

DMPC Decision – PCD 1066

Title: Keeping Children and Young People Safe - 2022/23 Commissioning Decisions

Executive Summary:

The Mayor has committed to putting children and young people at the heart of London's recovery from the COVID-19 pandemic. Some of the most vulnerable are those young Londoners that experience abuse, exploitation or violence. This decision requests continuation and extension of funding to the end of March 2023 to the following projects and services to ensure young Londoners continue to have access to specialist support needed to help them cope and recover from crime or trauma and/or reduce risk of victimisation and exploitation.

The following have been identified as vital for achieving the Mayor's key aims of supporting young people to exit the harm caused by gangs and serious violence; supporting young people to recover from child sexual abuse, child sexual and/or criminal exploitation:

- London Gang Exit (LGE) - which supports young people to escape the harmful effects of gangs
- Rescue and Response – which supports young Londoners exploited through county lines activity
- Hospital-based youth work - supporting young victims who attend hospitals with injuries from violence
- Empower – which supports young people suffering sexual exploitation in the context of gangs
- The Lighthouse – which supports children and young people who have been sexually abused in North Central London
- Child Sexual Abuse Hubs – which supports children and young people who have been sexually abused in North West, North East, South East and South West London.
- Funding to support local and regional safeguarding activity, including contributory funding to the London Safeguarding Children Partnership
- Information Sharing to Tackle Violence and Safestats – collating violence data from hospitals to improve understanding of where and when violence happens

The total financial commitment will be £7,869,349 in 2022/23.

Recommendation:

The Deputy Mayor for Policing and Crime is recommended to:

1. Approve one year funding and extension of projects supporting children and young Londoners, at a total financial commitment of £7,869,349; and,

2. Delegate responsibility for agreeing the specific terms and amounts relating to individual grants, contracts or extensions to the MOPAC Director of Commissioning and Partnerships, in consultation with the MOPAC Chief Financial Officer and Director of Corporate Services.

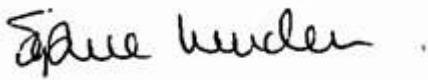
Deputy Mayor for Policing and Crime

I confirm I have considered whether or not I have any personal or prejudicial interest in this matter and take the proposed decision in compliance with the Code of Conduct. Any such interests are recorded below.

The above request has my approval.

Signature

Date 26-11-21



PART I - NON-CONFIDENTIAL FACTS AND ADVICE TO THE DMPC

1. Introduction and background

- 1.1. Reducing and preventing violence in London is the Mayor's top priority. This means continuing the combination of police enforcement, effective interventions to help offenders leave crime behind and better support for victims alongside the public health approach to prevention being led by London's Violence Reduction Unit (VRU) to identify the underlying causes of violence and work with communities, young people and partners to intervene early. The Mayors, 'tough on crime, tough on the causes of crime' approach recognises that protecting Londoners is not just about policing.
- 1.2. Alongside this, the Metropolitan Police Service (MPS), City Hall and all partners agencies have a role in protecting young people and adults from exploitation and harm. This public protection role – while not always related to crime – is critical to ensuring London is a safer city for all.
- 1.3. The COVID-19 pandemic has had a wide-reaching impact on MOPAC, the MPS and commissioned services, requiring delivery models to significantly adapt and flex. The funding outlined below takes into consideration the compounding effects of the COVID-19 pandemic has had on rates of exploitation and harm to Londoners.
- 1.4. In order to expedite the decision process and meet our commitment to give providers and commissioners 6 months' notice of funding for 2022/23, the projects and services for which extension is requested have been grouped into themes. This decision relates to delivery of services to help keep children and young people safe.

2. Issues for consideration

- 2.1. All funding arrangements to projects and services which are due to expire in March 2022 have been considered under their own merits; how these contribute towards the Mayor's aims to create a safer city for children and young people; and to ensure that they have demonstrated satisfactory performance and value for money. In the sphere of work with vulnerable children and young people exploitation is a key risk and therefore the projects proposed for extension will help young people move away from harm; cope and recover from abuse; while contributory funding will support the co-ordination of safeguarding activity across London as well as helping boroughs to respond to local risks; and for data to guide these decisions to be made available to the professionals who can use it to target resources most effectively. The projects and services below are requested for extension to the end of March 2023:
- 2.2. **London Gang Exit**
London Gang Exit (LGE) provides a holistic approach to supporting young people to escape the harmful effects of gangs, both those who are gang-involved and others who may be exploited by them. The model is based on delivering interventions lasting a minimum of six months, over which time emotional and motivational factors will be addressed, as well aspects which provide stability for a young person; education, employment, and accommodation. Between April 2020 and March 2021, the service has accepted 216 referrals, provided interventions to 211

individuals. 84% of completed cases reported a reduction in harm caused by gang related activity. This service is delivered by Safer London via a grant.

