



Decision ID:

PCCML

000561

2020

Decision title

To sustain existing key services for 12 months to enable significant opportunities to improve the long term support, capacity and quality of services provided to this vulnerable cohort at risk of and suffering sexual violence.

Executive summary

The Commissioner currently funds support for victims of sexual crime across the areas of Hampshire, Isle of Wight, Portsmouth and Southampton through a combination of contracts and year-on-year grants. The contracts, which include Independent Sexual Crime Advisors (ISVA) are in partnership with the Local Authorities;

1. Hampshire/Portsmouth ISVA Service contract;
2. Isle of Wight Domestic Abuse and Sexual Crime contract; and
3. Southampton Domestic Abuse and Sexual Crime contract

This Decision Request seeks funding to extend the funding contribution to the Hampshire / Portsmouth ISVA Service contract from April 2021 for a period of 12 months, with an option to extend. This will enable the alignment of contracts in conjunction with Decision Request PCCML-000560-2020, approved on 16 September 2020 for the Southampton contract extension of 12 months to support victims of domestic abuse and sexual abuse across Southampton.

These contracts are co-funded in partnership and this funding extension provides the opportunity to align contracts for future ISVA and Sexual Assault Referral Centre (SARC) provision in a joined-up partnership approach for one single ISVA Service contract across the combined area of Hampshire, Portsmouth and Southampton to sit alongside the SARC provision. An aligned single ISVA Service will bring together the current complicated contract and year-on-year grant funding arrangements and Decision Request PCCML-000562-2020 has been submitted separately seeking permission to progress procurement of this ISVA Service contract to provide the emotional and practical support for victims and survivors of sexual crime need.

Hampshire County Council and NHS England hold the Hampshire / Portsmouth ISVA and SARC contracts respectively and have extended these contracts from April 2021 for a period of 12 months with an option to extend. Hampshire County Council and Portsmouth City Council have

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confirmed their intention to work in partnership and contribute additional funds to the extended ISVA contract.

Recommendation

- The Police and Crime Commissioner to extend the funding contribution from April 2021 for the Hampshire/Portsmouth Independent Sexual Violence Advisor (ISVA) Service for 12 months with the option to extend.
- The Police and Crime Commissioner allocate **£138,162** for 12 months with the option to extend, for the provision of the Independent Sexual Violence Advisor (ISVA) service across the combined area of Hampshire and Portsmouth to align with the Hampshire County Council contract period. This is subject to the funding being forthcoming from the Ministry of Justice.

Statement on publication

This Decision Record and supporting Decision Request documentation is suitable for publication.

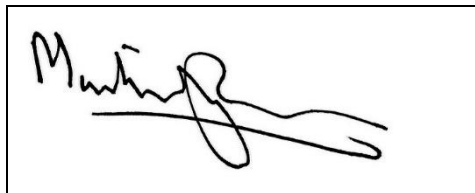
Police and Crime Commissioner approval

I hereby **approve** the recommendation above.

Comments on the decision taken:

Approved as an enabling action to sustain services and progress opportunities for improved support in the future. Funding of £138,162 approved.

Signature:



Name: **Michael Lane**
Police and Crime Commissioner – Hampshire, Isle of Wight,
Portsmouth, Southampton

Date: 28-Oct-20

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 Decision Window: **2020-10**

Document version history:

Version Number	Version date	Requester of change	Summary of change(s)
v1.0	22-Jul-20	Not applicable – First issue	Not applicable – First issue
v1.1	27-Jul-20	OPCC Programme Office	Minor changes to format.
v1.2	17-Aug-20	Commissioning Team	Senior Leadership Team suggested amendments.
v1.3	8-Oct-20	Commissioning Team	Senior Leadership Team suggested amendments
v1.4	12-Oct-20	Commissioning Team	Minor changes to format
v1.5	14-Oct-20	Commissioning Team	Minor changes to format
v1.6	19-Oct-20	James Payne - Chief Executive	Minor change to decision title and wording/order of the executive summary, following briefing.
v1.7	26-Oct-20	OPCC Programme Office	Minor changes to format only.
v2.0	28-Oct-20	OPCC Programme Office	Amended title and addition of PCC signature following approval on 28-Oct-20.

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To sustain existing key services for 12 months to enable significant opportunities to improve the long term support, capacity and quality of services provided to this vulnerable cohort at risk of and suffering sexual violence.

