

Supporting victims in North Yorkshire

One of the Commissioner's main responsibilities is the commissioning of services for victims of crime. Each year the Commissioner dedicates over £2 million of funding on these services, made up from a direct grant from the Ministry of Justice of £963,675 and local funding from the policing precept. These services are provided to help victims cope and recover from the impact of crime, and to support the police in providing exemplary victim care in line with the Police and Crime Plan objectives.

Services are described in detail in Appendix 1 and range from more general services providing independent advice or restorative justice to specialist services providing support to victims of domestic abuse or sexual assault including clinical support.

The Commissioner is extremely proud of the Services available in North Yorkshire. These services have developed over time as the Commissioner and her team have identified needs and gaps in provision or crimes for which the police are unable to provide comprehensive support. North Yorkshire now has one of the most comprehensive suites of services for victims anywhere in the country.

The Victims Services story, set out in Appendix 2, describes this development, and demonstrates the process of continuous improvement that the Commissioner has driven for these services.

Extensive independent research has been conducted for the Commissioner to understand victim needs and to review the service being provided to victims. This has driven the development of the service today and the shape of the support which is offered.

At the heart of these services is the Supporting Victims in North Yorkshire team (SVT) who receive referrals from NYP and contact all victims to offer support. Victims can also self-refer and there is no need to have contacted or reported the crime to the police. The SVT then make referrals into the available support services dependent on need.

The service has come a long way from being a minority share of one person based in Wakefield under the original victim support service, which the Commissioner inherited on coming into office in 2012, to a team of six based in York today. From contact with 2,726 victims in 2014/15 under the old service, SVT contacted 25,258 victims in 2019/20, with 4,024 contacted directly by phone.



Overview of OPFCC Commissioned Services for Victims

Report to the Police and Crime Panel
February 2021



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Overview

The PFCC's Commissioning and Partnership function administers £4m of spending, which includes ring-fenced national grant funding and locally allocated spend. Of this, £3.5m contributes to services provided by third parties with the remaining budget funding in-house services, commissioning and contract management activity. Wherever possible we work collaboratively with our local Criminal Justice partners, pooling funding and co-commissioning services to maximise our impact on individuals and local communities.

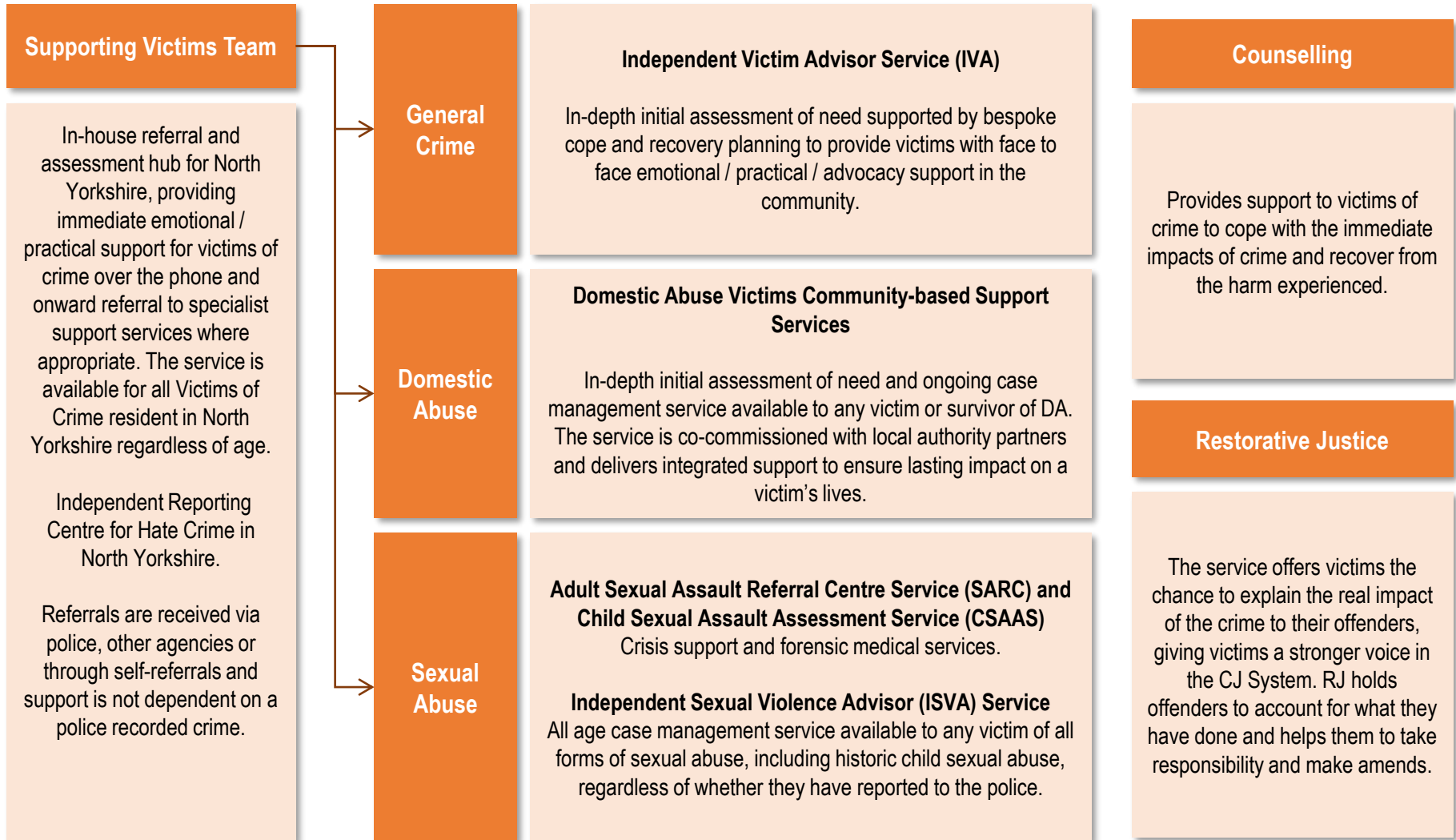
The portfolio of services is closely aligned to the priorities set out in the North Yorkshire Police & Crime Plan, with a particular focus on the prevention of crime and supporting the vulnerable:

- Our In-House Supporting Victims Team assess the support needs of victims of crime and refer on to specialist advisory services in line with the Victim's Code. We also co-commission specialist support for enhanced entitlement victims, victims of sexual and domestic abuse, provide community based counselling services to help victims overcome the impact of crime, and offer victims the opportunity to engage with perpetrators through Restorative Justice.
- We work with health partners and local authorities to ensure that targeted interventions are available to support vulnerable people. These include contributions to substance misuse services and longer-term support for individuals with complex needs, including the Women's Wellness Centre in York, which takes a whole-system approach to supporting vulnerable women. We are also enhancing the mental health crisis support available to our local policing teams through integrated provision in the Force Control Room and in York, Scarborough and Harrogate.
- Our Prevention activity is centred around local communities. We make funding available to local District and Parish Councils to undertake target hardening activity and enable communities to access funds to prevent crime and reduce re-offending through the Community Fund and Community Safety Services Fund. In addition, we work with the Youth Commission to give young people a voice in the Criminal Justice system and influence service design and spending decisions.
- Since 2016, we have been working with regional and national initiatives to develop the evidence base for new and innovative initiatives that seek to break the cycle of re-offending. The Domestic Abuse – A Whole System's Approach (DAWSA) project supports victims of DA throughout the Criminal Justice process and takes a multi-agency approach to dealing with perpetrators, so that a lasting impact can be achieved.

The following report provides further details on each of these services.



Support for Victims of Crime





Working with Vulnerable People

York Women's Centre

The centre located at Union Terrace, York, provides a welcoming environment for vulnerable women who may be at risk of becoming perpetrators (or victims) of crime. Changing Lives work with partner organisations to offer early holistic support so that women can address the issues that may lead on to offending behaviour.

Vulnerable Young People and their families

The Children's Society engages and supports those children and young people who are identified as vulnerable and/or being exploited including through Child Sexual Exploitation ("CSE"), Child Criminal Exploitation ("CCE") and those that are repeatedly reported missing.

Parents Against Child Exploitation (PACE) provides support to parents and/or guardians of children who are identified as vulnerable and/or being exploited by perpetrators external to the family.



Engaging Communities to Keep them Safe

Target Hardening

Enables the District and Borough authorities of North Yorkshire and York to react to emerging local community safety needs and demands for target hardening services, respond to emerging local community safety concerns or immediate crime and ASB reduction requirements and conduct planned targeted communications and social marketing interventions. Funding is allocated based on need and demand in each area.

Community Fund

The North Yorkshire PFCC's Community Fund is an annual, openly competed pot of funding specifically aimed at local organisations, groups or individuals who require financial support to test out new and innovative community safety projects. Grants of up to £20,000 are available for North Yorkshire and City of York based projects which contribute towards the 'feel safe, be safe' aim.

Community Safety Services Fund

The Community Safety Services Fund is available to allow local Community Safety Partnerships (Safer York Partnership or North Yorkshire Community Safety Partnership) to support any local community group or organisation to address local crime and reduce reoffending.



Supporting Victims of Crime



Supporting Victims of Crime

The Supporting Victims team is an in-house team of victim care co-ordinators, who provide immediate emotional and practical support over the phone to victims of crime in North Yorkshire under the Victim's Code of Practice. The team operates from Monday to Friday and is based at Athena House, York. It receives daily referrals from police systems and reviews this information to prioritise victims for contact using Enhanced Entitlement criteria (most serious crime, persistently targeted, vulnerable or intimidated, children and young people) and personal judgement. Victims do not need to report crime to the police in order to receive a service.

Victims are contacted via phone or letter, depending on the nature and severity of the crime. The team perform an initial assessment of support needs and onward referral to a specialist support service for face to face support in the community where a more in-depth assessment takes place and a bespoke cope and recovery plan is created which follows the victim through to conclusion of support, exit review and onward signposting where necessary.

Supporting Victims is also an independent hate crime reporting centre.

The Supporting Victims service was brought in-house in 2016. This followed independent contract reviews and ongoing management of Victim Support, who were the sole national provider of services until March 2015.

During 2019, the in-house team operated with significantly reduced staffing levels as vacancies were held for potential alternative re-deployment of staff facing redundancy through the Transform 2020 programme.

In March 2020 the team began working from home as a result of the pandemic. A remote induction processes for new team members has now been developed and tested. Service levels have been maintained and the team continues to be based from home.

Victims of Fraud are referred to the Supporting Victims team via Action Fraud, a national helpline. Concerns are noted as to whether victims of fraud are receiving an appropriate level of support as a result of this process as referrals are delayed and essential information often omitted. In addition, victims of fraud are often vulnerable, elderly and/or isolated individuals who are reluctant to engage with services following an incident. This service is under ongoing review and continuous improvement activity is in development, working with partners.

Referrals

FY15/16 = 22,789;

FY16/17 = 23,125;

FY17/18 = 26,484

FY18/19 = 29,002

FY19/20 = 34,994

FY20/21 Q1&Q2 = 16,475



Supporting Victims of General Crime

The Independent Victim Adviser (IVA) Service is a commissioned service currently delivered by Victim Support to provide face to face support in the community for victims of general crime.

The service was first launched in October 2014 and provides a single point of contact for practical and emotional support from the point of crime, throughout the criminal justice process and beyond to enable victims to cope and recover.

The service employs skilled Independent Victim Advisers and operates on a case management basis. The majority of referrals are received from Supporting Victims but Victim Support also receive referrals via their national helpline and web services.

On referral an Initial Needs Assessment will be completed with the victim in order to assess both practical and emotional need in order to cope and recover from the impact of crime. A bespoke Cope and Recovery Plan will be drawn up and goals set. The IVA will then work with the victim in order to achieve these goals.

On completion an Exit review is undertaken in order to assess how much progress a victim has made along their cope and recovery journey. Ongoing support is available as required.

FY 20/21 Budget
£228,200

Referrals

FY15/16 = 190

FY16/17 = 687

FY17/18 = 663

FY18/19 = 518

FY19/20 = 344

FY20/21 Q1&Q2 = 177



Restorative Justice

Restorative Justice (RJ) brings those harmed by crime and those responsible for the harm into communication with each other. This enables everyone affected by the incident to play a part in repairing the harm and finding a positive way forward. Research shows that Restorative Justice reduces reoffending and helps to reduce harm in our communities.

It offers victims an opportunity to be heard, to ask questions of the offender, and to have their say in the resolution of the harm caused.

For offenders, it provides an opportunity to face the consequences of their actions, recognising the impact that their offending behaviour has had upon others and, where possible, make amends.

In this way, Restorative Justice has the potential to help rehabilitate offenders and support them in addressing their offending behaviour. It has the potential to motivate them to change and become responsible, law abiding and productive members of society.

In North Yorkshire the PFCC has commissioned a Restorative Justice service since October 2014. Currently the service is provided by Restorative Solutions across North Yorkshire and the City of York.

