

West Yorkshire Police and Crime Panel



Scrutiny Review of Commissioned Services for Victims and Witnesses

August 2016

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Section 1: Background

1.1 The West Yorkshire Police and Crime Panel (the Panel) has a statutory remit to scrutinise, challenge and support the Police and Crime Commissioner (the PCC) for West Yorkshire, maintaining 'checks and balances' in respect of the strategic actions and decisions made. The Panel is made up of twelve elected members from across West Yorkshire and two independent members.

1.2 The support of victims and witnesses is stated as a key priority within the PCC's Police and Crime Plan¹. The PCC has promised to work with partners to fulfill his five promises to support victims and witnesses which are:

- *Be open and accountable to victims and witnesses, seeking out and acting on their views*
- *Make sure victims and witnesses get the high quality help and support they need, when they need it, in the way they need it, from the right agency*
- *Support the police to be even more victim focused and be more effective in meeting victims' needs*
- *Give victims and witnesses an effective voice in the wider criminal justice system*
- *Constantly work to develop new ways of delivering justice for victims.*

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1.3 At its meeting on 11 September 2015, the Panel agreed with the PCC that it would undertake a proactive scrutiny review, potentially around vulnerable victims. Further consideration was given to the specific theme of the review by the Panel at its private meeting on 9 October 2015. It was agreed that the review should focus on how well the PCC is working with partners to improve the experience of victims and witnesses across the criminal justice system, and the outcomes that are being achieved in supporting victims at a county-wide level whilst also addressing local needs. This had previously been an area of limited scrutiny by the Panel and, as the total amount spent by the PCC on commissioning victims services in 2015/16 was almost £4 million, the Panel felt that this was an area which would benefit from a proactive scrutiny review. A copy of the agreed terms of reference, which includes reference to the changing context, is included as **Appendix A**.

¹ West Yorkshire Police and Crime Plan 2013-18 (refreshed in 2014)
<https://www.westyorkshire-pcc.gov.uk/our-business/the-police-crime-plan.aspx>

- 1.4 In an attempt to focus the review team's resources, the Panel decided to focus on two local authority areas with very different geographies and needs; Calderdale and Bradford.
- 1.5 It was not possible, in the time committed to the review, for the review team to consider all elements of victim services' commissioning. This report presents the review team's findings; which were based on consultation with stakeholders who were both willing and available to take part in the review, along with relevant information provided by the Office of the Police and Crime Commissioner (OPCC).

Section 2: Methodology

- 2.1 A review team of Panel members was established on a Task and Finish basis. The review team consisted of the Panel's two independent Members; Mrs Jo Sykes and Mr Roger Grasby who were supported by the Police and Crime Panel Officers.
- 2.2 The review team used different methods to secure a variety of evidence/information from a range of relevant parties and expert witnesses as well as from the PCC and his staff at the Office of the Police and Crime Commissioner (OPCC). These included:
- 2.3 Document Review
- 2.3.1 This was undertaken by the consideration of the West Yorkshire Police and Crime Plan, the Victim Support Delivery Plan, the PCC's Commissioning Framework and the PCC's Commissioning and Granting Action Plan. The review team also considered data and reports used to analyse and identify needs such as; the victim satisfaction survey, Restorative Justice mapping exercise by Remedi² and the Domestic Violence Commissioning Review by Nicola Hughes. The Victims Code and the Witness Charter have also provided the review team with information on the legislative context within which the PCC is working.
- 2.3.2 Because of the delay in receiving some of the requested information from the OPCC, the review team was unable to commence the fieldwork until March 2016. The Panel raised this issue with the PCC at the Panel's precept meeting on 5 February 2016. The Panel, as part of its discussion with the PCC on 5 February 2016, agreed to endorse the proposal to increase the police precept by 3.6% or £5 on a band D property on the basis that the PCC would agree to a series of commitments. This included the following commitment relating to the scrutiny review:
- "Ensure that information relating to commissioned services is transparent and provided to Panel in order that they can be reassured that the people of West Yorkshire are receiving the right services at the right cost³".*
- 2.3.3 Following a meeting with the OPCC Treasurer on 26 February 2016 the review team was provided with the requested information relating to service providers.

² Remedi <http://www.remédiuk.org/>

³ West Yorkshire Police and Crime Panel response to the PCC on his precept proposal 2016/17 <http://www.westyorkshire-pcp.gov.uk/publications>

2.4 Confidential Service Provider survey

- 2.4.1 A confidential survey was distributed to all those who are commissioned by the PCC to provide victims and witness services, in Calderdale and Bradford or West Yorkshire-wide. The survey helped the review team to gain an understanding of the service provider and how they are funded but it also invited views on; monitoring and evaluation arrangements, the PCC and partnership working and any suggestions for future improvements. A copy of the survey is available as **Appendix B**.

2.5 Interviews with Service Providers

- 2.5.1 A small number of targeted service providers were invited to take part in a short interview to provide more background and detail to the questions covered by the survey. The review team travelled to meet service providers in Calderdale, Bradford and Wakefield.

2.6 Discussions with OPCC Staff

- 2.6.1 A number of discussions took place with OPCC staff who provided information and context about the PCC's commissioning arrangements.

2.7 Interview with the Police and Crime Commissioner

- 2.7.1 The review team met with the PCC and OPCC staff who have a responsibility for commissioning in May 2016 and shared the emerging recommendations and report findings. There was a strong resonance between the PCC's future commissioning plans and the review team's emerging recommendations. The review team agreed to provide the PCC with a copy of the report at the same time as the Police and Crime Panel.