Requester details:

Requester: Emma Robertson

Role title: Commissioning and Contracts Manager

1 Summary

An Independent Sexual Violence Advisor (ISVA) is a trained specialist offering practical and emotional support to victims and survivors of sexual crime. An ISVA supports victims and survivors of sexual crime through the whole process from initial reporting through the criminal justice system (C



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JS) and beyond. The ISVA also supports those who choose not to report their crime to the police by offering practical support including such things as housing, employment and finance. The ISVA role is to:

- To provide a free and confidential survivor-focused service, independent from the criminal justice system, crisis workers or counsellors;
- To advocate on behalf of survivors of rape or sexual abuse;
- To provide support to people who have experienced rape or sexual abuse in relation to the CJS; in deciding whether to report a crime; to report a crime if they choose; throughout the investigation and prosecution processes; and post-trial, including when perpetrators are released from prison;
- To provide support to people with a range of levels of need - high, medium, low and pending;
- To promote the service to and collaborate with other organisations involved in work with people who have experienced rape or sexual abuse, to ensure smooth pathways of support for those individuals;
- To provide advice and support across a range of issues, including but not limited to, housing, health, sexual health and education that will support the person and ensure their safety in the aftermath of the abuse;
- To ensure that people accessing the service are aware of and supported to make victim impact statements and criminal injury compensation claims;
- To actively promote the service so people who have been raped or sexually abused feel they can access the service; and
- To actively promote the service to ensure that staff who work with people with mental health, substance misuse and learning disability issues are aware of the service and can make referrals and encourage people to use the service.

In 2016/17, the Police and Crime Commissioner allocated grant funding to support the ISVA service and followed this by providing funding in partnership with Hampshire County Council and Portsmouth City Council to support a three-year contract from April 2017 to March 2020, which was extended by one further year to March 2021.



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Financial Contribution Per Annum:

Police and Crime Commissioner £92,108

Hampshire County Council £16,800

Portsmouth City Council £10,000

Total per annum £118,908

The contract is now in its final year and funding is sought to extend the contract for an additional 12 month period, with an option to extend.

Hampshire County Council and NHS England hold the ISVA and SARC contracts respectively. NHS England and Hampshire County Council have extended these two contracts for 12 months with the option to extend from April 2021. During the extension period the new ISVA and SARC contracts will be commissioned in partnership with the Police and Crime Commissioner. It is anticipated, the commissioning process for the new contracts will be complete within 12 months and both contracts will commence April 2022, however the option to extend provides partners an opportunity to mitigate any delay due to the complexity of the current landscape and provision.

Since 2017, **2,356 referrals** have been received into the Hampshire and Portsmouth ISVA Service for support.

Table 1 - Referrals into ISVA service 2017-21 - Hampshire and Portsmouth

2017-18	2018-19	2019-20	2020-21 Q1	Total
752	723	735	146	2,356

2 Recommendation

- The Police and Crime Commissioner to extend the funding contribution from April 2021 for the Hampshire/Portsmouth Independent Sexual Violence Advisor (ISVA) Service for 12 months with the option to extend.
- The Police and Crime Commissioner allocate **£138,162** for 12 months with the option to extend, for the provision of the Independent Sexual Violence Advisor (ISVA) service across the combined area of

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Hampshire and Portsmouth to align with the Hampshire County Council contract period. This is subject to the funding being forthcoming from the Ministry of Justice.

3 Strategic context

The ISVA service makes a significant contribution to the priorities in the Police and Crime Plan of 'Championing Community Needs' and 'Strengthen Partnerships'.

Police and Crime Plan Priority - Championing Community Needs

An ISVA provides practical and emotional support to victims and survivors of sexual crime and supports them through the whole process from initial reporting through the CJS and beyond. The ISVA also supports those who choose not to report their crime to the police by offering practical support for such things as housing, employment and finance.

Police and Crime Plan Priority - Strengthen Partnerships

The ISVA service encourages a partnership approach to support victims of sexual crime, working with criminal justice partners and other commissioned support services funded by the Police and Crime Commissioner to provide support. The service will be provided in partnership with Hampshire County Council, Portsmouth City Council and Southampton City Council.

Context

"Sexual violence may have life-long psychological consequences, which may affect personal economic ability. Sexual violence can worsen the impact of inequalities in women, the vulnerable and the disadvantaged, and is often linked to domestic violence. The long-term effects of sexual violence are associated with depression, anxiety, post-traumatic stress disorder, psychosis, drug and substance misuse, self-harm and suicide. 40-60% of people receiving mental health services self-report a prior history of childhood sexual or physical abuse or both." Department of Health, November 2013.

The Office for National Statistics shows that sexual offences recorded by the police in England and Wales continue to rise with the July 2016 figures up 21% on the previous year; the numbers of rapes (35,698) and other sexual offences (70,580) being at the highest level since the introduction of the National Crime Recording Standard in 2002/03. As well as improvements in recording, this is also thought to reflect a greater

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willingness of victims to come forward to report such crimes. Hampshire Constabulary reported a 41% increase in sexual violence crimes in 2014-5.

ISVA services are not a statutory requirement but fall under the Government Strategy 'Call to End Violence Against Women and Children'. The current strategy issued in March 2016 includes a number of expectations that the Government wish to achieve by 2020.

