

10 December 2014

## COMMISSIONER'S UPDATE

The following briefing provides an update for Panel Members on key activities since the last Panel meeting.

### Victims Commissioning

The **Lighthouse Integrated Victim and Witness Care** service has been live since the 1 October for victims of crime and since 3 November for victims of ASB. Currently the team are experiencing on average new victim referrals of:

- Bristol - 42 per day
- Keynsham - 24 per day
- Bridgwater - 47 per day

In October 1241 referrals for support were made by Lighthouse on behalf of victims. A performance framework has been developed and will be shared with appropriate partners in due course.

The procurement process continues for locally **commissioned victim services**. Evaluation of Advocacy Services took place at end October, and ITT evaluation for Emotional Support and ISVA services took place mid-November. The deadline for bids to pilot an A&S wide service for victims of Modern Slavery, who are not supported under national services, closed on 3 December.

The **Restorative Justice Implementation Plan** has been published (copy attached). Restorative Justice Coordinators, responsible for the appropriate referral of victims to safe and effective restorative justice services, have been appointed and are due to come into post in the new year. A range of activities took place to mark Restorative Justice Week (17-21 November), including an RJ themed workshop as part of Children's Commissioner Takeover Day on Friday 21 November, and publication of the Avon and Somerset Restorative Justice Partnership commitment <http://www.avonandsomerset-pcc.gov.uk/Partnerships/AvonandSomersetRestorativePartnership.aspx>

The team continue to work with partners to ensure effective referral pathways are in place for the range of specialist support services both commissioned by the OPCC and commissioned by partners (such as domestic abuse services). A briefing for partners is attached.

### Partnerships and Commissioning Update

All Community Safety Partnerships (CSPs) have been provided with their indicative allocation of 'community safety grant' funding from the OPCC for 2015/16. As has been highlighted on many occasions over the past year £600,000 of the 'community safety grant' has been allocated to the victims commissioning process in order to ensure that victims of ASB will also be 'in scope' for all the support services being commissioned and also to enable the OPCC to commission a wide range of support services than would otherwise be

possible. It has been agreed that funding will be paid directly to CSPs who will be given wider discretion to determine which services and activities to fund and will not be required to seek OPCC sign off at the end of the process. However it has also been agreed that the OPCC will be more involved earlier on in local discussions and the decision making process. The OPCC has provided the CSPs (and other partners) with a briefing on areas for consideration for funding and gaps in services that have come to our attention over recent months.

Community Safety Partnership Chairs and lead officers came together for a meeting on 4 November, as suggested by the Chair of Safer Somerset. Ways of working and key issues were discussed and the feedback was that the meeting was useful. It was agreed to hold such a meeting on an annual basis in future.

### **Home Office Innovation Fund Bid – Child Sexual Exploitation**

The Commissioner is working with Local Authority, child safeguarding and Clinical Commissioning Group partners to bid to the Home Office Innovation Fund for a Child Sexual Exploitation Victim Identification and Support service. This follows on from discussions at the Multi-Agency Partners meeting in October to discuss the local response to CSE. The proposed service will comprise a) deployment of specialist workers to each Local Authority area to work alongside professionals and ensure that specialist support is fully embedded into local arrangements; b) development of specialist CSE MARAC arrangements to enable robust identification and management of risk; c) central support and analysis to share information, good practice and emerging issues across boundaries; d) work with health commissioners to develop care pathways so that victims have access to sexual health, mental health and other specialist services; e) a programme of multi-training across targeted members of the children and young people's workforce to build expertise and capacity for prevention and early intervention; f) provision of expert advice and management arrangements from central specialist BASE project. Partners have been asked to provide a proportion of match funding to support the bid. Bids are due to be submitted to the Home Office in the new year.

### **Transforming Rehabilitation Update**

Panel Members will recall that preferred bidders for the newly established Community Rehabilitation Companies were announced at the end of October. Working Links has been named as the Preferred Bidder for Avon and Somerset, Gloucestershire and Wiltshire, as well as for the other areas within the South West region and Wales. Contracts are expected to be signed by the end of December.

The first meeting of the Regional Reducing Reoffending Board took place on 12 November 2014. Panel members will recall that this Board has been established by the three PCCs within the Avon and Somerset, Wiltshire and Gloucestershire Contract Package Area to ensure oversight of Transforming Rehabilitation programme at a local level.

Representatives of the CRC and Contract Management arrangements were in attendance at this inaugural meeting. The agenda covered the transition process; future governance, particularly in relation to Integrated Offender Management; and other key issues including victims commissioning, restorative justice and Through the Gate provision. The Preferred Bidder is due to attend the next Regional PCCs meeting in January.

### **Mental Health Concordat**

The five Clinical Commissioning Groups (CCGs) across Avon and Somerset are leading on the submission of multi-agency local declarations and action plans in support of the national Mental Health Crisis Concordat. The deadline for submission of local declarations is the end of December 2014 and agencies such as the CCGs, Police, Local Authorities and Mental Health Trusts will need to agree and sign them before submission.

The Commissioner is expecting to sign off each of the five Declarations and Action Plans on the 17<sup>th</sup> of December. The Commissioners Office and the Department of Health have been seeking confirmation from each of the CCGs that they will be able to meet the necessary deadlines. At the moment we are still awaiting responses and confirmations from all of the CCGs that they are able to achieve this.

### **Mr Ebrahimi – Update**

The CPS have announced that three police constables and a PCSO will be charged with misconduct in a public office, and the PCSO will also be charged with intent to pervert the course of justice. In addition, Avon and Somerset Police has agreed with IPCC recommendations in respect of thirteen police officers and staff:

- A police sergeant has a case to answer for gross misconduct, and five other officers – two inspectors, two sergeants and a police constable – have a case to answer for misconduct;
- Four members of police control room staff have a case to answer for gross misconduct; a fifth member of staff would have faced gross misconduct but has resigned from the force;
- Two members of police control room staff have a case to answer for misconduct.
- The IPCC found no case to answer against one other police constable who had been subject to the investigation.

Panel Members will recall that the report will not be published until any potential criminal proceedings and disciplinary process concludes. The Commissioner has written formally to A/CC John Long asking questions and seeking reassurance on some of the issues raised in the report, and remains committed to hold a public meeting following the conclusion of the disciplinary process to ensure that lessons are learnt.

### **Road Safety Update**

Preparations continue in order to facilitate the re-activation of speed cameras across Avon and Somerset. The Somerset cameras are due to be turned on in the next few weeks followed by cameras in South Gloucestershire. Both will be owned and operated by Avon and Somerset Constabulary. Bath & North East Somerset Council and Bristol City councils opted to retain theirs – and the police will process tickets on their behalf. It has taken longer than anticipated to switch them back on and the Commissioner continues to work with partners to ensure that cameras are reactivated as soon as possible. An announcement will be made publically to coincide with their reactivation.

Operation Tonic, the drink-drive campaign, has begun with the usual combination of awareness raising and enforcement action. This year, for the first time, anyone charged with drink-driving will have their name published online and sent to the media – this is in line with several other forces – and is a positive move providing an additional deterrent to motorists.

### **Commissioner's Community Action Fund – Quarter 3 Awards**

- Quarter three saw just under £30,000 of grants awarded to community projects across Avon and Somerset. Examples of projects awarded funding include:
  - Refurbishment of a young people's community bus for the South West wards of Weston-super-Mare.
  - Funds to support the work of the Midsomer Norton Street Pastors in their work to reduce ASB related to the night time economy.
  - A project to raise awareness of human trafficking in Bristol.
  - Contribution to the 'Your Kindness Could Kill' campaign in Bath which aims to tackle the ASB associated with street begging.

Applications for quarter 4 have been received and will be considered by the Police Community Trust at their meeting in January. Just over £50k remains for the final quarter and the fund has received applications to the value of over £100k to consider.

### **Outcomes of Recent Events:**

#### **PCC's Domestic Abuse Scrutiny Event (25/11/14)**

The PCC set up this meeting to ensure that the Constabulary remains focused on domestic abuse following the HMIC's inspection. After the publication of the HMIC's report earlier this year, the PCC responded with a letter to the local HMI. Since then the OPCC has had oversight of Constabulary activity and an action plan has been published. The meeting brought together a wide range of professionals and experts (including Police and Crime Panel Representative, Cllr Jane Warmington). Public questions were invited in advance via social media. Attendees heard from a survivor of domestic abuse before the Constabulary gave a presentation on their work to improve the police response since the HMIC inspection. The PCC then invited the panel to put questions to the Constabulary based around a number of key themes:

1. How effectively are perpetrators of domestic abuse being tackled?
2. Given the volume of domestic abuse, how do we truly make it 'everyone's business'?
3. What is a good outcome for a victim of domestic abuse?
4. How does policing culture affect victim outcomes?
5. How effective are current efforts to prevent domestic abuse?

