



To: Business Co-ordination Board

From: Chief Constable and Chief Executive

Date: 24th July 2014

Cambridgeshire Constabulary Victims' Hub

1. Purpose

1.1. The purpose of this paper is to:

- Update the board on the current position of the project to develop and implement a police-led Victims' Hub that will deliver services to victims of crime, a referral mechanism and provide a gateway for the integrated management of victims of crime.
- Outline the preferred model for the Victims' Hub with costs.
- Outline a proposal for a grant agreement for Victim Support to provide transitional support to the Victims' Hub

2. Recommendation

2.1. That the Board:

- Agree and endorse the preferred Victims' Hub model.
- Agree and support the grant agreement to Victim Support.

3. Background

3.1. The Board agreed at the meeting on February 27th 2014 for Cambridgeshire to become an 'early adopter' force and move out of the Ministry of Justice (MoJ) contract with Victim Support from October 1, 2014. A new police led Victims' Hub was to be created to operate from this date, offering victims an assessment to identify any support they need to help them cope and recover from their experience of the criminal conduct against them, and co-ordinate access to this support.

- 3.2. The Victims' Hub project was launched with the support of the Constabulary's Change Management Board (CMB) at the meeting on April 1, 2014. This ensured that the necessary project work was appropriately prioritised across the organisation and that resources were available as they were needed.
- 3.3. A project working group has been created with representation from all relevant areas of the business to inform the development of the Victims' Hub.
- 3.4. Business process mapping captured the detail of the work needed to support victims and how this will be integrated into the Constabulary. This detail has been translated into series of 'story cards' which will enable the necessary I.T infrastructure to be designed and built.
- 3.5. As an 'early adopter' the implementation team has actively engaged and participated with the MoJ and the other 'early adopter' forces, particularly at the monthly Operation Group meeting. This is helping resolve issues of interoperability as well as discuss problems and share solutions.
- 3.6. As a consequence a preferred model for the Victims' Hub for service delivery has now been developed.

4. The Victims' Hub Model

- 4.1. The core model for the Hub is based around the value to be gained through its integration and proximity with existing crime recording, criminal justice, witness care and investigation management functions at Copse Court in Peterborough. This approach in most parts mirrors a victim's journey from point of report, investigation through to any court process and beyond. At the centre of this is the assessment of needs, either at the outset or at any stage in the journey. This assessment will shape the support offered to victims but most importantly will draw on the far greater range of information available to the constabulary compared to existing providers. Victims often cite a lack of awareness of progress of a case as a key factor; this information will be available at the fingertips of Hub staff. Questions or concerns raised by victims can be addressed through direct interaction with colleagues sitting in very close proximity. Having an in depth understanding of each part of the process can also enhance the service available.
- 4.2. The support provided by the Hub will generally fall into four broad categories;
 - Emotional and practical support including signposting
 - More detailed/longer term emotional and practical support
 - Support and referral to existing services that can help a victim cope and recover
 - Referral to victim services commissioned by the Police and Crime Commissioner (PCC).

5. Emotional and practical support including signposting

- 5.1. At the start of each journey is an Initial Victim Needs Assessment (IVNA) which has been developed and supported through changes to the constabulary crime recording system. This is a key entitlement under the Code of Practice for Victims of Crime – the

Victims' Code. The INVA will enable officers and staff to establish, as part of the crime recording process, whether a victim of criminal conduct;

- is entitled to an enhanced service under the Victims' Code and
- appears to need emotional or practical support to help them cope and recover from their experience of being a victim of crime.

