

**ORIGINATOR: Vicky Day**

**DECISION NO. 29 /2021**

**REASON FOR SUBMISSION: For Decision**

**SUBMITTED TO: Police and Crime Commissioner**

**SUBJECT: Pathway Out project**

**SUMMARY:**

The Pathway Out project is new and jointly funded by the Department for Work and Pensions (DWP) East Anglia, Norfolk Public Health England (PHE) and Norfolk's PCC (in kind contribution), with a view to maximising the training and employment opportunities available to participants on the Pathway Out project.

The project will run over two financial years (April 2021 to March 2023) and is subject to an external evaluation, to be undertaken by the Home Office.

St Giles Trust will implement and deliver the Support Worker role of the Pathway Out project for qualifying adult male and female offenders, and those at risk of entering the Criminal Justice System (CJS) and will include all individuals with protected characteristics.

St Giles Trust will work in partnership with the DWP East Anglia, to deliver community-based provision to 'work ready' consenting participants, agreed as suitable by a multi-agency case conference, referred by the DWP Work Coach assigned to the wider Adder (Addiction, Diversion, Disruption, Enforcement, Recovery) programme.

ADDER is a whole system approach to tackling drug misuse in select locations worst affected by drug misuse, alongside national activity to disrupt the middle market supply of drugs.

The aim of the Pathway Out project is to provide positive educational experiences, training and employment opportunities and support to de-incentivise participation in

illicit drug activity and offer alternative economic futures for eligible participants.

Participants will be eligible to join the scheme if they are aged at least 18 years and live in the Greater Norwich Area or are of no fixed abode.

St Giles Trust and DWP East Anglia will work collaboratively at strategic and operational levels with both ADDER and the Gateway to Employment project (This is a successful multi-agency partnership lead by the Office of the Police and Crime Commissioner Norfolk (OPCCN) and the Department for Work and Pensions (DWP) with full engagement and support of the private sector, which has provided over 200 opportunities since the project began in 2015).

A total of £95,000 (£60,000 PHE and £35,000 DWP) will be provided to St Giles Trust, to operate the Support Worker role.

St Giles Trust has built up a wealth of knowledge and expertise over 50 years which enables them to support over 20,000 Service Users (SUs) each year with housing, employment, health and family issues. As an organisation St Giles Trust have gained all-round expertise and knowledge of working with and supporting vulnerable adults.

To strengthen the governance for the commissioning of this grant award the OPCCN has applied standard contract conditions. These include a systematic performance review process and annual review of the benefits of the contract.

The day to day management of the project will be undertaken by Clare Bradley, who has overall responsibility for the Support Worker.

**RECOMMENDATION:**

It is recommended that the PCC for Norfolk supports the allocation of joint funding to St Giles Trust to enable the provision of the Support Worker role, which is pivotal to the delivery of Pathway Out a key project which forms part of the wider ADDER programme activity across Greater Norwich.

**OUTCOME/APPROVAL BY:** PCC/~~CHIEF EXECUTIVE~~/~~CHIEF FINANCE~~  
OFFICER (Delete as appropriate)

*The recommendations as outlined above are approved.*



**Signature:**

**Date: 19/05/2021**

## **DETAIL OF THE SUBMISSION**

### **1. OBJECTIVE:**

To approve funding to enable the provision of the Support Worker role, which is pivotal to the delivery of Pathway Out a key project which forms part of the wider ADDER programme activity across Greater Norwich.

### **2. BACKGROUND:**

The Home Office in conjunction with Department of Health and Social Care and Public Health England have secured funding from the Her Majesty's Treasury Shared Outcomes Fund to pilot an intensive whole system approach to tackling drug misuse in select locations worst affected by drug misuse, alongside national activity to disrupt the middle market supply of drugs.

The pilot will be referred to as ADDER and will involve co-ordinated law enforcement activity, alongside expanded diversionary activity and treatment/recovery provision in the chosen pilot areas.

This will be complemented by Home Office and National Crime Agency activity to tackle middle market drugs and firearms supply.

ADDER will build on existing work and look to expand multi-agency partnership working in the local areas to drive sustained health and crime related outcomes.

Greater Norwich has been identified as an ADDER pilot area.

The mortality rate from drug related deaths in Norwich is growing and is above the England average. Between 2016 and 2018 – there were 152 drug related deaths, with a 1/3rd of these being in Norwich.

It is estimated that in the year 2019/20, 45% of the opiate and crack cocaine use/user in treatment, were in treatment in Norwich.

Intelligence indicates that heroin and crack cocaine purities have increased in the last five years.

Norfolk Constabulary's response to county lines was initiated in December 2016. In Norfolk (as of July 2020) there are 52 known active lines with 32 of these in Norwich.