The event concluded with a roundtable looking at the multi-agency response to domestic abuse. A number of key themes emerged, which will form the basis of a report in the new year. Notes from the meeting will be published online in due course.

#### **Children's Commissioner Takeover Day (21/11/14)**

The Commissioner hosted three young people representing South Gloucestershire Youth Board, Young Carers Forum and Looked After Children's Group as part of Children's Commissioner Takeover Day on 21 November. This is an annual event to give young people the opportunity to experience the world of work and get involved in decision-making, as well as giving participating organisations a fresh perspective on what they do. The day is intended to promote the United Nations Convention on the Rights of the Child – especially

Article 12 (that children should have a say in matters affecting them, and their views must be taken seriously). The programme for the day was designed in consultation with the young people participating and included:

- **Meet the PCC and Chief Constable:** opportunity to attend the weekly briefing and ask questions to the Commissioner and Chief Constable about their roles and work.
- **Pride Awards:** participating in the awards ceremony, including a tour of the Force Command Centre and Force Service Centre
- **Restorative Justice:** session to explore the idea of restorative justice (as part of Restorative Justice Week) and discuss *The Woolf Within*, a film telling the story of a victim and offender who have participated in RJ and the impact it had on them both.

### **Forthcoming Events**

#### **Consultation on Police Ethics, Culture and Behaviours**

The Constabulary is hosting an event on Monday 15 December to consult partners on police ethics, culture and behaviours. Discussions will form the basis of a long term cultural change programme. A survey will be sent out in advance of the consultation to prompt discussion and to seek the views of those unable to attend.

#### **Regional Update**

The 5 regional PCCs continue to develop the regional collaboration work programme. At the latest meeting in November the PCCs received updates on the regional forensics project and agreed that the latest phase of that project will proceed to completion. They also received the latest update on the regional Digital Evidence Management programme which is providing for the storage of digital evidence as a pre-cursor to the wider deployment of body worn video. A number of projects are also being developed with Gloucestershire and Wiltshire on a Tri Force Basis including a regional communications platform and specialist operations. The report on regional procurement will be considered by PCCs in January.

#### **National Updates**

##### **APCC Annual Conference and Update on National Issues**

The Commissioner attended the national PCC conference in November. Presentations were given by the Home Secretary and the Shadow Policing Minister and key issues such as Child Sexual Exploitation, police complaints and conduct, mental health and victim care were discussed. It is clear that political parties have very different views of the future of police governance. The Home Secretary was clear that the Conservative party was very supportive of the PCC model and would look to expand the remit of PCCs were they to form a new Government whilst also looking at checks and balances such as recall. The Labour party were also clear that they would abolish the PCC role and look to introduce a model which involves a Committee of local authority leaders.

##### **Refuge provision and DCLG funding**

The DCLG has announced a new £10 million fund for local housing authorities to help them strengthen refuge services so that there is effective national coverage that keeps victims of domestic abuse safe. The funding is available for 2014-2015 to 2015-2016. [ref:

[https://www.gov.uk/government/publications/funding-to-strengthen-accommodation-based-specialist-domestic-abuse-service-provision\]](https://www.gov.uk/government/publications/funding-to-strengthen-accommodation-based-specialist-domestic-abuse-service-provision)

The Commissioner would be keen to know if authorities in Avon and Somerset are applying for this funding. Refuge provision is a crucial part of the network of support services for women. According to Women's Aid:

- Between 2010 and 2014 (July) the number of specialist refuge services decreased from 187 to 155.
- In England, according to Council of Europe recommendations, there is a shortfall of 1,727 refuge bedspaces (32%).
- In one day in 2013, 155 women and their 103 children were turned away from refuge because they could not be accommodated.
- 48% of 167 domestic violence services in England said that they were running services without funding. Six refuge services were being run without dedicated funding and using up their reserves to keep their services going.
- Between April and July 2014, ten specialist domestic violence services across England lost funding for services they were providing. All but one of these nine services lost their services to a non-specialist service provider.

#### **HMIC PEEL Inspection**

HMIC published its first set of annual PEEL Inspection reports on 27<sup>th</sup> November 2014. The reports aims to provide a holistic overview of the extent to which individual police forces are being **Effective** at tackling crime and ASB, **Efficient** in delivering value for money and meeting the spending challenge and exercising **Legitimacy** and integrity in the way it operates. Forces are to be graded from 'inadequate' to 'outstanding' on the basis of these three domains – however, the integrity pillar will not be formally graded until October 2015.

Avon and Somerset was amongst 39 police forces to be graded GOOD at reducing crime and preventing offending and amongst a minority of forces (5) to achieve an OUTSTANDING assessment in delivering efficiency and value for money. Although the Integrity domain was not formally graded, HMIC highlighted a need for improvement with regard to crime recording compliance and the resourcing of professional standards within the organisation. HMIC also highlighted room for improvement in the identification of repeat and vulnerable victims and the response to domestic abuse, which are being addressed through respective Constabulary action plans.

The PEEL assessment will be an important tool for the Constabulary, PCC and Panel in assessing how effective the force is in delivering services to the public and we look forward to seeing how the programme develops over the coming year.

#### **Responses to Consultations:**

The Commissioner's office has responded to consultation issued by the **Committee on Standards in Public Life Inquiry into Policing and Accountability**. The scope of the Inquiry includes exploring the role of Police and Crime Panels in holding PCCs to account. A copy of the response is attached.

The Commissioner's office has responded to consultation issued by the **Independent Police Complaints Commission** on amendments to statutory guidance on the handling of police complaints. This is to reflect changes brought about by the Anti-Social Behaviour, Crime and Policing Act 2014. Changes include the ability for the IPCC to make learning recommendations to the police and local policing bodies (including PCCs) and a new duty to respond to recommendations made. The response highlighted the need for a radical overhaul rather than consultation on amendments to small parts of the current complaints handling system.

### **Key Dates**

January 14 <sup>th</sup>	East Somerset Out and About Day
January 29 <sup>th</sup>	West Somerset Out and About Day
February 5 <sup>th</sup>	Taunton Out and About Day (Morning)
February 5 <sup>th</sup>	BANES Public Forum
March 5 <sup>th</sup>	South Somerset Out and About Day
March 12 <sup>th</sup>	BANES Out and About Day
March 19 <sup>th</sup>	South Gloucestershire Out and About Day
March 24 <sup>th</sup>	Bristol Out and About Day
March 26 <sup>th</sup>	North Somerset Public Forum
April 1 <sup>st</sup>	Sedgemoor Out and About Day
April 14 <sup>th</sup>	North Somerset Out and About Day
April 28 <sup>th</sup>	Somerset East Out and About Day
May 27 <sup>th</sup>	West Somerset Out and About Day
June 2 <sup>nd</sup>	BANES Out and About Day
June 3 <sup>rd</sup>	West Somerset Public Forum
June 11 <sup>th</sup>	Bristol Out and About Day
June 16 <sup>th</sup>	South Gloucestershire Out and About Day
June 23 <sup>rd</sup>	North Somerset Out and About Day
July 1 <sup>st</sup>	Sedgemoor Out and About Day



**AVON &  
SOMERSET**  
POLICE & CRIME  
COMMISSIONER

## **BRIEFING TO PARTNERS – VICTIM SERVICES AND COMMUNITY SAFETY**

**NOVEMBER 2014**

### **INTRODUCTION**

The Office of the Police and Crime Commissioner's (OPCC's) commissioning plan for victim services will not function without collaboration with other commissioners including national government departments, Local Authorities and health partners in particular. This briefing document provides partners with information that the OPCC has gathered regarding community safety funding and services, in Avon and Somerset to assist in this regard.

### **NATIONAL GRANTS**

#### ***Home Office VAWG Grant 2011/12 – 2014/15***

The OPCC understands that the Home Office VAWG fund which goes towards Multi Agency Risk Assessment Conferences (MARACs), IDVAs and Independent Sexual Violence Advisors (ISVAs) is likely to be rolled over for one additional year to include 2015/16 after the formal four year period ends. However, this has not yet been formally announced by the Home Office.

#### ***Other National Grants***

The OPCC is committed to seeking additional national funding to support existing projects, such as the current bid to the Public Sector Transformation Network.

With the increase in awareness around Child Sexual Exploitation (CSE) the PCC is keen to ensure that support services are in place. The OPCC is currently working with Barnardos to submit a bid to the Home Office Innovation Fund for a one year, matched funded service.

