

Decision ID:

PCCDJ

000690

2023

Decision title

Hampshire and Isle of Wight All-Age Victim Care Hub

Executive summary

The Police and Crime Commissioner Donna Jones is committed to standing up for victims at a local level as Hampshire & Isle of Wight Police and Crime Commissioner and Chair of the Local Criminal Justice Board. At a national level she is also Chair of the Association of Police and Crime Commissioners which involves working with the Ministry of Justice and Home Office to ensure the voice of the victim is heard and their needs are at the heart of the national debate and policy on policing and criminal justice.

It is essential victims receive the right support and information at the right time, irrespective of whether they have reported to the police, when the offence occurred or when they feel ready to address the trauma they have experienced. In her Police and Crime Plan, *More Police Safer Streets*, the Police and Crime Commissioner outlines her commitment to improve outcomes for victims including ensuring they have the support services they need.

This Decision Request seeks funding for an all-age Hampshire and Isle of Wight Victim Care Hub of up to **£850,000 per annum**. This funding to be over a period of up to 5 years and 2 months from 1st February 2024 to 31st March 2029, with an initial 3 year 2 month contract period with the option of a one year extension for 2027-28 followed by one final year extension for 2028-29 which provides the opportunity for review within the overall period.

The all-age Victim Care Hub will be co-located with Hampshire & Isle of Wight Constabulary, working alongside the Witness Care Unit and specialist commissioned support service partners to provide a support system which is a truly victim-led with a system-wide approach to victim care and support, providing the opportunity for collaborative working, ensuring access to timely information, updates and specialist support. The Hub will take an ACE aware (Adverse Childhood Experiences) and trauma responsive approach.

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Recommendation(s)

The Police and Crime Commissioner approves the procurement process and funding of up to **£850,000 per annum**, over a period of up to 5 years and 2 months on a 3 year 2 month+1+1 year basis, for a single all-age Hampshire and Isle of Wight Victim Care Hub provision across 4 Hampshire & Isle of Wight Constabulary estate locations from February 2024 to March 2029.

- Allocation of up to **£850,000** per annum for a single all-age Victim Care Hub service for a period of up to 5 years and 2 months February 2024 to March 2029 to be allocated from the annual Ministry of Justice Victim's Core Grant Fund budget which forms part of the overall Commissioning budget

All funding is subject to the Ministry of Justice Victim grant funding being received. The 3 year 2 month+1+1 year basis will provide opportunity for review within the contract period. The funding is subject to reviews satisfying the Police and Crime Commissioner's Team that service delivery expectations are met and the service has continued strategic relevance.

The funding will be subject to a full open competitive tender. The procurement process will be compliant with the Public Contracts Regulations 2015 as amended by the Public Procurement (Amendment etc. (ED Exit) Regulations 2020.

Statement on publication

This Decision Record is suitable for publication. The supporting Decision Request documentation contains sensitive/confidential information and is therefore unsuitable for publication.

Police and Crime Commissioner approval

I hereby **approve** the recommendation above.

Signature:



Name:

Donna Jones

Police and Crime Commissioner for Hampshire

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Date: 24-Jul-23

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Decision title:**Hampshire and Isle of Wight Victim Care Hub****Requester details:**

Requester: Emma Robertson

Role title: Commissioning and Contract Manager

1 Strategic context

Police and Crime Commissioners were introduced in 2012 across each Police force area in England and Wales as part of the wider package of police reform enacted by the Police Reform and Social Responsibility Act 2011. Police and Crime Commissioners are required to address local need through the Police and Crime Plan and commission services against their plan. This was subsequently reinforced by the results of a Government consultation document, 'Getting it Right for Victims and Witnesses'.

