



THE POLICE & CRIME COMMISSIONER FOR CLEVELAND

DECISION RECORD FORM

REQUEST:

To approve funding for a victim referral services 6 month pilot

Title:

Victim Referral Pilot

Executive Summary:

The aim of the pilot is to trial integrated support for victims. The introduction of the Cleveland Police Telephone Investigation Unit presents the opportunity to test new ways of working with Victim Support by:

- Developing a closer interface between police officers and victim support officers;
- Monitoring and evaluating the benefits of co-location and sharing IT systems that facilitate collaboration, reduce the amount of duplication involved for victims when having to repeat their information/details and provide a single point of contact;
- Monitoring and evaluating the joint use of a standardised risk/vulnerability assessment tool, for example THRIVE/Victims First, that ensures consistency in the triage and prioritising of victim needs;
- Comparing and contrasting the outcomes delivered by the pilot with those of the existing system (ADT) process.

Full details are set out in the service specification published alongside this Decision Record.

Decision:

To grant fund victim support £46,185 for the provision of a 6 month victim referral pilot.

Implications:

Has consideration been taken of the following:

	Yes	No
Financial	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Legal	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Equality & Diversity	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Human Rights	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Sustainability	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Risk	<input checked="" type="checkbox"/>	<input type="checkbox"/>

(If yes please provide further details below)

Decision Required – Supporting Information

Financial Implications: (Must include comments of the PCC's CFO where the decision has financial implications)

The financial costs of this pilot are affordable within the 2015/16 budgets based on this being a one off pilot. If the pilot is successful and it is something that is to continue into future years then other areas of expenditure may have to be stopped to continue with this.

Legal Implications: (Must include comments of the Monitoring Officer where the decision has legal implication)

Grant arrangement made under the PCC's commissioning powers pursuant to s143 Antisocial Behaviour, Crime and Policing Act 2014

Equality and Diversity Implications

None arising

Human Rights Implications

None arising

Sustainability Implications

Redundancy costs have been included in the cost of the pilot. However the costs of continuing with this pilot into 2016/17 are not currently factored into the financial plans and therefore expenditure in other areas may have to be stopped to accommodate any continuation of this scheme.

Risk Management Implications

A risk register has been developed as part of the pilot implementation plan. This will be monitored by the project team on a weekly basis.

OFFICER APPROVAL**Chief Executive**

I have been consulted about the decision and confirm that financial, legal, and equalities advice has been taken into account. I am satisfied that this is an appropriate request to be submitted to the Police and Crime Commissioner.

Signed: _____



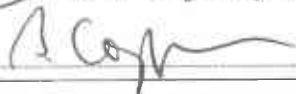
Date: _____

21 July 2015

Police and Crime Commissioner:

The above request HAS / ~~DOES NOT HAVE~~ my approval.

Signed: _____



Date: _____

21/7/15

Integrated support for victims – new ways of working service specification

1. Introduction

From 2014, Police and Crime commissioners (PCC) became responsible for commissioning the majority of practical and emotional support for victims of crime. Victim Support currently delivers the main victim referral and support service on behalf of Cleveland and Durham PCCs. The current service operates via an Automated Data Transfer (ADT) system between Victim Support and the Police with eligibility criteria based on Home Office Crime Codes. In addition Victim Support responds to self-referrals and referrals from a range of other agencies.

In preparation for commissioning referral and support for victims in the future, Cleveland and Durham PCCs wish to trial new ways of working that:

- Focus on outcome based performance;
- Deliver tailored support to individual victims based on the impact of the crime rather than the crime type;
- Demonstrate sound collaboration between Criminal Justice Agencies, in particular the police;
- Deliver improvement through co-location and shared IT systems;
- Use common triage and assessment processes that target support to those most in need within appropriate timescales;
- Contribute to effective and equitable demand management processes;
- Provide evidence of efficiency and best value.

2. Background

Nationally, improving victim and witness experience is a key priority for the Government and this is enshrined in the revised Victims' Code of Practice, the Witness Charter and the Victims' Services Commissioning Framework. While existing policy and guidance emphasise, among other things, the rights of vulnerable victims to an enhanced service, the soon to be introduced European Directive on the Rights, Support and Protection of Victims of Crime recognises that the very nature of a criminal act can leave a victim vulnerable and often in need of assistance. Subsequently, this has the potential to extend the range of victims needing support and requires a more robust approach to individually tailored needs assessment rather than reliance on the nature of the crime to establish priority.

3. Current Position

Victim Support currently provides the referral and support service to victims of crime as well as responding to self referrals and referrals from a range of other agencies. Referral is based on an 'opt out' method which means that explicit consent is not required from the victim except in specific cases. In the case of police referrals, information is transferred by

ADT and received at Victim Support's regional Victim Care Unit where attempts are made to contact victims in a variety of ways to assess need and offer support in line with the organisation's nationally mandated Victim Services Operating Procedures. If a victim requires a level of on-going support this is provided at a more local level by volunteers managed by Community Engagement Officers.