- Increased reporting, prosecution and convictions of violent crimes against women and children;
- local commissioning and service provision partnerships working to a National Statement of Expectations (yet to be published);
- The needs of all victims are met, including those struggling to access support.

The ISVA role was commissioned by the Home Office Violent Crime Unit in 2005 and it now sits under the Government Strategy "Ending Violence against Women and Girls Strategy 2016–2020". Evidence obtained nationally for Baroness Stern's Review in 2010 suggests that this role is rated extremely highly by people using the service and is very supportive when they are involved in legal processes. The strategy is clear that "experiences of abuse have serious psychological, emotional and physical consequences and may contribute to multiple disadvantages or a chaotic lifestyle involving substance misuse, homelessness, offending behaviour, gang involvement, prostitution or mental health problems". Many people do not seek help for years, living with the scars that affect their relationships, parenting, mental health, physical health and ability to attain and retain work. When people receive the support they require, at the point they need it, they are more likely to be able to cope and take positive steps to recovery. ISVA services should commence at the point of disclosure or report to the police so are crucial to promoting positive outcomes for individuals and society in general.

The Police and Crime Commissioner's sexual crime strategy is evidence based and suggested commissioning an ISVA service through contract as opposed to an annual grant to enable a more sustainable service with robust performance management. The strategy highlighted a lack of ISVA provision across Hampshire which is why the current contract, commissioned by Hampshire County Council, was implemented on the basis of joint funding provided by the Police and Crime Commissioner, Hampshire County Council and Portsmouth City Council.

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Key recommendations of the strategy are:

- increase capacity for ISVA service;
- support clients according to need, for example children/young people and those with learning disabilities;
- address the issues of fragmented provision by multiple providers, without destabilising the service;
- strongly promote the ISVA role within the criminal justice service;
- strengthen commissioning and service links around mental health and substance misuse.

In September 2011, the ISVA service in Hampshire commenced with money obtained by Winchester Rape and Sexual Abuse Counselling Service (RASAC) from the Home Office and was match funded by Hampshire County Council from April 2012 to March 2017. The service was delivered in Portsmouth for 10 years funded by Portsmouth City Council and Aurora New Dawn received funding from the Home Office for a 0.5 ISVA in the Portsmouth area until March 2017.

In 2016/17, the Police and Crime Commissioner allocated grant funding to support the ISVA service and followed this by providing funding with Hampshire County Council and Portsmouth City Council to support a three year contract from April 2017 to March 2020, which was then extended for a further year to March 2021. The contract is now in the final year and funding is sought for a 12 month extension with an option to extend, for the combined area of Hampshire and Portsmouth.

Since 2017 **2,356 referrals** have been received into the Hampshire and Portsmouth ISVA Service for support.

Table 2 - Referrals into ISVA service 2017-21 - Hampshire and Portsmouth

2017-18	2018-19	2019-20	2020-21 Q1	Total
752	723	735	146	2,356

Governance and Oversight

There are regular quarterly review meetings with the current providers. The Police and Crime Commissioner's Commissioning and Contract

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Manager, Hampshire and Portsmouth Councils to ensure oversight of the services being provided. These review meetings provide the forum for discussion around performance and planning.

4 Options appraisal

There are two ways in which the Commissioner supports services: grants with grant agreements, and procurement leading to contracts. Grants are, generally, more flexible, short term, and for less money than contracts. They are less rigorous in terms of specification and are therefore more appropriate for smaller voluntary organisations providing local services. Contracts are appropriate for core services which the Commissioner wants to ensure are available, often to safeguard the people most vulnerable to crime. Contracts require a rigorous and open procurement process with a clear specification.

This decision recommends a funding arrangement with Hampshire and Portsmouth Councils for the continuation of an ISVA service under contract. Hampshire County Council are the lead commissioner and contracting party.

There is no statutory duty for the Police and Crime Commissioner to fund ISVAs. If this Decision Request is not supported, we need to rely on other Police and Crime Commissioner commissioned support services, the voluntary sector or other public sector organisations applying for funding opportunities as they may arise to try and provide appropriate support services.

To do nothing would result in the loss of the ISVA service which would mean victims of sexual crime would not receive the immediate emotional and practical support they need and not be supported and guided through the criminal justice process where applicable.

5 Timescales

The decision cannot be deferred until later in the year if the ISVA service is to continue as the current contract ends in March 2021. A delay in the decision would have a negative impact to victims and survivors of sexual crime as there would be no ISVA provision. An early funding decision would provide reassurance to the current service provider, its staff and volunteers, to ensure retention of the ISVA team providing support. This will also provide continuity of support for the victims and survivors currently accessing the service.

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6 Financial and resourcing implications

This proposal has financial implications of **£138,162** in total to be distributed over 18 months (12+6 month basis).