Work is ongoing in educating and increasing referrals from North Yorkshire Police and RJ now features in NYPs Problem Solving approach within communities.

This animated video explains what RJ is and how it works: <https://youtu.be/KLPZy2wW-x8>

FY 20/21 Budget
£115,000

Referrals
FY Oct 2014 to March 2016 =
156
FY16/17 = 196
FY17/18 = 302
FY18/19 = 232
FY19/20 = 141 (Midyear
change of contract from
Remedi (20) to Rest Solutions
(121) June 19)
FY20/21 Q1 = 76
FY20/21 Q2 = 43



Supporting Victims of Domestic Abuse

In 2016, we created nationally leading joint commissioning arrangements for domestic abuse services through the establishment of a Joint Commissioning Group chaired by an OPFCC Commissioning & Partnerships Manager and including representatives from North Yorkshire Police Safeguarding Unit; National Probation Services; and Community Safety, Public Health, Adults Services, Youth Offending/Justice and Children and Families Services within North Yorkshire County Council and City of York Council.

A Collaborative Commissioning Agreement between the commissioners was entered into in August 2018 which has facilitated the joint commissioning of all Domestic Abuse victims and perpetrator services using existing budgets and funding streams, informed by a holistic Joint Needs & Demand Assessment to create a more sustainable, multi-agency approach through pooled budgets and shared outcomes.

A new service was procured, with the OPFCC acting as lead commissioner, which commenced from 1st March 2019 and provides all victims and survivors of domestic abuse regardless of gender or sexual orientation with the following support:

- Triage, early intervention and immediate advice, support and safety planning through a Central Referral Hub staffed by 5.5 FTE Hub workers plus 0.5 FTE Hub Manager;
- Medium to long-term 1 to 1 emotional and practical support, including support through any police investigation and/or court proceedings through 12 FTE IDVA trained DA Practitioners plus 3.4 FTE Lead DAPs;
- Target Hardening where necessary to help victims remain safely within their own homes; and
- Supported group work and peer support networks to enable long-term recovery and assist survivors to move on from abusive relationships.

This service is a significant enhancement on the prior service offer, which faced growing capacity pressures as a result of a significant uplift in DA referrals.

Budget

FY 20/21 = £400,969 PFCC
(total service £748,942
Of which £107,992 CYC +
£239,981 NYCC)

Referrals

FY 19/20 = 5,497 referrals
Q1 20/21 = 2,307 referrals
Q2 20/21 = 2,704 referrals



DAWSA Project

From 2016 – 2019 North Yorkshire OPFCC were part of The Home Office funded ‘Domestic Abuse: A Whole Systems Approach’ (DAWSA) project, which was a regional initiative with the aim of transforming domestic abuse services by giving police, partner agencies and victims the ability to truly deliver lasting change. Following the DAWSA project, the following initiatives have been implemented in NYP.

MATAC – A multi-agency tasking and coordination group established to tackle the most harmful and serial domestic abuse perpetrators. MATAC uses the RFGV analytic process to identify the recency, frequency and gravity of domestic abuse related offending, in addition to the number of victims involved. The RFGV process is designed to identify serial perpetrators who historically have not been highlighted through other risk or harm assessment processes. The overall aim of MATAC is to change offender behaviour, reduce re-offending and prevent harm to victims. This is tackled via a number of methods including education, prevention, diversion, disruption and enforcement tactics. MATAC was introduced in North Yorkshire in October 2018 and the process is now embedded within the force.

Domestic Abuse Scrutiny Panel – Established in July 2018 to review and improve both the investigation of domestic abuse and the support and safeguarding of domestic abuse victims. The intention of the panel process is to provide transparency and accountability and to increase public understanding, confidence and trust in how NYP investigate domestic abuse and work with partners to support victims and address the behaviour of perpetrators. The panel also identifies and promotes strengths and good practice in current police approach and investigations. The panel sits quarterly. The OPFCC have recently appointed a new independent Chair to the panel.

Child & Family Court Work – A Child and Family Court Worker was appointed in North Yorkshire to explore how improvements could be made to the safeguarding and welfare of domestic abuse victims and their children who are involved with the Family Courts.. A report has been produced to include the findings and recommendations of this work and the worker also implemented improved pathways and processes. These include:

- Development of resources and information packs to assist in understanding the family courts and the impact of domestic abuse including a dedicated website aimed at survivors with detailed information about the Family Court: <https://familycourts.idas.org.uk/>
- The creation of a documented pathway for the service of Non-Molestation Orders to the Police
- Training events on coercive and controlling behaviour which were attended by 112 people
- The development of a five-week support group for survivors going through Family Court Proceedings
- The Clock project is in place which involves law students voluntarily providing support to survivors
- Improvements were made to the provision of special measures and to make people more aware of them, including a video



Supporting Victims of Sexual Abuse

From April 2019, the Commissioner jointly commissioned with NYCC and CYC a new stand-alone ISVA service for all forms of sexual abuse regardless of age, gender or sexual orientation.

ISVAs work with victims and survivors of sexual violence and abuse to provide support, both to those who report to the police and those who do not.

These professionally trained specialists start to work with victims shortly after an incident has been disclosed and support them to access the services they need in the aftermath of the abuse they have experienced. Support includes:

- Triage, early intervention and immediate advice, support and safety planning;
- Medium to long-term 1 to 1 emotional and practical support, including support through any police investigation and/or court proceedings; and
- Supported group work and peer support networks.

Budget

FY 20/21 = £119,000

Referrals

FY19/20 = 439 referrals

Q1 20/21 = 105 referrals

Q2 20/21 = 116 referrals



Adult Sexual Assault Referral Centre (SARC)

SARC provision is delivered by Mountain Healthcare Ltd and provides crisis support and forensic medical services to collect any evidence, whether victims have made a report to the Police or not, for all acute and non-recent victims of sexual assault aged 16 years or over.

Referrals are accepted from police, other agencies as well as self-referrals. All referrals are initially screened by a central telephone Hub with immediate advice and onward referrals into ISVA and/or Sexual Health services where required.

If appropriate a Forensic Medical Examination will be arranged to be carried out at North Yorkshire's specialist SARC premises, where any physical forensic evidence will be collected. Where a self-referral victim attends a forensic medical examination who does not wish to report to the police at the time, any forensic samples collected are stored by MHL for a period of up to 7 years.

The Services are available 24/7 including Bank Holidays, however examinations are usually booked for daytime weekday hours (9-5) wherever possible/in agreement with the client; NY victims are able to attend any of the 3 other regional SARC premises where they are unable to attend the NY premises (due to an ongoing examination for example) through the YATH collaborative commissioning arrangements.

The service was co-commissioned with NHS England, Humberside PCC, South Yorkshire PCC and West Yorkshire PCC, resulting in the current collaborative arrangement for a single Adult SARC Service across Yorkshire and the Humber (YaTH) region.

Budget

FY 20/21 = £149,800 PFCC
(Total regional budget £2m)

Referrals

FY19/20 = 217 referrals
Q1 20/21 = 15 referrals
Q2 20/21 = 34 referrals



Child Sexual Assault Assessment Service

The CSAAS has been jointly commissioned with NHS England since 2016; NHS England are the lead commissioner and contract holder.

Mountain Healthcare Ltd deliver the CSAAS to all children and young people from 0-16 years of age who have disclosed sexual abuse or assault, or where it is suspected that it may have happened. Older young people up to their 19th birthday may also be seen by the CSAAS if they have additional needs or it is deemed to be clinically appropriate.

The services include clinical history and examination, detailed documentation as well as obtaining any relevant forensic samples, writing a report and arranging any necessary aftercare.

The CSAAS is only able to see children and young people who are referred by a social worker or the police - it is not a self-referral service (unlike the Adult SARC).

13yrs+ Acute Cases seen 24/7 at North Yorkshire's specialist SARC premises

<13yrs Acute Cases seen at Weekly Clinics at North Yorkshire's specialist SARC premises, or West Yorkshire premises if urgent FME required outside these hours

Non-recent cases seen at Weekly Clinics at North Yorkshire's specialist SARC premises

Budget

FY 20/21 = £78,555 PFCC
(Total service = £133,145)

Referrals

FY19/20 = 139 referrals
Q1 20/21 = 9 referrals
Q2 20/21 = 19 referrals



Counselling / Talking Therapy Service

The need for a specific Counselling / Talking therapy service for victims of crime was identified as part of the NY bespoke Victim Needs Assessment in 2014. The objective is to provide a service for victims of crime to cope with the immediate impacts of crime and recover from the harm experienced. The aim is for the victims to be able to either support themselves independently or be supported through an appropriate peer support network by the end of the provision. This is aligned to the overarching outcomes of the Ministry of Justice's (MoJ) Victims' Service Commissioning Framework to support victims to cope and recover.

Victims of crime with Enhanced Entitlement as per the Victim's Code of Practice are prioritised for support and following an increase in support needs specifically for children and young people, the decision was taken to procure a specific service for victims aged 17 and under.

- Over 90% of referrals are for victims of domestic and / or sexual violence crimes.
- Providers now use the PFCC Case Management System for all case recording and reporting, allowing for enhanced performance reporting.
- From November 2019 – October 2020, of the 199 victims who exited counselling in a planned way:
 - 84% reported an overall improvement in Health and Well-Being
 - 63% reported an overall improvement in Coping with Everyday Life
 - 79% reported an overall improvement in Feelings of Safety
 - 61% reported an overall improvement in Social Interaction
 - 100% would recommend the service, found it a positive experience and felt their cope and recovery goals had been achieved

Two service providers deliver counselling services across North Yorkshire and York: Community Counselling (young people countywide and adults in Scarborough / Ryedale) and Survive (adult counselling for all other areas across NY and York). Survive is partnering with Community Counselling to provide certain support.

FY 20/21 budget
£160,000

Contracts commenced
November 2018

Total referrals
Nov 2018 – 31 Oct 2019: 371*
(310 adults and 61 young
people)
Nov 2018 – 31 Oct 2020: 955
(832 adults and 123 young
people)

*temporary gap in some service
delivery due to previous Provider
withdrawal



Working with Vulnerable People



York Women's Wellness Centre

In January 2019 the Commissioner was awarded capital grant funding from the Ministry of Justice's Female Offender Community Investment Fund, to create a specialist Women's Centre in York with the intended purpose of supporting women who may face barriers to addressing issues that could lead to offending behaviour.

The capital funding was used to refurbish a property which the Commissioner is leasing from the NHS over a 10-year period. The building has been renovated to a high standard and has been transformed to create a homely, safe, woman-only environment. The centre has a shower, kitchen and laundry facilities, a one-to-one room and group room and a crèche area for children.

The Commissioner committed ongoing revenue funding to ensure specialist service provision could be delivered from the centre and underwent an open procurement exercise to secure a service provider. Changing Lives were awarded the contract in September 2019 and now carry out the day to management of the centre.

The service is intended to work with women who may:

- have multiple and complex needs
- be chronically excluded
- be at risk of entering the Criminal Justice System

The women who access the centre are offered trauma-informed support across a range of needs including mental health, substance misuse and domestic abuse. The service works with women who ordinarily might be likely to disengage from traditional services. The support ranges from women being able to drop in to use the facilities to attending group work or receiving one-to-one key work support on a regular basis.

The centre fully opened to women on a drop-in basis in January 2020. Partners were invited to run sessions from the centre and a full timetable was just about to launch when the pandemic hit. The service is still operating but women are being seen by appointment only at the centre (with safety measures in place), at home or are being supported remotely. Partners are not able to use the centre currently in line with COVID-19 risk assessment/guidelines.

Changing Lives have been allocated with additional MOJ funding by the Commissioner to purchase resources for the women they are supporting during the pandemic.

£400k MOJ Capital grant

FY 20/21 budget £77,920

Budget amount includes £69,000 for service provision plus total estimated running costs required. Additional annual income of £15,000 from the Clinical Commissioning Group

FY 19/20 Referrals (Jan 20 – Mar 20) - 47

FY 20/21 Referrals:

- Q1 – 34
- Q2 – 54



Support for Vulnerable Young People

The Children's Society have been commissioned to provide the Hand in Hand service in North Yorkshire. Since 1st July 2019 the service has worked with children and young people who are identified as being vulnerable to or a victim of exploitation, including Child Sexual Exploitation ("CSE") and Child Criminal Exploitation ("CCE") and those that are repeatedly reported as missing.

The service provides a single point of contact ("SPOC") to offer consistent, accurate and timely support, and advice and signposting to other support services where appropriate.

The objectives of the Hand in Hand service are to support children and young people to develop the ability to:

- recognise themselves as vulnerable and/or exploited;
- increase their resilience to a range of vulnerability and risk factors; and
- make informed choices to lower their risk and/or prevent escalation.

Support is offered through a range of methods including triage and early intervention support, intensive longer term support and facilitated group work.

The Children's Society have been allocated additional MOJ funding by the Commissioner to increase service capacity during the pandemic.

