

Essex Police and Crime Panel	<b>EPCP/049c/14</b>
Date: 27 <sup>th</sup> November 2014	

**PCC Victims' Commissioning Report**

Report by the Police and Crime Commissioner to the Panel

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**Purpose of report**

To provide the panel with

- i) A summary of activity undertaken in relation to the commissioning of victims' support services in 2014-15.
- ii) An update on the allocation of victim support services grant funding provided by the Ministry of Justice for 2014-15.

**Recommendation**

The Panel is invited to consider the contents of this report and provide comment as appropriate.

The OPCC will provide update reports to the panel on progress in relation to the Victims Commissioning programme.

**1. Background**

On 1<sup>st</sup> October 2014, all PCCs formally took responsibility for the commissioning of local support services for victims of crime. PCCs will take on further responsibility for victims' referral and assessment services from April 2015.

To coincide with these commissioning responsibilities, funding has been devolved from the Ministry of Justice (MoJ) in the form of a £640,000 capacity-building grant to Essex OPCC to support the setup of new commissioning systems and prepare local organisations for the new commissioning arrangements. In addition, the MoJ have provided a further £600,000 commissioning grant to Essex OPCC for 2014-15.

As well as funding for victim support services, part of the funding allocation is to commission local victim-led restorative justice services. Restorative justice gives victims the opportunity to meet offenders in order to explain to them the harm they have done, and gives offenders the opportunity to repair some of the damage they have caused to victims and local communities.

The MoJ will continue to nationally commission a small number of high-impact specialist services. These include support to those bereaved by homicide, victims of trafficking,

some services to victims of rape and domestic abuse and support for witnesses at Court.

## 2. Victims' Code

The MoJ's *Code of Practice for Victims of Crime* sets out the standards of service that victims who are going through the Criminal Justice System can expect to receive. The Code focuses on keeping victims informed and supported throughout the criminal investigation and court processes. There are two standards of need identified within the code; '**standard**' services and '**enhanced**' services for those affected by serious crime, those who are persistently targeted and those who are vulnerable and intimidated.

The PCC can choose to enhance the minimum standards of service set out in the Code when commissioning services to support local victims of crime. In addition to the Victims' Code the PCC must ensure compliance with the EU Directive in support of victims of crime (which must be implemented by November 2015) which extends the responsibilities of commissioners to support victims regardless of whether they have reported a crime or are otherwise engaged in the criminal justice system.

## 3. Funding

The Ministry of Justice has allocated two separate funding streams to PCCs to commission services to victims of crime. The first is a £640,125 capacity and capability-building grant, to facilitate;

- i. Building the capacity and capability of potential providers of services for victims from the Voluntary Community and Social Enterprise (VCSE) sector
- ii. Building the capability and capacity of providers of restorative justice services
- iii. Preparing for local commissioning

A further grant of £601,656 has been devolved from the MoJ for PCCs to provide;

- i. Services for victims of crime and particularly victims in the priority categories outlined in the Victims' Code: victims of the most serious crime, persistently targeted victims, and vulnerable or intimidated victims, to help them cope with the immediate impacts of crime and, as far as possible, recover from the harm they have experienced.
- ii. Services for victims of sexual and/or domestic violence
- iii. Support services for family members
- iv. Any associated costs that arise in the process of commissioning/provision of victims' services.

The PCC is required to allocate the totality of both grants within the financial year 2014-15. As required under the terms of the grant, the PCC has reported back to MoJ at various stages within the financial year. A detailed breakdown of how these grants have been allocated in Essex is attached at **Annex A - the victims' commissioning financial summary report**.

The MoJ have indicated that Essex will receive £1.87m to commission victims' services from April 2015 to March 2016. This includes an indicative allocation of £738,606 for a referral and assessment service and £393,000 for restorative justice services. The

remaining £700k will primarily be allocated to provide services to vulnerable victims of serious crimes, such as domestic and sexual abuse, recognising that domestic abuse is a key area of focus within the Police and Crime Plan and sexual abuse emerged as a priority in the PCC's recent profile of victims' needs report.