It was proposed that the best way to achieve a quality service was to have a mix of local and national commissioning and therefore the Ministry of Justice retains responsibility for providing certain national level services, whilst the Police and Crime Commissioner is responsible for commissioning and funding the majority of emotional and practical support services for victims of crime

The Ministry of Justice Commissioning Framework was published during May 2013 and is based on the outcomes of supporting victims to cope with the immediate impacts of crime; and recover from the harm experienced

The Code of Practice for Victims of Crime in England and Wales came into effect in 2006 and has been refreshed a number of times including the introduction of the concept of 'priority victims of crime' and an enhanced service being an entitlement for victims of the most serious crime, persistently targeted victims and vulnerable and intimidated victims. This

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gives victims a legal right to expect a minimum level of service and includes assessment of need and appropriate referral

The EU Directive on the Rights, Support and Protection of Victims of Crime was effective from November 2015 and created minimum standards for victim care services and included provision for victims to be able to access services regardless of whether they have reported to the police. The Police and Crime Commissioner wants a support service which responds to the needs of victims regardless of whether or not the crime has been reported to the police

The EU Victims Directive 2012 stated that services provided or commissioned must include a referral service with which contact can be made by referring organisations or victims and family members. The aim of the directive was to improve standards on the entitlements, support and protection available to victims of crime across the UK and EU.

Current Provision - The Victim Care Service

The Police and Crime Commissioner currently funds the Hampshire and Isle of Wight Victim Care Service to provide emotional and practical support to victims of crime and those impacted by crime, to help them cope and where possible, recover from the harmful effects of the crime they have experienced. The overall aim of the Victim Care Service is to have a positive effect upon victims; they should feel informed, their experience should be positive and they should gain a clear understanding of the Criminal Justice System.

The types of support available to victims who are children (aged 4+ years), young people and adults can take the form of either practical or emotional support, or both:

Practical support may include the provision of alarms, emergency safety planning, signposting and referrals to other organisations, advice relating to the Criminal Injuries and Compensation Authority claims or Restorative Justice options, or subsistence and food vouchers.

Emotional support may include talking about experiences with a trained supporter and working collaboratively to develop a structured approach to

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increasing confidence or self-esteem, for example. Also scoping support networks, engaging with schools, and arranging peer support where appropriate.

Referrals and Support Provided

Referrals are received overnight directly from Hampshire & Isle of Wight Constabulary by a digital Automatic Data Transfer and an offer of support is made to victims via text message, telephone, letter or email. The Victim Care Service accepts referrals from other partners and self-referrals and supports victims whether they have reported the crime or not.

Over the 5 year Victim Care Service contract period 2018-23, 349,716 viable referrals were received into the Service with the primary source of valid referrals from Hampshire & Isle of Wight Constabulary with 340,550 (97.38%), self-referrals 5,520 (1.58%), and British Transport Police 2,112 (0.6%) with offers of support being made by text, telephone, letter or email.

Referral Source	2018 / 2019	2019 / 2020	2020 / 2021	2021 / 2022	2022 / 2023	Grand Total
Adult Mental Health Services			1			1
British Transport Police	387	554	272	364	535	2,112
Child & Adolescent Mental Health Service					1	1
Education Establishment					5	5
Local Authority			6	23	17	46
NHS			4	6	10	20
Other	127	172	341	388	433	1,461
Police	91,631	62,864	53,742	66,651	65,662	340,550
Self-Referral	532	687	917	1,634	1,750	5,520
Grand Total:	92,677	64,277	55,283	69,066	68,413	349,716

Of those referrals, victims aged 25 to 34 formed the majority of those referred into the Victim Care Service, with 88,562 (20.47%) referrals made, followed by 79,351 (18.34%) 35 to 44 year olds, 66,404 (15.35%) 45 to 54 year olds and 61,232 (14.15%) 18 to 24 year olds.

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Following the offer of support, 20,988 (4.85%) victims accepted the offer and received direct support from the Victim Care Service. The majority of these victims, 3,930 (18.72%) were aged 35 to 44, followed by 3,814 (18.17%) aged 25 to 34, 3,611 (17.21%) aged 45 to 54 and 2,792 (13/3%) aged 55 to 64.

Support – Victims of Domestic Violence - Of the 20,988 victims receiving support, 4,398 (20.95%) had reported incidences of domestic violence. 3,774 (85.81%) of these were assessed as standard risk, 367 (8.34%) medium risk, and 257 (5.84%) high risk

Support – Victims of Sexual Crime - The recorded Crime Subcategory indicates that 1,045 (4.98%) victims were supported for sexual crimes. The majority of these were Sexual Assault on a female aged 13 or over (398), and Rape of a female aged 16 and over (220).