FY20/21 budget
£200,000

FY 19/20 Referrals (1st July 19 –
31st March 20) – 38

FY 20/21 Referrals:

- Q1 – 10
- Q2 – 20



Support for Families of Vulnerable Young People

Since July 2019 PACE (Parents Against Child Exploitation) have been commissioned to work with parents and/or guardians of children and young people in North Yorkshire who are identified as being vulnerable to or victims of exploitation by perpetrators external to the family, including Child Sexual Exploitation (CSE), Child Criminal Exploitation (“CCE”) and those that are repeatedly reported missing.

The service provides one to one support for parents and guardians whose children are at risk of, or are being exploited through a dedicated Parent Liaison Officer (PLO), providing consistent, accurate and timely support, and advice and signposting to other appropriate support services. The objective of the service is to maximise the ability of all parties involved in a child’s life, including their families, statutory and voluntary agencies, to safeguard that child.

PACE also:

- Provide training in all forms of exploitation to professionals and schools;
- Act as a conduit between the parent and NYP in relation to providing intelligence to help with investigations; and
- Run groups for parents.

PACE have been allocated additional MOJ funding by the Commissioner to increase service capacity during the pandemic.

FY 20/21 Budget
£30,000

FY 19/20 Referrals (1st July 2019
– 31st March 20) – 21

FY 20/21 Referrals

- Q1 – 16
- Q2 – 6



Engaging Communities to Keep them Safe



Community Fund

Launched in May 2013, the Commissioner's Community Fund was set up specifically to support local organisations, groups or individuals who need access to funding to develop the evidence base for new and innovative community safety schemes:

- Funding is only available for new projects led by people based or operating solely or mainly within North Yorkshire and the City of York.
- Monies from £500 up to £20,000 can be awarded for specific projects that support communities within North Yorkshire to "Be Safe and Feel Safe", including:
 - Diversionary activities for children and young people
 - Promoting safety and reducing the fear of crime and anti-social behaviour
 - Support for victims
 - Improving community cohesion
 - Preventing crime and anti-social behaviour
- Supporting the purchase of specific pieces of equipment in key community locations
- Over £1million has been awarded since the fund's inception. Project examples can be found via: [Community fund - Police, Fire and Crime Commissioner North Yorkshire \(northyorkshire-pfcc.gov.uk\)](http://northyorkshire-pfcc.gov.uk)

The Community Fund now incorporates the Police Property Fund. Each year, NYP seize property as part of criminal investigations or confiscate property by order of court. Where property remains unclaimed, the Police (Disposal of Property Regulations 1975 enable auctioning and raise funds for community and voluntary initiatives in North Yorkshire – particularly projects which have a positive impact on reducing crime and disorder at a local level.

FY20/21 budget of £250,000 plus an additional £25,000 from Police Property Fund

FY17/18 - £177k awarded to 24 projects

FY18/19 - £103k awarded to 19 projects

FY19/20 - £206k awarded to 28 projects

FY20/21 Q1 -3 - £60k awarded to 7 projects



Community Safety Services Fund

- The Community Safety Services Fund is available to any local community group or organisation in North Yorkshire or City of York. The proposed project must benefit North Yorkshire communities directly and be supported by the appropriate Community Safety Partnership (Safer York Partnership or North Yorkshire Community Safety Partnership).
- Projects / initiatives must support a pro-active, sustainable, outcomes focused approach to diversion and early intervention, addressing (re)-offending, (re)-victimisation and Community Safety priorities, using one of the following service delivery models:
 - Community Based Volunteer Service
 - Targeted Prevention and Early Intervention Services (Diversionary / Positive Activities)
 - Targeted Early Intervention Emotional Health projects
- Project examples can be found via: [Community safety services fund 2020/21 - Police, Fire and Crime Commissioner North Yorkshire \(northyorkshire-pfcc.gov.uk\)](#)
- A panel that includes representatives from each Community Safety Partnership reviews all applications.
- The maximum amount available for each application to this fund is £20,000.

FY20/21 budget of £130,000.00

FY17/18 - £100k
awarded to eight projects

FY18/19 - £145k
awarded to seven projects

FY19/20 - £123k awarded to ten
projects

FY 20/21 Q1-3 - £62k awarded to
four projects



District Level Target Hardening and Strategic Partnerships Communications

In addition to working closely with the Community Safety Partnerships, the Commissioner provides grant funding to support community safety issues:

- District level Target Hardening, Communications and Marketing funding enables responsible authorities to react to emerging local community safety needs and demands for target hardening services, respond to emerging local community safety concerns or immediate crime and ASB reduction requirements and conduct communications and social marketing interventions.
- Strategic Partnerships Communications and Marketing enables the responsible strategic Community Safety Partnerships (CSPs) to conduct planned, targeted, activities and interventions, including communications and social marketing, that align to CSP strategic priorities.
- Annual consultation undertaken with Community Safety Hubs and Community Safety Partnerships to ensure existing and changing need and demand considered in funding intentions.

Activities and outputs include:

- Range of multi-agency work linked to Public Space Protection Orders;
- Multi-agency patrols to reduce youth ASB and / or drug concerns;
- Prevent and Mental health first aid training;
- Resources to enhance security measures for vulnerable members of communities;
- Safeguarding resources, training and communications for taxi drivers;
- Resources to support diversionary activities for young people;
- Joint raising awareness work with local Youth Commission.

FY20/21 budget of £38,199.4
(district level) and £3,794.6
(strategic level)

Briefing

Updated January 2021

Supporting victims in North Yorkshire

An overview of how the services provided to victims in North Yorkshire has changed over the past eight years, and the opportunities realised for improved service provision through local commissioning. A previous version of this report was produced in 2017 and the current report captures both the work done up to that point and recent developments going up to 2019/20.

Executive Summary

This report demonstrates the benefits of local commissioning by Police and Crime Commissioners (PCCs) for support services for victims of crime. It sets out the experience in North Yorkshire to show how a locally commissioned service can more dynamically respond to public need and managed to ensure that the best possible service is delivered.

Service development

Two independent research reports, commissioned by the PCC, have allowed for an in-depth assessment of the service requirement, and contributed to the on-going design and evaluation of the local service delivery, helping the PCC to understand how these changes have improved the service.

The first of these, a Victim Needs Assessment¹, looked at the landscape of service provision and provided an initial problem analysis and needs assessment, as well as setting a baseline for victim expectations.

The second, a Service Review, was carried out almost a year after the services had been commissioned by the PCC to assess the impact of change against the Victim Needs Assessment and identify areas for further improvement.

This report sets out six stages in the progress of North Yorkshire's support services for victims. It identifies *key challenges* and the *actions* which were taken to resolve them, showing the *outcomes* and *benefits* of local ownership of services.

Stage one outlines the service provided prior to local ownership and the steps the PCC took to design and commission the local service.

Stage two outlines the services that were commissioned up to 2016/17 to meet the needs of victims in North Yorkshire, including the central referral hub, and specialist support services.

Stage three highlights the benefits of having local ownership of the services outlined in stage two, through an independent review and opportunities provided by local contract management.

¹ <http://www.northyorkshire-pcc.gov.uk/for-you/victims/victim-assessment/>

Stage four broadens the lens to look at the strategic commissioning of complimentary services from other funding streams to support the work of the MoJ funded services.

Stage five updates on developments in local commissioning between 2016/17 and 2019/20.

Stage five sets out our ambitions for future commissioning of services in North Yorkshire, including updating on achievement against aims set out in 2017, and how local commissioning allows us to be more strategic with partner organisations and support North Yorkshire Police to provide an exemplary service to victims.

Overview of outcomes and benefits

This report highlights a number of positive outcomes and benefits within each stage of the development process. The key overarching benefits and outcomes that reflect across the stages are that local commissioning:

- Enables better local understanding of need and demand, and robust contract management against specifications and service level agreements that are designed to meet that local need and demand
- Reflects local knowledge, public need and demand and provides a service geographically close to the user
- Enables independent assessments specifically related to specific geographical area (i.e. North Yorkshire) which would otherwise not have been possible
- Enables better local partnership working, facilitating a more joined up approach to referrals maximising efficiency and effectiveness of a range of available services
- Allows for local design of the breadth and depth of service, and for greater numbers of victims to be supported
- Provides the ability to commission follow-on services outside of MoJ funding that are in support of wider services for victims
- Gives local control and ownership of service performance and data to analyse contract quality and performance, to achieve quality impact and outcomes for victims across the full victim journey
- Ensures that future service design can incorporate an approach that looks to reduce future demand across statutory agencies
- Enables commissioning of suitable support and partnership working systems – North Yorkshire is currently commissioning a cloud based multi-agency case management system to maximise efficiencies across the whole victim journey

Increase in victim referrals

The number of victim referrals has steadily increased up to 2019/20, but has dipped in the first two quarters of 2020/21 as a result of Covid-19 lockdowns. In **2015/16 the Supporting Victims Team (SVT) received 22,789** referrals and in **2019/20 it received 34,994** referrals. These are a mixture of referrals coming direct from North Yorkshire Police, British Transport Police or Action Fraud and from self-referrals.

2015/16	2016/17	2017/18	2018/19	2019/20	2020/21 Q1&2
22,789	23,125	26,484	29,002	34,994	16,475

Conclusion

North Yorkshire is now well positioned and knows what it needs to achieve moving forward. Many more opportunities have been realised through local commissioning. The opportunities extend beyond the individual services and extend to the service provided by North Yorkshire Police to victims, increasing partnership working and improving efficiencies across statutory services, whilst supporting and utilising the Voluntary Sector most appropriately. Local Commissioning has allowed us to take a person-centred approach to service provision in the region.

Stage 1 – Victim services prior to local delivery

Summary

In 2013 the Ministry of Justice (MoJ) changed the model of service delivery for the majority of services for victims. Instead of services being provided at a national level by government, the majority of services were to be provided at a local level by Police and Crime Commissioners (PCCs). The framework for the delivery of services was outcomes based, focusing on supporting victims to cope with the immediate impacts of crime and recover from the harm experienced. Commissioning services locally aimed to meet local need, represent value for money and deliver real outcomes for victims. The intention to change the model of service delivery was announced in **December 2013** and the national contracts were extended until **October 2014** to give PCCs time to assess victims' needs and draw up commissioning frameworks. The national contract was delivered by Victim Support, the North Yorkshire element being delivered out of Wakefield Victim Care Unit.

In North Yorkshire, to assess victim's needs and identify gaps in service provision, the PCC commissioned an independent company to carry out a Victim Needs Assessment (VNA). The VNA looked at the whole victim journey, the experiences, expectations and needs that people had following a crime. This included victims' interaction with North Yorkshire Police (NYP) and support services available at the time, which included the Victim Support Central Assessment and Referral Service, an Independent Victim Advisor Service, and a Domestic and Sexual Abuse support service.

Central Referral Service – Victim Support April 2014 – March 2015

Victim Support, a registered charity, had been the sole National Provider of support services up until March 2014, and had consequently built up a scale of operations which was organised at local, regional and national levels. In North Yorkshire this service operated out of the Victim Support, Victim Care Unit in the Wakefield call and contact centre which also serviced West Yorkshire and Humberside. Although part of a bigger operation, the service in North Yorkshire was only given one dedicated member of staff, and comparative to other areas, the severity and quantity of crimes made North Yorkshire a 'poor relation' to West Yorkshire and Humberside.

During this period, North Yorkshire Police extracted a list of victims who had reported crime in the last 24 hours and sent it to Victim Support on a daily basis (Monday to Friday).

Once received by Victim Support the victims from North Yorkshire were allocated to a single member of staff, who was responsible for prioritising victims for contact. Given not all crime types were eligible for support as defined by the MoJ, this was a small number of victims based on priority crime types such as Violent Crime and Burglary. If victims fell outside of the supported crime types, no contact was made, and no feedback given to the police in North Yorkshire.

The victims, who were eligible for contact and support, were assessed for ongoing emotional support or practical support. This may have resulted in practical items being sent to victims or a local volunteer getting in touch, but if the victim was unable to be contacted after 2 attempts the case was dropped, and no feedback sent to North Yorkshire Police.

Analysis of the actual number of victims receiving contact from Victim Support within North Yorkshire proved difficult to ascertain in terms of precise numbers, but it seemed very clear to the Police and Crime Commissioner that the level of active engagement with victims to offer support fell short of the potential needs victims of crime expressed through the Victim Needs Analysis.