- 5.2. Where a victim is entitled to an enhanced service the crime report will be marked accordingly for the clear information of those dealing with it, particularly the OIC and the Witness Care Unit who have specific responsibilities under the Victims' Code.
- 5.3. A new case management system (CMS) based on Microsoft Dynamics CRM is being developed in-house specifically for the Hub. Existing force systems will, almost immediately, automatically populate the CMS with the information required by Hub staff and provides the functionality required by the Hub. The CMS has a full suite of automated business processes, workflow, notifications, email and letter generation offering significant efficiencies over existing force systems.
- 5.4. As a consequence every victim of crime and those bereaved by such will receive contact from the Hub, either electronically or by letter. All victims with a need identified through the INVA will be contacted by a Victim Care Co-Ordinator (VCC). The VCC is a new key staff role created to work with victims directly. They will have responsibility for working with victims to assess needs through a Detailed Victim Needs Assessment (DVNA) which will shape a bespoke victim care plan. They will be the advocate for victims, work with colleagues and partners to ensure that support is delivered and our obligations under the Victims' Code are discharged.
- 5.5. Signposting to available services is another key element of the model, primarily through the contact from the Hub post report of crime but also through a Victims Hub website. The heart of an online presence the site will contain a host of information for victims to draw on. This will include a directory of services, information on the criminal justice journey and what they can expect from the Constabulary. This facility will also serve to support those victims who specifically do not wish to engage with a Police-led victim service and also do not wish to report a crime to the police. Access to services without reporting a crime is a key requirement under the EU Directive. It will continue to develop over time to become a fully interactive site that will maximise self-service in line with the force's wider vision in this regard. The use of technology such as video and web chat is also achievable in the longer term.
- 5.6. Email, letters and signposting also provide a safety net under the IVNA process for victims giving them the information on where they can access report should their initial needs change.

6. More detailed/longer term emotional and practical support

- 6.1. This will be available predominantly through a countywide network of volunteers. From October 2014 it is proposed that Victim Support in Cambridgeshire be awarded a grant to support the transition and development of the Hub. They currently employ a network of volunteers who have extensive training and experience of providing support to victims of crime and the grant would enable this to continue.

- 6.2. The use of volunteers extends the reach of the Hub, often draws on the personal experiences of victims who then volunteer to help others and turn a remote service into a truly personal one. The Constabulary will at the same time continue to develop its own volunteer network to support the Hub over the transitional period to April 2015.
- 6.3. In addition to volunteers the OPCC has recently been successful in securing a bid for additional funding to support victims of crime with enhanced entitlements. This funding will build capacity for support to vulnerable and intimidated victims, victims of sexual and domestic violence and young people in key areas identified in the Victims Needs Assessment such as Mental Health.

7. Support and referral to existing services that can help a victim cope and recover.

- 7.1. Throughout the development of the Hub model a key priority has been to ensure that it complements and enhances the excellent support provided to victims through existing services. A mature working relationship with a host of partner agencies, the voluntary and community sector and feedback obtained through hosting provider forums and other engagement has enabled the Hub model to be shaped to facilitate effective referral to existing services. The value of the VCC comes to the fore in this regard; knowledge of the pathways available and being the interface between the Hub and services will aim to ensure that any referral is seamless and focused on the needs of the victim. On-going case management and jointly agreed exit strategies will also ensure that support provided remains proportionate and focused on coping and recovery from the experience of being a victim of crime rather than long term management of complex or pre-existing needs.

8. Referral to victim services commissioned by the Police and Crime Commissioner (PCC).

In early 2014 the OPCC published its Commissioning Intentions to provide access to support services to victims of crime. This work was built upon a strong evidence base which included significant engagement with service providers. From the outset the Hub staff will be able to draw on these commissioned services to support victims to cope and recover. It is expected that staff in the Hub will be best placed to ensure future commissioning of services is intuitive.

9. Interoperability

- 9.1. Throughout the development of the Hub the constabulary has been working closely with MoJ and other early adopter areas to fully understand, develop and refine the interoperability between the existing national arrangement for victim services and the transition to locally commissioned services either in October or April 2015. This is a complex aspect; there are responsibilities on areas where the victim resides, where an offence has occurred and the need to ensure the 'warm' handover over of support to victims between areas. (Early Adopters, April 2015 cohort, Action Fraud and British Transport Police).

10. Benefits of a Hub Model

10.1. The Hub will release a range of value added capabilities that will directly affect victims that may not otherwise be available.

