total Precept	22,413,945	(63,359)	22,477,304

5.18 The 'basic amount' of council tax is the rate for a Band D property. It is calculated by dividing the Council Tax Requirement by the total tax base i.e. £22,477,308 by 303,173.8 giving a council tax rate for Band D properties of £74.14.

5.19 The proposed council tax rate for each property band is determined in accordance with the statutory proportions and is set out in the table below, it also shows the increases for each Band in comparison to 2020/21. It is advised that the tax rates should be calculated to more than 2 decimal places.

Council Tax Band Amounts and Increases				
	1.99% increase			
Property Band	2021/22	2020/21	Increase per Annum	Increase per Week
	£	£	£	£
A	49.427	48.460	0.97	0.02
B	57.664	56.537	1.13	0.02
C	65.902	64.613	1.29	0.02
D	74.140	72.690	1.45	0.03
E	90.616	88.843	1.77	0.03
F	107.091	104.997	2.09	0.04
G	123.567	121.150	2.42	0.05
H	148.280	145.380	2.90	0.06

6. Conclusion

I have considered various options and various factors in deliberating on my proposal for precept in 2021/22. I have taken into account the needs for the continued delivery of high levels of Fire and Rescue Services within North Yorkshire. I have spoken with the Chief Fire Officer and have consulted with the public. Based on these views, the limits imposed by the Government on precept increases for Fire Authorities before a referendum is required and the financial needs of the organisation over the medium term I formally propose a precept increase of 1.99%, or £1.45, for a Band D property for 2021/22, which would result in Band D Fire precept for 2021/22 of £74.14 and ask that this panel considers my proposal.

Further to this the following additional Appendices are also attached:

- Appendix 1 – Draft Budget based on a 1.99% or £1.45 Fire Precept Increase
- Appendix 2 – Draft Capital Budget
- Appendix 3 – Draft Forecast Reserves Schedule
- Appendix 4 – Report on Fire Precept Consultation

APPENDIX 1					
DRAFT BUDGET	Actual	Forecast	Forecasts		
	Budget	Budget			
	2020/2021	2021/2022	2022/2023	2023/2024	2024/2025
	£'000	£'000	£'000	£'000	£'000
Funding					
Total Settlement Funding	(8,631)	(8,708)	(8,708)	(8,708)	(8,708)
Rural Services Grant	(515)	(540)	(540)	(540)	(540)
Council Tax Precept	(22,081)	(22,477)	(23,272)	(24,093)	(24,944)
Council Surplus/Deficit	(100)	63	0	10	(100)
NNDR Surplus/Deficit	6	6	0	7	6
Funding for the Net Budget Requirement	(31,322)	(31,656)	(32,520)	(33,324)	(34,286)
%age change in Net Budget Requirement	0.0%	1.1%	2.4%	2.5%	3.1%
S31 NDR Grants and Specific Grants	(1,682)	(2,048)	(1,691)	(1,733)	(1,779)
Pensions Mitigation Grant	(1,711)	(1,711)	(1,711)	(1,711)	(1,711)
General Income	(547)	(620)	(611)	(619)	(632)
TOTAL FUNDING	(35,261)	(36,035)	(36,532)	(37,387)	(38,408)
%age change in Total Funding		2.2%	1.1%	2.4%	3.0%
Expenditure					
Wholetime Firefighters	16,721	17,186	17,288	17,526	17,815
On Call Firefighters	3,325	3,342	3,368	3,414	3,478
Administrative & Clerical	3,319	3,390	3,424	3,528	3,598
Control Room Staff	765	789	795	822	837
Direct Staff Costs	24,130	24,707	24,875	25,289	25,728
Indirect Staff Costs	440	453	450	456	462
PFCC Staff Costs	74	76	78	80	82
Premises	2,111	2,090	2,122	2,153	2,186
Transport	792	794	804	828	846
Supplies and Services	3,472	3,362	3,181	3,199	3,273
Operating Leases	75	51	41	46	14
External Service Agreements	196	212	215	219	222
PFI (inc. capital element)	1,461	1,480	1,507	1,534	1,562
Total Indirect Staff and Non Staff Costs	8,620	8,518	8,398	8,515	8,646
PENSIONS	912	819	855	891	908
TOTAL EXPENDITURE BEFORE CAPITAL CHARGES	33,662	34,044	34,128	34,695	35,282
Provision for Debt Repayment	991	1,128	1,237	1,355	1,411
External Interest	550	530	582	597	612
Revenue Contribution to Capital	340	639	904	740	1,103
Total Capital Charges	1,882	2,297	2,723	2,692	3,126
TOTAL EXPENDITURE BUDGET	35,544	36,341	36,851	37,387	38,407
(Surplus)/Deficit before Reserves	282	306	319	(0)	(0)
Planned Transfers to/(from) Earmarked Reserves	(282)	(306)	(319)	0	0
(Surplus)/Deficit After Reserves	0	0	0	0	0
General Reserves					
	£'000	£'000	£'000	£'000	£'000
General Fund Balance b/f	995	995	995	995	995
Proposed (use of)/contribution to General Fund	0	0	0	0	0
Current Year Forecast	0	0	0	0	0
General Fund Balance c/f	995	995	995	995	995
Employee Numbers (Budgeted as at 31st March)					
	FTEs	FTEs	FTEs	FTEs	FTEs
Wholetime Firefighters	306.0	308.0	305.0	305.0	305.0
Retained Duty System Firefighters	342.0	342.0	342.0	342.0	342.0
Support Staff	84.8	84.8	84.8	84.8	84.8
Control Staff	17.2	17.5	17.5	17.5	17.5
Assumptions					
Staff Pay Increase	2.0%	0.0%	1.0%	1.5%	2.0%
Non Pay Inflation	2.0%	1.5%	1.5%	1.5%	1.5%
Precept Increase	2.0%	2.0%	2.0%	2.0%	2.0%
Council Tax Base Increase	1.0%	-0.2%	1.5%	1.5%	1.5%