- 2.8 A full list of consultees is available as **Appendix C**.

Section 3: Findings

- 3.1 The review team received eight responses to their online survey of service providers. This equated to a response rate of 47% of those contacted. The review team also interviewed a number of key stakeholders, including service providers, OPCC staff and the PCC. Please see **Appendix C** for a full list of consultees.
- 3.2 The review findings are based on an analysis of responses to the online survey along with an evaluation of the interview responses. The review team has also taken into account key documents from the document review and the legislative framework around victims and witnesses. The review team recognises that the review did not cover all aspects of the services commissioned by the PCC for victims and witnesses in West Yorkshire. It was always the intention that the review team scrutinised the commissioning of services not the services themselves. The breadth of the findings are therefore constrained by the timescales and are based on the availability of consultees – the nature of whose responses directed the key lines of enquiry of the review.
- 3.3 Code of Practice for Victims of Crime
- 3.3.1 The revised Code of Practice for Victims of Crime 2015⁴, known as the Victims' Code, sets out the services that must be provided to victims of crime in England and Wales. All PCCs in England and Wales are now responsible for commissioning locally some of the emotional and practical support services for victims of crime that are provided by the third sector and other organisations. These services help victims to cope with and recover from the impacts of crime. The Victims' Code sets a minimum standard for these services.
- 3.3.2 The review team found that the Victims' Code was central to the PCC's commissioning activity. Commissioning of services to support victims of serious sexual violence, domestic violence and hate crime were prioritised in line with the Victims' Code.
- 3.3.3 Reference was made to the Victims' Code by several of the service providers consulted by the review team.
- 3.3.4 In November 2015, West Yorkshire Police introduced victim information cards which outline the minimum requirements under the Victims' Code. The OPCC highlighted that the victim information cards were in response to an EU Directive which also contains other requirements which the PCC is compliant e.g. services should be available to all victims regardless of whether or not a crime is reported to the police.

⁴ Ministry of Justice: Code of Practice for Victims of Crime October 2015

3.3.5 The review team was unable to ascertain whether there had been any checks to ensure that police officers had been routinely distributing the victim information cards and the benefit of doing so.

3.4 The Police and Crime Plan

3.4.1 The West Yorkshire Police and Crime Plan 2013-18 was refreshed in 2014 and included the following commitments to victims and witnesses of crime:-

“Working with partners I will make sure that victims can easily report crime, are referred to the appropriate support services and are kept informed about the progress of their investigation and know when arrests have been made. I will measure success against this by monitoring the satisfaction levels of victims of crime with the overall service they receive. During the year I will also be working with partners from the criminal justice services, community safety partners and third sector organisations to prepare for and to commission services that meet the wide ranging needs of victims in West Yorkshire. I have been told that many people feel that the balance between the rights of the victim and the rights of the offender is biased towards the offender. As part of providing improved services to victims I will encourage, where appropriate, restorative practice services that are driven by the needs of the victim.”

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3.5 Accessibility of Services

3.5.1 The review team visited the Victims’ Hub in Wakefield which opened in January 2016 and covers both Wakefield and Kirklees. Due to its outward facing premises in a central location, the Wakefield Victim’s Hub had experienced a high number of drop-ins from people in Wakefield.

3.5.2 The review team noted that there is an established Victims’ Hub in Leeds reporting success in delivery. There had also been some discussion between the PCC and partners around opening a Victims’ Hub in a central location in Bradford. This would cover both Bradford and Calderdale. At the time of writing the report there have been problems in identifying suitable premises in Bradford city centre although the OPCC states that a compromise position has been agreed in the interim.

3.5.3 There was also some evidence of outreach work amongst the service providers we consulted with. Some of the service providers had staff and volunteers from diverse backgrounds who were able to speak different languages, including a number of Eastern European languages.

- 3.5.4 In terms of the court closures in Wakefield and Calderdale, the review team heard concerns over the expected impact of this on victims and witnesses. Many of those consulted felt that victims and witnesses, particularly those who are vulnerable, would need additional provision to support them through the criminal justice process following the planned court closures. The PCC has consistently opposed the court closures on the same grounds. Whilst the review team noted that some work had been commissioned to develop video-links to courts there was a view from some of those consulted that this work needed to happen much more quickly.
- 3.5.5 The review team found that there were some concerns relating to conditional cautioning and how West Yorkshire Police manages referrals to service providers who offer support around domestic violence. Some frustration was also expressed around the level of awareness amongst police officers of all the referral pathways available in local areas. In particular, this related to the domestic violence perpetrator programme. The PCC acknowledged that more needed to be done to increase awareness of the services available to victims and witnesses in West Yorkshire.
- 3.5.6 The OPCC stated that West Yorkshire Police made the decision to change the process and referral pathway for conditional cautioning for domestic abuse in February 2016 so that all perpetrators were referred to the domestic violence perpetrator programme in the first instance. This has taken time to embed, with training offered to districts to increase awareness of the referral pathways.
- 3.5.7 The PCC confirmed that victims who no longer lived in West Yorkshire could still access services in West Yorkshire should they wish to. This may be particularly relevant in cases of historical child sexual abuse whereby a child had been a victim of crime in West Yorkshire but had later moved out of the area. The review team noted that this was not a stance adopted by all PCCs across England and Wales.