- Primarily the Hub will be a significant enhancement on existing services. All victims of crime, bereaved relatives, spokespersons or parents of victims under 18 will have access to the Hub service. At present existing services will only consider approximately 70 per cent of direct victims of crime even before a needs assessment has been completed. In addition businesses, where there is named point of contact, will be entitled to access services and provisions under the Victims' Code.
- Integration within the Constabulary and alongside Public Contact, Investigation, Criminal Justice and Witness Care teams opens the door to a far more dynamic and on-going assessment of and response to victim needs. This in turn supports the integration of our Policing Priorities, safeguarding and prioritisation based on threat, harm and risk into core business.
- Initial needs will be assessed at the point of report rather than many hours or days later.
- Closer ties to local providers, voluntary and community sector will enable more effective referral pathways and access to support to victims to help them cope and recover.
- Case management developed in-house that is in line with the strategic vision for ICT.
- Wider community vulnerability can also be assessed at the point of report based on both the information provided and that which is already held by the constabulary extending far beyond the current inputs used to assess victim needs. This brings the ability to influence our operational response not just for the individual victim but also the wider community that may be affected by the crime.
- Establishment of a key role in the Victim Care Co-ordinator being the responsible and single point of contact, providing end to end support to victims from initial report through to conclusion of criminal justice process. They will be distinct from, yet co-ordinate and complement the roles of OIC, response and investigative functions including specialist teams.
- A high level of confidence in our handling of personal information through rules set out in the Management of Police Information (MOPI). These will apply to the Hub in relation to its data management, sharing and security removing the requirement for additional information security protocols with external agencies.
- An in house and more substantial volunteer network who will also bring a greater understanding of the victims perspective and further enhance service provision not just in the Hub but through shared learning for the wider organisation.

- A potential ability to directly influence restorative justice provision from the victims' perspective depending on the strategic direction agreed for RJ within the Constabulary following consultation with the Commissioner.
- As an early adopter bringing this activity in house will enable the Constabulary to better understand and refine the service provided to victims of crime and contribute to the wider development of victim care and services. The successful bid through the MoJ Competed Fund for additional specialist posts is unlikely to have been as successful without such a model.

11. Risks

11.1. Whenever developing a completely new model for service delivery there are unknowns that may threaten the success of the Hub model. As an Early Adopter and pathfinder we benefit from the additional support of the MoJ Operations Group. Together with peers we will continue to develop and refine the service, learning from each other and driving out inefficiencies. At the same time the proposed grant to Victim Support will draw in the knowledge and experience of their local managers and volunteers further mitigating the risk.

11.2. Interoperability – the transfer of information and provision of services for victims of crime who have reported via British Transport Police or Action Fraud remains work in progress. The project team are working at a national level with these agencies, the MoJ and other Early Adopters to ensure that a protocol is in place from October 2014 so victims who live in Cambridgeshire receive the service they are entitled to irrespective of where their offence occurred.

11.3. The training and development of staff to deliver a new service will require particular focus. Our Learning and Development team will provide a specially tailored training plan for new staff. In addition to this the Hub will run in 'shadow form' from September 1, 2014 to enable staff to learn 'on the job' whilst being coached by colleagues from Victim Support.

11.4. The INVA is key to the early identification of victims potential needs. Its completion at the outset has real strength in providing a triage and proportionate response. Its use will be mandatory and there has been extensive trials completed using this method and to shape and understand the demands on the Hub. The INVA will need to continue to develop and the added value of the knowledge and experience of Victim Support will be helping ensure its effectiveness.

11.5. The security of personal information carries a high priority for victims. Managing the information on police systems brings a high level of data security but measures and information sharing agreements will need to be in place for commissioned providers who receive referrals from the Hub. The project team has benefitted from professional advice from the Information Commissioner's Office and legal experts on the topic of data protection. The OPCC is jointly funding a piece of work being led by Dorset OPCC to seek advice, on behalf of OPCCs, to explore the principles, risks and

the requirements which need to be addressed so that PCCs are compliant with data protection, the Code of Practice for Victims of Crime and EU regulations. This will enable a framework to be developed that would inform and adapt data protection and IT policies under the new contractual relationships to safeguard PCCs and to provide a sound footing for the operational and contractual arrangements. This collective approach is supported by the Ministry of Justice and importantly, the Information Commissioner's Office.