NORTH YORKSHIRE PFCC (FIRE AND RESCUE AUTHORITY)		APPENIDX 2		
CAPITAL PROGRAMME 2021/22 to 2024/25				
	Estimated	Estimated	Estimated	Estimated
	2021/22	2022/23	2023/24	2024/25
	£000	£000	£000	£000
Capital Reserve carried forward	136	201	467	29
FUNDING	£000	£000	£000	£000
Revenue Contribution to Capital - Cars	81	340	211	0
Revenue Contribution to Capital	558	564	529	988
Capital Receipts - Cars	311	160	47	323
Borrowing	3,891	3,102	2,457	4,396
TOTAL FUNDING	4,841	4,166	3,244	5,708
EXPENDITURE				
Vehicles exc. Pool and Response cars	2,848	2,270	1,594	1,879
Pool and Response Cars	392	500	258	75
Property	1,043	832	863	2,518
ICT	377	299	467	898
Logistics	116	0	500	0
TOTAL EXPENDITURE	4,775	3,901	3,682	5,369
Capital Reserve carried forward	201	467	29	367

FORECAST RESERVES POSITION	Balance	Transfers	Transfers	Balance	Transfers	Transfers	Balance	Transfers	Balance	Transfers	Balance
	at 31 March	In	Out	at 31 March	In	Out	at 31 March	In/Out	at 31 March	In/Out	at 31 March
	2020	2020/21	2020/21	2021	2021/22	2021/22	2022	2022/23	2023	2023/24	2024
	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000
Pay & Price Reserve	721			721			721		721		721
Pensions Reserve	1,711			1,711			1,711		1,711		1,711
Recruitment Reserve	211			211			211		211		211
New Developments Reserve	344		-38	306			306	-38	268		268
Medium Term Funding shortfall Reserve	244		-244	0			0		0		0
Insurance Reserve	80			80			80		80		80
Hydrants Reserve	388			388			388		388		388
Collection Fund	202	385		587		-306	281	-281	0		0
IHR Employer Contributions	0	90		90			90		90		90
Total Earmarked Reserves	3,901	475	-282	4,094	0	-306	3,788	-319	3,469	0	3,469
Earmarked Capital Reserve	0	135	0	135	0	0	135	0	135	0	135
General Reserves	995	612	-610	997	0	0	997	0	997	0	997
% of Net Budget Requirement	3.1%			3.2%			3.1%		3.0%		0
Total Usable Reserves	4,896	1,222	-892	5,226	0	-306	4,920	-319	4,601	0	4,601
Capital Receipts Reserve	54	0	0	54	0	0	54	0	54	0	54

Precept Consultation Results 2021/22 – Fire and Rescue Precept**Approach**

The Police, Fire and Crime Commissioner’s precept consultation aimed to understand how much the public would be prepared to pay via their council tax for policing and separately for the fire and rescue service next year (2021/22).

