

DMPC Decision – PCD 559

Title: Mayor's VAWG Fund

Executive Summary:

This decision sets out the proposed funding and commissioning approach for tranches 2 to 4 of the Mayor's VAWG Fund.

The allocation of the monies for tranche 1 was approved in PCD 448.

Recommendation:

The Deputy Mayor for Policing and Crime is recommended to:

- approve the strategy outlined in this DMPC Decision for both the funding allocation and the commissioning approach for tranches 2 to 4 of the Mayor's VAWG Fund;
- approve the allocation of up to £100,000 to commission a Feasibility Study for the Home Office Transformation Projects, to support the effective delivery of tranche 2 of the fund;
- ring-fence up to £1 million from tranche 4 to address pan London issues with revenue funding for refugees and safe accommodation.; and
- delegate to MOPAC's Chief Executive Officer (CEO) the approval of changes to the split of funding between the different tranches of the VAWG fund, as long as the total value of the tranches does not exceed the total set out in this decision.

Deputy Mayor for Policing and Crime

I confirm I have considered whether or not I have any personal or prejudicial interest in this matter and take the proposed decision in compliance with the Code of Conduct. Any such interests are recorded below.

The above request has my approval.

Signature

Sybil Winder

Date

19/6/19

PART I - NON-CONFIDENTIAL FACTS AND ADVICE TO THE DMPC

1. Introduction and background

- 1.1. Tackling Violence Against Women and Girls (VAWG) is a key priority in the Mayor's Policing and Crime Plan (2017-21). The refreshed London VAWG Strategy (2018-21) aims to reduce the prevalence of VAWG in London, tackling perpetrators and supporting victims and survivors. The refreshed strategy underwent substantial consultation with victims, survivors and the members of the VAWG Board.
- 1.2. In 2017 MOPAC were awarded significant funding over three financial years (Decision PCD291 and Decision PCD153) through the Home Office VAWG transformation fund and Police Transformation Fund to support earlier intervention and prevention. Three bespoke programmes of work have been developed to better meet the needs of survivors of sexual violence as well as to develop new approaches to tackle repeat perpetrators of stalking and domestic abuse. These three key programmes have been developed working in collaboration with the VCS, local authorities and other PCCs across the country. The Home Office funding ends in March 2020.
- 1.3. Following an increase in demand and cuts in central government funding the Mayor has had to rethink what needs to be done centrally from City Hall to tackle VAWG and ensure appropriate support is available to victims and survivors. The Mayor has committed to invest £15million of new money, across a three-year period to improve and increase the support that is available to victims and survivors of VAWG.
- 1.4. The budget has been allocated across three financial years 2019/20-21/22, with an emphasis on maximising immediate investment in services which are struggling to meet demand as well as allowing for funding to be allocated over a 30-month period supporting the sector's need for more sustainable access to resource. This funding will be delivered in four tranches;
 1. Maintain existing investment.
 2. Sustain current innovation.
 3. Competitive grant allocation – developing grass-roots based provision.
 4. Managing an increase in demand.
- 1.5. This decision concerns tranches two, three and four of the fund and the final allocation of any underspend from tranche 1.
- 1.6. Tranche 1, maintaining existing investment has been fully allocated with £1.35million being immediately invested in MOPAC funded services. This will increase the number of Independent Sexual Violence Advocates (ISVA) and Independent Domestic Violence Advocates (IDVA), as well as allowing the sector to improve the quality of staffing and retention. This is outlined in DMPC Decision PCD 448.

2. Issues for consideration

- 2.1. This section provides an overview of:
 - the aims and objectives for each tranche for the Mayor's VAWG fund;
 - the proposed allocation of funding for each tranche;
 - the proposed approach to delivering each tranche; and

- details of any other specific pieces of work required to support delivery of the tranche.
- 2.2. The proposed amounts allocated to each tranche of the VAWG Fund remain indicative at this point. These allocations may need to be reviewed, but this will only be in the following circumstances:
- if the work currently being undertaken by MOPAC's Evidence and Insight team to map current levels of demand and need for, and gaps in, existing VAWG services in London highlights a need to review the allocation to ensure they appropriately reflect demand and need;
 - if the work MOPAC proposes to commission to support the delivery of tranche 2 (a Feasibility Study on the Home Office Transformation Projects, see paragraphs 2.5 – 2.8 below) highlights that the budget allocated to this tranche should be reviewed; or
 - if there is an underspend on any of the other tranches, including tranche 1. In this case, any underspend would be re-allocated to tranche 4 to increase the value of that fund.
- 2.3. The DMPC is therefore asked to delegate authority to MOPAC's CEO for the virement of monies between each of these tranches, should this be required, as long as the total amount allocated to the VAWG Fund does not exceed £15 million, which is the total amount available for the entire Mayor's VAWG Fund.

Tranche 2: Sustaining Current Innovation

- 2.4. The aim of tranche 2 is to review and sustain current Home Office transformation innovation projects which are due to end in March 2020. MOPAC attracted funding from the Home Office Police Transformation Fund and Home Office VAWG Fund to enable the development of bespoke programmes of work to better meet the needs of survivors of sexual violence as well as to develop new approaches to tackle repeat perpetrators of stalking and domestic abuse. These three key programmes have been developed working in collaboration with the Voluntary and Community Sector (VCS), local authorities and other PCCs across the country. The three programmes are:
- **The Drive Programme** – a VCS, Local Authority (LA) collaboration to reduce the reoffending of harmful repeat DA offenders
 - **Multi Agency Stalking Intervention Project** – This is a multi- agency stalking intervention programme which reviews all cases to identify risks of stalking and put in place safety planning for victims and enforcement for perpetrators.
 - **Sexual Violence Triage programme** – developing a new way for survivors to access support in terms of advocacy, counselling and wider advice across the services commissioned in London across the voluntary and statutory sector
- 2.5. A study will be conducted to review the feasibility of the current innovation projects, and the existing services based in London that are currently delivering time limited services utilising funding awarded from the Home Office Police Transformation Fund (PTF) and Home Office VAWG Transformation Fund. This will inform future DMPC Decisions relating to the continuation of all, or elements of, these services.