2.3 Hospital based youth work

Clinically embedded youth workers young victims who present at A&E departments with assault-related injuries, gunshot wounds, stabbings, and those who report having been sexually exploited. MOPAC and Violence Reduction Unit currently contribute funding to providers in eight of London's A&E departments and four Major Trauma Centres (MTCs). Alongside and integrated with youth workers in the MTCs, Youth Independent Domestic Violence Advocates engage with victims who present with a risk of child sexual exploitation and domestic abuse/violence. In 2020/21, 646 young people actively engaged with the support offered across the twelve hospital sites. These services are helping young people to be and feel safer. In the MTCs, 61% of young people reported their risk had reduced six months after receiving the intervention. These services are delivered by Redthread, Oasis Community Partnerships, Solace Women's Aid and St Giles Trust via grants and contracts.

2.4 Rescue and Response

Rescue and Response is a pan London service to support children and young people who have been exploited by county line drug networks. The service offers support and interventions for young Londoners exploited by drug networks. Intelligence is gathered and analysed to understand the factors behind exploitation, to inform policing and safeguarding, and to upskill professionals on the signs of exploitation so that interventions can be made at an earlier stage. In the three years of operating, the service has seen 83% of referrals receive positive outcomes, and a 76% reduction in county lines activity. These services are delivered by London borough of Brent, St Giles Trust, Abianda, Safer London and Empowering Communities via grants.

2.5 Child Sexual Abuse Hubs

MOPAC intends to award Grant funding to provide additional resource and capacity across three existing and one new Child Sexual Abuse (CSA) Hub in London. This will allow a greater number of children and young people who have been a victim of CSA to be supported. In particular, it will focus on providing extra emotional wellbeing therapeutic support to help CSA victims cope and recover. It will also allow for greater integration with local social care teams to increase referrals and provide greater wrap around support particular in complex cases. We expect this funding will help support approximately 250 additional victims of CSA per year across the four CSA Hubs. This funding is designed to deliver the following outcomes: an increase in the number of victims supported and improved access to early emotional support and improved longer term outcomes; improved child protection pathways in place; social workers are better able to identify CSA and refer appropriately; improved and streamlined referral pathways and introduction of a new CSA Hub in South West London. These services are delivered by North West London Clinical Commissioning Group (CCG), North East London CCG, South East London CCG via grants with the addition of South West London CCG in 2022/23.

2.6 Empower

Empower primarily supports girls and young women who are involved in or at risk of gang involvement, or sexual violence and exploitation. Empower operates across 16 London boroughs. The programme provides specialist one-to-one support and advocacy that enables young people to access health and wellbeing, employment and training, housing, family, and relationship support. Between April 2020 and March 2021 Empower has delivered interventions to 81 young people on a one-to-one basis. In addition, the service has delivered 60 group work sessions, and

provided consultancy advice to 211 professionals. 86% of completed cases reported an improved feeling of safety. This service is delivered by Safer London via a grant.

2.7 The Lighthouse

The Lighthouse is located in Camden and serves the North Central sector in London providing services to children and young people who reside in five London boroughs (Barnet, Camden, Enfield, Haringey and Islington). It provides support to children and young people who have been sexually abused or exploited, as well as providing support to their families or carers. The Lighthouse is based on a model of international best practice, bringing together medical, investigative and therapeutic services 'under one roof', alongside support for child victims to progress more rapidly through the criminal justice and court process. The Lighthouse is recognised as best practice by the Home Office in their national CSA Strategy and is being evaluated for impact. This funding will support infrastructure costs related to the Lighthouse and Lighthouse services commissioned by NHSE via a grant.