In 2014/15 PCCs were provided a small amount of funding within their main victim grant, specifically for domestic and sexual violence. The PCC has allocated this funding (£37,128) to the Operational Group of the VAWC Strategy Group toward joint training, projects and initiatives.

## **MoJ Rape Support Fund**

At present SARSAS is funded by two streams from the Ministry of Justice. Firstly SARSAS receives 50% of its funding for its Bristol services only via the Rape Support Fund (committed for two years). Secondly SARSAS receives funding via the 'new and emerging' fund to set up services across Avon and Somerset as an area that was identified as previously lacking services by the Ministry of Justice. This funding is for three years until March 2016 and is tapered with the expectation that specialist sexual violence provision will be supported in future by local commissioners. The shortfall across the force area is £18,875 for 2014/15 and £38,400 for 2015/16.

## **Victim and Witness Fund**

The Ministry of Justice's Victim and Witness Fund ceased on 31<sup>st</sup> September 2014 after four years. To ensure effective transition, the OPCC has offered funding to all local recipients from October 2014 – March 2015 to align with existing commissioning cycles. Further details about transitional grant agreements can be obtained from the OPCC on request.

<b>Organisation</b>	<b>Description of Service</b>	<b>Area</b>	<b>Annual funding from V&amp;W Fund</b>
<b>BCHA</b>	Court Independent Domestic Violence Advisor (IDVA)	Somerset	£35,652
<b>Greenhouse</b>	Children and Young People's Counselling Service (specialist sexual violence service)	Bristol	£24,416
<b>SARI</b>	Specialist support for victims of hate crime	Avon	£30,265
<b>Kinergy</b>	Counselling services for men and women who have been sexually abused or raped	Avon and Somerset (based in Kingswood)	£49,335
<b>Survive</b>	IDVA specialising in supporting victims from minority groups.	South Gloucestershire	£45,485

## **VICTIM SERVICES COMMISSIONING: FINDINGS**

The OPCC received valuable feedback during the consultation period for its commissioning intentions for victim services. Headline findings of relevance for partners are below with consultation response number indicated.<sup>1</sup>

1. Lack of provision of specialist counselling for victims of sexual violence and abuse (including children) leading to extensive waiting lists and unmet need [7;21;22]. It should be noted that waiting times for counselling at the SARC are also increasing with capacity becoming an issue.

<sup>1</sup> See Annex A <http://www.avonandsomerset-pcc.gov.uk/Document-Library/Victims/FINAL-Commissioning-Plan-August-2014.pdf>

2. Lack of specialist support for male victims of domestic and sexual abuse [6]
3. Lack of capacity for IDVA services [9]
4. Provision of support for medium and standard risk domestic abuse victims [11]

## **OTHER OPPORTUNITIES**

The OPCC also sees opportunities around the following areas of business:

- a. With the introduction of Domestic Violence Protection Notices and Orders, victims are requiring support with a short turn around while the Order is in place. This may be putting additional pressure on local IDVA services. Moreover, this may be an opportunity to look at the provision and use of Perpetrator Programmes.
- b. Where there are opportunities to work force-wide or across one of more local authority area the PCC is keen to do so.

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Chairman  
Committee on Standards in Public Life  
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Submitted by e-mail to [public@standards.gsi.gov.uk](mailto:public@standards.gsi.gov.uk)

28<sup>th</sup> November 2014

Dear Lord Bew,

I refer to your letter dated 7 October 2014 and the questions you have asked on accountability, leadership and ethics.

Generally, my view is that it is not generally advantageous or helpful for the people subject to a governance or oversight regime to provide their opinions on it. For that reason I have not generally sought to respond to those questions which are seeking an opinion on the Governance model but have instead responded with the factual position and context in Avon and Somerset with the aim of informing the Committee's work.

**Q1: Are there any gaps in the existing mechanisms for holding PCCs to account?**

A: See above - this is primarily an issue for others and I believe that over a cycle of elections the public will effectively hold PCCs to account.

**Q2: What can PCCs do themselves to improve their accountability to the public in between elections? How well are these mechanisms working in practice?**

A: Primarily in my view accountability is improved through transparency, allowing the public to make informed judgement on my activity, performance and delivery of the Police & Crime Plan, proactively publishing information, engagement with local people and a proactive and collaborative relationship with the Police and Crime Panel. Details of how I am doing this are set out in my [Annual Report for 2013/14](#) and in my [Governance, decision-making and scrutiny policy](#) as well as the [Scheme of Governance](#), all of which are available on the PCC website.

**Q3: How are PCCs assuring transparency on their decision-making?**

A: I am committed to transparency in decision making in my work. The OPCC website is fully compliant with the Specified Information Order 2011. For more details see section 6 of my Annual Report and the Governance Policy referred to above.

**Q4: What information is being made available to the public to enable them to scrutinise the performance of their local police force and hold PCCs to account? To what extent is it easily available, understandable and reliable?**

A: Quarterly performance reports are published on the web site. Regular performance reports are also provided to the Police and Crime Panel. Performance information is also included in the Annual Report. Performance information is also published on the website in relation to the services commissioned as part of our commissioning plan.

**Q5: What has worked best for PCCs in engaging with the public and local communities?**

A: The introduction of a PCC in Avon and Somerset has transformed the transparency, visibility and accountability of police governance in Avon and Somerset. The PCC set up with the Constabulary an agreed resource to address and deal with contacts and local policing queries from members of the public. Since the election in November 2012, the OPCC has dealt with around 7,500 emails and letters from members of the public compared to 200 in the last year of the Police Authority.

In addition, since November 2012, 106,977 people have visited the PCC website, visiting for an average of 2 ½ minutes, Twitter followers number 3565 on the @AandSPCC account and 3564 on the @SuMountstevens account. The Avon & Somerset Police & Crime Commissioner Facebook page has had 270 likes and the Sue Mountstevens page has 194 likes. The Youtube site has had 2569 views. The PCC has hosted 13 public forums which include a road safety summit, business crime forums, rural crime forum, stop and search summit & Somerset flood public meeting, as well as attending 273 public events such as consultations, surgeries and community engagement events and also hosted 6 Awards ceremonies. The PCC has also received consultation responses from over 3,000 consultees on key policy issues such as police funding, community remedies, victims services and commissioning of local services.

**Q6: How well are Police and Crime Panels able to hold a PCC to account between elections?**

A: As above, I think this question is primarily one for others to answer. I welcome the role of the Police and Crime Panel in scrutinising my decisions. I have sought to proactively engage with them to ensure they have the information they need to do their job. For example, I have organised proactive briefings on budget issues from the Constabulary and my CFO, I have welcomed the appointment of lead members of the panel on key areas of policy who are then invited to key meetings and briefed by my lead officers and I invited the chair of the panel to attend and speak about the panel's role at our annual meeting.

**Q7: Are the boundaries between the local roles and responsibilities of the PCC and Chief Constable being adequately communicated and understood by local**

**communities? Is there evidence that they require further clarification and guidance?**

A: The Governance, decision making and scrutiny policy referred to above explains the respective roles and includes a joint vision of how we will work together which formed part of the Chief Constable recruitment process I carried out in January 2013. This document has also been shared with the panel. I regularly explain the respective roles at my public meetings and engagements. Based on those engagements my own view is that there is still not a wide understanding of the respective roles amongst members of the public.

**Q8: According to the Financial Management Code, Audit Committees should 'advise the PCC and Chief Constable according to good governance principles and to adopt appropriate risk management arrangements'. How well is this working in practice? Are there any examples of conflicts of interest arising from PCCs and Chief Constables having in some cases a joint audit committee and/ or a joint chief financial officer?**

A: We have a joint audit committee ("JAC") and this has worked well thus far and has not presented significant conflict of interest issues. The JAC has five independent members and has reviewed risk management and commissioned a full internal audit program. This work has enabled the JAC to compare our risk and governance structures to best practice and to assess risk, mitigating controls and governance systems that has, in turn, generated a series of recommendations which have been agreed with the committee and the Chief Constable. The Chief Constable and I have separate S151 chief financial officers and I have no desire to revisit this as I think independent financial advice and challenge is important.

**Q9: What do you see are the key responsibilities of PCCs as ethical leaders? Can you provide examples of PCCs managing those responsibilities well, or, if not, suggest what can be improved?**

A: PCCs have a key responsibility as ethical leaders of their own office and in their leadership, holding to account and scrutiny role in relation to the Constabulary. I have adopted an Ethical Framework for myself, based on the Seven Principles, and also a Code of Conduct for my Office staff, making reference to the Constabulary's code of ethics. These documents are on my website [here](#). I agree that as well as adopting such policies it is important to take steps to ensure that they are being abided with and embedded. In terms of my oversight of the Constabulary I hold regular scrutiny meetings with the Deputy Chief Constable and the Head of the Professional Standards Department to scrutinise relevant issues in the Constabulary.

