

<b>CAMBRIDGESHIRE POLICE AND CRIME PANEL</b>	<b>Agenda Item No. 9</b>
<b>12<sup>th</sup> September 2018</b>	<b>Public Report</b>

## **Report of Cambridgeshire Police and Crime Commissioner**

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### **MONITORING DELIVERY OF THE POLICE AND CRIME COMMISSIONER’S POLICE AND CRIME PLANE – VICTIMS THEME**

#### **1. PURPOSE**

- 1.1 The purpose of this report is to update the Police and Crime Panel (the “Panel”) on the activity underway to deliver the priorities set out in the Victims section of the Police and Crime Commissioner’s (the “Commissioner”) Police and Crime Plan (the “Plan”).

#### **2. RECOMMENDATIONS**

- 2.1 The Panel is recommended to note the contents of the report.

#### **3. TERMS OF REFERENCE**

- 3.1 Item 6 – to review or scrutinise decisions made, or other action taken, by the Police and Crime Commissioner in connection with the discharge of the Commissioner’s functions.

Item 8 - To support the effective exercise of the functions of the Police and Crime Commissioner.

#### **4. BACKGROUND**

- 4.1 Under the Police Reform and Social Responsibility Act 2011 the Commissioner is required to produce a Plan.

- 4.2 The Commissioner’s Plan became effective from the 1<sup>st</sup> April 2017 and is structured around four key strategic themes: Victims, Offenders, Communities, and Transformation. Each theme has its own aim and has a framework designed through a series of shared outcomes to enable all agencies with a part to play in community safety and criminal justice, to strategically direct the future delivery of services through these common goals. Each theme is supported by key objectives and priorities for action.

- 4.3 There are strong mechanisms in place to scrutinise the overall performance of Cambridgeshire Constabulary (the “Constabulary”), including the priorities and outcomes set out in the Plan. Performance data is included within the Quarterly Performance report data pack and reported to the Commissioner’s Business Coordination Board (BCB). Effective partnership working is also key to the delivery of the Plan. The Delivery Plan was shared at the May 2018 BCB meeting and previous Panel meetings.

#### **5. VICTIMS CONTEXT AND OVERVIEW**

- 5.1 The Victims element of the Plan seeks to put victims and witnesses at the heart of the criminal justice system and ensure they have access to clear pathways of support.

5.2 Funding for emotional and practical support services for victims of crime transferred to Police and Crime Commissioners from the Ministry of Justice in 2014. Cambridgeshire opted out of the national charity Victim Support and developed an integrated model of support services centered around an in-house Constabulary-led Victims' Hub. This was later merged with the Constabulary's Witness Care Team to provide an end to end service for victims and witnesses choosing a criminal justice pathway. Support is also available for victims who choose not to report to police. The service has many success stories. The local authority domestic abuse services are co-located in the Victim and Witness Hub and the Multi-Agency Safeguarding Hub (MASH).

5.3 The Cambridgeshire and Peterborough Countywide Community Safety Strategic Board is championing an early intervention and prevention approach across all the thematic high risk areas. This not only reduces demand on policing and other agencies but reduces the harm, risk and cost (to people and in resources) of serious crimes such as domestic abuse, child abuse and exploitation (including child sexual exploitation), serious sexual offences, trafficking and modern day slavery. A new Healthy Schools service, (exploring addressing Adverse Childhood Experiences) is to be commissioned which will be part of driving such an approach.

## **6. Safeguarding people from potential future victimisation**

6.1 Domestic abuse continues to cause significant demand on policing services and remains a force priority. The MASH arrangements ensure the co-ordination of safeguarding arrangements.

6.2 There were 1,824 referrals to the Independent Domestic Violence Advisory Services for domestic abuse in 2017/18. Of these referrals 1,636 cases were heard at Multi-Agency Risk Assessment Conferences – this is nearly a 50 per cent increase on last year.

6.3 The 24/7 Sexual Assault Referral Centre (SARC) sees an average of 30 survivors of sexual violence a month. In response to survivors presenting with multiple needs which make them vulnerable to future victimisation, partners have agreed to pilot specialist Sexual Assault Risk Assessments Conferences. These will consider all the survivor's needs, including any substance misuse, mental health and housing issues, and put effective safeguarding measures in place.

6.4 The Commissioner funded Integrated Mental Health Team based in the Constabulary's Force Control Room has been highlighted as best practice and universally praised by officers and staff alike. The nurses reviewed 7,000 incidents in 2017/18. Of those incidents requiring their support they were able to remove or reduce the need for police involvement in 13 per cent of cases. They were also able to ensure vulnerable people were supported by the services who could most meet their needs. The team deal with an average of 500 calls a year from professionals seeking advice about when to contact the police. The police are often still seen as the 'first point of contact' even when no crime has been committed. This services frees up officer time and importantly ensures people in mental health crisis get the right help from the right service when they are in crisis.