2.8 Local and regional safeguarding activity

MOPAC provides an annual contribution to each London borough of £5,000 to support the Local Children's Safeguarding Partnerships (LCSP) and £5,000 to Local Adult Safeguarding Boards. This funding is granted directly to boroughs allowing them to allocate funding in line with locally identified needs. Furthermore, MOPAC contributes annual funding to London Councils to support the running of the London Safeguarding Children Partnership. This funds a post to manage and co-ordinate the partnership, its Executive and related activity. Provision of this funding helps the MPS to discharge their duty as set out in the Working Together to Safeguard Children (2018) Government guidance for inter-agency working to safeguard children. The funding also helps towards the management of the London Child Protection Procedures, which the LSCP carries out on behalf of local partnerships and brings together a London-wide strategic partnership of government, private and third sector organisation which support the work of statutory local partnerships to protect young Londoner's from harm, neglect and exploitation. These contributions will be made to local authorities and London Councils via grants.

2.9 Information Sharing to Tackle Violence and SafeStats

Information Sharing to Tackle Violence (ISTV) enables data sharing between Emergency Departments (EDs) and other partners to help tackle violent crime across London. EDs provide anonymised, standardised information on those presenting with injuries sustained through violence. This data is then made accessible to professionals working in crime reduction, community safety, and commissioning, and can be used to inform local violence prevention strategies, such as patrol routes, local environment design, licensing decisions and strategic assessments. The Greater London Assembly's SafeStats portal provides a web-based location from which this and other community safety data across London from other agencies such as the police, Transport for London, London Ambulance Service can be accessed. Both ISTV and SafeStats are delivered by the GLA's City Intelligence Unit via a Service level agreement.

3 Financial Comments

- 3.1 This decision requests approval for 12 months funding and service extension to contracts or grants detailed in sections 2.2 to 2.9, at a total financial commitment of £7,869,349, from 1 April 2022 until 31 March 2023.

3.2 An overview of the individual allocations is set out in the table below.

Service Name	22/23 Allocation (£m)	
London Gang Exit	£1,919,349	
Hospital based youth work	£1,800,000	
Rescue and Response	£1,820,000	
Child Sexual Abuse Hubs	£660,000	
Empower	£552,000	
Lighthouse	£500,000	
Funding for borough Safeguarding Boards	£320,000	
Funding to <i>London Councils</i> to run London Safeguarding Children Board	£113,000	
Information Sharing to Tackle Violence and Safestats	£185,000	
Total	£7,869,349	

3.3 Payments will be made in line with current arrangements in the contract or grant, following satisfactory performance and contract or grant management meetings.

3.3 Funding sources are provisional only and subject to change. Confirmation of funding sources will be finalised as part of the final budget submission.

4 Legal Comments

4.1 MOPAC's general powers are set out in the Police Reform and Social Responsibility Act 2011 (the 2011 Act). Section 3(6) of the 2011 Act provides that MOPAC must "secure the maintenance of the Metropolitan Police Service and secure that the Metropolitan Police Service is efficient and effective." Under Schedule 3, paragraph 7 (1) MOPAC has wide incidental powers to "do anything which is calculated to facilitate, or is conducive or incidental to, the exercise of the functions of the Office." Paragraph 7(2) (a) provides that this includes entering into contracts and other agreements.

4.2 Section 143 (1) (b) of the Anti-Social, Behaviour Crime and Policing Act 2014 provides for MOPAC to provide or commission services "intended by the local policing body to victims or witnesses of or other persons affected by, offences and anti-social behaviour." Section 143 (3) specifically allows MOPAC to make grants in connection with such arrangements and any grant may be made subject to any conditions that MOPAC thinks appropriate.

- 4.3 There are further relevant powers set out in the Crime and Disorder Act 1998 at sections 17(1) (a) to (c) which place MOPAC under a duty to exercise its functions with due regard to the likely effect of the exercise of those functions on, and the need to do all it can to prevent, crime and disorder (including anti-social and other behaviour adversely affecting the local environment), reoffending in its area, and the misuse of drugs, alcohol and other substances in its area. The proposed arrangements are consistent with MOPAC's duties in the Crime and Disorder Act 1998.
- 4.4 Under MOPAC's Scheme of Delegation, the approval of business cases for revenue or capital expenditure of £500,000 and above, are for the DMPC. The strategy for grant giving, the award of individual grants, all offers made and the award of grant funding are also for the DMPC. The decisions in this report can be approved by the DMPC.
- 4.5 Officers must ensure the Financial Regulations and Contract Regulations are complied with.
- 4.6 Officers should ensure that the funding agreements are put in place with and executed by MOPAC and each of the providers before any commitment to fund is made.
- 4.7 Officers confirm that sufficient assurance has been carried out to this decision to determine that the DMPC has legal authority to agree the recommendations on funding and the extension of grants and contracts.