Support – Children and Young People - Of the 20,988 victims receiving support, 3,750 (17.87%) were aged under the age of 24. This predominantly sat within the higher age band 18 to 24 (2,193), however there were 908 victims supported aged 13 to 17, and 649 victims aged 12 and under also supported.

The Victim Care Service recorded support services across 17 service types and in total, 58,536 support services were provided over the 5-year contract period, noting that the 20,988 victims supported often received multiple types of support.

- Advice advocacy
- Criminal Injuries Compensation claims
- Court advocacy
- Family support
- Financial support and assistance
- Immediate emotional support
- Immediate practical support
- Information provision
- Introduction to other agencies
- Language support
- Multi-agency work
- On-going emotional support

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- Onward referral
- Personal Safety
- Restorative Justice practical support

The primary support service provided was Information Provision (13,439 – 22.96%), followed by Immediate Emotional Support (11,329 – 19.35%), Introduction of Other Agencies (10,851 – 18.54%), and Ongoing Emotional Support (8,874 – 15.16%).

Victim Survey

The early headline information from the recent Victim Hub Survey include;

- 1,387 responses with a 76% completion rate
- 5.4% had to call 101 for a case update
- 64.2% agree strongly/agree with the idea of a victim hub
- 67.4% would prefer email contact initially
- 72.8% want to be kept updated by email while waiting for support
- 63% said they would access web-links sent via text or WhatsApp
- 70.8% would prefer to phone a victim hub for support
- 29.6% would prefer support by web-chat
- 29.2% would prefer support by WhatsApp
- 52.9% preferred one-to-one telephone support
- 39.1% would contact the police to access support as a victim
- 32.4% selected the hub name as the Victim Care Hub

The top 5 types of information individuals would like to see offered by the Hub are:

- Immediate emotional support (65.4%)
- Crime prevention advice (64.1%)
- Personal safety (60.1%)
- Support when attending court (59%)
- Information around the court process (57.1%)

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PCCDJ**000690****2023****Proposed Provision – Victim Care Hub**

The Victim Care Service contract ends in January 2024 and while this service has met the requirements of the contract specification by providing the offer of support to 100,000's of victims across Hampshire and Isle of Wight there is an improved provision that can be commissioned to build upon this foundation and create a new wider support service, responding to the Victim Survey. Working closely with criminal justice partners, in particular the police to provide information and updates to victims on the criminal justice process as well as emotional and practical support to cope and recover, an all-age Victim Care Hub co-located within Constabulary estate alongside the Witness Care Unit and the specialist commissioned support services will provide a support system which is truly victim-led. With a system-wide approach to victim care and support, providing the opportunity for collaborative working, ensuring access to timely information and specialist support, leading to better care and information for victims and those impacted by crime, this ultimately helps them to cope and recover from the impact of the crime and if they choose to report to the police will increase their confidence in the criminal justice process, ensuring they are better informed and supported.

A victim hub differs from the way that services for victims of crime have traditionally operated by providing a central point of contact, avoiding duplication of resources and information, and ensuring victims are better informed, supported, and able to rebuild their lives. The positive impact that a hub can have for victims was highlighted in the government's 2018 Victims Strategy. Subsequently, the London Victim's Commissioner, in their report on Victims Code of Practice Compliance in 2019, called for a "national network of local, integrated, multi-agency Victim Care Units ... to own the relationship between the criminal justice service and victims of crime". Locally, Rhoda Nikolay's review of Wessex RASSO approaches spoke of the importance of collaboration between all agencies working to improve victim experience within the Wessex CPS area.