The PCC has recently recruited an Essex Restorative Justice Hub manager who will be responsible for developing and implementing restorative justice processes in Essex. The hub manager will report into the PCC's office and work with local partner organisations to develop restorative justice policies and referral pathways.

#### **4. Commissioning approach**

In commissioning services for victims of crime in Essex, Southend and Thurrock, the PCC and his Office have adopted the following set of principles:

- Our key outcomes are to help all victims of crime to *cope and recover* from the impact of crime
- The voice of victims and their needs will be at the heart of decisions made about what services to commission and how they are provided
- There will be clear and straightforward access to services, with an aspiration to make the same level of service available to victims regardless of where they live in the county and their particular characteristics, and with flexibility to respond to local need
- There will be a standard level of emotional and practical support available for all victims of crime, with specialist services for victims of serious crime and the most vulnerable
- Direct self-referral to victim services will be promoted, alongside building confidence to report crime to the Police and others
- We will seek to commission services that are effective, proportionate, accessible, inclusive, sustainable and joined up
- We are committed to delivering positive outcomes for victims and value for money for the public purse

These principles form the basis of the PCC's commissioning approach. In order to inform the commissioning intentions, the PCC developed a profile of victims' needs which identified gaps in current provision and priorities for future commissioned services. Both the Profile of Victims' Needs and Commissioning Intentions were published for public and stakeholder consultation between July and October 2014. **The consultation report summary is attached to this paper at Annex B** for reference, and to give members of the panel the opportunity to further understand the PCC's approach to commissioning victims' services.

#### **5. Consultation with victims and service providers**

The PCC has commissioned research to inform the approach to commissioning victim services; IPSOS MORI engaged directly with local victims of crime through face to face and telephone interviews, providing evidence of what services victims need in order to cope and recover from crime. The report found that in some cases victims were very satisfied with the support they received but also gave examples where existing services were not meeting the needs of victims, helping the PCC understand which areas require addressing as a priority. In addition, the PCC commissioned Catch22 to conduct a research project that helps identify the needs of young victims of crime and what makes

their requirements different to those of adults. Both reports will be published shortly and circulated to panel members for reference.

In March the PCC arranged a victims' services conference for local stakeholders and invited a wide range of service providers, victims' representatives and voluntary and community sector organisations to take part in a detailed mapping exercise of existing services and identify where there were gaps in provision. Working in partnership with local stakeholders has been integral to the PCC's approach; for instance the PCC's Victims' Forum worked on the design of the online Victims' Gateway information system. The PCC also opened his commissioning intentions report for public consultation between July and October 2014, giving partners and the public the opportunity to have a say in the development of commissioning for victims' services.

## **6. Victims Assessment and Referral**

From April 2015 the PCC will take on responsibility for the commissioning of referral and assessment services in Essex which are currently provided by Victim Support via a national grant agreement with the Ministry of Justice. This new approach reflects a desire by the MoJ to ensure support services to victims are reflective of local needs and gives PCCs the opportunity to ensure services are responsive to the needs of local victims. The OPCC has been working with other eastern region PCC offices to investigate options around a regional solution or commissioning approach. An options appraisal will be completed to establish the most appropriate solution for the PCC to pursue.

## **7. Pathfinders and Evaluation**

The PCC has used a proportion of the 2014-15 capacity and capability-building fund to introduce Pathfinder projects delivered by local voluntary and community sector organisations focusing on the important and emerging issues of hate crime, sexual abuse and domestic abuse. These projects offer an opportunity to pilot activity or conduct research around these issues to inform future commissioning of victims' services. The projects are required to feedback on their findings, including a de-brief session with the PCC in January when the conclusions and outcomes of the Pathfinders will be discussed.

These Pathfinder projects coincide with an additional £276,000 grant for sexual violence services that the PCC's office successfully applied to the Ministry of Justice for. The OPCC worked with Essex Police and 3 existing charitable service providers to develop a consortia bid to ensure the proposed services were consistent and complementary and provided for victims across the County. This project seeks to build the capacity of sexual abuse services in Essex and is being evaluated to ensure the learnings feed-in to the future development of these services.

