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| POLICE AND CRIME COMMISSIONER FOR LEICESTERSHIRE**PAPER MARKED**G |
| JOINT AUDIT, RISK AND ASSURANCE PANEL |

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| Report of | OFFICE OF POLICE AND CRIME COMMISSIONER  |
| Subject | PARTNERSHIPS AND COMMISSIONING UPDATE |
| Date | **TUESDAY 5TH July 2016 – 1:00PM** |
| Authors  | PARTNERSHIPS MANAGER AND COMMISSIONING MANAGER |

### Purpose of Report

1. This report outlines progress in relation to partnerships and commissioning since the last report to the Panel in February 2016. It provides an update to the Panel on the OPCC commissioning activity highlighted in that report, together with the Partnerships Audit and Strategic Partnership Board (SPB) developments.

**Recommendation**

1. The Panel are recommended to discuss and note the contents of the report.

**Partnerships Audit**

1. An internal audit of Partnerships was undertaken by Mazars LLP in December 2015. This audit was undertaken as part of the approved internal audit periodic plan for 2015/16 and was designed to assess the controls in place to effectively manage the strategic partnership. The JARAP is aware that the audit resulted in a **satisfactory** assurance rating.
2. Five recommendations were made, of which three were graded as moderate risk and two as housekeeping. All five of the recommendations were accepted and management actions, owners and timescales were agreed in order to implement them.
3. Progress is being achieved against all five of the recommendations. The Panel considers the report and recommendations in the Internal Audit Tracking report tabled elsewhere on the agenda.

**Partnerships**

1. During 2015-16, the Strategic Partnership Board’s work focused on six strategic areas:
* In support of victims and witnesses, governance arrangements for Domestic Assault and Sexual Violence groups across LLR were reviewed and the governance structure under the Victims & Witnesses Partnership Assurance Group was agreed to improve strategic coordination.
* In relation to mental health, the membership and Terms of Reference of the Mental Health Partnership Group were reviewed and refreshed in order to ensure the Group’s focus going forward remains aligned on criminal justice priorities, and links with Integrated Offender Management (IOM) and Multi-Agency Public Protection Arrangements (MAPPA) were established.
* The focus of the work of the Managing Demand for Better Outcomes work-stream has been the development of a multi-agency tactical group to identify, compare and analyse a small cohort of individuals presenting with frequent needs to a range of services, with partnership problem-solving discussions to identify the most appropriate response and support.
* To provide a strategic overview of performance against the Strategic Partnership Board’s priorities, the Strategic Partnership Performance Group has been established and a timeline for the production of a performance framework reporting on outcomes against the various themes has been agreed. The SPB’s sub-groups have commenced the process of performance self-evaluation with the support of the Strategic Partnership Performance Group.
* Links with Education have been developed and work to engage with schools across LLR in relation to a preventative agenda across child sexual exploitation (CSE), counter-terrorism, and cyber-crime is being taken forward through the appropriate sub-groups.
* A short, focussed piece of work was undertaken through the Information Sharing Task & Finish Group to examine current approaches to and best practices with respect to Information Sharing amongst the SPB partners, to facilitate better the delivery of the PCC priorities, particularly with the increasing focus on early intervention and tackling demand across the Force. The issue was raised initially by Health Partners, particularly those working within the field of Mental Health, but was endorsed by other Partners. At the same time the SPB requested work be carried out on this matter and the two requests were determined to be undertaken together by a Task and Finish Group of the SPB Executive. The Group reported a number of recommendations across operational, governance and strategic areas, in order to add value to existing and emerging processes and systems across the partnership. These recommendations were endorsed by the SPB Executive and implementation will be taken forward through existing bodies.
1. There have been a number of significant developments of the Strategic Partnership recently, including:
* Strategic Partnership Board Priorities for 2016-17 – To support the identification of priorities for the Strategic Partnership Board (SPB) for 2016/17, strategic priorities at a national, regional, and local level were identified from a number of sources (including consultation with partners). As a result of this analysis the following priorities have been proposed for 2016/17:
* Counter Terrorism
* Cyber Crime
* Child Sexual Exploitation and Abuse
* Serious and Organised Crime
* Domestic Abuse and Sexual Violence
* Managing and reducing demand
* Supporting the most vulnerable
* Tackling hate

Papers have been submitted to the Strategic Partnership Board that outline each of the priority areas and propose a set of partnership objectives. These objectives will make up the Strategic Partnership Board Workplan for 2016/17 and be co-ordinated by the SPB Executive.