Between 16th December 2020 and 13th January 2021, an online, self completion survey was open to the public of North Yorkshire and the City of York. The survey was promoted via media releases and social media including; Facebook, Twitter, Instagram and Nextdoor social media accounts. All 27,556 users of the Community Messaging system in North Yorkshire and the City of York were notified about the survey and an email was sent to all MPs and Councillors in December, to raise community awareness. Residents could respond via post, phone, email or online, resulting in 2,121 responses.

In addition, a representative telephone survey was conducted with 1,000 North Yorkshire and City of York residents, screened to ensure respondents were council tax payers and aged over 18. Quotas were set by gender, age and district to reflect the demography and geography of the county. The telephone interviews were undertaken by an independent market research company.

Questions around both precepts were combined within one survey. The order in which people considered each precept was rotated; 50% answered the policing precept question first, 50% the fire and rescue precept question.

Combined, the total number of responses to the Police, Fire and Crime Commissioner’s 2021/22 precept survey was 3,121.

All districts were well represented as shown in Table 1 below.

Table 1: Total responses (combined telephone and online) by district

	Craven	Hambleton	Harrogate	Richmondshire	Ryedale	Scarborough	Selby	York	TOTAL
Survey responses	7%	13%	17%	10%	9%	10%	14%	20%	100%
North Yorkshire and City of York: estimated households*	7%	11%	19%	6%	7%	14%	10%	25%	99%**

*Household district estimates, Data North Yorkshire <https://hub.datanorthyorkshire.org>

**Rows may not add to 100% due to rounding

Results

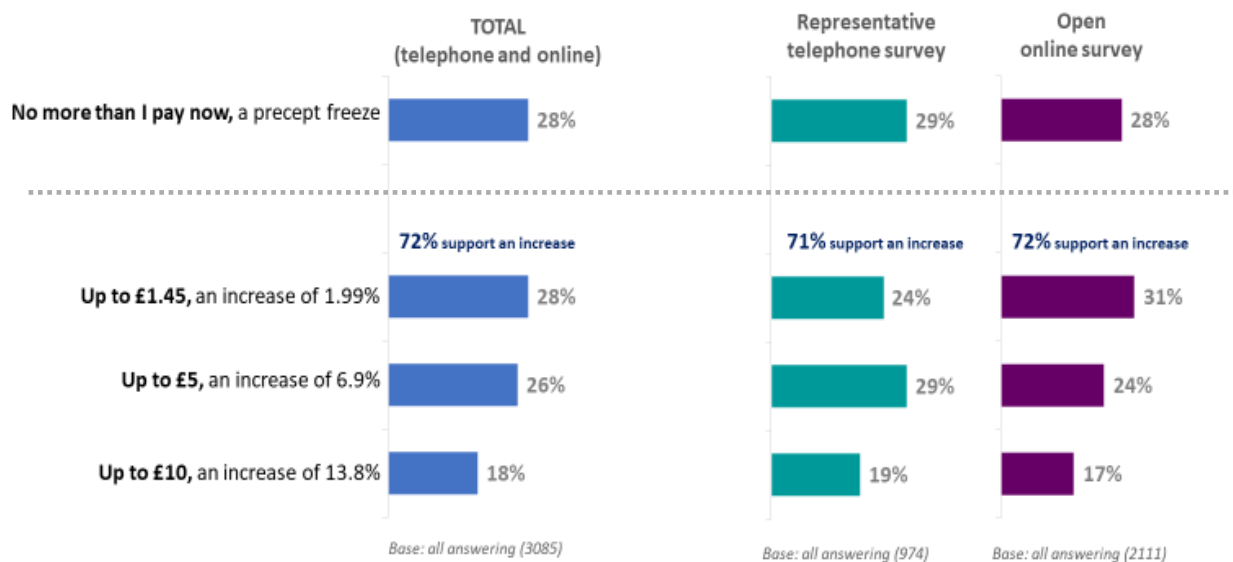
The results of the consultation have been analysed by methodology type (representative telephone survey vs open online survey) and are very similar.

Those who support a freeze for the fire and rescue precept are extremely likely to also suggest a freeze for the policing precept (90%). There is a strong correlation between the amount people are prepared to pay and household income with lower income households most likely to opt for a freeze in both precepts.

Responses to the fire and rescue precept question are summarised in the chart below. Almost three-quarters of respondents (72%) were prepared to pay an increase of at least £1.45 in their council tax for fire and rescue services next year.

Figure 1: Fire and rescue precept response

Q. How much more would you be prepared to pay per year, through your council tax for fire and rescue services?



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