11.6. As a Police-led hub there is potential for victims to not buy in to the concept in preference for a remote service that is separate and distinct from the Constabulary. There is an evidence base emerging through victim engagement conducted by Hampshire Criminal Justice Board that points to victims not actually making the distinction and in fact believing that the Police and Victim Support were actually a single entity. Whilst a risk this is also seen as an opportunity to join up service delivery and minimise confusion, repeated and disjointed communications and potentially conflicting agendas. The Hub is designed to provide support from end to end with the VCC key to this.

11.7. Ensuring that the Hub provides value for money from the outset. There is a requirement to meet our obligations under the Victims' Code and EU Directive. Victims and the service they receive are at the heart of what we do and so there is an imperative to invest, develop and establish a model for a service which may become more refined over time. To do otherwise at this point may lead to us not meeting our statutory obligations and would be at the expense of service to victims of crime.

12. Resources

12.1. The levels of staffing required to meet the anticipated demand in the Victims' Hub are;

- 1X Victim Hub Manager
- 2X Victim Care Delivery Manager
- 10X Victim Care Coordinators
- 1X Admin Support
- Total annual staffing cost of £429,682
- Consumables - £1000
- Enhancements to current Victim Satisfaction Survey £5000.

12.2. The VCCs will work to cover the hours from 8am-8pm Monday to Friday negating the need to pay a shift allowance. However there are significant benefits to opening the Hub from 9am-5pm on Saturday. These include the ability to minimise a backlog of work that will accrue over a weekend, increase the opportunity to catch victims at home, increasing availability to victims and matching the existing service provided. There would be an additional annual cost of £11,000 for 2 VCCs to work on Saturday.

- 12.3. Additional flexibility of the staffing model could be achieved through the recruitment of a proportion (maximum of 25%) of the VCC as temporary staff. This would have to be done using staff from an agency. Each would still require vetting and training and also make more difficult the development of a new team and service – this is not recommended.
- 12.4. Staffing levels have been based on a combination of demand analysis utilising corporate performance data, an assessment and extrapolation of existing Victim Support data and the findings of a trial of the INVA conducted in the Police Service Centre. As with any demand modelling there are caveats. This is a service which is completely new and cannot simply be compared with existing provision. The scope of the service will be more in depth and cover a broader range of victims than is currently provided. There will also be other demands on the Hub that are difficult to quantify such as the number of incoming telephone calls from victims requiring a reassessment of their needs after the INVA.
- 12.5. The staffing levels as outlined at 12.1 are believed to be sufficient to enable the strategic vision to be achieved, deliver an improved service to victims in Cambridgeshire and mitigate any risks during the six month period of transition from national to local commissioning. Whilst the model seeks to take this all into account there will be a need to conduct a review after a minimum of six months.
- 12.6. Estates, equipment and related costs have been provided for under the initial setup grant.
- 12.7. Appendix A shows the total cost of the service for October 14 to March 15 and the 14/15 financial year.
- 12.8. It is proposed that the Victims Hub is funded from the victims and witnesses Ministry of Justice Grant for 2014/15 and 2015/16 (14 07 24 – BCB Agenda Item update 9 – Victims Commissioning Update seeks approve for the use of this funding). For 2015/16 it is estimated that £113k of reserves will be called upon to enable and support the Victims Hub to be embedded.

13. Victim Support

- 13.1. Throughout the development of this model the project team and OPCC have maintained an extremely constructive dialogue to examine and explore options for the continuation of a level of transitional support between October and April 2015.
- 13.2. This support will minimise the risk to victims arising from the change in service providers. It will enable the continuation and future development of the existing volunteer network and draws on the significant experience that Victim Support has accrued and apply it to the new model.