3.6 Help For Victims website

- 3.6.1 The Help for Victims⁵ website was created in 2014 by the Police National Legal Database (PNLD) commissioned by the West Yorkshire PCC and in collaboration with Victim Support. The Help for Victims website provides a national online resource of helpful information for victims of crime which includes questions and answers explaining the Victims' Code and Witness Charter⁶. Where the answer can't be found on the website there is the facility to ask a relevant question. The local version of the website also provides translations into several languages that best suit that area's community, links with information to local supporting organisations, together with an ability to self-refer to Victim Support.

⁵Help for Victims www.helpforvictims.co.uk

⁶ Ministry of Justice: The Witness Charter December 2013

- 3.6.2 On average, the Help for Victims website receives 400 unique visitors per week. Based on feedback from the OPCC, the review team found that there had been a steady increase in visitors to the website, with a notable increase seen in November 2015 following the introduction of the victim information card.
- 3.6.3 The review team found the Help for Victims website to be professional and user-friendly. It was relatively simple to navigate to different areas of the website including; information on the victims' entitlements under the Victim's Code and a comprehensive list of support agencies in your local area. The review team noted that the PCC commissioned the Black and Minority Ethnic Victims' Champion to undertake equality impact assessments of the Help for Victims website prior to its launch.
- 3.6.4 However, the review team could not find any information on the Help for Victims website to advise victims that the PCC had commissioned a programme to address the recidivism of perpetrators. The OPCC's explanation for this is that the PCC is unable to fund any programmes for offenders under the Ministry of Justice grant.

3.7 Contract arrangements

- 3.7.1 The review team had a consistent message from those consulted that notification of further funding by the PCC was often very last minute. Whilst service providers understood and accepted the public sector funding landscape, they did ask that this issue be considered by the review team. Moreover, some service providers also felt that one year contracts were limited insofar as they inhibited the ability to recruit over the longer-term and to develop plans beyond one year.
- 3.7.2 The review team was provided with an example blank contract for a Community Safety Partnership (CSP) and for Victim Support in order to understand if and how the PCC bases commissioning activity on the priorities highlighted within his Police and Crime Plan.
- 3.7.3 The PCC confirmed that CSPs were provided with PCC funding based on grants which were previously provided by the Home Office for community, drugs and alcohol and youth offending. Whilst most of the funding to CSPs is not directed to victims' services, nevertheless, CSPs were free to use some of the PCC's funding to provide services for victims and witnesses.
- 3.7.4 The review team noted that within Schedule 2 of the CSP contract the following information is included:-

The West Yorkshire Police and Crime Commissioner's Community Safety Fund provided to **XXXXXXX** Metropolitan District Borough Council will contribute to the outcomes and priorities in the Police and Crime Plan for West Yorkshire and the **XXXXXXX** Community Safety Plan by:

- Supporting the Youth Offending Team in preventing and tackling youth crime and substance misuse
- Tackling drugs and alcohol as part of a wider local strategy with a focus on reducing re/offending
- Reducing crime and disorder through community safety initiatives identified by the Community Safety Partnership.

3.7.5 The review team found that the Victim Support contract did not specifically refer to the Police and Crime Plan.

3.8 Commissioning Process

3.8.1 In terms of the PCC's commissioning of services for victims and witnesses, there were three different methods;

- i) Passporting funding
- ii) Open procurement
- iii) Grants

3.8.2 The review team found that the PCC has passported funding to the five Community Safety Partnerships (CSPs). As stated earlier, CSP funding was used to provide a range of services, not just those that supported victims and witnesses.

3.8.3 In terms of Victim Support, the OPCC undertook some market testing and an exception to going out to tender was received as Victim Support were found to be the only provider of the service at that time.

3.8.4 From 1 April 2017, some of the funding previously passported would become part of the open procurement process. This was clearly of concern to some partners who realised they would have to compete in an open market place. Similarly, other concerns raised focused on the impact open procurement could have on volunteers and the potential for local knowledge to be lost if a tender was won by an organisation from outside of the area.

3.8.5 The PCC's grant scheme is known as the Safer Communities Fund and uses money seized under the Proceeds of Crime Act⁷ (POCA). The money currently retained in West Yorkshire is used to help victims, prevent and tackle crime and support local

⁷ Proceeds of Crime Act 2002

communities. So far, the PCC has provided more than £700,000 in grants. Whilst it is worth highlighting all of the funding streams provided by the PCC, the Safer Communities Fund was not part of the review team’s remit because of its varied scope and the number of beneficiaries involved, many of which do not directly support victims and witnesses.

- 3.8.6 The OPCC undertook a review of commissioning and granting activity in 2015. The resulting strategy and action plan was the subject of a review by the Joint Independent Audit Committee (JIAC). The JIAC serves both the PCC and West Yorkshire Police and comprises of three members. The Statement of Purpose of the JIAC is:

“To provide independent assurance on the adequacy of the risk management framework and the associated control environment, independent scrutiny of processes in order to get re-assurance regarding the organisation’s financial and non-financial performance to the extent that it affects exposure to risk and weakens the control environment, and to oversee the financial reporting process.”

- 3.8.7 The following excerpt is taken from the JIAC’s Annual Report 2015/16⁸ which was presented to the West Yorkshire Police and Crime Panel on the 22 April 2016 by the Chair of the JIAC, Trevor Lake.

Terms of Reference	Coverage During 2015/16
To consider and comment upon any policy or strategy regarding commissioning.	During 2015 Members received a number of reports detailing the commissioning activity of the OPCC. Members expressed a concern with the robustness of the monitoring of delivery, an area that had also been identified as a risk by the OPCC Executive Team. Members received an action plan detailing planned improvements and activity to date. A Senior Contracts Officer has now been appointed as reflected in the risk update presented at the April 2016 meeting.