A drawback of existing arrangements is that blanket exclusion of particular crime types could potentially result in opportunities for early intervention and support to be missed in cases where there is a sustained campaign against individuals or communities e.g. anti-social behaviour or where the incident could be driven by prejudice e.g. hate crime. Similarly, initial contact methods are currently based on crimes defined as "more" or "less" serious although current policy and guidance is clear that support should be tailored to the individual needs and circumstances of victims rather than the crime type.

The police also use a range of tools to assess the risk to, and needs of, victims but there is currently limited opportunity to share the findings of these assessments or to collaborate in delivering a more integrated service to victims.

4.0 Scope

- The pilot will consist of co-locating one full time victim support officer and one full time victim caseworker with police in the telephone investigation unit in Cleveland and the same level of staffing with officers in Darlington Police Station. These staff will be supported by a 0.5 w.t.e. administration post working across the two pilot areas;
- Police and Victim Support officers will work collaboratively to prioritise and inform victim care and support plans;
- Work will initially be restricted to victims of crime being processed through the Telephone Investigation Unit in Cleveland and victims of recorded crime with a Darlington postcode in respect of the Darlington pilot with a view to exploring, if successful, how to eventually roll the system out to all victims;
- The pilot will use models such as THRIVE and Victims First to jointly assess and agree, with police colleagues, levels of risk and vulnerability and subsequently prioritise timing of contact and offer of support on the basis of individual need and circumstance rather than crime type. This will enable contact, offers of support and onward referral to specialist agencies, where appropriate, to be tailored;
- Work will include regular and on-going review of data sets used;
- Work will include regular and on-going review of processes and systems used;
- Current ADT systems will continue to operate in parallel but close liaison between Victim Support Officers located in the pilot areas and officers currently working in the regional Victim Care Unit will ensure there is neither duplication nor failures;

- During the pilot, service availability will be restricted to certain hours and as such cannot always deliver immediate crisis intervention. However, it is expected that, during the pilot, evidence of the need for such a service can be reviewed;
- Given the nature of the pilot, it is accepted that problems and issues will be identified, discussed and resolved as they arise in a mutually agreed manner.

5.0 Aims and Objectives

The aim of the service is to trial integrated support for victims that ensures the level and quality of support offered is commensurate with objective criteria, rather than administrative or organisational need and is delivered in an equitable and co-ordinated manner.

5.1 Objectives

- To increase effectiveness of screening/assessment of need;
- To provide an appropriate and timely response to victims;
- To facilitate a collaborative approach to early and ongoing assessment of need and provision of support;
- To ensure the full range of information available is used in decision making processes;
- To assess service demand and develop demand management tools;
- To record and report on identified gaps in service provision;
- To include provision for regular and ongoing review and evaluation;
- To enable speedy onward referral/access to appropriate service/support for victims.

6.0 Outcomes

- Victim experience is improved through streamlined pathways and co-ordinated provision of support;
- Victims feel safe and supported – including extended networks e.g. family, friends, neighbours, communities;
- Victims are well informed and knowledgeable and can participate fully in their recovery and appropriate CJS processes;
- The expectations of victims are better managed so that they do not feel let down by processes and agencies;
- Victims can formulate and articulate their perceived needs;
- Victims can make informed choices and decisions;
- Improved health and well-being of victims;
- Victims, who have physical, emotional or psychological needs, know how to access short and long term assistance;

- Victims are aware of the effects of trauma and victimisation, have an increased knowledge of services and techniques that can assist them to cope with these effects;
- Victims feel able to return to the lifestyle they had before being victimised or are able to adjust to changes as a result of the impact of victimisation;
- Victims are less anxious about participating in CJS processes;
- Victims are more likely to report a future crime based on their experience.

7.0 Eligibility Criteria

For the duration of the pilot, the service will be restricted to referrals relating to victims of recorded crime – in Darlington this will be by postcode and in Cleveland linked to victims processed through the Telephone Investigation Unit. Existing ADT and other referral mechanisms will operate in parallel to ensure that self referrals and referrals from other agencies continue to receive a response.

8.0 Service Description and Service Delivery

The service will operate between the hours of 10.00 am and 6pm Monday to Friday and will include the co-location of one full time victim care officer and one full time case worker with officers in the Cleveland Police telephone investigation unit and Darlington Police Station respectively. These officers will be supported by one 0.5 w.t.e administrative assistant.

Victim care officers will undertake primary triage of victims needs, in collaboration with police colleagues, using assessment models such as THRIVE, referring to the Victims Case Worker or to other agencies to deliver support where appropriate. Specifically, the Victim Care Officers will:

- Liaise with relevant police colleagues to establish and agree priority status
- Contact victims by their preferred method
- Carry out needs assessment following agreed processes and within agreed timescales
- Identify and agree support needs, record the results of the assessment and provide a tailored response to each victim's needs
- Facilitate the delivery of identified needs by referral on to another appropriate service on behalf of the victim using agreed processes, or by directing referrals to the Victims Case Worker, monitoring, co-ordinating and updating victim records where appropriate
- Manage victim's immediate needs, where necessary
- Contribute to risk assessment processes
- Agree and implement a follow-up contact plan where appropriate
- Alert a line manager to any problems that cannot be readily resolved