## **Appendixes:**

Annex A - Victims' Commissioning Financial Summary report

Annex B - Commissioning Intentions Consultation report

## Annex A - Victims' Commissioning Financial Summary report

MoJ capacity and capability grant:		£ 640,125
Initiative	Description	Amount Allocated
Victims Portal	Development of a victims-focused website providing information and signposting victims to local support agencies	£ 29,500
Victims Perspective	Research project identifying the views of victims of crime in Essex to inform commissioning of victims' services	£ 30,220
Victims Conference	Victims Commissioning Stakeholder Conference	£ 1,000
Domestic Abuse External Partners	Domestic Abuse Conference to map victims journey through support services	£ 1,271
Restorative Solutions Consultancy	Scoping & implementation of restorative justice systems in Essex	£ 32,000
Commissioning support	Provision of Commissioning Support Officer (February 2014-March 2015)	£ 40,000
MARAC secretariat	Secretariat function for Multi-Agency Risk Assessment Conferences	£ 27,000
DA co-ordinator post for 14/15	Contribution towards Essex DA co-ordinator role	£ 8,027
Safer Places	Provision of an Independent Domestic Violence Advisor (IDVA) co-ordinator within the Central Referral Unit (CRU)	£ 14,278
SERICC Victims Funding from MoJ	Continuation of Victims funding to SERICC from MoJ grant ending Oct. '14	£ 24,336
SERICC	Grant for South Essex Rape & Incest Crisis Centre (SERICC) to provide resources and support to Southend-on-Sea Rape Crisis Centre	£ 25,000
CAADA review	Review of current IDVA service by Co-ordinated Action Against Domestic Abuse (CAADA) to inform future service specification	£ 12,500
Eastern region victims commissioning consultancy (TONIC)	TONIC consultants investigating regional victims commissioning options	£ 50,000
Eastern region victims commissioning consultancy (TONIC)	Cross Charged to Eastern Regions	-£ 50,000
Pathfinder projects	6 Pathfinder initiatives to build capacity and capability within local Voluntary and Community Sector (VCS) organisations supported: Safer Places, SERICC, Show Racism the Red Card, Strategic Hate Crime Prevention Partnership, Royal Association for Deaf people (RAD), Colchester & Tendring Women's Refuge	£ 98,216
Colchester and Tendring Women's Refuge	Extension of outreach worker until end March 2015	£ 18,763
Catch22	Young victims of crime research project to inform future commissioning of services to young victims	£ 19,000
Basildon Women's Aid	Extension of existing outreach worker to end of current commissioning period (end March 2015)	£ 9,562
Paloma Systems Limited	Purchase of 10 licenses for an IDVA IT solution	£ 2,640.00
Brentwood Community Hospital	Conference room booking to facilitate open day at Sexual Assault Referral Centre (SARC)	£ 240.00
Victim Support	Provision of a medium-risk Domestic Violence Protection Order (DVPO) case-worker	£ 17,000.00
Eastern region victims commissioning consultancy (TONIC)	TONIC consultants investigating regional victims commissioning options - PHASE 2	£ 60,000.00
Additional TONIC consultancy	Cross Charged to Eastern Regions	-£ 35,000
SARC (via NHS)	Replacement Clothing for victims presenting at the SARC	£ 250.00
		£ 435,803
<b>Allocated, not confirmed</b>		
RJ Pilots	Pilot activity for restorative justice	£60,000
Commissioning Support	Commissioning Support (Sept - March)	£25,000
Consultation / Conference	Focus Groups for consultation	£5,000
Domestic Abuse IT solution	IT solution to improve co-ordination of support for victims of domestic abuse	£60,000
Elder abuse helpline	Funding to support the deliver of an elder-abusehelpline in Essex	£49,750
Additional capacity-building activity	Additional activity to support capacity and capability building of local voluntary and community sector	£4,572
		£204,322
MOJ 2014-15 Commissioning Grant:		£ 601,656
Initiative	Description	Amount Allocated
Victim Support (existing 5.5 IDVAs)	Provision of Independent Domestic Violence Advocates to support high-risk victims of domestic abuse	£ 222,841
MARAC secretariat	Secretariat function for Multi-Agency Risk Assessment Conferences	£ 75,000
Domestic Abuse	Multiple initiatives to support victims of domestic abuse, co-ordinated via Essex Public Sector Reform Unit (PSRU)	£ 156,000
		£ 453,841
<b>Allocated, not confirmed</b>		
Allocated for Restorative Justice		£ 147,815
		£147,815