- 3.8.8 The review team was provided with the action plan which resulted from the review of commissioning and granting activity in December 2015. An updated version was provided in May 2016 demonstrating the PCC’s commitment to improving the commissioning process.

⁸ Joint Independent Audit Committee Annual Report 2015/16

- 3.8.9 The PCC's Commissioning Group is now chaired by the OPCC Treasurer and is responsible for; developing the commissioning strategy, monitoring delivery plans and identifying risks. The terms of reference of the PCC's Commissioning Group are included as **Appendix D**.
- 3.8.10 The PCC's Commissioning Group in turn reports into the Partnership Executive Group, which is chaired by the PCC, and provides an opportunity for strategic leads from a wide range of policing, community safety and criminal justice services to meet.
- 3.8.11 The review team noted that the commissioning process for the £1m domestic violence contract involved partners from across West Yorkshire. The Domestic Abuse Sub Group, which was chaired by Councillor Maureen Cummings from Wakefield Council, had representatives from the five Districts, the OPCC and West Yorkshire Police. Nicola Hughes Consulting also undertook a review of domestic abuse services in West Yorkshire on behalf of the PCC earlier that year.
- 3.8.12 Based on this review and local need / existing provision, the Sub Group was responsible for determining that a perpetrator programme should be commissioned. A small team was then involved in the tender process on behalf of the Sub Group.

3.9 Partnerships

- 3.9.1 The CSP Forum is a bi-monthly meeting facilitated by the OPCC and is a way in which partners can meet to share best practice and potentially collaborate on certain areas. The terms of reference and full membership of the CSP Forum are included as **Appendix E**.
- 3.9.2 The two CSP Managers we spoke to both felt that the CSP Forum was a useful meeting where ideas and resources can be shared for West Yorkshire-wide campaigns. However, the review team found that there was an instance whereby a local authority in West Yorkshire had initiated a domestic violence project with very little prior consultation with the OPCC. Some of those that the review team consulted felt that this could potentially lead to a duplication of effort. The PCC recognised that more could be done to improve collaboration between partners, particularly in times of austerity.
- 3.9.3 The review team received several positive comments with regard to the PCC working with partners to improve the experience of victims and witnesses. Below are some examples of the comments received:

"I think the PCC works well with partners via wide representation on the steering group and the various events and consultation exercises undertaken".

"The PCC has strived to put victims at the centre of the Criminal Justice System without stigmatising them".

“The PCC works very closely with partners and has commissioned a number of organisations to provide support for victims and witnesses”.

3.10 Monitoring and Evaluation

- 3.10.1 The review team found that monitoring reports did differ between organisations. Whilst the OPCC provided a template for organisations to complete on a quarterly basis, some of the providers the review team consulted had developed more bespoke and detailed reporting which they provided to the OPCC on a monthly basis. Overall, service providers agreed that monitoring arrangements were fairly light touch. To assist service providers and avoid unnecessary duplication, the OPCC tended to rely on data returns required of providers by other funders.
- 3.10.2 The review team noted that the OPCC is currently developing a new monitoring report and has been liaising with partners. A copy of the current monitoring report is included as **Appendix F**.
- 3.10.3 For larger contracts, the OPCC meet with service providers on a monthly basis to discuss any issues and identify gaps in service provision. Of the service providers the review team consulted, all valued the monthly meetings with the OPCC stating that relationships with staff were good and that the meetings were very helpful.
- 3.10.4 Some service providers raised concerns over the level of evaluation of the £1m domestic violence perpetrator programme which was awarded to CGL⁹. In response to this, the OPCC stated that CGL provided monthly and quarterly returns and attended the Domestic Abuse Board meetings to discuss their performance and any issues arising. There will be a full evaluation of performance and outcomes at the end of Year 1 which will then inform any changes for Year 2.
- 3.10.5 In terms of the monitoring report included as **Appendix F**, the review team found that there was an over-reliance on input measures to evaluate performance rather than outputs / outcomes. These included; recorded crime figures and number of restorative justice meetings.
- 3.10.6 Several consultees felt that it was important to hear the voice of the individual and that interview evaluation is a better measure of victim satisfaction. A number of service providers stated that they used the principles of Outcomes Star¹⁰ – which is a suite of tools for supporting and measuring change when working with people.

⁹ CGL <http://www.changegrowlive.org>

¹⁰ Outcomes Star www.outcomesstar.org.uk

3.10.7 The review team was made aware of the research project which Calderdale Council had commissioned the University of Huddersfield to undertake into service provision in Calderdale. They indicated that they would be happy to share this research with the OPCC on completion.

3.10.8 The review team noted from the PCC's website that he had commissioned an independent research company to undertake research with young victims of crime via an online survey and interactive focus groups.

3.10.9 At our meeting in May 2016, the PCC stated that outcomes would feature more prominently in future commissioning activity.

Section 4: Conclusions and Recommendations

4.1 The main purpose of the scrutiny review was to focus on how well the PCC is working with partners to improve the experience of victims and witnesses across the criminal justice system, and the outcomes that are being achieved in supporting victims at a county-wide level whilst also addressing local needs.

4.2 The scrutiny review team made the following conclusions and recommendations under each key area.

4.3 Code of Practice for Victims of Crime

4.3.1 The review team was assured that the Victims' Code was central to the PCC's commissioning activity. However, there is a need to evaluate the mechanisms for raising awareness of the minimum requirements as outlined in the Victims' Code. In particular, the review team felt that the PCC should take steps to monitor that the Force is distributing the victim information card to all victims of crime.

