



Bristol Clinical Commissioning Group

Bristol Health & Wellbeing Board

Commissioning Victim Services	
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Report for Discussion	

1. Purpose of this Paper

The purpose of this paper is to brief partners on the Avon and Somerset Integrated Victims Strategy and preparatory work for commissioning support services for victims and invite comments and contributions.

2. Context

From October 2014, Police and Crime Commissioners will be responsible for commissioning local support services for victims. This change is part of the Government's strategy set out in *Getting it Right for Victims and Witnesses* (Ministry of Justice, January 2012) to improve services for victims with the aim to put victims at the heart of the criminal justice system.

3. Victim Commissioning: Avon and Somerset approach

Avon and Somerset Position

The Avon and Somerset strategy for victims is described in the Avon and Somerset Police and Crime Plan, based on the aim to simplify and improve the experience of victim. Work to progress this priority has been drawn together into an ambitious Integrated Victims Programme. A multi-agency Integrated Victims Board has been established, including representatives of Community Safety Partnerships and a Director of Public Health. Details of the proposed approach, timeline and Board Terms of Reference are set out in the attached **Draft Avon and Somerset Integrated Victims Strategy** (attached at Annex A).

Partner's comments on the attached Draft Strategy are welcomed.

Victims Commissioning

The Ministry of Justice Victim Services Commissioning Framework was published in May 2013. An overview is attached at Annex B.

We would welcome HWB Members' contributions to the following current areas of activity:

Current victim services landscape

Work is underway to complete mapping work to identify:

- What services/support exist for victims?
- What works well/what improvements would you like to see?
- Significant gaps/emerging issues
- What will services look like in October 2014?

Evidence Base

Partners are invited to contribute to the Integrated Victims Evidence Base that will inform the development of the Integrated Victims programme and commissioned services. The evidence base focuses on service delivery and victims experience across the police, criminal justice and wider partner agencies and covers themes including:- Young People; Mental Health; Victims as Offenders; Hate Crime; Domestic Violence and Violence Against Women and Girls; Trafficking, Sexual Exploitation and Childhood Sexual Abuse; Antisocial Behaviour; Older People; and Road Victims. Contributions would be welcomed by **10 January 2014**.

Victim Experience Survey

Consultation is currently underway to contribute to the needs assessment stage of the commissioning process. Consultation will run until **Friday 10 January 2014**. Victims can take part in the consultation in the following ways:

- **Online** – by going to the consultation hub at www.consultation.avonandsomerset.police.uk/pcc/survey-on-victim-services-2013
- **Telephone** – by calling **0117 952 9474** and an interviewer will call them back - this service is being provided by the Victim & Witness Liaison Unit for victims who would prefer to talk through their experience rather than complete a form
- **Post** - by completing a paper questionnaire and returning it to the PCC's office using the freepost address: **First Class FREEPOST No. SWB162, ASPCC Office, Police Headquarters, Portishead, BS20 8JJ**

We are keen to hear as many views as possible and would welcome the support of partners in promoting the consultation and encouraging participation by victims and service users.

Ministry of Justice (MoJ) Funding

The MoJ has confirmed that funding will be made available to PCCs in the current financial year (2013/14) to support preparatory work for victims commissioning and development of restorative justice. We are currently working with partners to take this forward. Further information will be shared with partners as soon as it becomes available.

4. Key risks and Opportunities

As set out in the Draft Integrated Victim Strategy, our proposed approach is based on a 'whole system' approach to victim care, working with partners to recognise and develop our respective roles in improving services for victims. We would value the participation of HWB Members in current work on service mapping, Needs Assessment and consultation with victims and will share further detail with HWB Members as soon as it becomes available.

5. Recommendations

For HWB Members to consider the report, and promote participation in current work on service mapping, Needs Assessment and consultation with victims.

6. Appendices

Annex A - Draft Avon and Somerset Integrated Victim Strategy (annex to follow)

Annex B - Overview: Ministry of Justice Victim Commissioning Framework (attached)

Further information:

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Avon and Somerset Integrated Victim Strategy
November 2013

Background

This paper sets out proposals for an ambitious programme to transform victim services in Avon and Somerset, and the local and national drivers for change.

National Context

Policy context:

Getting it Right for Victims and Witnesses (MoJ 2012) sets out the Government's strategy to improve services for victims. Significant aspects of the approach are detailed below.