Subject to funding being forthcoming, **£138,162** be allocated for the period of 18 months (12+6 months basis) from the Ministry of Justice victim fund. Should the Ministry of Justice victim funds not be forthcoming, consideration should be given to reducing the number of grant-funded projects. Hampshire County Council will contribute £16,800 and Portsmouth City Council will contribute £10,000 for the same period, subject to approval through their internal decision making process.

Total cost	£138,162
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Timeframe funding required for	April 2021 to September 2022
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Table 3 - Funding allocation in each financial year – Capital and Revenue

	2020-21	2021-22	2022-23
Capital	£0	£0	£0
Revenue	£0	£92,108	£46,054

Table 4 – Funding source – Capital and Revenue

Funding source	Capital <small>(insert 'Yes' if applicable)</small>	Revenue <small>(insert 'Yes' if applicable)</small>
Transformation reserve		
Commissioner's reserve		
Commissioning budget		Yes
Approved capital programme		
General fund		

7 Communications and engagement implications

Any publicity should make clear that funding has been made available by the Commissioner. Press releases in relation to the ISVA service, including promotion of the service should be jointly agreed with the Police and Crime Commissioner. Publicity should make clear that this is jointly funded. The Commissioning and Contracts Manager will work closely with



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the Communications Team to identify opportunities to further promote this service.

8 Legal implications

Under S.143 of the Anti-social Behaviour, Crime and Policing Act 2014, the PCC may provide or arrange for the provision of services to secure or contribute to securing crime and disorder reduction, or which help victims or witnesses of, or other persons affected by, offences and antisocial behaviour.

Funding is subject to annual Ministry of Justice, Hampshire County Council and Portsmouth City Council funding being forthcoming. Hampshire County Council hold the contract and have sought permission to extend which has been granted. A Partnership Agreement will be prepared so the Police and Crime Commissioner may contribute funding to the contract. The Police and Crime Commissioner should not be contractually liable should that funding cease.

9 Risks and mitigation

If this funding is not provided this would result in the loss of the ISVA service across the combined area of Hampshire and Portsmouth which would mean victims of sexual crime would not receive the immediate emotional and practical support they need and not be supported and guided through the criminal justice process.

Should funding not be granted, there could be a risk of reputational damage around not supporting vulnerable victims and poor partnership working.

It is difficult for the services to close quickly due to the length of time it takes for court cases to progress (12 months+) so the closure of each referral may take a considerable length of time. Victims and survivors currently being supported may be transferred to other support services as an alternative but they do not offer the same intensive support provided by ISVAs which would have a detrimental impact for victims.

10 Strategic policing requirement

The investment in services to support victims of crime will contribute towards reducing the demand on policing across Hampshire, Isle of Wight, Portsmouth and Southampton.

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11 Equalities

Victims and survivors of sexual crime can be extremely vulnerable and this service helps support those members of the community. The service has historically been provided mainly to women from a White British background but the current contract makes it clear that the service must be responsive and include those who traditionally find it difficult to access. Rape and sexual abuse is considered to be a gender based crime with predominantly female victims and male perpetrators. This service works with both women and men who have experienced rape or sexual abuse at any time in their lives, regardless of their disability, sexual orientation or ethnic background.

12 Data Protection implications

There are no General Data Protection Regulations (GDPR) implications associated with this Decision Request. The Office of the Police and Crime Commissioner would not hold any personal information of victims or survivors.

The Data Protection Officer for the Office of the Police and Crime Commissioner has been consulted to ensure the above statement is appropriate.

13 Publication status

This report is suitable for publication.

14 Personnel consulted

The following personnel were consulted on the Decision Request.

Table 5 - Personnel consulted on Decision Request

Role	Organisation	Confirmation of consultation (insert 'Yes' if applicable)
Chief Executive	OPCC	Yes
Deputy Chief Executive / Assistant PCC (Criminal Justice)	OPCC	Yes
Chief Finance Officer	OPCC (HCC)	Yes
Head of Strategic Commissioning and Partnerships	OPCC	Yes
Head of Communication and Engagement	OPCC	Yes



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Role	Organisation	Confirmation of consultation (insert 'Yes' if applicable)
Head of Performance and Information	OPCC	Yes
Head of Public Affairs	OPCC	Yes
Head of Standards and Compliance	OPCC	Yes
Head of Estate, Operations and Support	OPCC	Yes
Programme Office Manager	OPCC	Yes
Accountant	OPCC (HCC)	Yes
Deputy Monitoring Officer	OPCC (HCC)	Yes
Head of Strategic Procurement	HCC	Yes
Commissioning and Partnerships Officer	OPCC	Yes

15 Appendices

None.

16 Background papers

Previous Decision Requests:

PCCSH-000281-2015 ISVA Service 2015-17

PCCML-000320-2016 ISVA Service 2017-20

PCCML-000467-2019 ISVA Service 2020-21