**Q10: What actions are PCCs taking to ensure that they and the police force they hold to account maintain the highest ethical standards and embed the Policing Code of Ethics. In particular, how are PCCs and Chief Constables as leaders promoting and sustaining the core values of policing in the face of all the other pressures on the force? How are any obstacles being overcome?**

A: I see it as my job and that of my chief executive and senior leadership team in my office to ensure that the Office of the Police and Crime Commissioner live and

embed the various ethical policies referred to above. As an example of this my Chief Executive recently held a training session with the team which looked at the key provisions of the Staff Code of Conduct and the Ethical framework. Generally I believe transparency is a very good way of ensuring that ethical policies are being applied. I publish all my expenses, interests and hospitality in accordance with the statutory requirements. I also require my senior team to publish their interests, hospitality and expenses. My diary of key external meetings and events is also published on my website. The SW regional PCCs and Constabularies are very supportive of the Code of Ethics and we formally adopted it when it was in draft form.

The Constabulary have initiated a significant programme of work to embed the code of ethics which I am regularly briefed on and fully support. My chief executive sits on the programme board and I will be sitting on the ethics committee which is to be established in the New Year.

**Q11: Is there sufficient transparency of proprietary information from PCCs for example published information on expenses, registers of interest, gifts and hospitality and external meetings?**

A: As highlighted a number of times in this submission, I believe transparency is an important tool in embedding ethical approaches and increasing transparency in the police is a key theme in my Police and Crime Plan. I fully comply with all the regulations on publication of expenses, register of interests and hospitality. My diary of external [events](#) is published on my website.

Whilst it is important that the transparency requirements are kept under regular review I do not believe that any additional measures are needed currently.

**Q12: What measures have proved helpful in supporting PCCs to identify and resolve conflicts of interest in discharging their duties? Are there sufficiently robust protocols and guidance in place locally to manage these in a transparent way?**

A: As listed above I believe transparency is a very useful tool in addressing these issues. I publish my register of interests and require my senior officers to do the same. My diary and appointments are managed by my office. I rely on my Chief Executive in his role as monitoring officer to advise me on any potential conflicts of interest and I think this system works well.

Yours sincerely



SUE MOUNTSTEVENS  
Police and Crime Commissioner  
for Avon & Somerset

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**RJ Development**

**Implementation framework**

Version 2

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11/2014

Version	Author	Date	Approved	Reason
1.0	Helen Rosenthal	23/10/2014	Natalie Steadman Marc Hole John Smith	Development planning
2.0	Helen Rosenthal	10/11/2014	Marc Hole Natalie Steadman John Smith	Development planning for circulation
3.0	Helen Rosenthal	26/11/2014	Marc Hole Natalie Steadman John Smith	Development planning for circulation

## **Table of Content**

<b>1 Introduction.....</b>	<b>5</b>
1.1 Purpose	
1.2 Barriers	
1.3 Aims and objectives	
1.4 Assumptions and Constraints	
<b>2 Management Overview.....</b>	<b>8</b>
<b>3 Delivery Framework.....</b>	<b>9</b>
3.1 RJ Development Manager	
3.2 Police Constable Post Sentence	
3.2.1 Cost	
3.3 RJ Coordinator	
3.3.1 Cost	
<b>4 Service Delivery.....</b>	<b>12</b>
4.1 Police Training	
<b>5 Provision.....</b>	<b>16</b>
5.1 New NRJ Sites	
5.1.1 Cost	
5.2 Pre-Sentence	
5.2.1 Cost	
<b>6 Awareness.....</b>	<b>20</b>
6.1 Branding	
6.2 RJ Week	
6.3 Partner Agency Event	
6.4 Victim Needs and Awareness	
6.5 Cost	
<b>7 Governance.....</b>	<b>22</b>
<b>8 Accreditation.....</b>	<b>23</b>
8.1 Practitioner	
8.2 Organisational Accreditation	
8.3 Cost	
<b>9 Referral Routes.....</b>	<b>25</b>
9.1 Costs	
<b>10 Support.....</b>	<b>26</b>
<b>11 Risks.....</b>	<b>27</b>
<b>12 Milestones.....</b>	<b>28</b>

## 1. Introduction

There are many areas of good practice of restorative justice (RJ) in Avon and Somerset, and the Office of the Police and Crime Commissioner (OPCC), Avon and Somerset Constabulary (ASC) and partner agencies are all committed to the development of RJ. As a result, there is a range of restorative initiatives underway across Avon and Somerset. Generally RJ is more developed and extensive in Bristol when compared with other districts. This is largely due to Bristol's ongoing ambition to become a 'restorative city', and a range of multi-agency projects that have subsequently been initiated in the city in recent years. However, the recent allocation of funds from the Ministry of Justice (MoJ) and Restorative Solutions (RS) as a delivery partner paves the way for the delivery of a suggested service model whilst supporting initiatives to support victims through the stages of their journey.

The Government funded a £7 million 7 year research programme which demonstrates that restorative justice provides an 85 per cent victim satisfaction rate, and a 14 per cent reduction in the frequency of reoffending. Evidence also proves that restorative justice in 70,000 cases involving adult offenders would deliver £185 million in cost savings to the criminal justice system over two years, through the reduction in reoffending alone <sup>1</sup>. RJ has also been identified by the Home Office as one of the four interventions that work to improve confidence in the police <sup>2</sup>. Using a multi-agency restorative approach across Avon and Somerset there are real opportunities to develop an innovative and accessible restorative service that empowers victim and places all victims needs first. The commissioning of RJ should secure the best outcomes, at the best value whilst ensuring continuous review of whether services achieve success in addressing the needs of victims of crime and ASB

<sup>1</sup> Shapland, et al (2007) Restorative Justice: the views of victims and Report, MoJ

<sup>2</sup> Home Office (2009) Research Report 28; Improving public confidence in the Police: a review of the evidence

## 1.1 Purpose

The purpose of this report is to outline the funding of initiatives to develop RJ across Avon and Somerset for 2015. The report will outline suggested spending of an indicative budget as established following the scoping exercise by Restorative Solution in the first half of 2014.

## 1.2 Aim and objectives

Investment in structured RJ delivery will enable victims of crime and ASB to benefit from a simpler and more accessible RJ service. Victims in Avon and Somerset will be able to contribute to the development of RJ in their communities. In doing so they will feel safe in engaging with an effectively and efficiently run RJ model and feel safe in their journey of recovery.

To deliver a vision of high quality support to victims there needs to be significant investment to increase the coordination of restorative services and create a clear system for referrals to and between services. This will address a large number of the issues that practitioners, Criminal Justice Service (CJS) representatives, local organisations and partner agencies outside the CJS have experienced as the use of RJ has increased. The allocation of funds will effectively move towards achieving positive outcomes for service users as well as organisations and the community as a whole. The funding will address the current inconsistencies of the RJ system in Avon and Somerset.

This significant investment will ensure that victims will be able to access efficiently run RJ services. Quality assurance will be achieved by assuring:

- Consistency and a common language
- Streamlined policy and guidance
- Effective information sharing agreements
- Access to training for delivery partners
- An increase in the awareness of RJ
- Service Coordination
- Access to a diverse and well trained RJ facilitator pool, professional and volunteers.
- Access to an RJ service delivery around an agreed shared purpose with multi agency contributions.
- Reviewed governance and clear accountability systems for service outcomes
- Ensuring the correct sequencing of resources for the reconfiguration of service delivery
- Nurture a learning environment through sharing good practice and training

### **1.3 Barriers**

There are many areas of good practice and a significant focus on restorative approaches in Avon and Somerset however there are some issues and limitations with the current delivery and management of RJ that need to be addressed.

- Referral volumes and uptake can be very low.
- RJ is not consistently available to all victims in all areas.
- RJ is not consistently available to victims at all stages of the CJS
- The development of sustainable and reliable delivery models can be challenging.
- There is a Lack of awareness of RJ amongst the Police.
- Lack of understanding of policy and guidance as to when to use RJ.
- Offender focused approach still being adopted by agencies.
- Isolated management information systems, unable to share information or data regarding cases
- Cost and benefits of delivering services not being assessed
- Change can be slow

### **1.4 Assumptions and Constraints**

There are various assumptions made regarding the development and execution of this document as well as the applicable constraints. The development work in Avon and Somerset will be executed over a fixed term of 14 months. It is assumed that there is sufficient multi-agency buy-in and quality collaborative working so RJ becomes sustainable and embedded in the Constabulary area.