- Publication of the ***Swift and Sure Justice*** White Paper (July 2012), which sets out a range of reforms aimed at making the criminal justice system more efficient and effective.
- Confirmation that responsibility for **commissioning local victim services** will pass to PCCs, with MoJ retaining responsibility for commissioning national services. The MoJ Commissioning Framework was published on 30 May 2013 (www.gov.uk/government/publications/victims-services-commissioning-framework). Funding will be confirmed for a period of 18 months (1 Oct 2014 - 31 March 2016) and will be issued as a grant under the Domestic Violence, Crime and Victims Act 2004 to support '*victims, witnesses or other persons affected by offences*'. Consideration will therefore need to be given to the approach for victims of ASB/Hate Crime incidents. Information on indicative funding levels and grant conditions is expected in October 2013.

Statutory basis:

- **Revised Victims Code of Practice (VCOP)** (October 2013) details the rights and entitlements for victims at every stage of their journey, focusing support on victims of serious crime, those that are persistently targeted and those that are vulnerable or intimidated.
- **EU Directive on the Rights, Support and Protection of Victims of Crime Articles 8 and 9** (effective from November 2015) creates minimum standards for victim support services, and includes provisions for victims to be able to access services regardless of whether they have reported to the police.

Local Context

The Avon and Somerset strategy for victims is set out in the Avon and Somerset Police and Crime Plan. It aims to improve victim satisfaction and influence over services, and support the development of a joined-up approach to victim services that has the voice of victims at its heart.

There have been three broad strands of work underway to deliver this aim:

- Constabulary Integrated Victim Care Programme – transforming the Constabulary's approach to victim care.

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- Avon and Somerset Criminal Justice Board (ASCJB) Integrated Approach to Victims Project – joining up victim care across the criminal justice service.
- Preparatory work for PCC commissioning of victim services – improving the practical and emotional support for victims and referral arrangements.

These three strands of work have now been drawn together into a combined programme to simplify and improve the victim experience, and put their voice at the heart of the service. The objectives of the combined programme are to:

- Ensure victims know what to expect at every stage of their journey.
- Build a culture of ownership for victim care by the criminal justice agencies and community service providers, so victims experience high quality and coordinated support from first point of contact.
- Develop robust needs assessments, processes and referral mechanisms to ensure that victims have access to appropriate support.
- Commission services to ensure that victims have access to appropriate support, including those victims who choose not to report to the police.

The scope of the programme will include:

- Developing robust monitoring evaluation and service improvement arrangements that listen to the voice of victims – including consultation and complaints mechanisms.
- Considering support for victims of ASB and access to restorative justice in developing victim services.
- Ensuring a managed transition from the current service model to development and implementation of the new approach to ensure a continued drive to improve victim satisfaction and experience.
- Seeking to align partner strategies and commissioning processes to improve services for victims in Avon and Somerset.
- Working with the voluntary and community sector to enable participation in the commissioning process.

Programme Principles

We will be applying three key principles in developing our combined programme:

- **Consultative** – seeking views of victims, service providers and partners to understand and improve victims' services.
- **Evidence based** – building a picture of victim experience now, identifying what works, areas for improvement, gaps and duplication to inform recommendations for the future.
- **Collaborative** – working with criminal justice agencies and community service providers to develop a 'whole system' approach to victim care; recognising and developing our respective roles in improving services for victims.

Governance and Delivery

A multi-agency Integrated Victims Board (IVB) has been established, chaired by Assistant Chief Constable (ACC) Dave Hayler. Terms of Reference and Membership are attached at Annex B.

Recruitment is underway for a Senior Responsible Officer to lead and deliver this programme of work, reporting to the Integrated Victims Board.

Annex A: Avon and Somerset Proposed Model for Victim Care

Background

From October 2014, PCCs will be responsible for commissioning local services for victims according to a new commissioning framework published by the Ministry of Justice (MoJ) published in May 2013. The MoJ have also been consulting with PCCs on the mechanisms for referring victims on to commissioned support services.

The Avon and Somerset Police & Crime Commissioner has expressed an interest in piloting a police-led referral model with parallel commissioned services. The MoJ has confirmed they will support a small number of 'early adopters' to take forward local commissioning of victim referral from October 2014. The current referral arrangements in all other areas will be extended by the MoJ until end-March 2015.