Recommendation 1: The PCC, together with partners, should evaluate the mechanisms for raising awareness of the minimum requirements as outlined in the revised Code of Practice for Victims of Crime.

4.4 The Police and Crime Plan

4.4.1 The review team found evidence that the PCC did make linkages to the Police and Crime Plan when commissioning. However, in order to ensure that all service providers are fully aware of the priorities and commitments within the Police and Crime Plan, explicit reference should be made to it in; tender, contracts and monitoring documents.

Recommendation 2: The PCC should ensure that there is a golden thread referring to the Police and Crime Plan which runs through all documentation relating to the commissioning of services for victims and witnesses.

4.5 Accessibility of Services

4.5.1 A Victims' Hub in a central location in each of the five Districts would be beneficial in improving accessibility of services as well as facilitating joint working amongst partner organisations.

- 4.5.2 PCCs across England and Wales have been responsible for commissioning some services for victims of crime since October 2014. The review team confidently believe that the PCC for West Yorkshire is well placed to facilitate a national agreement on mutual aid for services for victims of crime.
- 4.5.3 The review team felt that the work which had been commissioned to provide a video-link to court in Calderdale should be accelerated. This should also be replicated in Wakefield. The review team acknowledges that this will involve a range of partners across the wider criminal justice service. Whilst the review team agrees that the cost burden of providing such a service should not fall to the PCC alone, it feels that the PCC is well placed to facilitate an agreement with criminal justice partners around funding for video-link facilities to court.
- 4.5.4 In terms of the £1m domestic violence contract which was awarded to CGL, the review team is unclear as to the extent of the involvement of West Yorkshire Police. Referrals into the perpetrator programme have been much lower than anticipated with an issue around conditional cautioning and how West Yorkshire Police manages referrals. Moving forward, the review team concludes that there needs to be an increased awareness amongst West Yorkshire Police and other referral points of the range of services available to victims and witnesses in order that they are fully utilised.

Recommendation 3: The PCC, together with partners, should explore the possibility of opening a Victims' Hub in a central location in Bradford, Calderdale and Kirklees.

Recommendation 4: The PCC should facilitate a national agreement on mutual aid for services for victims of crime.

Recommendation 5: Notwithstanding the complexities, the PCC, together with partners, should accelerate the work being undertaken to develop video-link facilities available to victims and witnesses; particularly in Wakefield and Calderdale due to the court closures.

Recommendation 6: The PCC, together with West Yorkshire Police, should increase engagement with service providers and referral points to ensure victims and witnesses are referred to the appropriate services. In particular, the PCC should work with West Yorkshire Police and service providers to develop a West Yorkshire-wide protocol on the referral process around conditional cautioning.

4.6 Help for Victims website

- 4.6.1 The review team felt that an in-depth evaluation of the Help for Victims website would be beneficial. Moreover, consideration should be given to developing a live link on the

website. This would enable victims to access support who, for whatever reason, would rather remain anonymous.

Recommendation 7: The PCC should ensure a full evaluation of the Help for Victims website and investigate the possibility of having a live webchat facility.

4.7 Contract arrangements

4.7.1 Whilst providers expressed their concerns about how little notice they had as to whether their funding would be continued in the following year, the review team recognises that the PCC has little discretion. The OPCC often does not receive an indication from the Ministry of Justice as to its level of funding until early in January each year. The OPCC then has to determine how these resources are to be allocated to a wide range of partners and partnerships, which inevitably means that it will be towards the end of January before allocations for the next financial year will be made available.

4.7.2 The review team noted that the PCC has already commissioned CGL to deliver the domestic violence perpetrator programme over two years. The review team suggests that the PCC extend the length of contracts from 12 months to three years. This would be of benefit to service providers as it would help to provide reassurance and continuity, but also to the OPCC as it would reduce the burdens and costs of frequent tendering.

Recommendation 8: In line with many other public sector bodies, the PCC should introduce three-year contracts with an annual finance and outcome appendix.

4.8 Commissioning Process

4.8.1 The review team recognised that the OPCC was moving towards more robust commissioning arrangements. Last year's internal Commissioning and Granting review provided a detailed action plan which the OPCC has followed. Whilst there has been some delay in completing some of the actions, the review team is reassured that the OPCC has developed its commissioning processes over time.

4.8.2 As stated above, the review team felt that the OPCC would benefit from adopting three-year contracts in line with local authority commissioning and to share best practice from local authority partners through the CSP Forum and the PCC's Commissioning Group. Indeed the review team strongly believe that the OPCC would be ill-advised to commission any services through a competitive tendering process unless the successful contractor was offered a contract of less than three years. The OPCC should not, in the review team's view, contemplate undertaking such an exercise on an annual or even biennial basis.

- 4.8.3 The PCC, at the meeting with the review team, acknowledged that more could be done to ensure that those commissioning services for victims and witnesses across West Yorkshire worked together to avoid duplication and overlap. The review team felt that the PCC is well placed to facilitate joint commissioning of projects between partners.
- 4.8.4 As the PCC moves towards more open procurement, the review team recognises that there may be a risk in terms of the impact on the number of volunteers and the potential loss of local knowledge. Some of those we consulted with felt that the loss of local knowledge could be of detriment to victims of crime. The review team would suggest that the PCC gives consideration to introducing, where appropriate, additional weighting be to local knowledge as part of the evaluation of tenders.

Recommendation 9: The PCC, together with partners, should develop a shared understanding of local priorities to ensure better aligned commissioning and explore all opportunities for co-commissioning across West Yorkshire.