13.3. In common with other early adopters, Cambridgeshire have negotiated a service specification to form the basis of a grant to Victim Support. The key elements of this being:

- Access to the support, knowledge and experience of a supplier to help with the development of a police led Victims' Hub to enable delivery of an integrated victim management model.
- The co-location of a supplier delivery manager into the Victims' Hub at Copse Court to work with the Victims' Hub, specifically the Victim Care Coordinators, in the development of victim care plans.
- Provide suitably accredited volunteers who can deliver a range of support interventions to victims in response to needs identified through assessments carried out in the Victims' Hub. This could include, but is not limited to, emotional support, practical advice, information and assistance, personal and household security, and help completing criminal injuries compensation paperwork.

13.4. The total value of this grant is £77,000.

13.5. It is recommended that the board agree and support the grant agreement to Victim Support.

14. Alternative Options

14.1. The following options are offered as an alternative to the preferred option. The main benefit of these is that they are likely to cost less, although this is not certain in Option 3 or 4. The costs of these have not been ascertained as this was outside of the scope of the proposals first outlined in February 2014.

14.2. **Option 1-** Reduce the overall number of staff from 13. This option would be a scaling down of the preferred model. This could be through less first line supervision, removal of the unit manager or VCC posts. Costs would be reduced according to the posts removed from the model. A representative example of this has been included below and in Appendix A. This approach presents significant risks. This is a completely new service and function for the Constabulary and one of the purposes of being a pilot and early adopter was to examine how this service could be delivered in a different way. Only post October and beyond will the demands and requirements on the Hub be completely known and may in fact lead to the need to increase the resources in the Hub rather than reduce. Other risks to be considered with this approach, which would invariably undermine confidence in the service and our reputation, are:

- Inability to meet our obligations under the Victims Code and EU Directive.
- The demands on the Hub outstrip capacity.

Both would require the transfer of operational resources from other areas of the Constabulary to meet the demand.

- 14.3. **Option 2** -Grant a contract to Victim Support for the delivery of services to victims in Cambridgeshire ahead of a tendering process that would commence from April 2015. The use of the IVNA in the preferred model and the changes to crime recording systems would be implemented to identify victims who potentially require support. Those with needs would be referred to Victim Support in what would be an 'as is' service. This would not meet the Strategic Vision for Victims. It would also represent a failure to meet the commitment as an 'early adopter' to implement a Victims' Hub. The cost for this option has not been sought on this basis.
- 14.4. **Option 3**-Withdraw from being an 'early adopter' and remain on the national contract until April 2015, using this time to develop other options. There will be costs in this option as some of the funding from the MoJ has been used. There is a risk that the inability to deliver as an 'early adopter' could harm the reputation of Cambridgeshire Constabulary.
- 14.5. **Option 4**-Put the service to victims out to tender. However this would not be possible for October 1, 2014 so the option at 14.3 could be used as an interim measure until the tendered service was in place.

Victims Hub Cost – See Appendix A for full breakdown	
	Total Annual Cost
Preferred Model	£446,682
Option 1 Example	£289,598

15. Future options

- 15.1. Cambridgeshire has registered its interest in a framework for victims' commissioning which is being set up by Surrey, Sussex and Thames Valley OPCCs to access referral services. This enables the OPCC and Constabulary to have more options and benchmarking to assess risks and costs as we move forward however does not tie us into any arrangements. The project implementation team have also had early conversations with Bedfordshire Constabulary who are interested in the development of the Hub.

16. Medium Term Plans

- 16.1. The Hub model provides the greatest flexibility to adapt over the medium term. It is scalable and can be the basis for any future collaboration with Bedfordshire and Hertfordshire. In terms of funding it is prudent to expect that the separate funding from the MoJ will no longer remain after 2016. The interim period does however allow

for any inefficiency in the model to be removed by having an in depth understanding of the service. At present there is only one provider of victim services, this is likely to change over time and the Hub model does not preclude the ability to adapt to a more competitive market.

17. Recommendations

17.1. That the Board:

- Agree and endorse the preferred Victims’ Hub model.
- Agree and support the grant agreement to Victim Support.

BIBLIOGRAPHY

Source Document(s)	Various
Contact Officer	T/Det. Supt Kevin Vanterpool

Appendix A – Victims Hub Budget.



Appendix A - Victims
Hub Budget.xlsx