### Allocated funding 2014-2015

<b>Provider</b>	<b>2014-2015</b>
RS delivery partner scoping report	£15,000
Somerset Community Justice Panel	£61,820
Bristol Neighbourhood Justice	£40,704
Post Sentence - Restorative Justice Coordinator (PC)	£6,560
In addition the OPCC currently commission specialist RJ provision	£10,000
RJ Coordinators	£21,250
<b>Total</b>	<b>£145,344</b>

### Restorative Solutions Investment

<b>Restorative Solutions</b>	
Establish RJ Development Management post	<b>£50,000</b>
To set up further Neighbourhood Restorative Justice (NRJ) Projects to increase capability and capacity. This is in the form of training, support and mentoring from RS.	<b>£75,000</b>
Victim Engagement Toolkit. Resources and materials developed as a 'toolkit' for practitioners to raise awareness and understanding of RJ.	<b>£15,000</b>
Accreditation for 10 RJ practitioners and establish Case Supervisor capability.	<b>£8,000</b>
<b>Total</b>	<b>£148,000</b>

## 2. Overview

### Implementation management

OPCC	Marc Hole	Head of Commissioning
Police	Natalie Steadman	Head of Integrated Victim Care
OPCC/Police	Helen Rosenthal	RJ Development Manager
Restorative Solutions	Atul Sharda	Senior Programme Manager

In the next 12 months there are four main areas of work to progress, which will lead to the establishment of an RJ service:

- **Capacity building** to make sure that there are appropriately skilled and experienced RJ practitioners across the region. Provision of ASC RJ service delivery model.
- **Consistent Guidance and Standards** across CJS organisations and RJ practitioners. Working to agreed RJ guidance for assessing the suitability of referrals and delivery of RJ interventions.
- **Improving Access to RJ** by coordinated victim engagement activities to improve awareness of RJ as an option and setting in place a referral system that supports the three Lighthouse Hubs in handling and distributing cases.
- **Performance Monitoring** with the formation of corporate governance arrangements and agreement on performance measures and monitoring as well as evaluation.

It will be important for the above areas of work to be aligned with the Integrated Victim and Witness Care Service, Lighthouse, and to create three RJ Hubs. In progressing the implementation plan there will be key decisions which need to be made regarding NRJ sites, future development and management of the pre-sentence RJ service, the availability of the RJ service to all victims, and the police as 'referral makers'

### **3. Delivery Framework**

#### **3.1 RJ Development Manager**

To implement and oversee development of RJ 2014-2016 there is a need to have in place a strategic position reporting to the OPCC and ASC. Funding for the recruitment of an RJ Development Manager has been provided by RS. This post is a fixed term of 14 months and will report to the OPCC and the Constabulary. Helen Rosenthal was appointed as the RJ Development Manager in October 2014 to oversee the implementation of the RJ service model and to raise awareness and accessibility of RJ.

#### **3.2 Police Constable Post -Sentence RJ Facilitator**

The recruitment process for this role has started. This new post will deliver force wide RJ intervention for complex cases, and to bring a victim focus to RJ, especially in post sentence RJ where the focus historically has been mainly perpetrator led. The RJ will be available whether victim and offender initiated though will be victim focused at all stages.

The PC will be required to work alongside the RJ Development Manager and Lighthouse Victim Care Hubs to improve the RJ networks and delivery mechanisms amongst criminal justice agencies. This will enhance the development work as the PC will proactively seek out appropriate RJ referrals from professionals in order to increase the number of conferences held. In doing so they will carry out quality assurance, dip sampling of community resolutions and other Police led restorative disposals and work with the RJ Coordinators to ensure all RJ intervention is quality assessed and feedback is centrally coordinated to inform future training and guidance.

Previously the post-sentence RJ in Avon and Somerset focused on Burglars and Robbers sentenced to Bristol Prison and was purely offender focused taking referrals from the offenders themselves, offender managers and IMPACT. This new role will be victim focused taking referrals from Lighthouse, NPS and the CRC. This will forge links with HMPS Bristol and HMPS Leyhill and also prisons on the outskirts of the PCC Area such as HMPS Portland, HMPS Guys Marsh and HMPS Eastwood Park.

Whereas some victims in the past were excluded from engaging in post-sentence RJ this role creates a victim focused resource that removes the restrictions of the tight remit of providing offender focused RJ from one location. The funding for this role has been secured for 1 year to establish referral routes, contacts and referral processes with the prisons, NPS and CRC. It has been suggested that following a year of being a police constable post this role be recruited as a full time civilian post. The PC will be line managed by the Keynsham Lighthouse Area Manager.

### 3.2.1 Cost

Position	2014- 2015	2015-2016	Funding source
Police RJ Facilitator	£4,950	£23,677	OPCC (equal to ASC)
<b>Total</b>	<b>£4,950</b>	<b>£23,677</b>	<b>OPCC</b>

### 3.3 RJ Coordinators

In order to truly enable every victim to access RJ at any stage of the Criminal Justice process there is a need for a streamlined process of RJ delivery, practitioner support, guidance for accreditation and the implementation of a service model. Provision in Avon and Somerset is fragmented and patchy. An effective way to deliver a high quality service to victims is to recruit RJ coordinators to work alongside the Lighthouse Hubs to receive referrals and allocate out to service delivery partners or practitioners. They will also champion the use of RJ locally, raise awareness and increase referrals. A dedicated RJ coordinator in each of the Hubs can coordinate and manage appropriate referrals of victims to RJ interventions, ensure a focus on quality assurance, closely monitoring adherence to procedural and legislative requirements and taking prompt action to address non-compliance as appropriate.

Each coordinator will be recruited for their dedication and enthusiasm for the implementation of an effective RJ delivery services across the force. They will be responsible for partnership working and networking in their geographical area achieving buy-in from partners and stakeholders to develop and embed victim-focused RJ practice across Avon and Somerset. They will champion the use of restorative approaches and contribute to the implementation of an end-to-end, victim-focused RJ service.

The coordinators will be best placed alongside Lighthouse to obtain feedback and manage performance, to achieve and sustain a high quality, effective service and monitor confidence and satisfaction levels. The roles will develop RJ awareness further by providing advice, support and guidance to Lighthouse, staff, officers, other departments and partners to champion the appropriate use of RJ

Each of the three coordinators will receive trainer training to deliver a three day RJ practitioner training course. The three coordinators will work collaboratively to run a number of training courses over a year that will benefit independent providers and Avon and Somerset. As trainers they will assist in the development and delivery of RJ training and make the NRJs sustainable. This provides a sustainable coordination and provision of RJ facilitators whether they are volunteers or professionals in partner agencies.

### 3.3.1 Cost

Position	Jan 2014-March 2015	2015-2016	Funding source
3 x RJ Coordinators	£21,354	£102,500	OPCC
<b>Total</b>	<b>£21,354</b>	<b>£102,500</b>	<b>OPCC</b>

Position	Training	Oct-2014 – March 2015
Police RJ Facilitator	3 day Practitioner Training	NRJ set up training from RS
RJ Coordinator 1.	3 day Practitioner Training	NRJ set up training from RS
RJ Coordinator 2.	3 day Practitioner Training	NRJ set up training from RS
RJ Coordinator 3.	3 day Practitioner Training	NRJ set up training from RS
RJ Coordinator x 3	Trainer Training	NRJ set up training from RS
Travel expenses total		£1,000
<b>Total</b>		<b>£1,000 OPCC</b>