Recommendation 10: Where appropriate, the PCC should consider including a weighting based on local knowledge as part of the tendering process.

4.9 Partnerships

- 4.9.1 The review team was encouraged by the comments received on the usefulness of the CSP Forum. Similarly, there was also positive feedback from service providers on how they felt that the PCC worked in partnership. The review team would like to see the PCC continue on partnership working, both locally and nationally, to help provide better aligned and more cost effective support for both victims and witnesses.
- 4.9.2 The review team felt that the PCC could facilitate regional IDVA (Independent Domestic Violence Adviser) training giving opportunities for partners, in particular voluntary organisations, to undertake training at a reduced cost.

Recommendation 11: The PCC should coordinate / commission specialist training for partners to enable them to better support victims and witnesses.

4.10 Monitoring and Evaluation

- 4.10.1 The review team fully supports the PCC's intention to move towards commissioning for outcomes.
- 4.10.2 It is felt that the PCC should develop a handful of key performance indicators that are directly linked to the Police and Crime Plan. Monitoring of outcomes should be proportionate to the size of the contract and should feature as a key part of the tender document.

4.10.3 Several service providers referred to Outcomes Star as a means of understanding the impact of a service when working with victims. The review team felt that the PCC should consider adopting this methodology as a means of evaluating the effectiveness of service provision.

4.10.4 The review team is encouraged that the PCC is taking steps to better understand the needs and views of victims of crime aged less than 18 years old. The review team welcomes the research into this area to help inform future commissioning activity for victims of crime.

Recommendation 12: The PCC should support the development of robust contract monitoring arrangements proportionate to the size of the contract.

Recommendation 13: The PCC should develop bespoke contract monitoring arrangements for larger contracts (>£50k) and ensure that both quantitative and qualitative data are analysed and evaluated.

Recommendation 14: The PCC should consider adopting the Outcomes Star methodology for larger contracts.

Section 5: Summary of Recommendations

1. The PCC, together with partners, should evaluate the mechanisms for raising awareness of the minimum requirements as outlined in the revised Code of Practice for Victims of Crime.
2. The PCC should ensure that there is a golden thread referring to the Police and Crime Plan which runs through all documentation relating to the commissioning of services for victims and witnesses.
3. The PCC, together with partners, should explore the possibility of opening a Victims' Hub in a central location in Bradford, Calderdale and Kirklees.
4. The PCC should facilitate a national agreement on mutual aid for services for victims of crime.
5. The PCC, together with partners, should accelerate the work being undertaken to develop video link facilities available to victims and witnesses; particularly in Wakefield and Calderdale due to the court closures.
6. The PCC, together with West Yorkshire Police, should increase engagement with service providers and referral points to ensure victims and witnesses are referred to the appropriate services. In particular, the PCC should work with West Yorkshire Police and service providers to develop a West Yorkshire-wide protocol on the referral process around conditional cautioning.
7. The PCC should ensure a full evaluation of the Help for Victims website and investigate the possibility of having a live webchat facility.
8. In line with many other public sector bodies, the PCC should introduce three-year contracts with an annual finance and outcome appendix.
9. The PCC, together with partners, should develop a shared understanding of local priorities to ensure better aligned commissioning and explore all opportunities for co-commissioning across West Yorkshire.
10. Where appropriate, the PCC should consider including a weighting based on local knowledge as part of the tendering process.
11. The PCC should coordinate / commission specialist training for partners to enable them to better support victims and witnesses.
12. The PCC should support the development of robust contract monitoring arrangements proportionate to the size of the contract.
13. The PCC should develop bespoke contract monitoring arrangements for larger contracts (>£50k) and ensure that both quantitative and qualitative data are analysed and evaluated.
14. The PCC should consider adopting the Outcomes Star methodology for larger contracts.

West Yorkshire Police & Crime Panel
Scrutiny Review of Services Commissioned to Support Victims and Witnesses

Terms of Reference

1. Context

The PCC became responsible for funding some victims support services from 1 October 2014 with an initial budget of £774,396. Funding is available on an annual basis. The PCC's budget for the financial year 2015-16 is £2.5m which includes funding for the core referral and local support services, and the Prisoners Earnings Act allocation previously commissioned by the Ministry of Justice.

The support of Victims and Witnesses is stated as a key priority within the Commissioner's Police and Crime Plan. The Commissioner has promised to work with partners to fulfill his five promises to support victims and witnesses which are:

- *Be open and accountable to victims and witnesses, seeking out and acting on their views*
- *Make sure victims and witnesses get the high quality help and support they need, when they need it, in the way they need it, from the right agency*
- *Support the police to be even more victim focused and be more effective in meeting victims' needs*
- *Give victims and witnesses an effective voice in the wider criminal justice system*
- *Constantly work to develop new ways of delivering justice for victims.*

The Panel is interested in looking at how well the Commissioner is working with partners to improve the experience of victims and witnesses across the criminal justice system, and the outcomes that are being achieved in supporting victims at a county-wide level whilst also addressing local needs. Panel is keen to understand what quality standards are being met across West Yorkshire and the commissioning of Victim Support services is securing value for money.