Service Provided by the Police

The police are required to provide a certain level of service to victims of crime, this is outlined in the Code of Practice for Victims of Crime, and the main entitlements are as follows:

- a written acknowledgement that you have reported a crime including the basic details of the offence
- a clear explanation of what to expect from the criminal justice system, also written information either through an “information for victims of crime” leaflet or details of a website containing the same information. This is to be provided no more than 5 working days after reporting a crime
- an assessment of whether you want support, and if so what help or support you may need
- to be informed how often you will receive updates on the status of the case following discussion with the police
- an explanation, within 5 working days of a decision not to investigate a crime
- to be advised when an investigation into the case has been concluded with no person being charged and to have the reasons explained to you

Victims Needs Assessment (VNA)

In order to design the most effective local victims’ services in North Yorkshire and the City of York, in line with victim need; in **January 2014** the Police and Crime Commissioner for North Yorkshire, Julia Mulligan, commissioned research amongst recent victims of crime in order to gain a better understanding of the following:

- Type of support and referral services that are required
- Level of demand for victim referral and support services
- Current victim journey and the experiences people have had
- Identifiable gaps in existing victims’ referral and support service provision based on local need and demand analysis
- Experiences of local victims who had both accessed services and those who had chosen not to, and key stakeholders providing these services
- Current best practice in the delivery of victim referral and support services

This research was completed and reported on in **March 2014**, clearly outlining what would be required from locally commissioned services. The VNA identified that victims need the police and support services to:

- TAKE CONTROL: tell me what will happen / could happen
- KEEP ME INFORMED: when I need to know
- HELP ME UNDERSTAND: what is happening and how it may affect me / my family
- SUPPORT ME: give me the means to act for myself or additional help when that proves too difficult or I feel vulnerable
- TALK TO ME: in a way I can understand
- PROVIDE SPECIALIST SUPPORT: or access to it when I need it
- PROVIDE ME: with the means to get my life back to how it was

The research also identified that there was a correlation between the crime type and the level of need the victim had for support and the type of support they are likely to need or expect. Age, gender and repeat victimisation are also linked to the likely needs and expectations of victims,

specifically women, younger people and repeat victims are likely to have higher expectation and needs.

The report recommended that North Yorkshire Police and local support services for victims should include the following:

- A clear and early handover / break point from Police to the Referral and specific Support Service
- An initial assessment of the individual victim's needs
- Provision of information practical help and advice for Victims to get immediate assistance themselves, which may include things like;
 - Checklist for insurance claims
 - Approved list of contractors for changing locks, replacing windows; assessing vehicle damage
 - Information on where to access other help as needed or organisations offering support
 - Single point of contact with details of how best to access them
- Referral to specialist support as determined by initial assessment or secondary assessment
- Indication of timescales between updates or progress
- Communication using the victims preferred method of contact: SMS; Email; telephone or letter

The report also recommended that the use of THRIVE (Threat, Harm, Risk, Investigative Potential, Vulnerability, Engagement) be explored to assess victims needs for the Support Services, to provide consistency with NYP.

The findings and recommendations of the VNA shaped the commissioning specifications for the services that were to be commissioned locally. These services are outlined in the next section.

Outcome

The VNA identified what victims required from North Yorkshire Police and support services. The needs assessment identified that some victims required specialist support, which was not being met by the current services that were available. It also highlighted other gaps in provision specifically, that the provision under the national contract was too restrictive in the entitlement criteria, and the offer of support was limited to too narrow a range of crime types. The research highlighted that crime affects people in different ways and it is vital to make sure victims know there is support available to them *when they need it*.

The VNA also outlined what victims expected from NYP and areas where the service was falling short of expectation. Assessing this expectation against the guidance in the Code of Practice for Victims of Crime, it highlighted that NYP needed to improve their service to victims, to ensure they were meeting their responsibilities. Some of the areas that needed improvement could be achieved through closer working and understanding of the police's role and how the central assessment and referral hub could support them to meet the requirements. This insight into the service provided by the police, through the eyes of the victims enhanced the ability of the PCC to scrutinise their practice and ensure that the service is meeting the statutory requirements, but also the needs of the public.

The code of practice for victims and the victims commissioning framework provided a strong structure and guidance upon which to deliver a service to victims. The VNA then created an

evidence base and highlighted areas of improvement to ensure that the services being provided met the needs of victims locally.

Additionally, the research suggested the need for a central referral hub to manage the victim through the complex maze of services from point of crime and through the criminal justice system and in terms of ongoing referrals to any specialist enhanced services.

Stage 2 – Victim services under local commissioning

Summary

The VNA identified that the service provided by Victim Support in Wakefield was not sufficient to meet the need of North Yorkshire Victims, and there was not sufficient provision of specialist support services to help people to recover from the impact of crime. This section outlines the new services that were commissioned, what they were and how they had improved on the previous provision.

The National MoJ contract with Victim Support terminated on **31 March 2015**. Between **April 2015 and March 2016**, a partnership arrangement was made with Victim Support to provide the central referral hub for North Yorkshire, which was co-located with North Yorkshire Police and re-branded Supporting Victims. The service brief given to Victim Support by the PCC was broadened to ensure more victims were contacted and the reporting requirements also grew to monitor that the service was filling the gaps identified in the VNA. More detailed reporting requirements would provide more of an evidence base for the development of the service in the future.

The central referral and assessment hub

From **April 2015**, a one-year service level agreement (SLA) was agreed between the PCC and Victim Support for a central referral and assessment hub. This partnership arrangement made with Victim Support replaced the previous MoJ arrangement and the criteria set by the Ministry of Justice. One of the main reasons the contract remained with Victim Support was that there wasn't a market to go out to for this type of service, the purpose of the one-year SLA was to allow the market to develop.

Although the contract remained with Victim Support, significant changes were required to the service they were providing to ensure the service was meeting the needs of North Yorkshire victims. The PCC's Commissioning team worked with Victim Support to co-locate the service to within the North Yorkshire estate in York. As part of new local arrangements, and in line with the Victims Code of Practice the vision was for an improved and expanded service particularly for victims of the most serious crimes, those who are vulnerable, repeat victims; and victims of a greater range of crimes to receive support than was previously the case.

To that end the Supporting Victims team saw an increase from 1 Full Time Equivalent (FTE) to 4x 0.8 FTE Victim Care Coordinators operating on a shift basis between the hours of 8am and 7pm Monday to Friday excluding Bank Holidays.

The service aimed to provide support for anyone affected by crime, whether or not it was reported to the police, including victims, bereaved relatives, parents or guardians of victims under 18 and victims aged under 18 with consent, and those affected by business crime.

This new and improved service was launched in **April 2015** as **Supporting Victims**. Supporting Victims was specified and commissioned with the following operational requirements:

1. Enhanced contact methodology to ensure that every victim is contacted either via / telephone or letter: This raised the number of cases converted and therefore the number of cases requiring action from
 - a. 2,190 (Q1 2014) to 5,221 (Q1 2015)
 - b. 2,495 (Q2 2014) to 5,610 (Q2 2015)

2. Increased number of letters sent out each day (As of April 2015 this was 60-80):
 - a. Double the number of victims received some form of contact in Q1 and Q2 2015/16 (8229) than in the previous quarters in 2014/15 (4104)
3. Enhanced contact methodology in relation to attempts to contact victim: Enhanced Entitlement victims (those victims of the most serious crimes; victims of persistent crime; intimidated victims or those who are most vulnerable) required a minimum of **5 attempts by telephone** (there are often numerous contact numbers) **plus a letter**. This contact strategy increased from the Victim Support standard of **2 calls** at different times of day.
4. Resolving ambiguity or incorrect / missing data: The Supporting Victims team has access to Niche (the North Yorkshire Police crime database) and are responsible for resolving missing data in relation to cases. Historically Victim Support would return incorrect data to NYP and responsibility for researching and amending this information would fall to NYP. Including access to police recorded data is one way to resolve incomplete data and ensure victims receive an offer of support.
5. Updating victim information on Niche: The team is responsible for updating NICHE in relation to onward referrals to support services. This addition ensures a better collaboration with NYP.
6. Crime updates to victims: The team have the ability to offer general updates to victims calling into the unit. This service is available because of the changes made in respect of co-location and access to additional information. This was a key 'ask' of victims through the VNA.
7. Act as Central hub for Supporting Victim services: The team also respond to requests / support from other commissioned service providers which was not a function of the previous system run by Victim Support out of Wakefield.

Locally Commissioned Specialist Support Services

As well as being used to shape the Victim Referral Hub as described above, the VNA was also used to inform the local commissioning of specialist support services. The VNA identified that there was a significant gap in support for victims. Using the evidence from the Victims Needs Assessment and in line with the MOJ requirements, four new and enhanced services went live in **October 2014**, these are as follows:

1. **Independent Victim Advisor (IVA) Service**, for victims of the Most Serious Crimes, those who have been Persistently Targeted, or who are Vulnerable or Intimidated – Victim Support was commissioned to deliver this service to provide a single point of contact for practical and emotional support from the point of crime, throughout the criminal justice process and beyond to enable victims to cope and recover.
2. **Counselling services** - four providers were commissioned to deliver free counselling across North Yorkshire to support victims of crime to enable their recovery journey. The four providers were:

- a. Victim Support
 - b. Aegis
 - c. Community Counselling
 - d. Talking Spaces (St. Michaels Hospice)
3. **Restorative Justice Services** - Remedi UK was commissioned to deliver victim-led and pre-sentence victim offender conferencing, where victims of crime have the opportunity to meet with their offender.
 4. **Domestic & Sexual Abuse services** - Independent Domestic Abuse Services (IDAS) was commissioned to deliver a significantly enhanced Independent Domestic Violence Advisor (IDVA) and Independent Sexual Violence Advisor (ISVA) service across North Yorkshire. This service provides a single point of contact for emotional and practical support to victims of domestic and sexual abuse from the point of crime throughout the criminal justice process and beyond to enable victims to cope and recover.

Specialist Support for Victims of Domestic and Sexual Abuse in North Yorkshire before April 2014

Specialist services for victims of domestic and sexual abuse were delivered by IDAS between 2012 and September 2014. These services provided support to high risk and also Multi Agency Risk Assessment Conference (MARAC) victims of domestic abuse, and sexual abuse victims. This service was provided by a total of 4.3 FTE posts, split 3.6 FTE as Independent Domestic Victims Advisors (IDVAs) and 0.7 FTE Independent Victim Advisors (ISVAs).

These 4.3FTE supported 716 victims in 2013/14 this equates to 167 clients per FTE. 592 were IDVA clients and 124 were ISVA, which meant the ISVA had a slightly higher proportional caseload with 177 clients in 2013/14.

IDAS also provided an Early Intervention Service for Victims of Domestic Abuse. Although 186 Standard risk cases were screened and deemed suitable only 50% were contacted, and 86 (91%) actively engaged in the service. This service was delivered by 1 FTE Early Intervention Worker and was only for the York area.

It was the responsibility of NYP officers to make referrals to IDAS for support for victims.

Enhanced IDVA/ISVA Service Compared to pre-2014

The Domestic and Sexual abuse services that were re-commissioned in October 2014 were more extensive than the service that had previously been commissioned. One of the most significant changes was that the new service was jointly commissioned with North Yorkshire County Council (NYCC) and the City of York Council (CYC). This also contributed to the budget for the service increasing from £313,750 over 30 months up to September 2014, to £860,000 for the 30 months following. This allowed the service provision to increase from 3.6 FTE IDVAs to 10 FTE IDVAs in order to support high and medium risk and Police referred standard risk victims (supporting a broader scope), and also 4 FTE ISVAs (3.3 FTE more than before).

Broadening the scope of the service to include medium and standard risk is vital in preventing more victims escalating in to the high-risk group and thus reducing the demand for high risk services. Domestic incidents reported to NYP have increased over the last 5 years which is perceived to be due to improved confidence of victims to report. These two factors highlight the importance for the specialist domestic and sexual service to grow and the provision to be widened. In line with the increased demand, IDVA and ISVA staff numbers increased to ensure they manage a caseload in accordance with Safe Lives guidelines, which suggests no more than 100 cases per year for 1 FTE. Local contract management and close working relationships with NYP have ensured that the service provision has grown in accordance with need. This is reflected in the growth of the ISVA service to address the increase in numbers of victims of sexual assaults, both recent and historic, being referred in to the service. Increasing the number of trained staff has enabled the service to provide a single, named point of contact for a victim allowing for a more personal and trusted service to be provided. More broadly, increasing the number of trained staff has enabled IDAS to provide a 24-hour helpline in North Yorkshire, making professional advice and support available 24/7.

Referral into these services has also improved. Through joint commissioning of the service with NYCC and CYC, referrals can be made via more routes than just NYP. This increased the scope of the services to allow them to support individuals who do not want to report incidents to the police but need help and support.

In 2013 funding was secured through the Safer York Community Safety Partnership to pilot an Early Intervention Service in York. The funding provided a dedicated IDVA to work with the NYP Domestic Abuse Co-ordinator (DAC). The pilot scheme commenced in December 2014 and ended in March 2016 and successfully supported 90% of those engaged to experience less than 3 further incidents. Following the success of this pilot, and consultation with the Community Safety Partnerships in York and North Yorkshire, the decision was taken to commission the service in York from April 2016; and July 2016 in North Yorkshire. The aim of this service is to engage with victims and perpetrators at the earliest opportunity. This service is run by 2.4 FTE Early Intervention Workers. The local working relationship with the NYP Domestic Abuse Co-ordinator has been crucial to the success of this service. The pilot service saw 46% of victims identified actively engaging with the service, whereas the commissioned service saw 55% of clients engaging with the service. This meant that 281 victims were supported at an early stage reducing the risk of domestic abuse increasing.