Victim hubs are generally a collaboration in which public and commissioned services interconnect around a shared foundation in order to provide end-to-end support to a victim. Staff within a hub are specially

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trained to identify vulnerability and risk through engaging with victims of crime. From this location, victims are able to receive support such as case updates, coordinated victim care, options for restorative justice, and support throughout the process of reporting a crime and seeing it through the court processes. This not only provides a better service for victims and creates consistency across the force area, but frees up officers to focus on other areas while fulfilling what is required of them under the Victims Code. Though Hampshire & Isle of Wight Constabulary aims to provide a supporting and caring service to victims of the most serious crimes, the volume of victims who report a crime and experience delays in being kept informed or signposted to relevant services continues to increase as the workload placed on policing grows. This can make it harder for the force to comply with certain requirements of the Victim Code, including keeping victims informed about the investigation in a timely manner, letting victims know where they can access support, and giving victim's information about how they may apply for compensation. The Victim Care Hub can work with Constabulary colleagues to provide a hybrid function for emotional and practical support, information updates and wider specialist support.

Flexibility will be built into the contract to ensure that small, operational changes can be made to the services which may be required as a result of the relationships between the various parties involved; the new victim digital platform which is being introduced by the Hampshire & Isle of Wight Constabulary or other related changes which may occur within the Services due to the fact that this is a new service which is being introduced.

2 Options appraisal

There are two ways in which the Commissioner supports services: year-on-year 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

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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 award would enable an allocation of up to £850,000 per annum for a period of up to 5 years and 2 months for the provision of an all-age Hampshire and Isle of Wight Victim Care Hub. This allocation would be on a 3 year 2 month+1+1 year basis, which provides the opportunity for review within the contract period. This would align with other commissioned services, ensuring equitable provision for victims of crime of Hampshire and the Isle of Wight.

The funding is subject to reviews satisfying the Police and Crime Commissioner's Team that service delivery expectations are met and the service has continued strategic relevance.

A 5 year and 2 month contract on a 3 year 2 month+1+1 year basis will appeal to service providers and ensure retention of good quality experienced practitioners who may have concerns over short fixed term contracts. This will give stability to the provision of support for adults, children and young people who have been victims of crime and those impacted by crime.

It is a requirement of the Ministry of Justice Victim Grant funding that a multi-crime support provision is commissioned and if the funding is not used for this purpose victims will be reliant on other 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 and the funds will have to be returned to the Ministry of Justice with a detailed explanation of why the terms of the funding agreement have not been met.

To do nothing would result in the loss of a multi-crime support service for victims of crime and those impacted by crime within Hampshire and the Isle of Wight for adults, children and young people, which would mean victims would not receive the immediate emotional and practical support they need.

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3 Timescales

This decision cannot be deferred until a later date if there is to be a multi-crime support service available across Hampshire and the Isle of Wight from February 2024. The current Victim Care Service contract has been extended to 31st January 2024 to allow time for commissioning the new Victim Care Hub and cannot be extended any further.

A delay in the decision would have a negative impact on victims and those impacted by crime as there would be no multi-crime support from February 2024 for the residents of Hampshire and the Isle of Wight. A funding decision would ensure the contract is awarded to the successful organisation, providing continuity of support for the victims currently accessing the service.

4 Financial and resourcing implications

This proposal has financial implications of up to **£850,000 per annum**, to be distributed over a period of up to 5 years and 2 months on a 3 year 2 month+1+1 year basis, for a single all-age Hampshire and Isle of Wight Victim Care Hub provision across 4 Hampshire & Isle of Wight Constabulary estate locations from February 2024 to March 2029.

All funding is subject to the Ministry of Justice Victim Grant funding being received. The 3 year 2 month+1+1 year basis will provide opportunity for review within the contract period. The funding is subject to reviews satisfying the Police and Crime Commissioner's Team that service delivery expectations are met and the service has continued strategic relevance.

The funding will be subject to a full open competitive tender. The procurement process will be compliant with the Public Contracts Regulations 2015 as amended by the Public Procurement (Amendment etc. (ED Exit) Regulations 2020.