* Serious and Organised Crime Board –Following the decision of the Strategic Partnership Board, the Strategic Partnership Board Executive now acts as the LLR Serious and Organised Crime Board overseeing the response to the Home Office’s Serious & Organised Crime Strategy that identifies the need for local partnerships to be in place to tackle Serious and Organised Crime (SOC). The process agreed by the Strategic Partnership Board is that the Executive receives reports and updates from each of the areas of the SOC local profile and in relation to the actual Organised Crime Groups management. The new process has been implemented with updates being provided in relation to the crime profile areas by the LSCB CSE, Missing & Trafficking sub group, the Prevent Steering Group, GAIN, the Cyber Crime Partnership Group and the Organised Crime Group Management (OCGM) meeting. The formats of the updates are being developed and a structure is being trialled that focusses on the 4 Ps of the National Strategy, namely Pursue, Prevent, Protect and Prepare. The aim is that all of the Serious and Organised Crime Board’s sub-groups will provide this new format and work is continuing to ensure that these cover all the areas identified by the SOC local crime profile. Three cross-cutting themes have been identified: CCTV, ANPR, and data collection, and work is commencing to map these capabilities across LLR.
* Cyber Crime Partnership Group – To ensure that cyber-crime (as a proposed SPB priority and identified local SOC threat) is covered appropriately, the LLR Cyber Crime Partnership Group has been established through expansion of partnership participation in the existing local Cyber Crime Control Strategy Group. Representatives from key partners have been identified to join the Group to ensure that a diverse range of expertise is represented. A Cyber Crime Control Strategy and Partnership Cyber Crime Control Plan are in place with key priorities and actions identified under the Home Office’s 4Ps framework. The inaugural meeting of the LLR Cyber Crime Partnership Group took place in late June.

**Commissioning**

1. The previous Partnerships and Commissioning report to JARAP in February 2016 set out the refreshed Commissioning Framework for 2016/17 and shared with JARAP the developing approach towards quality assurance. The areas highlighted in that report to be progressed are as follows:
* A Quality Assurance Framework
* A contract creation/implementation process
* An improved risk based approach to contract management
1. Improved quality assurance measures

A quality assurance framework (QAF) for commissioned provision has now been fully developed. This stratifies all existing contracts which enables those contracts that require intensive quality assurance to be prioritised and understand which contracts can have less scrutiny. The OPCC contracts are stratified as per table 1 below and each level has a different approach to quality assurance with increased frequency of checks and a higher burden of evidence for the higher levels.

**Table 1.**

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| **Risk/ opportunity level** | **No. of services** |
| **Low** | 8 |
| **Medium** | 17 |
| **Medium/High** | 4 |
| **High** | 2 |
| **Total** | **31** |

1. An improved risk based approach to contract management has also been developed which will be implemented with quarter 1 monitoring for 2016/17 (which is due shortly). This moves from a 3 tiered RAG system to a 5 tiered RAG system which will better identify in an open and transparent manner those contracts which require some additional scrutiny and pressure to ensure that performance is satisfactory.
2. Quarterly commissioning reports are provided for the OPCC senior management team which allow them to have an oversight of the commissioning portfolio and to support in holding poor performing contracts to account.
3. In addition to the above, a commissioning pipeline document has been developed (in response to the need for a contract creation/implementation process) which is shared with key internal stakeholders (legal, data protection, procurement etc.) to alert them to any up and coming commissioning work that they may need to feed into. This allows them to give comment at the earliest stages of the commissioning cycle and plan resources accordingly.
4. New and expected commissioned provision