Outcome

The central referral and assessment hub and specialist support services had been commissioned locally for the first time. The main benefit of local commissioning of the services was being able to identify a mismatch between expectation and need and what had previously been delivered. For the central referral hub, the SLA outlined the scale of the increased service provision expected to be provided in North Yorkshire and the clear mechanisms to monitor the change in service delivery from the old contract to the new one. Setting up the central referral hub was the first step in streamlining the referrals process and increasing awareness of a single point of contact for support in North Yorkshire. This is particularly important in ensuring victims are aware there is a service there to support them, even if they haven't reported it to the police.

For the specialist services, including counselling, services for domestic and sexual abuse victims and the IVA service, new or expanded services were commissioned to meet the needs identified in the VNA, in some instances taking advantage of local partnership funding opportunities. These contracts were also given clear contract monitoring requirements with regular performance meetings to ensure the contract delivered as required and also to assess the changing demand of the service.

Stage 3 – Benefits of local commissioning for improving services

Summary

At this point, the new locally commissioned services for victims had been running for almost a year, and the central referral and assessment hub SLA has been in place for 7 months.

Following local contract performance management, a notice of unsatisfactory contract performance was issued to Victim Support on the 28th of **October 2015** for the Supporting Victims in North Yorkshire contract due to the service not being delivered in accordance with the Service Level Agreement (SLA); i.e. not reporting and delivering against the specification requirements of the SLA and therefore didn't meet the outcomes of the SLA. This was followed by an intensive period of performance management, which also involved a restructuring of the Supporting Victims Team.

In order to follow up from the Victim Needs Assessment the PCC commissioned a review of the support services to measure progress. The PCC commissioned an independent consultant to carry out a review of the services that were being provided in North Yorkshire. This review was completed in **December 2015**.

The review found that although significant improvements had been made in some areas, there were still areas that could be improved. One of the main actions the review instigated was bringing the Central Assessment and referral hub in house. This was also influenced by the outcome of an intensive period of performance management of the service being delivered by Victim Support.

This section also outlines the opportunity local commissioning has presented regarding the creation of an outcomes framework and data collection. This has allowed for more in depth analysis to be carried out to evaluate the services.

The Independent Review

The review highlighted that there had been significant improvements in the service provision, and the Victims Needs Assessment had gone a long way to informing the services. Access to counselling services was better by virtue of the fact that several additional sources of support were made available. Not only that but some of the original providers had been able to refine and enhance their delivery.

Improving service provided by the police

However, the services review highlighted there were still areas NYP needed to improve. One of the main areas was in the police communicating to victims what support and services were available and from whom, and what the next steps in the process were. The independent review observed that the police should see the provision of an enhanced victim support program as a benefit to them in their work and a way to hand over the victim contact to the support service. However, this clear division and handover of source of support had not yet been established.

“Without better co-ordination between the North Yorkshire Police force and the Supporting Victim services, significant improvements for victims will always be challenged. Internal communication and reinforcement of what should happen is urgently needed.”

Efforts were made to improve the police's awareness of the supporting victims' services, and this led to good progress in raising awareness of the services available to victims, as well as improving NYP's compliance with the Code of Practice for Victims of Crime. HMIC noted in their inspection in 2016 that NYP have made good progress, particularly in relation to making victims aware of making victim personal statements. This progress was made partly as a result of the introduction of a joint NYP and PCC Information for Victims of Crime Booklet, which is now given to victims of crime by NYP and highlights all the support services commissioned locally. This joined-up approach could only happen through having a locally managed service.

Local performance monitoring

At the same time as the independent review was being carried out, the Supporting Victims contract held by Victim Support was also being reviewed. The review found that Victim Support were delivering the North Yorkshire service in the same way the standard service had been delivered under the MoJ contract and services were not tailored to specific needs of North Yorkshire as defined in the bespoke North Yorkshire SLA.

“This was confirmed by interviews with that team who described their focus being on two other contracts as well as North Yorkshire. Our impression therefore was that the North Yorkshire contract had not been fully or effectively planned and it seemed clear that no ongoing strategy for replacing staff who had left or assessing the skill sets of the staff being employed was going to have no positive legacy for the short term or longer term future.

“Our view was that the contract commitment was for a 12-month period and that Victim Support would try and manage this period with as little fall out as possible but with no real positive commitment to making it work.”

Independent Victim Services Review, 2015

Victim Support were put on a Corrective Action Plan by the PCC, which led to the Supporting Victims team increasing in size to better meet the requirements of the SLA. The team hadn't been resourced sufficiently to deal with the increase in the volume of cases requiring contact to offer support. Through being able to performance monitor the contract, this allowed us to identify fairly quickly that Victim Support were delivering under the old contract and not the new SLA, and action could be taken. As a result, from the 1st January 2016 the Victim Support - Supporting Victims Team grew by 1x0.8 Victim Care Co-ordinators and 1 Full time Equivalent Team Leader.

Supporting Victims Team coming in house

The outcomes from the review and the local performance monitoring of the contract led to the PCC making a decision to bring Supporting Victims Referral team in house, under the management of the PCC. The TUPE process started in January 2016, and the Supporting Victims Team became an in-house team in August 2016. As well as having more direct control over the delivery of the service, one of the main benefits of having the Supporting Victims Team internally was the increased control and ownership of the data. This has allowed us to carry out analytical work to ensure that the service is being delivered correctly, and efficiently. For example, the Victim Audit carried out in August 2016 took a dip sample of victims to look at their journey through the referral process and ensure the process was working effectively. This allowed us to identify areas that needed to be developed to ensure consistency in the referral process.

As a result of the corrective action plan and bringing the team in house, the number of victims being contacted to be offered support and having initial needs assessment to understand how they have been affected by the incident that has occurred has increased. The figures for the number of the direct contact attempted since the contract was managed directly by the PCC:

- **8726 calls attempted in 2016/17**
- 4442 calls attempted in 2015/16
- 2726 calls attempted in 2014/15

There has been a significant increase in the number of victims undergoing initial assessments for emotional support:

- **6269 initial needs identified in 2016/17**
- 2398 initial needs identified in 2015/16
- 2953 initial needs identified in 2014/15

Since bringing the Supporting Victims Team in house, continuous improvements have been made to the team, including a developing programme of training for the team members and better access to victim information. Training has included shadowing and training with some of the specialist services including IDAS and the Independent Victims Advisors (IVAs). They have also worked with Stop Hate to improve awareness and referrals for support. The Victim Care Co-ordinators (VCC) in the Supporting Victims Team each hold a specialism which they are permitted to research and where possible identify training/development opportunities which are then shared with the team. An example of this is Fraud. The VCC focusing on fraud has attended a workshop with the NYP lead for fraud to learn more about the increase in fraud and scams and how they are investigated. This builds relationships with NYP teams, and also improves awareness and understanding within the team of the issues people have and how best to deal with them.

To further support the delivery of more joined up services, support workers from IDAS and Remedi are co-located with the Supporting Victims Team, which strengthens the relationship and creates easier communication between the services.

Local Commissioning and Contract Management

Our approach to contract management is far more concentrated and detailed than could be delivered regionally or nationally. This is evident where Victim Support was put on a corrective action plan. As contract monitoring had been so focused, the issues with the delivery of the contract had been picked up at an early stage. The contract management of these services is carried out by a dedicated Commissioning and Partnership Team.

Commissioning and Partnership Team

Jenni Newberry (BSc, MSc, MBA) the Head of the Commissioning and Partnerships team was recruited in October 2013 specifically to create an end to end commissioning and contract management function to establish local services to support victims to cope and recover after crime. Her successful senior leadership background in public sector consultancy (KPMG) and private sector business development, bidding for and delivering large scale central government outsourced programmes, provided the experience and skill set required to establish a department to develop and deliver evidence based, outcome focused services. Jenni has recruited four Commissioning and Partnerships Managers with a broad spectrum of skills and experience across relevant areas of work including Children and Young People, Prisons and Offender Rehabilitation,

Sexual and Domestic Violence, Education and Skills, Community Safety, and CSE. On the back of need and demand assessments they work with multiple partners including NYP, County and City Councils, CSPs, Safeguarding Boards, CCGs and NHS England to develop service specifications, award preferred providers, negotiate terms and conditions, contract manage, gain service user feedback, and continuously improve services; co/joint-commissioning where possible.

Contract Management and Outcomes Framework

Commissioning locally means that performance management can be easily monitored based on the performance and outcomes framework that we have built in to the service specifications. The following requirements are built in to all contracts to ensure efficient and effective contract management.

- Named Contract Manager to maintain communication with PCC's Contract Manager for Contract Management purposes.
- Monthly reports of delivery of outputs and outcomes based on the 8 MoJ Category of Needs.
 - Our key impact measure of the commissioned services is individual victim progress in relation to self-assessed need against 9 categories. Victims initial Risk & Need Assessment is framed around 9 Categories of Need established by MOJ in the Victims' Services Commissioning Framework:
 - Mental Health
 - Physical health
 - Shelter & accommodation
 - Family, friends & children
 - Education, skills & employment
 - Drugs & alcohol
 - Finance & benefits
 - Outlook and attitudes
 - Social interactions
 - Victims self-report level of need (0 = High Need / 10 = Low Need) against each category at support service entry, regularly during delivery and at exit to measure cope and recovery progress.
 - Cope & Recovery (Support) Plans capture detail in relation to needs across the eight categories and are developed to: ensure individual needs are met through tailored support and; document an individual's 'journey' towards full recovery.
- Bi-monthly performance meetings to discuss contract performance and quality of delivery.
- Spot checks of victim case management files throughout the contract and the provider is expected to provide case management files for inspection within 10 working days of request.
- A minimum of ten anonymised Case Studies produced per annum to the PCC's Contract Manager.
- Where concerns exist around quality of delivery or performance is deemed to be below agreed tolerance levels, the PCC's Contract Manager will agree a reasonable timeline with Provider for improving service / Contract delivery / quality through a Rectification Plan.
- Should the PCC's Contract Manager continue to have concerns in these areas / not see improvement within agreed timescales, a Default Notice may be issued on this basis, which may carry with it a financial penalty in line with the element of non-rectification, up to but not exceeding 20% of the full contract value.
- An annual review of all monitoring information is undertaken, with recommendations for improvement, highlighting areas of good practice and any gaps in service.

- An Impact and Evaluation Report of the service from providers on initial Contract completion – is provided to the PCC within two calendar months of the final day of the initial Contract period.
- Every individual victim Cope and Recovery journey recorded and quality checked.
- Effective monitoring of case management of victim journeys and progress on achieving the outcomes as set out in individual Cope and Recovery Action Plans.

The monitoring of contracts is carried out by using the stages of the victim journey, from point of crime, through the criminal justice process and beyond, this includes the referral, risk and needs assessment, cope and recovery plan, and exit review and strategy. There are key performance indicators set for the services to meet in order to evidence contractual performance. The following KPIs are examples taken from one of the current services which is out to tender presently, but are reflective of the outcomes framework that was developed and implemented in the original local commissioned services:

- Minimum 90% of victims referred to the service are contacted within 24 hours/1 working day of receipt of the referral
- Victims requiring practical support receive practical items/support within 2 weeks of referral
- Minimum 90% of victims who accept ongoing emotional support receive a needs assessment which includes a baseline score across the 9 categories of need
- Minimum 90% of victims who receive a needs assessment have a bespoke Cope and Recovery Action Plan created in agreement with victim
- Minimum 90% of victims who have a Cope and Recovery plan in place, complete a planned exit review
- Minimum 90% of victims who complete a planned Exit Review also complete service user feedback questions
- Minimum 90% of victims who have a planned exit review have an agreed Exit Strategy in place
- Minimum 75% of victims on completion and exit from the service, would recommend the service to others, view the service in a positive light and feel that their goals have been met
- Outcomes for victims who require emotional support improve based on an increase from the baseline 'outcome of need' scores on exit from the service, for most victims who complete the service
- Outcomes for victims include Reduced Victimization (6 months prior to referral compared to 6 months after exit from the service) the PCC Contract Manager will support with data
- Establish a Victim Focus Group within 6 months of contract start date to undertake consultation on service design and delivery and enable continuous service improvement and development

With the contracts having been in place for two and a half years, we now have strong data and evidence to suggest that the services we have commissioned are having a positive impact on the victims' ability to cope and recover and can now plan recommissioning of services with a better understanding of victim needs.

The following are an example of the outcomes data collected from the IVA contact. It shows that a large proportion of those completing an assessment and final review increased their overall scores

(individuals score their needs based on the 9 categories, 1 is high need and 10 is no need). The analysis also showed the categories where the service had the biggest impact.