Within the 61 cases reviewed in the Norfolk Drug Related Death Audit (2018), the following was found:

- Aging Heroin users made up half (51%) of the sample
- 2/3rds had more than one drug implicated in their cause of death (poly-use)
- 53, had a noted mental health illness and 44 were prescribed psychoactive drugs

- A notable proportion had some form of social stressor, such as suffering bereavement, adverse childhood experience or family problems
- Majority of people lived in the most deprived neighbourhoods, with only a small number in employment (11) and 8 people were homeless or lived in sheltered accommodation
- 2/3rds had health conditions not directly attributable to drug use

The wider ADDER programme outcomes are:

- A reduction in reoffending amongst prolific offenders who are motivated by drugs within each project location
- Increase in the number of drug users engaging in treatment and recovery support, deriving benefit from doing so, and also completing treatment
- Reduction in Drugs Supply
- Reduced costs for local health services and police forces due to lower health and crime harms, and lower costs to the criminal justice system (as fewer people are dealt with by the courts)
- Increase in the number of young and vulnerable people safeguarded

ADDER is in the implementation stage and will run until the end of Financial Year 22/23. Norfolk's ambition for ADDER:

- To create an all-age integrated and dynamic team targeting people involved with illicit drugs and criminal justice system to be diverted into effective treatment
- Statutory and Voluntary Community Sector Organisations will work collaboratively to engage people to make demonstrable changes through to recovery
- To further develop the prevention offer that will support young people, families and adults to build resilience and freedom from drugs and/or criminality

This final component of Norfolk's ambition will be addressed in part through the introduction of this new project known as Pathway Out.

A range of evidence suggests that lack of employment and limited employability increases the likelihood of offending. Men and Women known to the criminal justice system and or involved with illicit drugs face additional barriers to finding and staying in work.

Literature indicates that obtaining and remaining in suitable employment contributes to desistance of offending and reduces the harm caused by illicit drug use to people, their families and the communities they live in.

The Pathway Out approach is seen as a means to assess participants needs at the point of entry to the Pathway Out project, and to provide holistic support throughout their journey. This concerns using existing resources differently to

target support more effectively, avoiding gaps or duplication in service provision, and supporting participants to access provision successfully.

The Pathway Out project will be fully embedded within Norfolk's ADDER programme.

### **3. AREAS FOR CONSIDERATION:**

The benefits to this model are:

- Dedicated skills & resources to support identified participants in living more law abiding lives
- Reduced recidivism through partnership working
- Lower costs to the criminal justice system (as fewer people are dealt with by the courts)
- Effective & timely information sharing across the partnership, supporting local safeguarding
- Aligned funding to pilot a co-ordinated law enforcement activity, alongside expanded diversionary activity and treatment/recovery provision across greater Norwich
- The wider programme will be underpinned by a national evaluation and monitoring framework which will help to inform the evidence base for future Government intervention and national investment in this field.
- This is partnership funding with the OPCCN contributing in kind.

### **4. OTHER OPTIONS CONSIDERED:**

Not funding the scheme – this option has been rejected due the partnership funding arrangements of this scheme and the obligation so placed upon the OPCCN to put in place a Support Worker for the Pathway Out Project.

### **5. STRATEGIC AIMS/OBJECTIVE SUPPORTED:**

This project supports the PCC's strategic aim of prevention of offending.

### **6. FINANCIAL AND OTHER RESOURCE IMPLICATIONS:**

PHE has provided £60,000 via ADDER. In addition, the OPCCN has received partner funding to the value of £35,000 to support project activities from the DWP.

A total of £95,000 will be provided to St Giles Trust, to operate the Support Worker role, during the financial years April 2021 to March 2023.

The OPCCN is contributing in kind through the work of it's Head of Prevention and Rehabilitation over the life time of the project.

### **7. OTHER IMPLICATIONS AND RISKS:**

None.

ORIGINATOR CHECKLIST (MUST BE COMPLETED)	PLEASE STATE 'YES' OR 'NO'
Has legal advice been sought on this submission?	Y
Has the PCC's Chief Finance Officer been consulted?	Y
Have equality, diversity and human rights implications been considered including equality analysis, as appropriate?	Y
Have human resource implications been considered?	Y
Is the recommendation consistent with the objectives in the Police and Crime Plan?	Y
Has consultation been undertaken with people or agencies likely to be affected by the recommendation?	Y
Has communications advice been sought on areas of likely media interest and how they might be managed?	Y
In relation to the above, have all relevant issues been highlighted in the 'other implications and risks' section of the submission?	Y
<p data-bbox="188 1429 772 1464"><b>Is this report a Confidential Decision?</b></p> <div data-bbox="1050 1447 1171 1518" style="display: inline-block; border: 1px solid black; width: 60px; height: 30px; vertical-align: middle;"></div> <div data-bbox="1246 1447 1367 1518" style="display: inline-block; border: 1px solid black; width: 60px; height: 30px; vertical-align: middle; text-align: center; margin-left: 20px;">NO</div> <p data-bbox="188 1541 1417 1576">If Yes, please state reasons below having referred to the <a href="#">PCC Decision Making Policy</a></p>	

**APPROVAL TO SUBMIT TO THE DECISION-MAKER** (this approval is required only for submissions to the PCC).

**Chief Executive**

I am satisfied that relevant advice has been taken into account in the preparation of the report, that the recommendations have been reviewed and that this is an appropriate request to be submitted to the PCC.



**Signature:**

**Date: 19/05/2021**

**Chief Finance Officer (Section 151 Officer)**

I certify that:

- a) there are no financial consequences as a result of this decision,  
OR
- b) the costs identified in this report can be met from existing revenue or capital budgets,  
OR
- c) the costs identified in this report can be financed from reserves  
AND
- d) the decision can be taken on the basis of my assurance that Financial Regulations have been complied with.

**Signature:**



**Date: 19/05/2021**

**PUBLIC ACCESS TO INFORMATION:** *Information contained within this submission is subject to the Freedom of Information Act 2000 and wherever possible will be made available on the OPCC website. Submissions should be labelled as 'Not Protectively Marked' unless any of the material is 'restricted' or 'confidential'. Where information contained within the submission is 'restricted' or 'confidential' it should be highlighted, along with the reason why.*