- Record all contacts with victims securely, and in accordance with procedures for monitoring and evaluation purposes
- Develop productive working relationships with colleagues and stakeholders
- Liaise with appropriate Victim Support colleagues to contribute to the effective running of the service
- Comply with legal, regulatory, ethical and social requirements

Case Workers will provide personal and structured support to victims of crime with more complex needs; undertaking effective need and risk assessments that take account of the individual circumstances of the victim, identifying possible options for support, including onward referral to specialist agencies where appropriate, and agreeing an individual cope and recovery plan tailored to the individual needs of the victim up to, including and beyond the trial. Specifically, the case worker will:

- Undertake and record detailed and appropriate need and risk assessments tailored to the individual circumstances of the victim;
- Agree and document a fully integrated end-to-end cope and recovery support plan for the victim and/or their family;
- Co-ordinate the delivery of the cope and recovery plan, working closely with other support services and CJS agencies where appropriate;
- Provide emotional and practical support to victims from the point of crime, throughout the criminal justice process and beyond where appropriate;
- Support victims as their case progresses through the criminal justice system, explaining legal procedures, managing expectations in relation to timescales, accompanying victims to meetings or hearings, liaising with CJS agencies;
- Support victims in respect of travelling to and from appointments associated with the crime e.g. court appearances;
- Communicate with the victim throughout their journey; keeping them well informed and including, where appropriate how CJS processes work;
- Maintain comprehensive, accurate records relating to the agreed cope and recovery plan and agreed outcomes.

The maximum case load of the Case Workers must not exceed 120 per year to ensure support for victims can be provided without compromising quality of care.

Victim Support Staff will develop and maintain productive liaison with police officers to ensure a collaborative approach to prioritising contact, needs assessment, review and integrated provision of support to victims.

Resources relating to additional commissioned services (currently funded out of Prisoner Earnings Act monies) and volunteer expenses are included in the main contract with Victim Support although it is acknowledged that evidence of the need for extra resource may be highlighted during the course of the pilot. Should this be the case, the service provider will bring it to the attention of the PCC during monthly monitoring meetings.

In addition, it is expected that issues will arise throughout the pilot that will need problem solving and it is expected that the service provider will bring these to the attention of the PCC as soon as possible and participate in problem solving.

The service provider will be responsible for identifying the capital costs associated with co-location e.g. desks, chairs, telephones, etc. The PCCs, in conjunction with the appropriate Police personnel in both pilot areas, will be responsible for negotiating access to, and training in the use of, the respective IT systems including any additional costs incurred in necessary system development.

9.0 Performance Measures

As the service is intended to trial new ways of working there are some, as yet unknown, key deliverables relating to volume, co-location, and the use of shared IT systems and common needs assessment tools. The service provider will therefore work with both PCCs to establish baseline information in each of these areas. As it is imperative to demonstrate efficiency and best value, the service provider will also work with the PCCs to compare and contrast the effectiveness of the pilot with current referral and support arrangements including cost benefit analysis and/or social return on investment.

In addition, Cleveland and Durham PCCs wish to develop outcome based reporting systems and subsequently, the provider will capture, measure and report on outcomes included in section 6.0.

10.0 Contract Period and Payment Terms

The contract shall be for an initial period of six months commencing on XXXXX.

11.0 Contract Monitoring

- During the term of the pilot, the service provider will produce monthly reports outlining volume, outcomes and any issues encountered;
- Monthly meetings will take place where representatives from the service provider and the PCC will discuss progress, identify key issues and undertake problem solving;
- An end of project report and lessons learned to be submitted in XXXX;
- For the duration of the pilot, the terms and conditions included in the main grant agreement with Victim Support (pages 54-69) will apply.

12.0 Key Risks

As this is a pilot project it is acknowledged that there are a number of key risks including:

- Difficulties in achieving mutually acceptable data sharing protocols that enable information sharing and joined up risk and needs assessments;
- Removing currently excluded crime types resulting in higher volume and demand outstrips capacity;
- Lack of collaboration between police and VS to develop protocols to capture and share key victim information;
- Lack of collaboration between VS and police to identify and troubleshoot issues;
- Lack of engagement in early warning processes intended to identify, trouble shoot and resolve issues and/or problems;
- Unable to agree on the principle of a shared ICT system holding victim information but able to accommodate victims wishing to retain a level of confidentiality with Victim Support;
- Unable to agree data access protocols and information governance requirements;
- Unable to sustain police engagement in the pilot;
- Unable to sustain VS engagement in the pilot;
- Insufficient funding available to resource proposals from service provider;
- Unable to recruit appropriately skilled and experienced staff in time to ensure pilot is viable;
- Agreeing management of the pilot while retaining the independence of Victim Support to ensure victim confidence.

13.0 Sustainability

While this is a pilot project to test new ways of working, there is an expectation it will leave a sustainable legacy that continues to benefit victims after the contract ends by incorporating the lessons learned into future commissioning plans.

14.0 End of Contract

The contract will end six months after the start date and this will be managed by reverting to existing arrangements for the referral and support of victims.