2. Objectives

- Assess accessibility to services regardless of location
- Identify and understand how services are focussed towards the needs of victims, if appropriate making recommendations for improvement
- Review monitoring and evaluation processes
- Review quality assurance mechanisms of restorative justice services and if appropriate make recommendations for development/improvement
- Identify what avenues for wider collaborative working have been explored
- Identify and share any areas of good practice provided to victims and witnesses in West Yorkshire

3. Methodology

A Review Team of five Panel members will be established on a Task and Finish basis. The Review Team will focus on two local authorities within the West Yorkshire, Bradford and Calderdale. They will receive and consider a variety of evidence/information provided by a range of interested parties and expert witnesses, such as;

- Business plans, data and evidence used to analyse and identify need
- Legislative framework, Victims code and Commissioner's Police and Crime Plan
- Monitoring and evaluation of data reviewing victim's needs
- Information provided by service users
- Analysis of cost data
- Best practise elsewhere

4. Indicative Timetable

Date	Milestone
9 October 2015	Panel to discuss and develop the draft Terms of Reference Agree Panel membership on the Review Team
23 October 2015	Terms of Reference to be finalised with the Commissioner
Nov 15 – Apr 16	Information gathering / desktop research / obtaining views
10 June 2016	Final report to Panel



How do Victims and Witnesses Access Your Services

Questionnaire for Service Providers

About your organisation

1. Please describe the service(s) which your organisation provides to victims and / or witnesses. Roughly, how much money does your organisation spend on the service(s)?
2. How are victims and / or witnesses informed about the services which you provide?
3. How accessible are your services to victims and / or witnesses?
4. What proportion of the money spent on the service(s) is provided by the PCC and what is the PCC's funding specifically used for?

Monitoring and Evaluation

5. What measures do you use to evaluate the impact of your services? Can you provide us with any relevant analysis or evaluation?
6. If you sub-contract delivery to third parties, can you provide us with details of who they are and how you monitor their delivery?
7. To which organisations are you accountable? Can you provide details and reporting timescales?
8. What outcomes could best be used by the PCC to measure satisfaction of victims and witnesses?

The PCC

9. From your own experience, how is the PCC working with partners to improve the experience of victims and witnesses across the criminal justice system?

Future Improvements

10. What changes, if any, would you like to make to improve services for victims and witnesses?
11. Is there anything further that you feel would assist the Police and Crime Panel in making recommendations for improvement to services for victims and witnesses?

List of Consultees

The review team would like to formally record it's thanks to the following people who assisted in the scrutiny review of commissioned services for victims and witnesses between March and May 2016.

Interviewees	
Name	Organisation
BAME Victims Champion	Saima Afzal Solutions
Scrutiny Officer	Calderdale Council
CSP Manager	Calderdale CSP
Scrutiny Officer	Bradford Council
Director	Bradford Hate Crime Alliance
Chief Executive	Women Centre Calderdale and Kirklees
Divisional Manager	Victim Support
Implementation Manager	CGL
Director	
Domestic Abuse Project Manager	Calderdale Council
CSP Manager	Bradford CSP
PCC	West Yorkshire PCC
Assistant Treasurer	Office of the PCC
Senior Contracts Officer	Office of the PCC
Head of Delivery	Office of the PCC
Treasurer	Office of the PCC
Partnership Manager	Office of the PCC
Victims' Services Commissioning Adviser	Office of the PCC

Surveys sent out to	
Name	Organisation
Restorative Justice Development Manager	Restorative Solutions
Head of PNLD	Police National Legal Database
Restorative Justice Coordinator	HMP Leeds
Coordinator	Bradford Rape Crisis
Director	Nicola Hughes Consulting
Manager	Equity Partnership
Early Intervention Service Manager	Calderdale Council
Service Manager for Mental Health	Bradford Council
Chief Executive	Bradford NHS
Implementation Manager	CGL
Specialist Services General Manager	Leeds Community Healthcare Trust
Divisional Manager	Victim Support
Service Director	Keighley Domestic Violence Service
Chief Executive	Women Centre Calderdale and Kirklees
Hate Crime Advocate	Stop Hate UK
Chief Executive	Stop Hate UK
BAME Victims Champion	Saima Afzal Solutions

COMMISSIONING GROUP - TERMS OF REFERENCE
<p>Principal functions</p> <ul style="list-style-type: none"> - Contribute to and agree the development/ongoing review of the OPCC's Commissioning Strategy - Manage significant risks and ensure these are included in OPCC Risk Register - Advise on the development of the PCC's Delivery Plans and monitor their progress - Receive and review reports from the Head of Delivery, Regional Procurement and Partnership Manager - Assist the PCC to understand new legislation, national and local policy areas in relation to commissioning and grants - Identify, anticipate, track and prepare for new and additional funding streams to support delivery of the Police and Crime Plan - Ensure linkages are made to the PEG, the CSP Forum and Third Sector Group. - By exception receive reports where delivery is not meeting criteria and advise and assist in decommissioning if appropriate - Pass any relevant matters of concern and/or respond to any requests from the Good Governance Group or Audit Committee
<p>Chair: OPCC Treasurer</p>
<p>Other members OPCC (Head of Delivery), WYP (Legal), Police Regional Procurement, WYP (Finance, Management Account Manager) OPCC (Internal Audit Manager), OPCC (Victims Services Commissioning), OPCC (Partnership Manager), Assistant Chief Finance Officer, WyFi team manager, PCC Contract Officer PCP Member</p>
<p>Output / destination route PCC Joint Executive Group Partnership Executive Group</p>
<p>Frequency Every three months</p>
<p>Status Inclusion of key areas on the public website</p>

**Community Safety Partnerships Forum
Terms of Reference**

Principles behind development of the group...