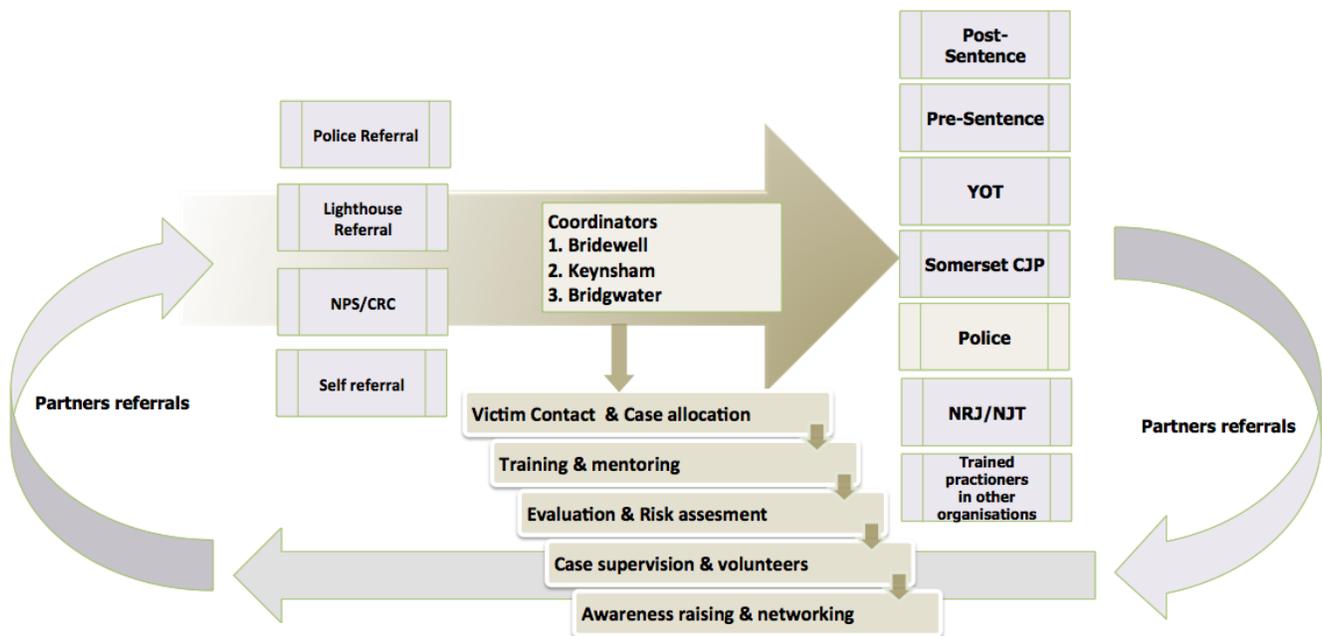


## 4. Service Delivery

For the successful implementation of a streamlined RJ service model the process must be multi-agency and collaborative. The RS scoping report highlighted the patchy provision of RJ in Avon and Somerset. With the implementation of further RJ provision and the engagement of partner agencies RJ will become embedded into the victim services. However, there can be reluctance to engage. Organisations are historically protective of the RJ they provide to ensure best use of their own resources and expertise.

This development of RJ will be invaluable to the bigger picture of transforming all victim services in Avon and Somerset. Investing in provision and raising awareness of the use of RJ can place the victim at the heart of all restorative intervention. Avon and Somerset will lead with innovation and commitment to assure quality service and leadership to set a bench mark of quality nationally.

The vision is to create three RJ Hubs that work closely with Lighthouse. Each hub will house an RJ Coordinator who is an experienced practitioner and a trained trainer. Each coordinator will assess RJ referrals for suitability, eligibility and risk. The RJ will be allocated to the relevant RJ provider be it NRJ, Pre-Sentence or Post-Sentence, insuring a victim can access RJ at any stage of their journey.



For a service model to be successful it will be essential to encourage collaborative working. It will be necessary to be able to refer RJ cases out to practitioners within other organisations to meet increased RJ capacity as Avon and Somerset matures. It will also be important that those same partner agencies use the provision of the service model to ensure Avon and Somerset is able to streamline its procedure. Partners will benefit from referring into the service model by accessing:

- Policy and Guidance of RJ
- Information Sharing
- Accreditation
- Facilitator pooling and networking
- Raised awareness
- Clear governance
- Collaborative working
- Standardised evaluation and data collection

The vision is of the three RJ hubs coordinating a new service model to receive referrals and continually increase referral routes. The RJ coordinators will be equipped to deal with the increase of referrals following a police and partner awareness training, a new RJ recording on police systems and the interaction with Lighthouse teams.

To achieve sustainability of RJ in Avon and Somerset, and to embed the practice into the transformation of victim services, it is essential that RJ practitioner training is available to cope with volunteer and practitioner churn. With three RJ Trainers available, in the form of the coordinators, training will become a resource available to partners engaging with the plans for RJ development, adhering to the above and achieving universal outcomes. Partners can therefore have access to training at no cost, benefiting from the resources set up by the OPCC.

**Predicted training requirements for 1 year**

**Each training course produces 10 practitioners and will be delivered between the 3 RJ coordinators**

<b>Organisation</b>	<b>courses required</b>
Bristol Neighbourhood Justice Team	2
Additional NRJ sites	3
Youth Offending Team	2
Somerset Community Justice Partnership	2
Probation	2
<b>Total</b>	<b>11</b>

#### 4.1 Police Awareness

The RS scoping report made reference to RJ delivery by Police Officers in reference to ASC Community Resolutions (CR). CR is a type of out of court disposal used by the police to deal with low level crime and antisocial behaviour. RJ can be used as part of a CR but the two are distinct and separate and community resolutions can take place without RJ. There is an assumption in the RS report that CR is always restorative yet this is not always the case. There is a stringent scrutiny panel in place and this audits a dip sample of CR to scrutinise an Inspector's authorisation, rather than the process of RJ. ASC guidance states that CR can be delivered either with or without restorative techniques, however the force approach is to use restorative interventions wherever possible to maximise the value. Despite ASC's expectation that the practical application of CR will include restorative elements, due to the recent lack of RJ training, this is not possible. Police training has not been delivered to officers for at least 2 years. The training that was previously delivered to Bristol had not been updated since 2007. It has also been reported from partners that there has been reluctance from the police to work collaboratively, feeling as they do, that RJ is their 'territory'. This could be due to messages from management insisting on the completion of cases within certain timeframes and a lack of understanding of RJ. This should be addressed by providing a significant amount of awareness training to Police officers to encourage the CR to be delivered restoratively as required. This is often referred to as 'street RJ, instant RJ or Level 1 RJ.

To raise Police awareness Gloucester Constabulary began a programme of training in September 2013 and has now completed their objective to have 900 officers trained for street RJ and they have trained 40 as practitioners. Gloucester has abolished their equivalent of CR as a disposal and has replaced it with RJ disposal. Gloucester officers deliver on average 90 street RJs and 10 face to face conferences per month. Ticket books have been designed and produced based on those used in Greater Manchester, to ensure RJs are officially recorded at the scene of an incident.

A training programme the same as that of Gloucester would, in all likelihood, be unrealistic for a force the size of ASC and it is appreciated that with the introduction of the Operating Model officers are receiving a large volume of classroom training sessions. It is suggested that an e-learning awareness programme be developed that is of a high quality and is guarantees engagement by officers. The training will raise awareness, create enthusiasm and explain how officers are instrumental to the development of RJ across ASC. It would also introduce the use of street RJ as the main form of CR disposal.

Dialogue between officers and the RJ Coordinators will be encouraged and expressions of interest should be taken from officers who would like to develop as RJ champions. They should have access to practitioner training courses and continued professional development courses (CPD) that are readily available from the RJC and are of an excellent standard. Accreditation will be supported for RJ champions.

RJ should be recorded as a form of CR, rather than removing CR as a disposal, creating an availability to record RJ on police systems. RJ should be recorded as such and not brought under the banner of CR. This training provision will not only provide Avon and Somerset with more accurate recording and evaluating but will raise awareness in the most cost effective way. It is essential to consider that for this to be successful there needs to be strong SLT buy-in and a continued message of support. It would be sensible to train Inspectors, Sergeants and Custody Sergeants and for the e-learning course to be mandated.



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## 5 Provision

The current RJ provision in Avon and Somerset is fragmented, resulting in an inconsistent victim experience. The RS scoping report has highlighted that there are areas of good practice of RJ in Avon and Somerset, however it is still patchy. Investment into further RJ provision is necessary. It is also a necessity to have further provision embedded in the force to work with and enhance partner agencies. Additional provision would benefit victims, offenders, practitioners and organisations across the region. Currently a truly victim-centered service is not being delivered.

### 5.1 New NJT Sites

There are resources available for the setup of Neighbourhood RJ sites utilising volunteer facilitators. The requirement is for three NRJ sites who will work to specifications and outcome arrangements provided by OPCC to ensure capacity building. At present there are two NRJ sites, one in Bristol and one on Somerset. A third provision of RJ is required for the North East area. Training is being made available by RS and it is suggested that an NRJ site is created the North East to reflect the two in the policing and IVC areas of Bristol and Somerset where RJ provision is more mature. For the new NRJ site in the North East the OPCC will provide service specification which will be circulated for bids for an RJ service.