5 **Commercial Issues**

- 5.1 This decision requests to extend existing grants, contracts and Service Level agreements as laid out in 2.2 to 2.9 or create new grants and contracts where needed.
- 5.2 There are no procurement issues with this decision, as where contracts are in place, the value of these contracts is not being increased by more than 50% of the current value, and is in line with the terms and conditions of the contract variations and grant amendments, as relates to extensions.
- 5.3 MOPAC makes no commitment to fund the organisations listed in 2.2 to 2.9 above until grant amendment or contract variation letters have been signed by both parties. These will detail the new performance and payment schedules, in line with previous arrangements.
- 5.4 The modification request to the grant agreement/contract will comply with the MOPAC Scheme of Consent and Delegation.
- 5.5 Further details on the commercial issues for each project or service can be found in the decisions referenced in section 9.
- 5.6 The modification request to the grant agreement/contract will comply with the MOPAC Scheme of Delegation and Consent.

6 **Public Health Approach**

- 6.1 The public health approach led by the Violence Reduction Unit in relation to violence, includes contextual safeguarding and all factors which could cause harm to a vulnerable child or adult or push them towards violence and exploitation.
- 6.2 Provision of funding to allow boroughs to address locally identified risk factors, and funding London Councils to co-ordinate the LSCB to discuss safeguarding issues, are both steps which enable effective safeguarding of young and vulnerable Londoners.
- 6.3 Evidence-based practice is fundamental to the implementation of a public health approach to reducing violence. Therefore, more research including the gather of good practice and 'what works' is required to deepen and broaden the evidence base around violence reduction, diversion and prevention in London. Evaluations are being undertaken in relation to LGE, the A&E strand of the hospital-based youth work, Rescue & Response and the Lighthouse and our hope is these evaluations will contribute to the learning around 'what works'.
- 6.4 Understanding factors behind violence is a key aspect of the public health approach, and the *ISTV* programme, combining data with GLA Safestats; along with data provided through the Hospital based youth work, LGE, Empower and Rescue & Response programmes; all provide an insight beyond crime data alone which MOPAC, the VRU, and partners can use to inform commissioning and decisions and ensure responses are relevant to the issues identified.
- 6.5 Further details on the public health approaches of each project or service can be found in the decisions referenced in section 9.

7 GDPR and Data Privacy

- 7.1 The extension of the projects and services listed in 2.2 to 2.9 will not alter the data protection measures in place for each. Where required, DPIAs will be updated to reflect the extension of the corresponding project or service.
- 7.2 Further details on the data protection considerations for each project or service can be found in the decisions referenced in 2.2 to 2.9.

8 Equality Comments

- 8.1 This decision supports initiatives and interventions for young victims, but particularly those victims of more serious crimes, vulnerable and repeat victims, and particular sections of the community who are over-represented amongst victims of crime.
- 8.2 Under s149 of the Equality Act 2010 (the Equality Act), as a public authority the Deputy Mayor/MOPAC must have due regard to the need to eliminate discrimination, harassment and victimisation, and any conduct that is prohibited by or under this Act; and to advance equality of opportunity and foster good relations between people who share a protected characteristic and those who do not. Protected characteristics under the Equality Act are age, disability, gender re-assignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation, and marriage or civil partnership status (the duty in respect of this last characteristic is to eliminate unlawful discrimination only).

- 8.3 The providers listed in 2.2 to 2.9 will be required to have due regard to the protected characteristics of the people and communities relevant to this piece of work. Equality comments for each specific project or service can be found in the decisions referenced in section 9.
- 8.4 Diversity monitoring is an integral part of quarterly performance management processes for MOPAC commissioned services. This monitoring helps us to understand who is accessing each service and how any barriers to accessing may be overcome.
- 8.5 Violence, exploitation and related criminality involving children and young people are areas of continuing concern, both nationally and in London – particularly in the context of groups and gangs. Whilst well documented rises in violent crime since 2014 appear to be stabilising – especially for the most serious weapon enabled offences – such criminality remains a significant problem in London, and one that disproportionately impacts specific areas and groups, notably young people in areas of high deprivation. CSEW estimates indicate that adults aged 16 to 24 years were more likely to be victims of violence (4.0%) than those in older age groups. Police data supports this; those aged 20 to 29 years made up around 13% of the population, they were victims in 26% of violence against the person offences recorded by the police. There were 8,495 recorded victims of Serious Youth Violence in FY2019/20, an increase of 7.3% from FY2018/19.
- 8.6 Young men are overrepresented as victims of knife crime; recent analysis of MPS data indicates that 80 percent of victims of knife crime are male and frequently aged less than 25 years of age. Almost half of all victims of knife crime were from BAME backgrounds. Those victims of gang related knife crime were even more likely to be male (88%), young (76% aged under 25) and BAME (68%). Young BAME men (16-20 years old) account for almost a third of all victims of gang knife crime.
- 8.7 Young women are far more likely to be victims of any sexual assault but appear to be underrepresented in police data - prevalence estimates using London level CSEW data indicates that the number of recorded crimes is well below the potential number of victims per year.
- 8.8 Youth workers delivering these services are trained and experienced at providing trauma informed support to young people with complex needs.

