

ORIGINATOR: Amanda Murr

DECISION NO. 32/2021

REASON FOR SUBMISSION: For Decision

SUBMITTED TO: Police and Crime Commissioner

SUBJECT: The Hampton Trust, (Hampshire & the Isle of Wight),
Conditional Cautioning and Relationship Abuse Project (CARA)

SUMMARY:

Project CARA (Conditional Cautioning and Relationship Abuse) developed and run by Hampshire Constabulary and The Hampton Trust, with the permission of the Director of the Public Prosecution (DPP), allows the Police to use out of court disposals, conditional cautions for reported first-time domestic abuse incidents. The perpetrator must comply with attending a short rehabilitative awareness programme which addresses abusive relationship behaviours. If the offender fails to comply, then they may face prosecution for the original offence. Acceptance to the DA Conditional Cautioning scheme must meet specific criteria as set by the Director of the Public Prosecution (DPP) and the Crown Prosecution Service (CPS).

The Hampton Trust began mobilisation of Project CARA (Conditional Cautioning and Relationship Abuse) in Norfolk in November 2019 as per the original [Office of the Police and Crime Commission for Norfolk \(OPCCN\) Decision Notice 2019/64](#). In March 2020 Hampton Trust had completed their Norfolk project mobilisation phase and were transitioning to cohort workshop delivery. From March 2020, due to Coronavirus (Covid-19), the country had been in various stages of full “lockdown” with all but essential movement allowed due to the threat to public health.

Shortly after the declaration of the threat to public health from COVID-19, regular discussions were held with Hampton Trust, Norfolk Constabulary and the OPCCN with regards to Hampton Trusts business continuity plans for their response to Covid-19 and impact on service delivery of Project CARA.

A recommended joint decision, in full agreement with Hampton Trust, Norfolk Constabulary and the OPCCN was made to suspend the delivery of Project CARA until such time where the programme could be delivered as it was originally intended.

Due to the UK's easing of lockdown restrictions it is now possible to resume the implementation of Project CARA as per decision notice 2019/64 provision.

The strategic aims of the Norfolk's Domestic Abuse and Sexual Violence Group, Perpetrator Partnership Sub Group includes a key commitment to improve the response to perpetrator provision through appropriate resourcing of projects and programmes utilising national best practice, innovation and lessons learnt to address domestic abuse offenders' behaviours. Project CARA supports the strategic aims of the partnership.

RECOMMENDATION:

It is recommended that the PCC for Norfolk support the extension of the funding provided in original decision notice 2019/64, between the 1st May 2021 until 1st September 2023 to enable Hampton Trust to deliver Project CARA delayed by the COVID-19 pandemic.

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

The recommendations as outlined above are approved.

A handwritten signature in blue ink, appearing to read 'G. Am-...'. The signature is written in a cursive style.

Signature:

Date: 26/07/2021

DETAIL OF THE SUBMISSION

1. OBJECTIVE:

- 1.1. The key objectives of Project Cara – provide an intervention designed to raise awareness of domestic abuse as part of a conditional cautioning outcome. CARA is part of an evidence based, early intervention response for domestic abuse between intimate partners only. The project, managed by The Hampton Trust has been running since 2012.
- 1.2. Offenders are required to attend two domestic abuse workshops which use motivational interviewing to engage offenders to reflect on what led to their arrest. The ethos behind CARA is that it is very much a positive opportunity to support offenders in addressing their actions and attitudes in order to prevent recidivism and repeat victimisation. Victims safeguarding is paramount during the workshops to ensure they are not subject to repeat victimisation.

2. BACKGROUND:

- 2.1. The Domestic Abuse Bill Consultation, Home Office (2018) revealed the necessity to identify innovation and best practice from a national audience regarding perpetrator intervention, prevention, and protection, which is key to stop repeat and serial perpetrators from reoffending and reduce crisis intervention. The introduction of the Domestic Abuse Act (2021) will support and provide the necessary tools to address perpetrator interventions. However, innovations and best practice such as Project Cara are required to address early prevention.
- 2.2. A rapid evidence review of academic literature, local and national identified best practice interventions and approaches was completed by the OPCCN (2018) and presented to the Domestic Abuse and Sexual Violence Board (DASVB). In addition a further update to the review was carried out in 2019. These reviews identified national best practice and the ambition for Norfolk partners to develop future innovations regarding intervention, disruption, education and interruption domestic abuse perpetrator models.
- 2.3. From research carried out this pilot was developed in Norfolk to establish a suitable intervention, which is quality assured and evidence based has been sought through the current academically evaluated programme being used by Hampshire Constabulary, Project CARA provided by The Hampton Trust charity.
- 2.4. Project CARA in Hampshire, with the permission of the DPP, has been identified as a suitable project that allows the Police to use out of court disposals, conditional cautions for reported first-time domestic abuse incidents. Only those domestic abuse offenders who meet the specific criteria as set by the Director of the Public Prosecution (DPP) will be suitable for referral to project CARA:
 - The offender has made a full admission and accepts responsibility
 - The offender has no previous convictions or cautions for domestic abuse in the previous two years
 - The offender has not committed a serious offence
 - The express wishes of the victim are met by following this route after the victim has been provided with a full explanation of all options and their consequences
 - There is no evidence of coercive or controlling behaviour on the part of the suspect within the relationship which might influence the victim's views