## **7. Supporting victims and witnesses of crime**

7.1 As described in paragraph 5.2, the Commissioner has commissioned a Victim and Witness Hub as the core to the provision of emotional and practical support to victims of crime. A list of all services funded by the Commissioner, in line with his Grants and Commissioning Strategy, is attached at Appendix 1.

7.2 Rolling reviews of commissioned support services enable the Commissioner to respond to emerging unmet need. A new specialist post for stalking and harassment and awareness training in partnership with the national charity Suzy Lamplugh Trust, and a third-sector based early intervention domestic abuse worker are being rolled out. A Romanian-speaking Victim and Witness Care Co-ordinator has been employed to support migrant victims of exploitation, specifically sex workers.

- 7.3 In April 2017 a countywide support service for survivors of sexual violence launched. This was commissioned by the Commissioner (through his office, the Office of the Police and Crime Commissioner (OPCC)) through a pooled budget arrangement with NHS England and the two local authorities. This aims to standardise the service offer across the county and provides an Independent Sexual Violence Advisor service, emotional support through a helpline, email and face-to-face work and some counselling. The provision of specialist counselling remains a worrying gap in service provision. The OPCC are supporting the service provider to develop the evidence to the Clinical Commissioning Group of this gap in therapeutic support services for adults and children under 13.
- 7.4 A successful bid, by the Commissioner to the Home Office 'Violence Against Women and Girls' fund secured £472K to provide counselling for young (13 to 24 with additional needs) victims and witnesses of domestic abuse and/or sexual violence. This also extends to addressing low level risky behaviours demonstrated by these young people as a result of their experiences.
- 7.5 Domestic abuse support services, which are mainly funded by the local authorities, are co-located in the police estate to ensure a seamless support pathway for victims. The Outreach Service, which saw nearly 1400 referrals in 2017/18, is yet to secure recurrent funding. This is a significant risk going forward.
- 7.6 Cambridgeshire OPCC has developed an Outcomes Framework which is now being rolled out across all victim services. This will enable a clear picture of the difference being made as a result of the investments and has been praised by both providers and the Ministry of Justice, who the Commissioner has to report back to every six months. This Framework is attached at Appendix 2.
- 7.7 The four key outcomes are:
- Improved health and wellbeing
  - Better able to cope with aspects of everyday life
  - Increased feelings of safety
  - Improved sense of empowerment (better informed)
- 7.8 An output-focused performance summary of all victim services is provided at Appendix 3. This includes the work of the Specialist Victim and Witness Care Co-ordinator for restorative justice. Cases over the past year have included, for example, aggravated robbery, burglary, theft, fraud and harassment.
- 8. A victim-focused criminal justice system**
- 8.1 The Commissioner chairs the Cambridgeshire Criminal Justice Board (CCJB) where he exercises his duty to ensure an 'efficient and effective' criminal justice system. There are still challenges within the wider system which has affected the timeliness of the delivery of justice. This significantly impacts upon the experience of victims and witnesses. The Victim and Witness Hub advocate on behalf of victims and witnesses on a daily basis. The CCJB are made aware of the real time blockages and pan-agency inefficiencies. These problems have collectively led to an increase in failure rates at court due to victim and witness issues and work is ongoing to address them.
- 8.2 The shared outcome of the Victims strategic theme aspires to put 'victims at the heart of the criminal justice system'. It was this lenses that the Commissioner used when he drafted his response to the consultation to close Cambridge Magistrates Court. Further work has been commissioned by the CCJB to explore the risks and opportunities this consultation provides.

## **9. BACKGROUND DOCUMENTS**

Police and Crime Plan

<http://www.cambridgeshire-pcc.gov.uk/police-crime-plan/>

'Commissioning and Grants Strategy 2016-20', Business Co-ordination Board, Agenda Item 11.0, 16<sup>th</sup> December 2016

<http://www.cambridgeshire-pcc.gov.uk/work/business-coordination-board/2016-2/bcb-december-16th-2016/>

## **10. APPENDICES**

Appendix 1 – Victims Services Funding Awards

Appendix 2 – Victim Services Outcome Framework

Appendix 3 – Supporting victims and witnesses of crime (Outputs)