The proposed development of a police-led referral model will complement the new, integrated approach to victim care being developed under the Integrated Victim Care Programme.

From April 2014, Regional PCCs will oversee current victim referral arrangements with Victim Support. This is intended to ensure a managed transition to locally commissioned services from October 2014 and beyond.

The Ministry of Justice have also consulted PCCs on future funding for Restorative Justice, including potential for in-year funding. We are currently working with partners to explore opportunities to develop more victim-led restorative approaches in Avon and Somerset.

There may be opportunities for regional collaboration around commissioning activity, and it will be important for the OPCC to maintain close liaison with regional counterparts in developing the Avon and Somerset approach.

Proposed model

The proposed model for victim care in Avon and Somerset is detailed below, and will be delivered through the Integrated Victim Care programme.

This model meets the requirement under VCOP and the MoJ Commissioning Framework to focus support on victims of greatest need (victims of serious crime, vulnerable, intimidated and persistently targeted).

This is considered to be the most efficient model; reducing duplication and inefficiency, and promoting greater ownership and accountability for victim care by the police and partner agencies.

The Avon and Somerset model is expected to include:-

- Web-based portal providing information on - What to Expect / Roles and Responsibilities / Practical Advice / Directory of Services. This will be available to all victims – regardless of whether or not they choose to report to a statutory organisation such as the police.

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- Automated services to all victims of crime via text/email/Track My Crime to keep up to date with progress, and directing victims to information about support services.
- Clearly defined roles and responsibilities in victim care for the victims of greatest need:
 - First point of contact (FPOC) - initial assessment of risk / identification of VCOP priority groups.
 - Distinct and complementary roles of the investigative functions alongside **Victim Focus Teams** (or similar name TBC), which will bring together a number of currently separate roles in the organisation (including Victim Advocates and Victim & Witness Liaison Officers amongst others).
 - Scope of the Victim Focus service would be victims identified as serious crime/vulnerable/intimidated/persistently targeted at FPOC (as defined in VCOP) and all victims & witnesses that go through the CJ process.
 - Future development of multi-agency colocation with these teams.
- Systems and process improvements to enable end-to-end victim care and ensure that information flows with the victim through their journey.
- Improved victim access to restorative approaches.
- A model for victim care in relation to ASB, even if this involves a separate line of funding.
- Services commissioned by the PCC will support the model by:
 - Meeting the referral requirements under the EU Directive.
 - Providing specialist support services, integrated with Police support functions where possible.
 - Providing a Directory of Services for use by practitioners, and publicly available online.
 - Supporting the aim to increase reporting and confidence to report.
 - Being coordinated with services commissioned by partners nationally, regionally and locally.
- Data Processing Agreements, secure email systems, vetting and 3rd party access to systems as appropriate.
- Agreed common risk and needs assessment frameworks, training and standards.
- Service user feedback / complaints handling arrangements.

In developing and adopting this model, the criminal justice agencies and community service providers will work together to ensure that the victim voice is at the heart of the service.

High-level Timeline

The proposed model will be subject to further development and refinement according to the following broad timescales:

Timeframe	Activity
Oct 2013-Feb 2014	<u>Understand / Plan</u> Revised Victims Code of Practice – Implementation (Oct-Dec 2013) Victim Consultation and Evidence Base (Oct 2013-Jan 2014) Draft Commissioning Intentions development (Nov 2013-Jan 2014) Victims Operating Model draft proposal (Dec 2013) Market engagement, service mapping and design (Jan 2014)
Feb-Sept 2014	<u>Do</u> Procurement period for local commissioned services (Feb-July 2014) Development of Regional PCC Oversight of Victim Referral arrangements

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	<p>commences (effective from April 2014)</p> <p>Victims Operating Model 'Proof of concept' and refinement (Feb–April 2014)</p> <p>Integration / transition to local commissioned services (April-Sept 2014)</p> <ul style="list-style-type: none">• Commissioned services – contract award (end June 2014)• Transition to early adopter police-led referral model (if appointed) and parallel commissioned services (July-end Sept 2014)
Oct 2014 - April 2016	<p><u>Review</u></p> <p>Go live (1 October 2014)</p> <p>Monitoring, evaluation and service user feedback to manage and shape services</p> <p>Development of multi-agency services</p> <p>Planning for post-April 2016 (end of funding period)</p>

Annex B: Terms of reference for Integrated Victim Board

Integrated Victims Board Terms of Reference

1. Background

The Integrated Victims Board (IVB) is a multi-agency board established in October 2013 to coordinate multiple victim-focused work streams across the Avon and Somerset area.