For funding available 2015-16 Somerset and Bristol will be asked as incumbent providers if they are able to deliver against the specifications and outcomes document. The specifications and associated funding will be solely for the service. Presently Bristol NJT site receives £40,704 funding and SCJP receives £61,820 from the OPCC. In Bristol the costs for the NJT are solely for the recruitment of a coordinator and administrative support. This NRJ site benefits from being located within Bridewell Police Station. In Somerset the funds cover a manager, admin support and premises. The new NRJ site in the North East would benefit the recruitment of a coordinator such as that in Bristol and Somerset and the funding will be commissioned out to the successful provider able to provide the service.

Further training of volunteers can delivered in each of the three hub areas in 2015-2016 with the support of the training, mentoring for practitioners and guidance provided by RS. Capacity building will be enabled by access to training courses to the NRJ sites. It is predicated that with the implementation of the RJ Coordinators into the three locations and the raised awareness with police officers and the public, the referrals to the NRJ sites will be significantly increased.

At the time of the scoping report the NJT Bristol received 149 referrals and delivered 56 RJ conferences and 8 further RJ interventions in the previous year, Aug 2013-July 2014. SCJP received 60 referrals and delivered 35 RJ conferences in 2014. Lighthouse predicts contact with all victims in the criminal justice process of which 27% will be enhanced. Lighthouse will be offering RJ to all victims

when the incident is suitable, police and custody sergeants will be flagging cases on the police system and the RJ coordinators will receive a daily list of cases to convert to referrals and allocate to providers. With the expected increase in referrals from the capacity building, raised awareness and commitment to geographical area there will be a significant increase in RJ conferencing. Within the first year of the implementation of the RJ coordinators a significant increase in the delivery of RJ is expected and an initial 100% increase of the last collected figures is not unrealistic.

It must not be underestimated how much time, coordination, and investment is necessary for an NRJ site to succeed. The establishment of a new NRJ site must consider the following

- Training
- Volunteer churn
- Volunteer expenses
- Conference expenses, room hire.
- Admin
- Volunteer accreditation

Provision		2015-16	Source
NRJ funding for North East	Commissioned out for 2015-16	£50,000	OPCC
NRJ setup/training North East	Awareness Training for 20		NRJ set up, RS funded
	Practitioner Training for 10 volunteers		NRJ set up, RS funded
	Train the Trainer, RJ Hub Coordinator		NRJ set up, RS funded
Mentoring sessions			NRJ set up, RS funded
NRJ funding for Bristol NJT	Continued funding	£41,000	OPCC
NRJ funding for SCJP	Continued funding	£62,000	OPCC
<b>Total</b>		<b>£153,000</b>	<b>OPCC</b>

## 5.2 Pre-sentence 2015-2016

The Crime and Courts Act 2013 gave courts the power to defer or adjourn sentencing in order for RJ to take place in cases where both victim and offender are willing to participate. The pre-sentence pathfinder at Bristol Crown Court has been developed to determine the best way of implementing pre-sentence RJ.

The pathfinder at Bristol Crown Court is a collaboration of RS and Victim Support funded until June 2015 with a 'live' period working on referrals until end of April 2015. The pilot is presently in a very strong position and is increasing the awareness of RJ and acting as a referral route for RJ outside of the scope of the pathfinder. The Project Manager has developed strong links within the CJS and partners who provide and support RJ across the area. Most recently an expansion of the project to Taunton Crown Court has been authorised creating a project that now incorporates all Avon and Somerset Crown Court cases therefore all serious violent and acquisitive crime sentenced in Avon and Somerset.

Pre-sentence RJ takes place at a critical time in the CJS with very tight time frames and very complex processes. These require specific knowledge that a project manager can be responsive to. The knowledge base provides credibility to the RJ at this stage and enables strong local relationships (Judges, Counsel, Probation, Police). Volunteers, who do not have the CJS knowledge and experience, require more supervisory knowledge in order to facilitate RJ. A SPOC enables easy access to information.

Legislation is in place for pre-sentence RJ to be available in all courts and from July 2015 it will be the responsibility of PCC to provide this. Though there is a need to consider the commissioning process, it is recommended that this project be supported fully. It is also suggested that, there should be funding available for the recruitment of a support position for the project manager to further expand pre-sentence RJ and to further develop the seamless access to RJ for victims at all stages of the CJS. A continuation of the Pre-Sentence pilot until March 2016 is recommended to provide:

- Improved seamless access to RJ across the CJS.
- Increased referrals for pre-sentence RJ.
- Increased links and improved relationships with partners and agencies.
- Consistency in process between Courts with overview from one source enables workers (Judges, magistrates, defence, CPS, Probation, Lighthouse etc), minimal disruption. Possible with PM but also scope for responsiveness to local needs.
- Better supported volunteers.
- Increased credibility of Pre-Sentence RJ.

Prior to the transition period of Victim Liaison Units to Lighthouse (July and August) the pre-sentence pathfinder received the victim details of approximately 30% of the in-scope offences in Bristol Crown Court. The pathfinder has completed 7 RJ activities with two cases referred onto post sentence RJ delivery.

If the conversion rate remains at a similar rate it could result in 20 RJ activities for pre-sentence RJ before the end of the live period. With the planned expansion to Taunton Crown Court, this could result in 1-2 additional RJ activities each month, dependent on the number of victim details received to the pathfinder by Lighthouse.

To continue funding the pre-sentence pathfinder it would be beneficial for the current capacity to be actively linking with other RJ projects to significantly increase the capacity and to potentially facilitate up to 25 RJ interventions in Bristol and 20 in South Somerset each month. It is predicted that the Pre-Sentence RJ Pathfinder will have developed sufficiently to be integrated into the RJ Hubs to reduce the cost significantly for 2016-2017.

### 5.2.1 Cost to cover Bristol and Taunton

Provision	July 2015-2016 (9months)	Source
Project manager	£34,208	
Part time Admin assistant Scale 3	£9,012	
Volunteer expenses 9 months	£1000	
<b>Total</b>	<b>£44,220</b> This figure is for 9 months A full year funding £58,960	<b>OPCC</b>

## **6. Public awareness**

Raising the awareness of RJ is essential for the increase in engagement and the increase in referrals. To raise awareness it would be beneficial to brand the development in Avon and Somerset.

### **6.1 Branding**

There should be a communications and engagement strategy developed around RJ and an investment made for branding design and material. RS have offered, as part of their investment, access to their branding tool 'Victim Engagement Toolkit' and the design of '*Let me Explain*' literature. This is up to date branding material designed following various focus group meetings. It includes editable leaflets and various marketing and branding products. The products are suitable for victims, organisations, and communities. It should be noted that access to this resource does not include production costs. RS will also be providing £15,000 towards victim engagement.

### **6.2 Partner agency event/Conference**

To raise awareness and to publicise the development in Avon and Somerset it would be beneficial to promote RJ and partner engagement with a large event during 2015. This should include and be supported by the PCC, ASC and serve to secure, SLT buy-in. Towards the end of the year it will be sensible to produce an annual report. This could be highlighted by another similar event.

### **6.5 Victim needs and awareness**

As recommended in the RS scoping report there should be a programme of research to understand victims' views and perceptions of RJ at all stages of the criminal justice system with a focus on their end to end journey. There must be an understanding of the needs of the public in accessing a restorative justice service. The insight into the current awareness and expectations of potential users is useful in assessing the current situation and ascertaining future operational requirements for RJ delivery. To improve victim awareness and access to RJ a strategy for victim engagement should be produced and collectively owned by the local partners to aid the design and implementation of future RJ provision. It will be necessary to devise a victim satisfaction survey for useful data on victim's experiences of the service they received from the RJ provision, with insight into their journey.

There should be an approach to gather a quarterly quantitative survey of victims utilising the RJ provision combined with focus group activities to allow the views of victims to be monitored and measured over time. The focus group activities will have a variety of applications: capture the views of particular groups for whom a quantitative survey might not be so appropriate, understand in more detail some of the issues raised in a quantitative survey or target a specific group of victims and to raise awareness with the public.

## 6.5 Cost

<b>Victim engagement toolkit</b>		<b>2015 - 2016</b>	<b>Source</b>
Victim forum event x3		£3000	
Branding and publicity	Branding and printing	£2000	
Survey design and circulation		£1000	
Victim resources website	Design and administration	£6000	
Public event end of year	Banners/advertising/accommodation	£1000	
Victim engagement literature	Printing	£2000	
<b>Total</b>		<b>£15,000</b>	<b>RS</b>

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## 7. Governance

Whilst there are a number of multi-agency groups that help to oversee the development of RJ, the strategic direction and oversight of RJ is limited. The strategic leadership of RJ within the Police currently sits with the Criminal Justice Department, however there is currently no dedicated resource within the constabulary to support and coordinate the development of RJ on a tactical level. This is against a backdrop of increasing interest and focus on RJ both locally and nationally. A number of innovative local schemes are being developed, but there is a need for central oversight and support to ensure that these schemes are developed sustainably, monitored and evaluated properly and that good practice is promoted.