With a new PCC in Lord Bach, there is naturally a pause in commissioning as the Police and Crime plan is prepared to reflect his priorities. However, there is some provision which has commenced (or commenced implementation) since the last JARAP report in February under the former PCC:

* Domestic Violence 360 Support – This contract commenced on the 1st April 2016 and puts the former pilot (Project 360) on a firmer footing, extending the service to 100% of eligible victims[[1]](#footnote-1) (repeat victims of DV as identified through police systems). The service is being provided by Living Without Abuse. The service will be providing quarterly monitoring so can be captured in future updates to the Panel.
* Substance Misuse Treatment Services – This service is currently in the final stages of implementation and will be operational by the time JARAP meets (the service commences on the 1st July 2016). The service is being provided by Turning Point across Leicester and Leicestershire (Rutland having entered into a separate contract with Turning Point for such provision). The service is split into two contracts (one held by the city council and one by the county council) which are governed by a partnership agreement between the funding parties.[[2]](#footnote-2) Strong performance monitoring and quality assurance measures are in place and quarterly partnership meetings will oversee both contracts. The service is expected to successfully commence on the 1st July.
1. Victim First performance

Victim First (the OPCC’s primary and largest contract) has now been delivering since October 2015. A Victim First update paper went to the Police and Crime Panel on the 22nd March 2016 and this is attached at appendix 1.

1. A resource and capacity review will be undertaken with Catch 22 (the provider) over the summer so as to further understand the resource required for this service now that it has bedded in (demand data having been limited prior to service commencement). The Panel will be updated on the review in their next update.

**Strategic Partnership Development Fund (SPDF)**

1. Proposals totalling £2m to the Strategic Partnership Development Fund (SPDF) for three innovative and transformational projects were formally agreed by the Strategic Partnership Board. Work to implement the CSE SPDF Project, the Braunstone Blues Project, and the Integrated Vulnerability Management Initiative is progressing and governance arrangements are being agreed. The Strategic Partnership Board Executive receives regular updates for each project and is overseeing links and potential interdependencies.
2. Building on the success of this work by partners, the former PCC transferred an additional £0.5m to the Fund to support proposals for partnerships responses from within three further priority areas:
* cyber-crime;
* counter-terrorism, extremism and radicalisation;
* drug and alcohol misuse, street drinking and other areas related to vulnerability to be identified by Strategic Partnership Board.

**Conclusion**

* A significant amount of work has been taken forward in respect of Partnerships since the last update to the JARAP in February 2016.
* The strategic partnership structure has been refreshed to reflect priorities. A number of new subgroups under the Strategic Partnership Board have been established or reconfigured in support of the SPB priorities.
* Effective and productive relationships with key partners and other stakeholders have been established or further developed in support of the strategic priorities set out in the Police and Crime Plan.
* Significant work has been undertaken within the commissioning team (including with partners) to improve quality assurance processes and ensure appropriate escalation routes exist. This work ensures that all contracts are managed in an appropriate and proportionate manner.
* Commissioning work has progressed in relation to areas of work approved under the former PCC and these are being effectively managed by the commissioning team
* The expansion of the SPDF is an exciting opportunity for further innovative partnership working and reports will be provided to JARAP in line with the annual plan as part of regular updates on commissioning and partnerships as this progresses.

**Implications**

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| Financial : | There are no financial implications associated with this report. |
| Legal :  | There are no legal implications associated with this report. |
| Equality Impact Assessment :  | There are no equality implications associated with this report. |
| Risks and Impact : | There are no significant implications associated with this report. |
| Link to Police and Crime Plan : | The work of the Strategic Partnership, and all commissioned provision, are fundamental parts of the delivery of the Police and Crime Plan. |
| Communications: | A Communications Strategy is in place for Victim First. |

**Appendices**

Appendix A

**Background Papers**

Internal Partnerships Audit Report December 2015

LLR SOC Local Crime Profile

**Persons to Contact**

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**APPENDIX A**

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| **POLICE & CRIME COMMISSIONER FOR LEICESTERSHIRE****PAPER MARKED****POLICE AND CRIME PANEL**  |