- DASH or other risk assessment tool shows that the risk to the safety of the victim and/or family not higher than the “standard” or “medium” classification
 - The conditions imposed for the disposal under consideration are in line with those identified as suitable and sanctioned by the National Policing Lead on Domestic Abuse.
- 2.5. The perpetrator must comply with attending a short rehabilitative programme which addresses abusive relationship behaviours. If the offender fails to comply, then they may face prosecution for the original offence.
- 2.6. Academic evaluation of Project CARA, suggests that an effective initial rehabilitation programme delivered at an early stage to low-risk offenders can reduce crime harm and the prevalence and frequency of reoffending, Kerry (2015) and Strang et al (2017).
- 2.7. The DPP guidance restricts the use of conditional cautions without their explicit authorisation. Seven counties were identified for further implementation of CARA to increase the cohort size in 2018 and 2019, which includes Norfolk.
- 2.8. Norfolk Constabulary, in full consultation with the OPCCN and key partners made an application to the DPP, as one of seven forces in September 2019, to use conditional cautions for cases involving domestic abuse. The exemption, after full review by Max Hill QC, DPP was granted on the 7th October 2019.
- 2.9. The desired outcomes of this project will be to
- Targeted support for up to 200 male offenders of domestic abuse
 - Support to assist attitudes, behaviour and risks of re offending for those attending and completing the CARA workshops
 - Reductions in the reoffending rates for domestic abuse perpetrators
 - Reductions in the number of domestic abuse perpetrators who meet the DPP criteria going through the court process
 - Reduce repeat victimisation and vulnerability

3. AREAS FOR CONSIDERATION:

- 3.1. As the operator of Project CARA Hampton Trust will be required to:
- Providing a targeted out of court alternative support by means of a conditional cautioning scheme based on 200 male offenders, referred by Norfolk Constabulary, where they meet the specific criteria as set out by and authority as granted by Max Hill, QC, Director of the Public Prosecution (DPP);
 - Supervise and observe facilitators delivery of CARA courses
 - Deliver 20 workshops over a 2-year period for up to 200 perpetrators of domestic abuse – to assist a positive change in attitudes and associated behaviour and in turn reduce the risk of re-offending amongst attendees.
 - Provide assessment and feedback of the participants in the group to ensure they are participating fully and notify Norfolk Constabulary where any breaches are identified
 - Signposting of participants in workshops to appropriate services including:
 - Domestic abuse perpetrator programmes
 - Mental and other health issues
 - Substance misuse
 - Financial and debt management
 - Employment, including the DWP

4. OTHER OPTIONS CONSIDERED:

4.1. Not funding The Hampton Trust to facilitate the continuation of this pilot. This option was rejected as Project CARA has been identified by robust academic evaluation which demonstrates this is an effective initial rehabilitation programme, delivered at an early stage to low-risk offenders, can reduce crime harm and the prevalence and frequency of reoffending, Kerry (2015) and Strang et al (2017).

5. STRATEGIC AIMS/OBJECTIVE SUPPORTED:

5.1. The delivery of Project Cara supports the Domestic Abuse Bill Consultation, Home Office (2018) and the implementation of the Domestic Abuse Act (2021) to identify innovation and best practice from a national audience regarding evidenced based perpetrator intervention, prevention, and protection which is key to stop repeat and serial perpetrators from reoffending and reduce crisis intervention.

5.2. The strategic aims of the Norfolk's Domestic Abuse and Sexual Violence Group, Perpetrator Partnership Sub Group includes a key commitment to improve the response to perpetrator provision through appropriate resourcing of projects and programmes utilising national best practice, innovation and lessons learnt to address domestic abuse offenders' behaviours. Project CARA supports the strategic aims of the partnership.

6. FINANCIAL AND OTHER RESOURCE IMPLICATIONS:

6.1. The total of grant award value £60,500 remains unchanged for the extended funding period.

6.2. There will be no costs incurred by The Hampton Trust for remobilisation of the project 1st May 21 to 31st July 2021. The pilot project will be delivered in full over the period 1st August 21-1st September 2023

6.3. A cost of £10,500 has already been paid upfront in the financial year 19/20 for mobilisation of the project.

6.4. Financial breakdown of the budget over the next three years:

Financial Year Breakdown CARA	2021/2022	2022/2023	2023/2024
	£14,583	£25,000	£10,416

7. OTHER IMPLICATIONS AND RISKS:

7.1. All parties will work together to identify, manage and mitigate risks on achieving the project. These shall be recorded in a joint risk and issues register.

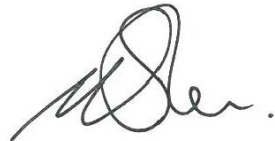
7.2. The risk and issues register will be regularly reviewed and updated, not less than once every quarter.

ORIGINATOR CHECKLIST (MUST BE COMPLETED)	PLEASE STATE 'YES' OR 'NO'
Has legal advice been sought on this submission?	No
Has the PCC's Chief Finance Officer been consulted?	Yes
Have equality, diversity and human rights implications been considered including equality analysis, as appropriate?	Yes
Have human resource implications been considered?	Yes
Is the recommendation consistent with the objectives in the Police and Crime Plan?	Yes
Has consultation been undertaken with people or agencies likely to be affected by the recommendation?	Yes
Has communications advice been sought on areas of likely media interest and how they might be managed?	Yes
In relation to the above, have all relevant issues been highlighted in the 'other implications and risks' section of the submission?	Yes
<p data-bbox="188 1422 774 1460">Is this report a Confidential Decision?</p> <div style="display: flex; justify-content: space-around; align-items: center;"> <input data-bbox="1050 1440 1171 1509" type="checkbox"/> <input checked="" data-bbox="1243 1440 1364 1509" type="checkbox"/> </div> <p data-bbox="188 1534 1417 1572">If Yes, please state reasons below having referred to the PCC Decision Making Policy</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: 26/07/2021

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: 26/07/2021

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.*