DECISION REQUESTDecision ID: **PCCDJ 000690 2023****Total cost** **£4,391,667****Timeframe funding required for** 1st Feb 2024–31st March 2029**Table 1 - Funding allocation in each financial year**

	2023-24	2024-25	2025-26	2026-27	2027-28	2028-29
Capital	£0	£0	£0	£0	£0	£0
Revenue	£141,667	£850,000	£850,000	£850,000	£850,000	£850,000

Table 2 - Funding source - Capital and Revenue

	Capital (insert 'Yes' if applicable)	Revenue (insert 'Yes' if applicable)
Transformation reserve		
Commissioner's reserve		
Commissioning budget		Yes
Approved capital programme		
General fund		
Other (<i>please provide details</i>)		

5 Communications and engagement implications

Publicity should make clear funding has been made available by the Police and Crime Commissioner. The Commissioning and Contracts Manager will liaise with the Communications Team to identify opportunities to promote this service.

6 Legal implications

Under S.143 of the Anti-social Behaviour, Crime and Policing Act 2014, the police and Crime Commissioner may provide or arrange for the provision of services to secure or contribute to securing crime and

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disorder reduction, or which help victims or witnesses of, or other persons affected by, offences and Antisocial behaviour.

Due to the amount of funding involved and the length of the contract proposed, this service is subject to a full open competitive tender process. The procurement process will be compliant with the Public Contracts Regulations 2015 as amended by the Public Procurement (Amendment etc. (ED Exit) Regulations 2020. As the service specification for the new contract is similar to the current provision, there may be a TUPE consideration for the staff employed by the existing service providers.

The contract should include a clause that continued funding of the service will be subject to annual Ministry of Justice and partnership funding being forthcoming. The Police and Crime Commissioner should not be contractually liable should that funding cease.

7 Risks and mitigation

If this Decision Request is not approved, this will result in the closure of the Victim Care Service which would mean 1000s of victims of crime and those impacted by crime would not receive the support they need. There could be a risk of reputational damage around not supporting vulnerable victims of crime and funds would have to be returned to the Ministry of Justice, which would be particularly difficult at such a challenging time for victim support services.

This decision goes some way to reducing the risk of local services being unable to continue to deliver support to the most vulnerable members of our society, and the risk of increased demand on policing should services be unable to continue their valuable work in our communities.

8 Strategic policing requirement

Although it is unlikely this decision will have direct implications on current national strategic policing requirements, the Service will receive referrals

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from Hampshire & Isle of Wight Constabulary to provide support, enabling the Police to focus on frontline duties. Investment in services to support victims of crime will contribute towards reducing the demand on policing across Hampshire and the Isle of Wight.

9 Equalities

This provision supports children, young people and adults, many of whom have protected characteristics. The support will contribute towards the elimination of unlawful discrimination, harassment and victimisation; the advancement of equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and the fostering of good relations between persons who share a relevant protected characteristic and persons who do not share it. It will also ensure that individuals will be able to access support; regardless of whether a report has been made to, the Police.

10 Data Protection implications

The Office of the Police and Crime Commissioner will not hold personal information of people accessing the support provided by this funding. The providers will be required to adhere to the General Data Protection Regulation (GDPR). Regular performance monitoring reports submitted to the Office of the Police and Crime Commissioner will only contain anonymised data.

11 Publication status

This Decision Request is suitable for publication

12 Personnel consulted

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The following personnel were consulted on the Decision Request.

Table 3 - Personnel consulted

Role	Organisation	Confirmation of consultation (insert 'Yes' if applicable)
Deputy Police and Crime Commissioner	OPCC	
Chief Executive	OPCC	
Chief Finance Officer	OPCC (HCC)	
OPCC/Hampshire Constabulary liaison	OPCC / HC	
Head of Criminal Justice, Commissioning & Partnerships	OPCC	
Head of Business	OPCC	
Head of Estate	OPCC	
Accountant	OPCC (HCC)	
Deputy Monitoring Officer	OPCC (HCC)	
Head of Strategic Procurement	HCC	
Commissioning and Grants Business Manager	OPCC	
Data Protection Officer	OPCC	
<i>[others as appropriate]</i>		

OPCC - Office of the Police and Crime Commissioner

HCC - Hampshire County Council

HC - Hampshire Constabulary

13 Appendices

None

14 Background papers

Victim Care Hub Project File – Official Sensitive