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| Report of | **POLICE AND CRIME COMMISSIONER**  |
| Date | **TUESDAY 22 MARCH 2016 – 1:00 p.m.** |
| Subject | **VICTIM FIRST UPDATE** |
| Author | **MR PAUL STOCK, CHIEF EXECUTIVE** |

**Purpose of Report**

1. This report updates the panel on the initial progress of the Victim First service.

**Recommendations**

1. The Panel are recommended to note the contents of the report.

**Background**

1. Responsibility for local victims and witnesses support services transferred to all Police and Crime Commissioners in March 2015. In anticipation of this, the Office of the Police and Crime Commissioner (OPCC) developed a new bespoke model “Victim First” for Leicester, Leicestershire and Rutland (LLR). This model was shared with the Panel in March 2015. The OPCC also issued a bridging contract to the incumbent provider (Victim Support) under the same terms as had been under the Ministry of Justice (MoJ) to allow time to procure against the Victim First model.
2. Following a formal procurement process Catch 22 were the successful bidder and worked closely with the OPCC to implement the service by 1st October 2015.
3. The Victim First service was then formally launched at the King Power Stadium on the 28th September 2015 with the majority of Panel members in attendance. In advance of this, the Panel were also updated by way on an urgent additional item at the September 2015 Panel meeting.
4. Some complementary support services were also commissioned under the Victim First model with Leicestershire Partnership Trust (LPT) delivering clinical mental health advice provision and 24/7 Locks providing target hardening services.
5. Victim First has now been in operation for 5 months and the first quarter monitoring information has been provided to the OPCC.

**Executive Summary**

1. Victim First has been operating successfully for 5 months now in meeting the needs of victims and witnesses. The headline figures for the first quarter (Oct-Dec 2015) are that 3,712 victims and witnesses have been dealt with by Victim First. This figure includes 242 self/other agency referrals with the rest (3,470) being direct referrals from the Police. Of this 3712, there are 156 victims who have progressed to a full needs assessment and the enhanced support to which this leads.
2. Victim First is further enhancing its outreach work to increase engagement across partner agencies and improvements are being made in relation to capturing the full journey and outcomes for victims.
3. The LPT Clinical Mental Health provision commenced in October and initial indications are that this is working well.
4. The target hardening service delivered by 24/7 Locks commenced on the 1st January 2016 and delivers target hardening to victims referred through both Victim First and the new United Against Violence and Abuse (UAVA) service for victims of sexual and domestic violence/abuse. Again, early indications are that this service is operating effectively in meeting the security needs of victims and witnesses.
5. The OPCC is already beginning to consider how it will go about reviewing the Victim First model with a view to provision from 1st October 2017 (when the current contract ends).

**Performance of Service**

1. With monitoring only available from the first quarter, a quantitative analysis (provided briefly in 8 above) does not properly reflect the quality of work being delivered by Victim First. The two short “case studies” below are, however, indicative of the very positive impact that the service is having on the lives of vulnerable victims and the significant outcomes being achieved:
* Victim First offered support to a young woman who had been a victim of sexual violence when she was 13 years old. The victim had been struggling at school and was isolating herself from friends. The Case Worker made contact with the victim’s college, who subsequently allocated her a mentor to support her through this. The Case Worker encouraged and supported the young girl to disclose to her parents and to the police what had happened two years before. The victim stated that she now feels much more confident.
* Victim First provided support to a client who had been diagnosed with schizophrenia, was self-harming and hadn’t been outside his house for 10 years. The Case Worker offered spiritual support to the service user, which encouraged him to get into contact with his local imam. A referral was also made to the Victim First Mental Health Triage Nurse who offered further support. In a small space of time, the service user managed to take the huge step of leaving his house to go to the local shop. His self-harm incidents have also reduced and he reported that his GP was really pleased with his progress and spoke highly of the service offered by Victim First.
1. In implementing and firmly establishing the service within the local landscape, Victim First has engaged with a wide range of stakeholders and is actively engaging at a strategic level through representation on the following boards:
	* Victim and Witness Partnership Assurance Group
	* LLR ASB Delivery Group
	* LLR Hate Incident Reduction and Monitoring Delivery Group
	* Hate Crime Scrutiny Panel
	* Young Adult Project (YAP) Delivery Group
	* Domestic Violence Delivery Group
	* Sexual Violence Delivery Group
	* Learning Disability Partnership Board
2. The Restorative Justice (RJ) element of Victim First is currently under-utilised but this is as expected given the fact that it takes a certain amount of time for:
	* Victims to move from being concerned about their immediate wellbeing to being concerned about the wider benefits of RJ for both them and the offender;
	* A criminal justice outcome confirming an “offender”.