2. Purpose

The IVB exists to oversee the delivery of victims' services across multiple agencies, simplifying the landscape for victims and ensuring a more consistent and coordinated approach. The IVB will improve the journey of all victims through the criminal justice service, with particular emphasis on ensuring an enhanced service and specialist support is available for victims of serious crime, and those who are vulnerable, intimidated or persistently targeted.

3. IVB Mission

To place the voice of the victim at the heart of our service, through effective collaboration, cohesion and innovation amongst service providers that ensures victims feel engaged and supported during their journey.

4. Specific Responsibilities

- Provide multi-agency strategic lead in relation to victims' initiatives across the criminal justice (CJ) agencies and community service providers within the Avon and Somerset area.
- Oversee and direct the Integrated Victim programme, ensuring a collaborative, consultative and evidence-based approach is adopted as per the strategy.
- Consider appropriate measures to monitor delivery against the aims and objectives of the programme, and ensure delivery of improvements in victim service provision and performance.
- Influence and shape the delivery of the commissioning of victims services.
- Ensure the people's voice is used to shape service delivery, including our most vulnerable victim groups and the 'quiet voices'.
- Support the development of a more victim-focused approach to delivery of restorative justice.
- Ensure compliance with the duties contained within the Victims Code of Practice and EU Directive; in particular ensuring support services are accessible to *all* victims even if a crime is not reported to a statutory agency such as the Police.

5. Membership

The IVB will include a core membership, as below, which will be supplemented by business leads, project managers, and others as required:

- Chair – ACC Comms, Criminal Justice & CIM
- OPCC Chief Executive
- Integrated Victims SRO (once appointed)
- OPCC Victims Lead
- ASC Victims Lead
- Probation representative
- CPS representative

- HMCTS representative
- YOT representative
- Public Health representative
- Prisons representative
- BaNES Council/ASC H.O. Pilot representative
- ASC Head of Criminal Justice
- ASC Area Command representative/s
- ASC Communications Dept. representative
- ASC HQ CID representative
- ASC Head of Corporate Comms
- Police and Crime Panel Victims Link Member
- Community Safety Partnership representative
- VCSE infrastructure organisation representative

6. Administration and Support

- Meetings will be administrated and supported by the ACC's Personal Assistant and the IVC Programme Team
- Meetings will be held every 2 months – Meeting dates to be circulated for 12 months.
- Items for agenda to be notified to chair 7 working days prior to any meeting. Late items will be accepted at the discretion of the chair.
- Agenda and relevant paperwork will be distributed 5 working days prior to the meeting.
- Minutes will be distributed 7 working days post the meeting taking place.

Ministry of Justice Victims Commissioning - Overview

The Ministry of Justice Commissioning Framework was published on 30 May 2013:
www.gov.uk/government/publications/victims-services-commissioning-framework

National Services:

The MoJ will commission national services including:

- Human Trafficking
- Those bereaved by homicide
- Victims of rape (through Rape Support Centres)
- Witness services at court
- National helplines
- Support services for victims of sexual and domestic violence (pending the outcome of discussions on funding currently held by the Home Office)

We await detail of the scope of national services from the MoJ. This presents a challenge in planning local services.

Local Services:

PCCs will be responsible for commissioning local victim services to help victims to:

- **Cope** with the immediate impacts of crime
- **Recover** from the harm experienced

Services are expected to be targeted at those with the greatest need:

- victims of **serious** crime
- those that are **persistently targeted**
- those that are **vulnerable** or **intimidated**

The emphasis is on identifying and responding to individual need – rather than focusing on crime type.

Services are expected to meet **eight categories of need**:

- Mental & physical health
- Accommodation
- Family, friends and children
- Education, skills and employment
- Drugs and alcohol
- Finance and benefits
- Outlook and attitudes
- Social interaction

Funding

Funding for PCC commissioned services will be issued under the Domestic Violence, Crime and Victims Act 2004, for use to support 'victims, witnesses or other persons affected by offences'. This excludes support for victims of ASB. The MoJ Commissioning Framework states that PCCs may wish to use other sources of funding to commission services for these victims. The MoJ has indicated that £56m will be allocated for PCCs to commission local victim services.