<p>131 Initial Assessments and Final Reviews</p> <ul style="list-style-type: none"> • 117 Showed overall increase in scores <ul style="list-style-type: none"> ○ 69 Overall scores increased by 10 or more ○ 19 of these increased 20 or more ○ 22 Exited with full marks (90) 	<p>All categories showed an overall increase</p> <ul style="list-style-type: none"> • The biggest overall increase in category scores was seen in: <ul style="list-style-type: none"> ○ Outlook and Attitudes – 344 (total increases) ○ Mental Health – 336 (total increases)
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We have also been able to carry out analysis looking at repeat victimisation, to see if the services are reducing the likelihood of individuals becoming victims again. For the IVA contract again, analysis found that on the whole in the 6 months following emotional support, the number of times people are a victim is significantly reduced compared to 6 months before. This research helped to identify the need to adapt the approach to support victims of ASB Personal and Nuisance, and further supported the case for linking a local case management system with place-based Community Safety Hubs (e.g. Scarborough, York) to proactively work with communities to reduce ASB. We are looking to replicate this work across the other specialist services.

Case Studies

Case Study 1 – Independent Victim Advisor Service

Case Summary

Victim came into service as a result of referral from IDAS, the victim of DV from 2 ex-partners, one of whom is due out of prison in a week and is the father of their 10mth old child. The victim was in fear of her safety, fearing that ex-partners would find her location as a result of having a small group of friends even though she had been provided with new accommodation. IDAS were working with the NYP PVP unit regarding police response to incidents.

Agreed plan

- IVA to attend the home of the victim with IDAS to conduct a survey of security needs
- IVA to provide appropriate items, supply / fit. Increasing safety / security and reassurance

Outcomes

- Survey completed. CCTV use signs were displayed on the access doors to the floor where the victim’s flat was, acting as a deterrent. Door alarm was fitted as well as 2 x door bracers / jammers to flat door. A safe room was created with a door jammer and ‘deadlock’ bolt. Visual and audio deterrent, with levels of security delaying perpetrator. Increase safety / reassurance
- Advice regarding the use of the equipment and actions to take regarding calling the police. Increase safety / reassurance
- IDAS liaising with the landlord to have repairs made to the flat entrance door frame which was already slightly weakened

Testimonial

“Thanks for your help, I do feel safer”.

Insights

Close working relationship with the specialist domestic and sexual service commissioned by the PCC (IDAS) resulted in the needs for the victim being met in a timely fashion reducing anxiety, fears and providing reassurance.

Case Study 2 – Independent Victim Advisor Service

Case summary

SW came through for emotional support after suffering a crime of blackmail and harassment by an old family friend. He felt targeted due to his learning difficulties and disability (physical). SW expressed his feelings of upset, anxiety and anger at being targeted twice by the same individual. SW is now frightened of what will happen when the suspect goes to court and the outcome of this. SW lives in sheltered accommodation and is also fearful for the other resident's safety.

Agreed plan

- IVA to arrange a meeting with SW and sheltered housing manager for the first face to face appointment
- Emotional support face to face, every week, to discuss their emotional needs and to work through their feelings of upset and anger
- Provided SW with personal alarms and door handle alarms, for increased personal safety
- Contact the OIC to discuss the request by SW to have a restraining order put into place at the trial
- Telephone support (3 times per week)
- Update SW on the plea and direction hearing outcome
- Contact witness care team in regard to discussing the next steps for the court case

Outcomes

- SW was reassured after the first meeting. The IVA had met with the shelter manager and was in regular contact supporting SW with housing concerns around the incident thereby reducing anxiety for SW
- Regular telephone support (3 times per week) as this is a preferred method for SW. Reducing upset, anxiety and anger
- Contacted the OIC and a restraining order application has been put forward for the upcoming trial. IVA assisted the OIC in obtaining information on SW learning difficulties for the CPS. These actions reduced anxiety and anger
- Updated SW the same day on the outcome of the plea and direction hearing. Keeping updated of the CPS progress reduced anxiety for SW
- Witness care team contacted SW to offer advice and reassurance in regard to the upcoming trial

Testimonial

“I am so happy that you can contact the police officer and explain to him about the restraining order that I want to get in place, I feel like a weight has been lifted for me” Thank you for helping me.

Insights

By having a pre-meeting with the shelter manager; it assisted getting the right support for SW in place quickly. When contacting the OIC their swift response enabled the IVA to get SW questions answered quickly, this resulting in reduced anxiety for him.

Case Study 3 – Independent Victim Advisor Service

Case summary

JE Male 12 year's old, - assault with injury. JE was referred 5 months after the assault by mum and dad through the SVT team after they kept the letter they received after the assault. Parents had become increasingly concerned for their son, in regard to regular flashbacks regarding the assault, not wanting to go out and regular emotion episodes at school each day. Initial contact made by telephone, needs assessment was completed on first face to face meeting with JE and family.

Agreed plan

- Face to face support, 3 sessions and then review needs
- Make contact with pastoral worker at JE School regarding what support is already in place with support worker
- Personal alarms given to enhance confidence and personal safety

Outcomes

- Personal alarms make JE go out a little more and feel safer when going for the school bus
- Meeting was arranged by the IVA with deputy head pastoral worker, learning support worker, IVA, JE and mum and dad at the school. This has enabled support to be identified; JE will have a mentor and take up all new activities to enhance confidence within school and also outside of school
- Worry box made with IVA helped JE sleep a little better and reduced anxiety as the worries are going in the box and not staying in his head
- Counselling referral sent to the SVT and ongoing emotional support

Testimonial

“Before you came along we felt lost at what to do and where to go, now we feel that there is hope for our son to recover and for us to help him in the right way thanks to you”

Insights

The family expressed that there was very little communication from the police in regards to updates after the assault happened to their son. The family expressed clearer communication would have reassured them that something was being done in the case.

More case studies available on request

Stage 4 – Strategic Commissioning

Alongside the services for victims of crime that the MOJ funding allows us to commission, there are a number of other services commissioned by the PCC that reduce people's vulnerability to becoming a victim, help victims to recover following a crime, provide early intervention services and programs that raise understanding and awareness.

Community fund

The PCC's Community fund was launched in May 2013; its purpose is to fund local organisations, groups or individuals to set up new community safety projects or schemes in North Yorkshire. Funding is between £500 and £20,000, and between 2013 and Q2 2017 the project has awarded just under £1 million.

There are a number of projects of particular significance, including the Hand in Hand project delivered by the Children's Society and the 'Right to be you' project.

The 'Right to be you' project worked with people who had been victims of crime or were potential victims of crime due to mental health problems. The group helped individuals to protect themselves, to boost confidence/resilience and provide practical training to stay safe on-line and in their communities.

The Hand in Hand project run by the Children's Society focuses on prevention work with vulnerable young people and those affected by Child Sexual Exploitation. The funding provided outreach sessions in a number of identified schools to raise awareness of CSE and provide a support service to listen to concerns young people have. Sessions have received very positive feedback, with the following comments noted:

- "I have learnt that rapists aren't just old men"
- "I have learnt what happens when people are groomed"
- "The part of today that was most interesting was talking about Facebook and how it can be dangerous"
- "I learnt that you can get into trouble for sending nudes"
- "It was interesting learning how strangers get close to you"
- "I now know it can happen to boys"

Not only does this raise awareness of the issues to young people but also raises awareness of the services that are available to them locally.

All support services for victims are for adults, young people and children and support is provided for CSE. Although there is this support available across North Yorkshire, Craven had been identified as requiring greater awareness raising and preventative work than other areas of the county. The combination of local knowledge and the community fund allows the broader commissioned service to be supported by smaller tailored projects in specific areas. This delivers flexible approach to putting victims and those in need at the forefront of service provision, which can be very specific to local requirements.

Following a successful time limited pilot of **The Children's Society Hand in Hand Project** in Craven, the service was rolled out across North Yorkshire. The service provides Targeted Child Sexual Exploitation (CSE) Service for young people who are experiencing or are at risk of CSE. Dedicated specialist workers provide direct 1to1 support to enable them to recognise themselves as victims,

increase their resilience and make informed choices to lower their risk and/or prevent escalation. The Service is available to all genders, and across the full Risk spectrum in different areas (i.e. Standard, Medium and High Risk as identified through the Bedfordshire Risk Assessment Toolkit).

Additionally, the **Parents Liaison (CSE) Service** provides a dedicated **Parents Against Child Sexual Exploitation (PACE) Parent Liaison Officer** to deliver intensive support to parents and families affected by CSE; plus, awareness raising sessions to non-affected parents and local practitioners on the benefits and methods of engaging parents and families whose children are victims of CSE within any investigative or case management processes. Priority will be given to those parents and families whose children are being supported by either the Hand in Hand Project as above.

Case Management Platform

Given the number of services available to victims and other vulnerable groups in North Yorkshire, it has been difficult to build a full picture of all the services individual victims are accessing at any one point. To that end a cloud based Multi-Agency **Case Management Platform (CMP)** is now being sought, to more efficiently and effectively manage the cope and recovery journey from referral, through cope and recovery to exit across, often, more than one service; with the ability to be able to view the full end to end victim journey through support services. The benefits of locally commissioned services have been evidenced throughout this timeline of the service to victims, and bringing in a CMP to draw these commissioned services together will increase the both the quality of service, referral pathways, and also create further opportunities for data analysis and better contract management, to ensure continuous service improvement and improved outcomes for victims.

The CMP will also link the Community Safety Hubs across North Yorkshire for cases relating to ASB and PSW. This joining up of victim services and Community Safety Hubs will encourage more proactive partnership working in communities to enable increased multi-agency intervention and impact on the reduction of repeat incidents helping local communities.

Stage 5 – Three Years On

Summary

This section details the developments in provision for victims in North Yorkshire between 2016/17 and 2019/20.

Supporting Victims Team

In October 2018 the Commissioning and Partnerships Team successfully purchased a Case Management System (Orcuma) and began the roll out to our commissioned services, starting with SVT, IVA and Counselling in November 2018, with the remaining services following shortly afterwards. This has enabled all our commissioned services to have live time information on their current caseload, and the Commissioning and Partnerships Managers to accurately and effectively performance manage the quality of victim services, including the monitoring of KPIs, thereby providing much greater control for commissioners.

In April 2017 SVT became a reporting centre for hate crime following the termination of the contract with Stop Hate UK. We have recently seen increased activity on the Supporting Victims Website Hate Crime reporting form.

Additionally, SVT worked hard to establish a relationship with Action Fraud and the NYP Financial Investigations Team as well as Trading Standards in both North Yorkshire County Council and City of York Council in order to better support victims of fraud locally.

In June 2019 the service TUPE'd the Restorative Justice Victim Care Coordinator from Remedi (provider of Restorative Justice services from 2015 to 2019) to SVT in order to embed restorative justice within the service offer and provide an internal link with the new restorative justice provider Restorative Solutions (2019-2022).

In summer 2018 SVT trialled the initial assessment and referral of domestic abuse victims by employing two part-time Victim Care Coordinators. This followed discussions with the NYP Safeguarding Team who were suffering resource issues. After just over a year this was reviewed and it became clear that, although the service was able to support medium and high risk victims effectively, there was little capacity left to support standard risk victims and there was duplication in terms of various interactions with victims from Domestic Abuse Officers, SVT and the IDAS Hub which was unnecessary and confusing for victims. In 2019, whilst SVT was experiencing resource issues, the decision was taken to streamline the route for medium and risk DA victims directly to IDAS. SVT continued to support standard risk victims right up to July 2020. Following an increase in general crime through the COVID-19 pandemic, MoJ emergency funding was used to enable Victim Support, who provide the Independent Victim Advisor Service, to take on initial assessment and referral of standard risk victims. This is a temporary measure until a long term solution can be agreed upon.

This a good example of how having an in-house service for victims allows the team to respond quickly to changing environment, both in response to changes within the Force and to external factors such as the COVID-19 pandemic. In March 2020 the entire team was able to operate the service from home. Despite some initial technical teething issues, with has proved successful and has ensured that victims continued to receive support throughout the pandemic thus far.

Domestic Abuse

In the run-up to the end of the existing domestic and sexual abuse service contracts in March 2018, a full re-procurement exercise took place. This exercise identified growing capacity pressures on commissioned service providers as a result of a significant uplift in referrals during the previous years, the majority of which were standard risk DA referrals. Furthermore, it was established that these capacity concerns also existed across services commissioned by the local authorities. Providers were not specifically commissioned to support standard risk DA victims in the vast majority of areas and, even where services were available to all risk levels, they prioritised medium and high risk referrals. The Commissioning and Partnerships Team commenced discussions with both Community Safety leads in light of this information to try to identify the most effective way of moving forward, including revisiting budget allocations to ensure that collectively we were not putting existing or future victims services under further capacity pressure, or potentially 'double funding' cohorts in some instances.