- Greater collaboration/sharing ideas
 - Issues
- Take good practice and use in local areas
- Benchmark with others
- Consider performance based on shared priorities/community outcomes
- Need to be clear of what we achieve
- Realism and what each area achieves/learn from
- Evaluation
- Think how we can communicate through CSP's/work together as co-ordinators of action
 - Look at partner resources we already have ~ don't duplicate
 - look at collaborative joint projects
 - opportunity to share partnership plans
 - support best practice

(Example of work with University of Huddersfield in ensuring priorities are right)

- bids for monies could be stronger if submitted together

Terms of reference:

1. Through collaboration, identify/strengthen shared priorities and opportunities that work in West Yorkshire to reduce crime and disorder, and improve community safety by sharing ideas, good practice, resources, partnership plans and bids for monies in order to effect joint solutions.
2. Communicate collaborative working messages via individual Community Safety Partnerships, and go beyond reciprocal duties defined by current legislation to share the delivery of the Police and Crime Plan during times of reduced resources to ensure West Yorkshire Communities are safe and feel safe.
3. Report progress into the Partnership Executive Group on a quarterly basis.

Membership to include:

Deputy Police and Crime Commissioner (Chair)
 Relevant Director in each LA responsible for Community Safety
 Community Safety Partnership Lead/Manager across the 5 districts
 Community Safety Portfolio Holder/Cabinet Member across the 5 districts
 Partnership Manager OPCC
 Head of Delivery (where applicable)
 Representative from West Yorkshire Fire and Rescue
 Representative from LCJB

SCHEDULE 3: COMMUNITY SAFETY FUND REPORTING DISTRICT: WAKEFIELD



This form will need to be submitted quarterly, provisionally by the last day of the following month e.g. July-September will need to report by 31 October.

PERFORMANCE

Information should cover 12 monthly rolling totals unless the data doesn't lend itself to it (e.g. drug testing data). If data to the end of the quarter is not available please always use the most current data available. Volume and change over time is to be reported.

Performance measure	Data to [XXX 2015]	Data to [XXX 2016]	% change over time
Total recorded crime			
Burglary dwelling recorded			
Theft of motor vehicle recorded			
Theft from motor vehicle recorded			
Assault with injury recorded (to Feb)			
Repeat incidents of domestic violence, repeat victimisation rate			
% who state that there is a problem with ASB in their area			
% of all clients (opiate users) completing and not re-presenting (Public Health definition – source NDTMS)			
% of all clients (non opiate users) completing and not re-presenting (Public Health definition – source NDTMS)			
Early estimates of proven re-offending for drug using offenders (Public Health – source Partnership & PFA DIP Report)			
% who agree their local area live together harmoniously			
Proven re-offending by adult offenders			
Proven re-offending by juvenile offenders			
First time entrants to Criminal Justice System			
% saying drunk and rowdy behaviour is a problem			
Alcohol indicator (Public Health definition – source NDTMS) – to be confirmed			
Number of referrals for restorative interventions			
Number of restorative justice meetings			

Please set out below any commentary around the performance figures in the above table that you think would help the Police and Crime Commissioner (PCC) to understand the data and trends.

FINANCE

Please set out rolling financial information in the table below.

Area	Overall budget	PCC Funding
Drugs and alcohol		
CSP		
YOT		

ACTIVITIES AND FINANCE

It is important for the PCC to understand the nature of the work that the community safety fund is being used to support and how the funding is being used. In this section you need to set out the activities that the **Community Safety Partnership (CSP)**, **Drugs and Alcohol** and **YOTs** have funded during the period being reported on and how the funding has been spent. **Please note that we do require you to repeat activities previously reported if they are still ongoing as a rolling progress report.**

Please add more rows as required.

COMMUNITY SAFETY PARTNERSHIP (CSP)

Activities

Activity funded	Start date	Description of activity and desired outcomes	Progress to date

Please also provide brief details of any significant pieces of work coming up/future priorities:

CSP Finance

Category	Projected spend (£)	Actual spend (£)	Commitments (£)	Explanation for significant variation*

* significant variation is defined as +/- £500

DRUGS AND ALCOHOL

Activities

Activity funded	Start date	Description of activity and desired outcomes	Progress to date

Please also provide brief details of any significant pieces of work coming up/future priorities:

Drugs and Alcohol Finance

Category	Projected spend (£)	Actual spend (£)	Commitments (£)	Explanation for significant variation*

* significant variation is defined as +/- £500

YOTs

Activities

Activity funded	Start date	Description of activity and desired outcomes	Progress to date

Please also provide brief details of any significant pieces of work coming up/future priorities:

YOTs Finance

Category	Projected spend (£)	Actual spend (£)	Commitments (£)	Explanation for significant variation*

* significant variation is defined as +/- £500

Please set out any underspend at the end of quarter XX (XXX 2016) based on the total of actual spend and commitments during the year. You will need to request permission to carry forward the underspend to the next funding period.

Risks

This will need to cover any risks the CSP/Drugs and Alcohol Team/YOTs foresee such as additional funding that may be coming to an end and may impact on services commissioned, issues with existing projects that may have come to light, internal resources impeding on the ability of the department to function or performance/inspection issues that they feel need to be flagged to the PCC. It may be that from quarter to quarter risks change or minimal risks are identified.

Risk identified and potential impact
Community Safety Partnership
Drugs and Alcohol
YOTs

SUPPLEMENTARY INFORMATION

You may have additional information that you wish to submit to the PCC in support of your performance, the activities you have undertaken or your actual spend of the fund. Please detail this in the box below or list any attachments that you are submitting at the same time.
Community Safety Partnership
Drugs And Alcohol
YOTs

AUTHORISATION

I confirm that the enclosed information reflects the performance, activities and spend against the community safety fund in the given period.	
Signature:	Date