## Victim Services Awards 2017/18

	Service Provision	Provider	Funding £
<b>Victims</b>	<b>Safeguarding the vulnerable</b>		
	<b>Victim and Witness Hub</b> Proactively contacts all victims of crime by letter or phone (depending on need) – offers telephone-based emotional support, onward referral and supportive signposting or face to face support from in-house Community Volunteers. Receives all self-referrals for support.	Cambridgeshire Constabulary	446,000
	<b>Specialist Victim Care Co-ordinator – Migrant Victims of Exploitation</b>	Cambridgeshire Constabulary	33,445
	<b>Specialist Victim Care Co-ordinator – Young Victims of Crime</b>	Family Action	32,670
	<b>Practical support for young victims of crime</b>	Embrace – Child Victims of Crime	2,000
	<b>Multi Agency Restorative Justice Hub</b> Receives all enquiries and referrals from victims and other agencies about RJ. Co-ordinates all RJ interventions.	Cambridgeshire Constabulary	52,750
	<b>Victim Pathfinders - mental health nurses</b> Provide expertise, support and a referral capability for victims with suspected mental health issues identifying and co-ordinating pathways into treatment.	Cambridgeshire & Peterborough Foundation Trust	75,000
	<b>Home security for elderly victims of burglary</b> Target hardening work to reduce repeat victimisation	Shrievally Trust	50,000

<p><b>Young Person Independent Domestic Violence Advisor</b> Support and advocacy for young victims of intimate partner domestic violence</p>	Cambridgeshire County Council (part of wode	40,000
<p><b>Specialist Support Services – Countywide Sexual Violence Service</b> Funding contribution for end-to-end support service to include: telephone helpline, triage and assessment, emotional support, group work and counselling provision. This also include ISVA and CHISVA provision.</p>	Cambridge & P'boro Rape Crisis Partnership	213,000 (378,000)
<p><b>Independent Sexual Violence Advocate</b> One off mid-year funding award to provide additional capacity to respond to increase in reporting of sexual violence</p>	Cambridge & P'boro Rape Crisis Partnership	7,434
<p><b>Counselling service for young victims of sexual violence and domestic abuse</b> SARC-based match-funded post to provide emotional support for young victims of sexual violence and domestic abuse.</p>	Embrace – Child Victims of Crime	11,000
<p><b>Specialist Independent Domestic Violence Advisor – Stalking and Harassment</b> Pilot post to provide specialist support and guidance to victims of stalking and harassment</p>	Cambridgeshire County Council (part of wider DA services model)	5,500
<p><b>Development of Operation Encompass</b> Support to develop capacity to inform schools when one of their pupils has been involved in a domestic abuse incident to ensure appropriate support can be offered.</p>	Multi Agency Safeguarding Hub	2,500

	<b>Development of communication and awareness channels *</b> <ul style="list-style-type: none"> <li>• Single web portal</li> <li>• Sexual violence support literature</li> <li>• Commissioning support</li> </ul>	Chameleon Studios Brookhill Design Studio	14,795
	<b>Total allocated spends</b>		<b>986,094</b>
	<b>Funding streams</b> Ministry of Justice Victim Services Grant  <b>Co-funding (SV service)</b> Peterborough City Council Cambridgeshire County Council NHS England		





## Outcomes Framework “Supporting victims and witnesses in Cambridgeshire and Peterborough”

Police and Crime Commissioners were given responsibility for commissioning support services for victims of crime in 2014. In Cambridgeshire an early **Victim Needs Assessment** and subsequent **thematic needs assessments** led us to develop an integrated model of support services which centres around a Constabulary-led **Victim and Witness Hub**.

This allows us to deliver against the overarching aim, shared outcome, objectives and priorities set out in the **Police and Crime Plan 2017-20 – Community Safety and Criminal Justice** within the strategic **Victims** theme.

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Strategic theme	Aim	Shared Outcome
Victims – safeguarding the vulnerable	Deliver a victim-first approach	Victims and witnesses are placed at the heart of the criminal justice system and have access of clear pathways of support

### Commissioning principles for key outcomes

- Follow the ‘understand, plan, do review’ commissioning cycle
- Work in partnership, co-commissioning to achieve best value
- The process to award and monitor services will be proportionate to contract value
- Focus on prevention and early intervention
- Ensure seamless pathways and provide support holistically
- Support will be needs-based and victim-led focusing on outcomes
- Provision of support will be equitable across the county
- Local service providers will be valued given opportunities to co-design services
- Views of service users will listened too



**Improved health and wellbeing**  
**Better able to cope with aspects of everyday life**  
**Increased feelings of safety**  
**Improved sense of empowerment**  
**(Better informed)**