## **Annex B - Commissioning Intentions Consultation Summary Report**

### **OFFICE OF THE POLICE AND CRIME COMMISSIONER FOR ESSEX VICTIM SERVICES COMMISSIONING INTENTIONS**

October 2014

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#### **BACKGROUND**

##### **Local commissioning**

Police and Crime Commissioners (PCCs) have responsibility for commissioning local support services for victims of crime from October 2014, and will have wider responsibility for victims' referral and assessment services from April 2015. Funding is being devolved from national Government (the Ministry of Justice) to support this.<sup>1</sup> The Ministry of Justice (MoJ) is also giving PCC's additional capacity building funds to help set up commissioning systems and prepare local organisations in readiness for this change.

PCCs will also receive some funding to commission local restorative justice services. Restorative Justice is where offenders have an opportunity to repair some of the harm they have done to victims and local communities, and where victims have a say in this process including, if they wish to, the opportunity to meet their offender and explain to them the harm they have done.

##### **National commissioning**

The Ministry of Justice (MoJ) will continue to nationally commission a small number of high impact specialist services. These include support to those bereaved by homicide, victims of trafficking, some services to victims of rape and domestic abuse and support for witnesses at Court.

##### **Regional commissioning**

The Office of the PCC is exploring opportunities to commission a small number of services regionally, in particular the 'referral and assessment' components of victims' support services. The PCC is working closely with PCCs from the Eastern and South Eastern Regions, alongside local providers, to explore these options.

##### **Victims' Code**

The Code for Victims of Crime sets out the standards of service that victims who are going through the Criminal Justice System can expect to receive, with a focus on being kept informed and supported throughout the criminal investigation and court processes. There are enhanced services for those affected by serious crime, those who are persistently targeted and those who are vulnerable and intimidated.

The Victims' Code sets out minimum standards of service. The PCC can choose to enhance these when commissioning services to support local victims of crime.

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<sup>1</sup> The victim service commissioning budget for Essex is as follows:

- **Oct 2014 to March 2015:** £0.6m for victim of crime services and Restorative Justice
- **2015/16:** £1.8m to include victims' referral and assessment components

## PRINCIPLES FOR COMMISSIONING SERVICES

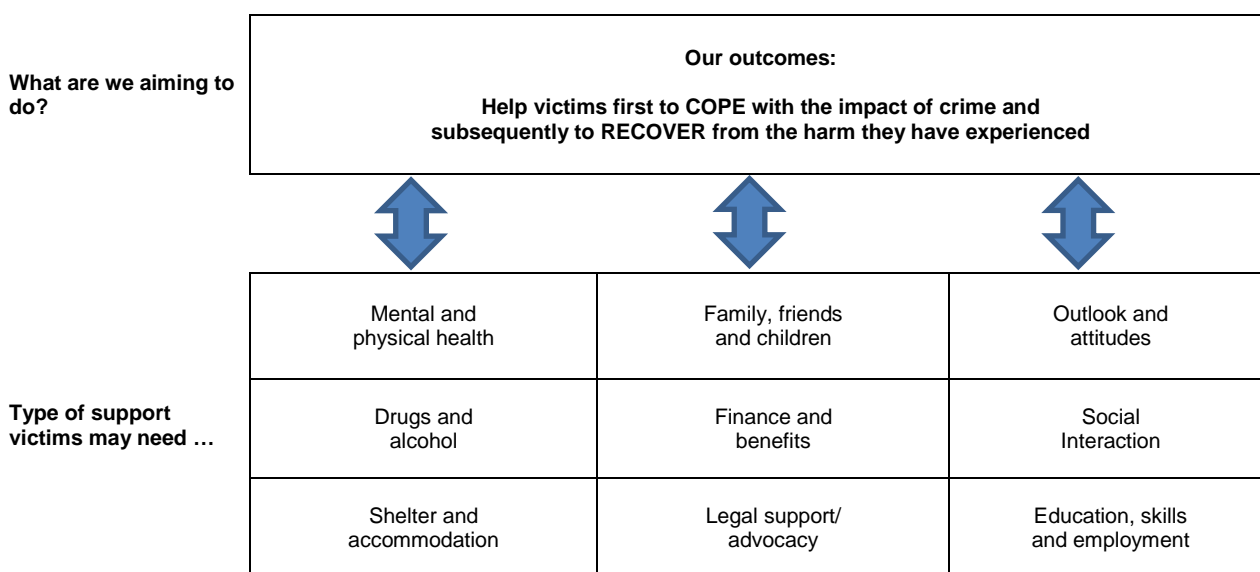
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## OUTCOMES FRAMEWORK