9 Background/supporting papers

- 9.1 PCD 847, signed in October 2020, approved continued funding in 2021/222020/21 to London boroughs and London Councils to support local and regional safeguarding activity, the extension of Safer London's delivery of LGE and Empower, to the GLA for delivering ISTV and Safestats, to Oasis Community Partnerships to fund hospital based youth work in North Middlesex and St Thomas' hospital.
- 9.2 A summary of interim LGE evaluation findings, published April 219, can be found here: www.london.gov.uk/sites/default/files/london_gang_exit_evaluation_summary.pdf
- 9.3 PCD 569, signed in June 2019, committed £1,689,960 to commission five new A&E services and £834,462 to continue support for young victims in four Major Trauma Centres through to 21/22.

- 9.4 PCD 793, signed in July 2020, committed £216,456 to continue delivery of youth IDVAs in four Major Trauma Centres through to 21/22.
- 9.5 PCD 850, signed in October 2020, committed £1,820,000 for continued funding to Rescue & Response through 2021/22.
- 9.6 CED 03-2021, signed in April 2021, approved funding for the existing three CSA Hubs in 2021/22.
- 9.7 PCD 883, signed in December 2020, approved funding for The Lighthouse until March 2022. PCD 700, signed in February 2020, approved the lease for The Lighthouse until August 2023.
- 9.8 The Lighthouse: 2 year interim evaluation report, published November 2020, can be found here: www.london.gov.uk/sites/default/files/childhouse_nov_2020_interim_evaluation_report_for_publication.pdf

<p>Public access to information</p> <p>Information in this form (Part 1) is subject to the Freedom of Information Act 2000 (FOIA) and will be made available on the MOPAC website following approval.</p> <p>If immediate publication risks compromising the implementation of the decision it can be deferred until a specific date. Deferral periods should be kept to the shortest length strictly necessary.</p>
<p>Part 1 Deferral:</p> <p>Is the publication of Part 1 of this approval to be deferred? NO</p> <p>If yes, for what reason: N/A</p> <p>Until what date: N/A</p>
<p>Part 2 Confidentiality: Only the facts or advice considered as likely to be exempt from disclosure under the FOIA should be in the separate Part 2 form, together with the legal rationale for non-publication.</p> <p>Is there a Part 2 form –NO</p>

ORIGINATING OFFICER DECLARATION	<i>Tick to confirm statement (✓)</i>
<p>Financial Advice</p> <p>The Strategic Finance and Resource Management Team has been consulted on this proposal.</p>	✓
<p>Legal Advice</p> <p>Legal advice is not required.</p>	✓
<p>Equalities Advice:</p> <p>Equality and diversity issues are covered in the body of the report.</p>	✓
<p>Public Health Approach</p> <p>Due diligence has been given to determine whether the programme sits within the Violence Reduction Unit's public approach to reducing violence. This has been reviewed and supported by a senior manager within the VRU.</p>	✓
<p>Commercial Issues</p>	✓

The Contract Management Team has been consulted on the commercial issues within this report. The proposal is in keeping with the GLA Group Responsible Procurement Policy.	
GDPR/Data Privacy <ul style="list-style-type: none"> • GDPR compliance issues are covered in the body of the report. • A DPIA is not required. 	✓.
Drafting Officer Caroline Tredwell has drafted this report in accordance with MOPAC procedures.	✓.
Director/Head of Service The Director of Commissioning & Partnerships has reviewed the request and is satisfied it is correct and consistent with the MOPAC's plans and priorities.	✓.

Chief Executive Officer
I have been consulted about the proposal and confirm that financial, legal and equalities advice has been taken into account in the preparation of this report. I am satisfied that this is an appropriate request to be submitted to the Deputy Mayor for Policing and Crime.

Signature

Date 26-11-21