**Planned further development of Victim First**

1. Victim First has an action plan with the following actions which will ensure that the promising start is continued and that the service is able to grow and develop to its full potential. This plan intends to:
	* Embed the new Needs Assessment, Support Plan and Database which are designed respectively to increase uptake of more in depth support, enable more holistic support to be delivered and provide the OPCC with rich outcomes data for future reporting
	* Enhance partner and community engagement to increase self and 3rd party referrals
	* Increase the take up of more in-depth support from victims through changes to the way in which people are initially engaged over the telephone
	* Increase the use of RJ through raised awareness and through a refined approach from the case workers
	* Commence the customer satisfaction survey to be conducted by Leicestershire Police’s Service Improvement Unit to understand the true success and outcomes delivered by the service
	* Create an independent advisory group consisting of academic experts and victims amongst others to help further steer the development of the service
	* Introduce an internal quality assurance framework which will complement the OPCC’s own quality assurance processes
2. As fuller and more detailed monitoring becomes available for the other elements which broadly constitute Victim First (LPTs clinical mental health provision and the target hardening service) the OPCC will consider what changes within the existing contract need to be made to ensure the needs of victims are best met.
3. The OPCC will continue with robust contract management and quality assurance procedures to ensure the continued performance and positive development of the suite of Victim First services.

**Re-commissioning of Victim First services**

1. With the suite of Victim First services ceasing on 30th September 2017 the OPCC needs to start considering what provision is needed beyond this date. The OPCC will undertake these considerations through a collaborative commissioning approach which will begin in earnest once the new Police and Crime Commissioner is in office.
2. With Victim First having only recently been launched, the OPCC is sensitive to the fact that partners and wider stakeholders will be focussed on optimising their working relationship with Victim First services (rather than developing the next ones) and that in many respects it will feel like this is too soon to be considering the next iteration. However, the OPCC is aware of the procurement timescales and the need for a significant implementation period given the evident complexities of the provision. Re-commissioning requires thought now if the outcome is to be a comprehensive system in place from October 2017 onwards.
3. Prior to the new PCC starting, the OPCC will be undertaking the “Review” stage of the commissioning cycle in relation to Victim First services where an understanding from lessons learnt, the gaps or unnecessary overlaps in existing provision and consideration of the potential for regional (Strategic Alliance) collaboration will be gained. This work will be undertaken by the OPCC in conjunction with the Victims and Witnesses Partnership Assurance Group.
4. Once the new PCC is in place a more formal programme structure will be developed to take the re-commissioning of victim support services around the rest of the commissioning cycle (Analyse, Plan and Do) in a collaborative and participative manner.

**Implications**

Financial: None.

Legal: None.

Equality Impact Assessment: None.

Risks and Impact: None identified.

Link to Police and Crime Plan: This work is central to the Supporting Victims and Witness strategic theme and has linkages with the other themes.

**List of Appendices**

None.

**Background Papers**

None.

**Persons to Contact**

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1. The pilot was a randomised control trial and so only supported 50% of eligible victims. [↑](#footnote-ref-1)
2. OPCC, Leicestershire County Council, Leicester City Council and NHS England [↑](#footnote-ref-2)