The overarching aim of the PCC is to have less crime and fewer victims of crime. All of the activity set out in the Police and Crime Plan seeks to deliver on this aim. For those people who do become victims of crime, the PCC wants to ensure that they receive the best possible support so they can *COPE* with the impact of the crime and subsequently *RECOVER* from the harm they have experienced.

Our outcomes framework is represented below:



The OPCC will use this framework as a guide when commissioning services for victims of crime, supported by more specific outcomes and measures of performance/quality

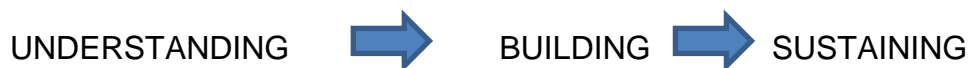
standards depending on the services being commissioned. We will be measuring providers of support services against these outcomes.

We believe that it is important to consider the whole picture of complex need when thinking about improving services to victims of crime, so have included a range of support that might be relevant.

## OUR STRATEGIC APPROACH

Above all, we want to ensure that victims are at the centre of our commissioning strategy, and that services are developed and designed with their needs at the heart.

Our victim services commissioning strategy is based on the following steps:



### Step 1: Understanding

It is essential that we understand the needs of victims of crime in Essex, in order to understand what services we need to commission to meet these needs.

The *Profile of Victims' Needs and Services* is a key resource to help us to understand the level and nature of victimisation in Essex, Southend and Thurrock. It has informed our Commissioning Intentions and principles, and helped to identify areas for further exploration and work. In addition we have funded work to better understand the views and wishes of victims in Essex.<sup>2</sup> We have also commissioned further research to understand the perceptions, needs and experiences of young victims of crime.<sup>3</sup>

### Step 2: Building

This is about:

- building capacity with current victim service providers to address urgent service gaps and stimulate and test out new ideas
- building relationships with partners who also have an interest in the health and wellbeing of victims of crime as potential co-commissioners of services
- supporting the ongoing development of skills and expertise across providers to ensure victims can access high quality, professional support services

### Step 3: Sustaining

One of the key findings from our *Profile of Victims' Needs and Services* was the currently fragmented and fragile funding arrangements for some specialist victim services, such as for victims of sexual violence.

Local commissioning of victims' support services gives us a new opportunity to work with our partners to develop more sustainable local funding frameworks to deliver the best possible outcomes for victims. **Through our commissioning strategy, we will seek to bring together other public sector commissioners, alongside service**

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<sup>2</sup> The Essex Victims' Perspectives project is being conducted by IPSOS MORI

<sup>3</sup> Specification for 'Young Victim of Crime Perspectives' project, June 2014



**providers, to establish more sustainable models within the financial resources available.**

We are also looking for regional solutions where there are common needs and potential for economies of scale, such as the work we are doing with Eastern and South Eastern Region colleagues and others to prepare for the commissioning of victims' referral and assessment arrangements from April 2015.