**Commissioning aim:** Victims of crime can access appropriate and proportionate needs-led emotional and practical support to enable them to cope and recover (whether they have reported to police or not)

OUTCOMES	Improved health and wellbeing	Better able to cope with aspects of everyday life	Increased feelings of safety	Improved sense of empowerment (Better informed)
Suite of potential indicators – tailored measurements	<ul style="list-style-type: none"> <li>• Reduced feelings of anxiety/stress</li> <li>• Increased feelings of confidence</li> <li>• Improved positive outlook</li> <li>• Feeling good about themselves</li> <li>• Taking care of themselves</li> <li>• Improved physical health</li> <li>• Improved diet exercise</li> <li>• Better able to access healthcare/accessing healthcare</li> </ul>	<ul style="list-style-type: none"> <li>• Better able to make everyday decisions</li> <li>• Increased feelings of self-control</li> <li>• Increased control over emotions</li> <li>• Reduced feelings of anger</li> <li>• Recognise harmful/risky behaviours</li> <li>• Reduced self-harm/suicidal thoughts</li> <li>• Better able to manage finances or seeking debt support/accessing benefits</li> <li>• Return to, or taking steps to return to work, training or education</li> <li>• Increased academic performance</li> <li>• Accessing drugs/alcohol support</li> <li>• Developing positive coping mechanisms</li> <li>• Improved relationship with family /friends /children (positive parenting)</li> <li>• Maintaining relationships with those close to them</li> </ul>	<ul style="list-style-type: none"> <li>• Have safe accommodation</li> <li>• Increased feeling of independence and control</li> <li>• Feel safe to develop new friendships or relationships</li> <li>• Recognise signs of abuse /negative behaviours</li> <li>• Improved physical safety - ownership of a safety plan</li> <li>• Better able to make safe choices</li> <li>• Increased confidence in reporting</li> </ul>	<ul style="list-style-type: none"> <li>• Greater awareness of support services and how to access them</li> <li>• Increased knowledge of Criminal Justice System process</li> <li>• Taking ownership for decisions</li> <li>• Improved communication and social skills</li> <li>• Getting the information they needed</li> <li>• Getting the support they need</li> </ul> <p><b>NOTE: Where victims are supported in a single call this is the minimum expected outcome.</b></p>
Category of need	Mental and Physical Health Outlook and attitudes Social interactions	Finance and benefits Education, skills and employment Drugs and alcohol Family, friends and children	Shelter and accommodation	

**Monitoring effectiveness of service provision** – this is done through: Outcome monitoring forms (providers tailor the indicators measured, from the suite above, appropriate to the service delivered); case studies, satisfaction data; formal contract meetings; feedback from partner agencies; feedback from service users and site visits.

## Supporting victims and witnesses of crime – the headlines 2017/18

### **Victim & Witness Hub** £446k plus £271k from Constabulary (£717k)

- 24,000 victims contacted by letter or email and offered support
- More than 5,000 victims contacted by phone and had needs assessed
- Direct emotional and practical support provided to nearly 3,000 people
- Only 43 people felt they needed additional face to face support from one of the Hub's 17 volunteers following telephone-based support from the Hub.
- 84 sought out help from the Hub through a self-referral
- Rolling caseload of 5k civilian witnesses and 7.5k professional witnesses(officer/doctors etc) with pending cases

### **Specialist Support Services** £230k

- 156 victims assessed and supported by 1.8 mental health nurses
- 230 young victims of crime and their families supported by a single part-time dedicated co-ordinator at a cost of only £32k
- 252 migrant victims of exploitation supported from eight nationalities for £33k
- £50k enabled the Bobby Scheme to secure the homes of 626 elderly victims of crime with a 100% reporting increased feelings of safety
- 83 young victims of domestic abuse referred to Young Person IDVA – two thirds engaged with safety planning. Total cost per year £40k.

### **Restorative Justice – awarded RJ Quality Mark for safe and high quality service in 2017**

- Nearly 400 people have been assessed since service launched. With 20 conferences, often with multiple victims and offenders, being held and 11 indirect interventions. Each case takes several months to bring to fruition and many more are still in progress. The service costs less than £50k a year.

### **Countywide Support for Survivors of Sexual Violence £378k (pooled budget)**

- 1,051 survivors supported by the service – 82% described service as excellent, 18% as good
- This includes 445 adults survivors allocated an ISVA and 135 young survivors working with one of two CHISVAs (100% said better enabled them to cope with the process)
- 1,474 separate calls to a helpline staffed by volunteers
- Added value of 78 volunteers

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