As a result of these discussions, the Joint Commissioning Sub-Group of the DAJCG was established in 2016/17 to facilitate the joint commissioning of all DA victims and perpetrator services using existing commissioning budgets and funding streams. This moved us away from year on year funding of smaller individual contracts to create a more sustainable, multi-agency approach through pooled budgets and shared outcomes to procure a truly holistic package of support services on an unprecedented scale for all victims, survivors and perpetrators of domestic abuse throughout North Yorkshire and the City of York. The Joint Commissioning Group is chaired by an OPFCC Commissioning & Partnerships Manager and includes representatives from North Yorkshire Police Safeguarding Unit; National Probation Services; and Community Safety, Public Health, Adults Services, Youth Offending/Justice and Children and Families Services within North Yorkshire County Council and City of York Council.

The Joint Commissioning Group produced a holistic Joint Needs and Demand Assessment of Domestic Abuse, led by the OPFCC, to provide a more comprehensive overview of current and ongoing need and demand in respect of domestic abuse and other interdependent needs, and improve the overall shared local evidence base. This was informed by:

- mapping and analysis of local need and demand through collation of all available data, existing analysis and other relevant information sources;
- mapping, review and analysis of all current domestic abuse service provision, including non-commissioned services where possible plus other specialist services such as substance misuse services and/or more generic services providing support around welfare, legal, financial, immigration/asylum and/or housing issue;
- cost analysis of services commissioned by the OPFCC and local authorities;
- consideration of overlapping issues such as Domestic Homicide Reviews and Serious Case Reviews;
- consideration of protected characteristics and equality impact assessment;
- qualitative data from service user and provider feedback; and
- research into local, regional and national best practice.

The assessment demonstrated that, whilst there was significant investment by local commissioners, there were also some areas of overlap and gaps in current service provision. It also became apparent that, due to different referral criteria/pathways and performance monitoring

arrangements, it was difficult to compare the effectiveness of these services due to differing priorities and desired outcomes of the commissioning and funding organisations. As a result, a single shared Performance and Outcomes Monitoring Framework was agreed to enable commissioners to improve the quality of monitoring and recording of measurable outcomes and impact achieved through support services.

Commissioners also highlighted the need to use similar levels of funding, or achieve cost savings through potential budget reductions, whilst still effectively providing support to increasing numbers of those who report domestic abuse. Working in partnership to obtain the full understanding of the domestic abuse picture in North Yorkshire enabled commissioners to ensure:

- interventions and commissioning decisions were informed by robust evidence to identify the most effective support services and interventions and make best use of available resources;
- sufficient services exist for all demographics, and no one is turned away from accessing critical support services appropriate to their situation; and
- in addition to support for victims and survivors, perpetrators and potential perpetrators are prevented from (re)offending, through specific and targeted intervention projects.

A Collaborative Commissioning Agreement was adopted in August 2018 which not only set out each partner’s role and responsibilities but also facilitated a joint procurement process through open competitive Invitations to Tender, with agreement for the OPFCC to act as Lead Commissioner. The following three services were commissioned:

1. **Victim Community-Based Support Services** for all victims and survivors of domestic abuse regardless of gender or sexual orientation. This is delivered by IDAS who provide triage; immediate advice; support and safety planning; medium to long-term 1 to 1 emotional and practical support, including support through any police investigations and/or court proceedings; target hardening where necessary to help victims remain safely within their own homes; and supported group work and peer support networks. The following table demonstrates the added value and simplification of service provision compared to the previous commissioned services:

Service	Standard Risk	Medium Risk	High Risk	Self-Referrals	Delivery Area	New Engaged Victims p/a
New Service	Yes	Yes	Yes	Yes	All	3,583
Previous Commissioned Services Provision						2,223
Early Intervention	Police Only	Yes	Yes	No	All	202
IDVA	Yes	Yes	Yes	Yes	All	723
Outreach – NYCC	No	Yes	Yes	Yes	County	685
Outreach - CYC	Yes	Yes	Yes	Yes	York	423

2. **Adult Perpetrators of Domestic Abuse Support Services** for anyone aged 16 years and over regardless of gender or sexual orientation who is a low risk perpetrator of domestic

abuse and who wishes to voluntarily address their abusive behaviour through 1 to 1 motivational interventions; tailored perpetrator programmes, including both 1 to 1 and group delivery options; support to address wider needs such as housing, finance, substance misuse and mental health through onward referrals and/or liaison with other support services as appropriate; and emergency, temporary accommodation where required. The following table again demonstrates the added value of this service offer in comparison to the previous commissioned services:

3. **Young Perpetrators of Domestic Abuse Support Services** for young people regardless of gender or sexual orientation aged 10 to 16 years who are demonstrating abusive behaviour towards their family members and/or within intimate relationships with other young people.

This has vastly improved the way domestic abuse services are commissioned and delivered. By bringing partners together, we have been able to gain an holistic picture of domestic abuse in North Yorkshire and pool funding to create a service that is not only more cost-effective, but also provides greater consistency of service across the county and a simpler process for victims and survivors to navigate. Being able to consider victims services alongside perpetrator services enables us to not only support those who have been victims, but also to reduce the likelihood of further victimisation either for existing victims or future partners. This will reduce demand on policing and criminal justice services, and other related statutory services such as health, housing, children and families' services and wider social care.

Sexual Abuse Services

A co-commissioning process which began in 2014 led to the current collaborative arrangement in Yorkshire and the Humber (YaTH) which resulted in a single Adult SARC service being delivered across the region. The contract was awarded to Mountain Healthcare Ltd and commenced on 1st April 2016. Prior to 2016 each of the YaTH Forces had its own SARC arrangements. The current arrangement promotes a consistent quality service for victims/services focused on their immediate health needs regardless of their location. Each police force area retains its own Adult SARC premises from which the single service is delivered. The current arrangement is co-commissioned by the Humberside PCC, NHS England, North Yorkshire PFCC, South Yorkshire PCC and West Yorkshire PCC, with South Yorkshire PCC acting as contract holder due to the SYPC being responsible for Regional Procurement. There are various benefits to the combined service offer including:

- Sharing of good practice across the region and development of a high-quality integrated service leading to nationally highly regarded service which will meet national benchmarking and quality assurance tests e.g. CQC/HMICFRS;
- Consistent quality service for victims/survivors focussed on their immediate health needs regardless of resident postcode within YaTH and choice for those who may prefer to go to a facility outside their home area;
- Resilience, when demand for service is high in one area and/or when there are issues with particular premises;
- Easier to deal with cross boundary demands between PCC/Police areas e.g. arising from crime committed in one area but victim/survivor resident in another or when Criminal Justice processes cut across PCC/Police areas;

- Specialist expensive expertise and equipment can be shared across more than one SARC e.g. engagement with BAME communities, working with young people 16 – 18 years and mobile colposcope;
- More PCC/Police influence over strategic developments at a national level e.g. development of SARCIPS, and overall NHS and national government strategic thinking;
- In the context of a limited market of providers, it gives the commissioning of this service more impact, influence and leverage with current and potential future providers e.g. smaller forces might struggle to attract bidders in restricted market; and
- More efficient, cost-effective and high quality commissioning process and contract monitoring by sharing associated costs.

Various amendments were made to the Adult SARC service at Bridge House in York in November 2019 following the CQC issuing a Section 31 Urgent Notice of (Closure) Decision. The benefits of the YatH regional model were shown during this time as, although Bridge House is the only SARC premises located within North Yorkshire, any victims from North Yorkshire were able to be seen at any of the three other SARC sites across Yorkshire and Humberside.

IDAS were re-commissioned in 2018 to deliver the new ISVA Support Services for a period of 4 years, with an extension option of one year. This included delivery of a 12 month specialist ISVA support provision pilot detailed below.

In 2017 we were successful in securing funding through the Home Office Violence Against Women and Girls (VAWG) Transformation Fund to improve the overall experiences of victims and survivors of all forms of sexual violence accessing the range of support services available to them. Although the project aimed to improve experiences of everyone accessing support services, it targeted those victims and survivors with more specific needs, with longer term objectives to increase the numbers of those reporting both recent and non-recent incidents; improve the quality and accessibility of immediate support to enable them to receive the right support at an earlier stage; gather better and more readily available evidence to support any criminal proceedings where applicable, and offering longer term support in a timely manner. The OPFCC match-funded this project to enable a fully holistic approach.

One priority for the funding was an immediate improvements to the services focusing on improving access and experience of using the Adult Sexual Assault Referral Centre (SARC) for Crisis Support and/or Forensic Medical Services. Funding from the OPFCC allowed the purchase of a portable colposcope for use throughout the Yorkshire and Humberside region, thereby increasing the options for where Forensic Medical Examinations may take place. It also allowed for the creation of a dedicated pre-examination forensic waiting room and extensive refurbishment of the North Yorkshire SARC premises at Bridge House in 2017.

Leading sexual violence experts, Lime Culture, were commissioned to conduct an independent evaluation of current service provision in the latter half of 2017/18, including a future options appraisal of the North Yorkshire SARC physical premises and review of ISVA service provision. This provided a more robust and comprehensive evidence base for future commissioning, recognising the important of distinguishing between different types of abuse and developing a more joined up approach to immediate and longer term support services such as ISVA and counselling services.

One of the results of this evaluation, using Home Office VAWG funding, was a 12 month pilot delivered in 2019/20 of dedicated and specialist ISVA support provision to support those with more specific needs including male victims, those with mental health needs, young people (particularly teenagers aged 13+), and adults with learning disabilities and/or difficulties. This pilot was part of the full re-commissioning of the whole ISVA service provision, and was jointly commissioned with North Yorkshire County Council and City of York Council as part of a full open competitive procurement process. The pilot was evaluated by Lime Culture and was shown to have achieved:

- Significant improvements to accurate recording the age of child clients – these were previously recorded under parent details so it was not possible to provide accurate demographic breakdown
- Sexual orientation is now included within assessments and recorded where disclosed
- Significant improvements to accurate recording of disability status, as a result of management encouraging and supporting staff to ask specific assessment questions and not make assumptions

As part of the independent evaluation, Lime Culture also considered any improvements to the the Child Sexual Assault Assessment Services (CSAAS) alongside adult services and premises funded by the OPFCC. The following actions took place as a result of their recommendations:

- 7 ISVAs completed the nationally accredited ISVA Core Development Programme and the Lime Culture ISVA Advanced Development Programmes in respect of working with those with specific needs including male victims, those with mental health needs, young people, and adults with learning disabilities/difficulties.
- Development of a new IDAS webpage for victims of sexual violence
- Clear operational practices put in place by IDAS to ensure that both the ISVA and DA services operate as distinct services, whilst also benefiting from internal organisation partnership working where sexual abuse is experienced within domestic relationships
- Monitoring arrangements put in place to ensure no waiting list to access support locally through the ISVA service
- The nationally recognised Safety and Support (SAS) assessment is now used by IDAS to allow ISVAs to identify appropriate interventions, develop a tailored support plan and exit planning.
- New '7-session' support plan developed by IDAS for clients who are not going through the criminal justice process, which allows for these clients to be effectively supported but with a clear exit strategy put in place.
- Sexual Violence Peer Support Group and Recovery Groups established by IDAS to support clients to move on and exit from the main service at an appropriate time, including 2 focussed groups held in December 2019 for parents of young people who are victims of sexual violence and the other for all adult survivors of sexual abuse regardless of gender.
- Pilot of ISVA Men's WhatsApp text-only support line launched in November, which reached over 2000 people on social media in first week
- A Multi-agency Strategic Sexual Abuse Steering Group was established in 2019 and chaired by the OPFCC's Commissioning & Partnerships Manager; this group agreed initially to replicate the successful structures and processes of the DAJCG arrangements and has begun work on a Joint Strategic Needs Assessment to identify strategic priorities and

consideration of opportunities to delivery joint training to ensure consistency; also exploring opportunities to ensure effective joint working with Local Criminal Justice Partnership

- ISVA provider represented on CPS Sexual Violence Scrutiny Panel and newly established North Yorkshire Rape Scrutiny Panel as well as the Strategic Sexual Abuse Steering Group
- Reinstated Operational SARC meetings locally
- Open days held bi-annually for local professionals to visit and find out more about the Adult SARC Services
- From 1st April 2018, a Weekend and Bank Holiday CSAAS has been agreed by Commissioners for Acute cases as above – the service is accessible through a single contact number, and a clear care pathway has been agreed to ensure that the child / young person receive the best care possible
- Regular Regional Peer Reviews of CSAAS cases are now held alongside local Peer Review meetings
- Adult SARC and CSAAS Performance Reporting now includes ISVA referrals made to enable cross-referencing with ISVA Performance data and ensure all appropriate cases are being referred for support in a timely manner
- Monthly meetings now held between MHC & IDAS to review cases and ensuring cases are referred following 6-week follow-up

York Teaching Hospital NHS Foundation Trust (“York Trust”) was jointly commissioned by NHS England (Lead Commissioner) and the OPFCC to deliver CSAAS provision in North Yorkshire from 2015. Prior to this there was an informal arrangement in place with York Trust based on a £2,000 per case payment for any Forensic Medical Examinations required. Due to constraints of appropriately trained and experienced paediatricians within York Trust this Acute element of the service could only be delivered through 4-hour daytime clinics, Monday to Friday, excluding bank holidays. Therefore, a formal regional arrangement was agreed from the 1st April 2018 for any child from North Yorkshire or Humberside who required an urgent (Acute) examination over weekends and bank holidays to be seen at the Hazlehurst Centre in West Yorkshire or Sheffield Children’s Hospital in South Yorkshire. Mountain Healthcare Ltd coordinates this weekend and bank holiday service provision, responding to any enquiries out of hours and providing immediate telephone advice, as well as arranging any examinations deemed clinically appropriate following a multi-agency discussion.