The *RJ Planning board* presently chaired by ACC Kay Wozniak will steer the RJ work and make assure there is consultation where necessary to inform the activities. The Governance of the development work should reflect that of Lighthouse, being a multiagency attendance alongside the OPCC, and LCJB. There will be three joint working groups to represent the three areas covered by the Hubs. The groups will have the purpose of contributing to the landscape of RJ provision across their area, Bristol, North East and Somerset, to ensure that any issues in the development are identified and addressed at an early opportunity and hold to account the RJ development team. They will oversee the design, and evaluation of restorative justice. The groups will include the expertise and knowledge of a diverse range of people, including practitioners, criminal justice agencies, community representatives, and the voluntary and community sector. The role of the groups will be to provide oversight on the achievement of program goals, adherence to restorative justice, values, resource management, provide strategic leadership, direction and marketing. In particular, the groups can help to ensure that restorative justice coordinators are equipped with the necessary skills, knowledge, and sensitivity to run restorative justice processes and increase awareness.

RJ governance should involve the following:

RJ providers	Councils
RJ Practitioners	Crown Prosecution Service
Police	Youth Offending Team/Service
Prisons	Victim Support
Probation	Housing associations

## **8. Accreditation**

There is a growing expectation for practitioners and organisations to gain accreditation to show the public and service providers that they have achieved the best possible outcomes in a safe and professional way. It illustrates their ability to operate in line with the National Occupational Standards.

### **8.1 Practitioner Accreditation**

There are accreditation schemes available from both RS and the RJC. By gaining accreditation practitioners join a national register and obtain access to supervision. Both accreditation processes are accessible and will enable practitioners of RJ to evidence that they are working to National Standards. The RJ Coordinators of each hub will encourage, support and supervise practitioners through this process.

### **8.2 Organisation accreditation**

There is a need for Avon and Somerset to demonstrate that they are working to the National Standards of RJ delivery. The Restorative Services Quality Mark (RSQM) was developed by the RJC in consultation with experts in the restorative field. It is a quality mark for organisations providing restorative services. Only those organisations who can demonstrate they meet or are working towards the minimum standards needed to provide quality provision and participant safety will achieve this mark. The RSQM is backed by the Ministry of Justice and has been awarded to institutions including youth offending teams, children's homes, probation, prisons and schools.

RSQM ensures that both commissioners and participants in RJ can be confident that they provide a safe, high quality service. To reflect multi agency working it is suggested that funding be made available for each of the RJ Hubs to work towards the RSQM, therefore encouraging partnership working with an assurance of best standards. Discussions have begun with the RJC to understand the best process for achieving the RSQM. At the time of this report it is suggested that one Hub complete the RSQM and the other two complete the process after one has received the accreditation. The RJC are developing their understanding of the complexities of the multi-agency working and are confident that the best process is to treat one hub accreditation as a pilot. It would be advisable that the standard applies to the hub, assessments, screening and referral routes assuring quality of practice rather than the RSQM being awarded to each of the individual partners.

### 8.3 Cost

Accreditation	2014-2015	Funding source
10 x Accreditation for RJ Facilitators	£3500	RS
Case Supervisor training, experienced volunteers.	£4500	RS
<b>Total</b>	<b>£8,000</b>	<b>RS</b>

Accreditation	2015-2016	Funding source
RJ Coordinators RSQM x 3 (negotiable approximate price from RJC)	£9000	OPCC
<b>Total</b>	<b>£9,000</b>	<b>OPCC</b>

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## **9. Referral routes**

Many partners highlighted in the scoping report that they consider complicated referral routes to be a barrier to referrals. There are many different processes for different organisations and no standard process. Risk assessments vary and information sharing agreements are not in place. This coupled with various IT systems makes multi-agency working clumsy. It is necessary to simplify referral routes within organisations and to partner organisations.

Within ASC the Lighthouse teams could be making the majority of referrals to the RJ coordinator who, in turn, will be allocating the work out to RJ practitioners. It is suggested that there be an IT function that can highlight to the Lighthouse teams if an officer or custody sergeant considers a case suitable for RJ. As with the tab on Guardian for officers to flag up to Lighthouse, it would be beneficial to have a similar function for RJ so they can have a flag for RJ pre charge. There should be consideration to future investment for a case management system to be implemented.

Victims should be made aware of RJ through the internet and have information about making self-referrals to a generic RJ email. It would be beneficial if this information were put on the Intranet, Internet and Lighthouse website with a simple referral form should they wish to proceed. For the successful coordination of police volunteers it would be essential that all volunteers have access to secure email. This should be set up before the new NRJ sites are in place. Each Police volunteer facilitating for an NRJ should also be provided with an encrypted memory stick.

### **9.1 Cost**

<b>IT</b>	<b>2014-2015</b>	<b>Funding source</b>
Secure email for volunteers	£1000	OPCC
<b>Total</b>	<b>£1000</b>	<b>OPCC</b>

## **10. Support**

The OPCC and ASC have agreed to work collaboratively with RS as delivery partners. The arrangements include the provision of services from RS to assist the development. These are in the form of a Development Manager, training and setup support for new NRJ sites, access to a editable branding called 'Victim's Tool Kit', and accreditation for 10 RJ practitioners who are motivated to achieve the RS accreditation and the BTEC qualification. Following the bidding process for a delivery partner RS have agreed to provide initial training courses required to ensure Avon and Somerset have sufficient provision within the force. Avon and Somerset will benefit from this continued advice and guidance in policy writing, process mapping, strategy, and expertise in the field of RJ provision.

The RS investment in Avon and Somerset is a reflection of their understanding that the developments will be successful and above and beyond that of any force so far. RS will benefit from the high profile success of Avon and Somerset and their position as delivery partner. RS are experts in the field of RJ training, provision and networking and have consultancy and management experience at both a strategic and operational level, coupled with broad sector experience. They will be beneficial as delivery partners and it is essential that Avon and Somerset have the opportunity to tap into their other resources.

## **11. Risk factors**

As with any development period there are a number of risk factors that have to be considered. Some risks to success in Avon and Somerset are:

- **Resistance to change.** Mitigation: *In the past there has been resistance from organisations and the CJS to using Victim led RJ conferencing based on concerns about the risks to victims and offenders, scepticism about its effectiveness and reluctance to work with offenders and victims in a radically different way. The development will be driven with robust leadership and performance management to reduce resistance.*
- **Reluctance to engage.** Mitigation: *Reluctance to engage will be address with early engagement strategy and planning with the agencies, setting out expectations and benefits with the partners on the use of RJ*
- **Police Champions not supported.** Mitigation: *Early engagement strategy and planning with SLT and the importance of champions of RJ and encouraging the use of RJ.*
- **Volume of referrals too high.** Mitigation: *There will be monitoring of referrals from the early stages when the RJ Coordinators are in place. Preparation for the increase in capacity in the form of volunteers and their training will be in place.*
- **Changes in key personnel in partner agencies.** Mitigation: *Communication with partners will be continuous and will include more than one RJ lead working at the appropriate level. Strong relationships with the RJ Coordinators and partner agencies will be paramount*
- **Mishandling sensitive cases by RJ professionals and/or volunteers.** Mitigation: *There must be a robust open complaints procedure established will all partners with the aim of redressing any mishandling of victims or offenders or their supporters.*

## 12. Milestones

For the success of the RJ development initiative, and to ensure RJ becomes embedded in Avon and Somerset it is essential to set realistic and achievable timescales for implementation.

### 12.1 Operational

#### Operational milestones October 2014- March 2015

Milestones	Nov 2014		Dec 2014		Jan 2014		Feb 2015		Mar 2015	
RJ week 'Vision' communication										
Meeting/Liaise with the stakeholders										
Allocation of Resources and Funding agreed										
Recruitment of Post Sentence PC role										
Recruitment of 3 Coordinators										
'Vision' Launch and publicising										
Train PC and RJ Coordinators										
Governance arrangements										
Establish NE NRJ sites										
Practitioner networks										
IT										
Police/CJS/Partner awareness training										
Training course 1 NRJ										
Recruit Part time admin supports for NRJ										
Development of universal evaluation form.										
Development of referral protocols for agencies										
Development of information sharing protocol										
Trainer Training RJ coordinators										
Accreditation for hubs										
Police Champions, Level 1										
Partner event/conference										
Evaluation methodology agreed										