The CQC carried out an announced inspection of the CSAAS delivered by York Trust on 18th and 19th February 2020; York Trust informed us of this planned inspection on 4th February 2020. Neither OPFCC nor NHSE representatives were directly involved in this inspection or subsequent feedback sessions, and York Trust refused to provide copies of the interim or final CQC report before publication. On the morning of Monday 24th February 2020 York Trust informed NHSE that the CQC were issuing a Section 31 Urgent Notice of (Closure) Decision prohibiting them from conducting any (Acute) Forensic Medical Examinations from 9pm on Friday 21st February. An emergency interim service provision was agreed that same day between the commissioners (including the PCC for West Yorkshire) for MHL to see Acute cases aged 12 years & under at the Hazlehurst Centre in West Yorkshire and young people aged 13 years or over would be seen within the existing Adult SARC service at Bridge House in York.

On 18th March 2020, York Trust gave formal notice under contract to NHSE that they would no longer provide any CSAAS provision from 31st March 2020 due to staffing shortages and other COVID-19 related risks at that time. To ensure continuation of a full CSAAS provision for North Yorkshire, commissioners agreed with MHL to initially provide a fortnightly clinic for pre-booked non-recent cases at Bridge House in York commencing Friday 1st April 2020. However, due to unresolved York Trust staffing and TUPE considerations, York Trust was granted a 1-month contract extension to continue to provide Non-acute medicals until 30th April 2020. Benefits of the new CSAAS service offer include:

- **Increased staffing and service resilience.** Under the previous arrangements, York Trust consistently failed to meet the 90% Rota Coverage KPI. Mountain Healthcare Ltd have a regional pool of appropriately qualified and experienced paediatricians which has ensured that they can fully staff all weekly clinics in North Yorkshire and provide ongoing resilience, even in the current pandemic. In addition, specialist Paediatric Crisis Workers are available 7 days per week, alongside dedicated case management support.
- **Maintaining professional competencies.** The relatively low numbers of Forensic Medical Examinations required in North Yorkshire has meant the paediatricians employed by York Trust found it difficult to demonstrate sufficient experience to maintain competency as per the FFLM Guidelines. MHL's pool of paediatricians work regionally and even nationally in some cases to ensure they are able to complete the minimum recommended number of Forensic Medical Examinations to maintain their competency.
- **Increased Accessibility and Service Reach:** Despite moving to a weekly clinic for children aged 12 years or under, because this clinic is delivered over a full 8-hour day in addition to the 7-day service available to young people aged 13 years and over, the total number of hours of service delivery has more than trebled from 19 to 64 hours per week. Moving forward MHL will explore different locations for 'satellite' non-recent clinics throughout North Yorkshire to be more accessible for families in the outlying Districts such as Richmondshire, Ryedale and Craven where CSAAS engagement to date is quite low; this work is currently on hold due to current COVID-19 pandemic.

Agreement has recently been reached to re-commission an all-age SARC service for the Yath region from 2023.

Independent Victim Advisor Service

There have been no major change to the IVA service in the past three years. The contract was awarded to Victim Support in 2017 for a period of 2 years with the opportunity to extend for 1 year plus 1 year. The service will be due for re-tender in the coming year. Since its inception in October 2015 the service has become increasingly professionalised, having developed an Open College Level 3 qualification specifically tailored to the IVA role, which all the North Yorkshire IVAs are enrolled on at present. The service is increasingly focussed on upskilling its staff in specific areas which in the last two years have included stalking fraud and, more recently, domestic abuse.

Counselling

The Counselling/Talking Therapy Service, which has been in place since 2014, was re-tendered in 2018 with the contract awarded to two providers – Aegis CIC and Community Counselling (North Yorkshire) Limited. In March 2019, Aegis gave formal notification of their withdrawal from the

contract. In order to minimise disruption to service delivery to victims of crime in affected areas, following advice from regional procurement, a single tender action exercise took place, with the contract awarded to Survive. Community Counselling provide the countywide service for young victims of crime and the adult victim contract in Scarborough and Ryedale, whilst Survive provides adult services in all other areas.

In October 2017, counselling providers were able to access the Case Management System (Orcuma) described above, enabling effective case and performance management across the service and a swifter referral process across commissioned services.

The impact of COVID-19 has provided the opportunity for both providers to develop alternative counselling options, namely telephone and online counselling, and positive feedback from victims has been received by both services. As such, a blended model of delivery will be maintained in future.

Restorative Justice

The Restorative Justice Service, originally provided by Remedi since October 2015, was re-tendered in 2018. The contract was awarded to Restorative Solutions who commenced delivery of the service in June 2019. Despite a slow start and the impact of COVID-19 in terms of access to offenders, the service is exploring every avenue of develop and the culture in terms of embracing restorative justice across partners is improving.

Hand in Hand

From July 2016 to June 2019 The Children's Society delivered the Hand in Hand service to provide targeted Child Sexual Exploitation (CSE) support to those experiencing and those at risk of CSE, including online exploitation. The service was delivered on a county-wide basis to young people deemed to be at a standard level of risk and, in the Hambleton, Richmondshire and Craven districts, the service was also offered to those deemed to be at a medium and high level of risk. In early 2019, the OPFCC issued an Invitation to Tender for the provision of Support Services for Vulnerable & Exploited Young People in North Yorkshire and the City of York. Following an open and competitive procurement exercise, The Children's Society were awarded the new contract which began on the 1st July 2019. The new service offers support to young people at risk of, or suffering from *all forms* of exploitation, not just CSE, in addition to those young people who frequently go missing from home.

PACE

In 2016 the OPFCC commissioned a provider to deliver specialist support for parents and/or guardians of young people at risk or involved in CSE throughout North Yorkshire and the City of York, to start from January 2017. The service provided one to one support for parents through a dedicated Parent Liaison Officer. The Service Level Agreement for this service expired in June 2019 so the PFCC issued an Invitation to Tender for the provision of Support Services for Parents of Vulnerable & Exploited Young People in North Yorkshire and the City of York. Following an open and competitive procurement exercise, PACE were awarded the new contract which began on the 1st July 2019.. The new PLO service offers support to parents of young people at risk of, or suffering from *all forms* of exploitation, not just CSE, in addition to those young people who frequently go missing from home.

Stage 6 – Planning for the Future

Summary

When a version of this report was first produced in 2017, several aims for future commissioning were presented. Several of these aims have been achieved, including joint commissioning of domestic and sexual abuse services and Independent Victim Advisors

One ambition that has not yet been achieved has been to combine the witness services delivered by North Yorkshire Police and the Supporting Victims Team to provide a continuous single point of contact throughout the journey including the criminal justice process for both victims and witnesses. There are already combined Witness and Victim Care Units operating in Cambridgeshire and Warwickshire, we are learning from the work they carried out to bring the services together. This is important for victims to ensure they have a consistent named source of support. This has not yet been achieved despite attempts to do so, although the teams are co-located which facilitates communication.

Planned Changes/Additions to Current Provision

Young People Demonstrating Abusive Behaviour

The PFCC has allocated up to £75,000 to expand the current support offer to address young people displaying more high risk abusive behaviours within the home through development of multi-agency delivery including the national Respect Service, IDAS and the Youth Justice Services in North Yorkshire and the City of York. This enhanced service offer aims to increase the number of young people and their families receiving support in a more timely manner to prevent abusive behaviours escalating to the point of serious injury.

Children and Young People Affected by Domestic Abuse

Work has recently commenced towards jointly commissioned support services for children and young people affected by living in households where domestic abuse occurs, initially by developing and increasing the local evidence base to better understand the needs of children and young people indirectly affected by domestic abuse, and identifying effective interventions and support services. The OPFCC has allocated up to £300k over the next three years to develop and test a new delivery model of support.

Future Commissioning Interest

On the whole for North Yorkshire there is great appetite to commission all of the support services for victims and witnesses at a local level. Having all the services commissioned and contract managed by one team will allow for a more joined up and efficient experience for victims and witnesses. All the services being commissioned locally will allow the customer journey to be more streamlined and easier to navigate, as highlighted in the original VNA.

In North Yorkshire we have created a single point of access to the support services for victims of crime, making it clearer for both the customer accessing the service and practitioners involved in delivering support to the individual. This ensures that everyone affected by a crime or incident is offered appropriate and timely help. In North Yorkshire we would welcome being able to expand our existing arrangements to those victims and witnesses currently eligible for support under

national services. This will ensure all local victims and witnesses that need support can utilise our single point of contact under one brand, Supporting Victims.

The current Supporting Victims referral service and the specialist commissioned services that sit alongside this have already provided appropriate support for victims of terrorism, families bereaved by homicide, and female and male victims of rape and sexual violence. An example of this is where our existing support services have been advertised through social media following terror attacks to offer counselling for child and adult victims.

Since the last report in 2017 attempts have been made to move towards devolution, but work is still needed in these areas, or they have since been identified as not a priority for devolution:

Adult victims of modern slavery/Victims of terrorism

As a lot of services are concentrated in more urban areas, where there is a higher density of demand, rural areas often lose out. Being able to tailor the services available in North Yorkshire through the single point of contact and onto specialist commissioned services providing more diverse provision will ensure that our residents always have access to the support they need. This will ensure that services are reaching victims in rural and often isolated areas. Victims of Modern Slavery continue to be referred via the National Referral Mechanism and, if accepted as a modern slavery victim, will be supported through the Salvation Army. Despite numerous attempts to link step down pathways with the Salvation Army and the Supporting Victims Team, this remains an ongoing goal.

Families bereaved by homicide and road traffic accident

We already provide support to these victims if the road traffic accident is recorded as a crime and we also signpost to Brake, the road safety charity. On the whole if somebody approaches Supporting Victims requiring support, we will do all that we can to ensure appropriate support is provided, through one of our specialist commissioned services or signposting to the necessary local services. We believe that the parameters here should be broadened to also include families of those suffering life changing injuries due to homicide and road traffic accidents. We also would welcome the freedom to be able to support families affected by other bereavements. One that is particularly relevant for York is those bereaved by river deaths, as we know families can struggle to get support.

Supporting families of offenders

The support network that a family provides could be the difference between the offender being rehabilitated in the community, or not reoffending. This could be either commissioned with the broader view of services locally or make use of local partnership to establish referral routes. Currently the provision is more ad hoc, for example, calling on the Major Incident Team at NYCC to support the families of the 'accused', and since the last report was written it is felt that no specific service is required.

Conclusion

This report highlights a number of positive outcomes from each stage of the development process for the local commissioning of victim services in North Yorkshire. In conclusion we have;

- A much better local understanding of need and demand, and robust contract management systems which respond to underperformance and enable us to challenge and support providers in a way we would be unable to achieve if services were nationally commissioned
- Services which reflect local knowledge, public need and demand and provide a bespoke, accessible North Yorkshire service for all victims of crime
- Evidence through locally commissioned analysis that has supported the creation and the continuous improvement and development of local services in North Yorkshire which would otherwise not have been possible
- Improved local partnership working, facilitating a more joined up approach to maximise efficiency and effectiveness of a range of available services thereby reducing repeat victimisation and silo working
- Supported a greater number of victims through locally commissioned service since April 2015 than ever before
- Commissioned a range of wider follow-on services outside of MoJ funding that is in support of local need and demand, evidenced through local knowledge of need and demand
- Improved the performance and quality of services to victims locally through our ability to control and own data to effect improved contract quality and performance, ultimately improving impact and outcomes for victims across the full victim journey
- An understanding of how we can best approach future need and demand to design commissioning solutions in the longer term that look to reduce future demand across statutory agencies
- Started the process of commissioning a suitable Multi-Agency Cloud Based Case Management Platform to maximise efficiencies across the whole victim journey

Moving the commissioning of victim services back to a nationally commissioned model, would potentially disrupt progress made thus far at a local level in knowing and understanding the needs of victims on the ground; as demonstrated above. It may also have a negative impact on services available to victims, particularly in North Yorkshire where the breadth and depth of the service offer is increasing month on month. Partnership working would also be impacted and relationships and joint commissioning strategies that have taken some time to develop would be lost.

Local Commissioning has improved services for victims in North Yorkshire and we hope to continue on this successful journey for the foreseeable future.