Tranche 3: Competitive Grant Allocation – Developing Grass roots-based Provision

- 2.6. Tranche 3 will focus on developing grass roots-based provision through a fund management arrangement. The fund manager will be appointed through a competitive

process and their role will be to develop and support the growth and networking of community-based organisations responding to VAWG in London as well as awarding grants to relevant VAWG specialist organisations. It is intended that awarded funding will cover at least a 24 month delivery period, focusing on sustainability of services and not short-term innovation.

Tranche 4: Managing an Increase in Demand

- 2.7. Tranche 4 of the fund will focus on managing an increase in demand on services supporting women and girls affected by violence. The increase in demand on services is as a result of both increases in numbers of incidents and severity of violence.
- 2.8. MOPAC will develop a prospectus for this biddable element of the tranche using the findings from the data pack that is being produced by MOPAC's Evidence and Insight team. This will inform the prospectus that will set out the key outcomes for the fund.
- 2.9. The majority of the fund will be allocated through an open and competitive bidding process in response to the prospectus, enabling significant investment in services supporting the most at risk women and girls. Consideration will be made to ensure wider services are responding appropriately to victims and survivors as well as reviewing developing referral pathways.
- 2.10. The DMPC is also asked to ring-fence up to £1million of this tranche to address the pan London issues associated with revenue funding of safe accommodation. Further consultation is taking place around how to deliver this, including exploring options for securing match funding. A further Decision will be submitted seeking approval on the approach to be followed and any monies that no longer need to be ring-fenced for this purpose will be re-allocated through the bidding process for tranche 4 (see 2.9).

3. Financial Comments

- 3.1. This decision seeks DMPC approval for the allocation of £13,650,000 across tranches 2 to 4 of the Mayor's VAWG Fund.
- 3.2. The funding for these services comes from the additional £15 million announced by the Mayor on 27th February 2019 (<https://www.london.gov.uk/press-releases/mayoral/mayors-15m-boost-to-tackle-violence>) to tackle violence against women and girls. £1.35 million of this funding has already been allocated to increasing the investment in existing MOPAC funded services, as set out in PCD448.
- 3.3. The proposed allocation of the remainder of the £15 million across tranches 2 to 4 for the years 2019 – 2020 through to 2021 – 2022 is set out below:

Tranche	Proposed Allocation
2: Sustaining Current Innovation	£3.4 m
3: Developing Grass roots-based Provision	£3.42m
4: Managing an Increase in Demand	£6.83m
Total allocation for tranches 2 to 4	£13.65m

- 3.4. The amounts set out in the table above, allocated to each tranche of the fund, remain indicative at this time and will be finalised following completion of work currently being undertaken to review the evidence base.
- 3.5. The £100,000 for the Feasibility Study for the Home Office Innovation Projects will come from MOPAC's commissioning budget.

4. Legal Comments

- 4.1. MOPAC's general powers are set out in the Police Reform and Social Responsibility Act 2011 (the 2011 Act). Section 3(6) of the 2011 Act provides that MOPAC must "secure the maintenance of the metropolitan police service and secure that the metropolitan police service is efficient and effective." Under Schedule 3, paragraph 7 MOPAC has wide incidental powers to "do anything which is calculated to facilitate, or is conducive or incidental to, the exercise of the functions of the Office." Paragraph 7(2) (a) provides that this includes entering into contracts and other agreements.
- 4.2. Section 143 (1) (b) of the Anti-Social Behaviour Crime and Policing Act 2014 provides an express power for MOPAC, as a local policing body, to provide or commission services "intended by the local policing body to help victims or witnesses of, or other persons affected by, offences and anti-social behaviour."
- 4.3. The recommendations in this decision are in line with the legislation and in line with MOPAC's Scheme of Delegation as set out below.
- 4.4. In line with section 4 of MOPAC's Scheme of Consent and Delegation, the DMPC has authority for the:
- approval of business cases for revenue expenditure above £500,000 (section 4.8);
 - approval of the strategy for the award of individual grants and the award of all individual grants (section 4.8); and
 - approval of the procurement strategy and requests to go out for tender for contracts (section 4.13).
- 4.5. Further DMPC Decisions will be submitted regarding the award of any contracts and grants for tranches 2 to 4 of Mayor's VAWG Fund.
- 4.6. In line with section 5.22 of MOPAC's Scheme of Delegation, the Chief Executive Officer has authority for the finalisation of planning and contractual/grant arrangements, including relevant terms and the signing of contracts and grant agreements.

5. Commercial Issues

- 5.1. The majority of funding for tranche 2 is likely to be allocated via a direct award of grant to the existing providers as this is funding is being made available to sustain current Home Office Innovation Projects.
- 5.2. The funding in tranches 3 and 4 of the Mayor's VAWG Fund will be allocated following open and competitive grant award processes. These processes will be conducted in line with MOPAC's governance processes and Scheme of Delegation.
- 5.3. The supplier for the Feasibility Study for the Home Office Innovation Projects will be identified via an open and competitive tendering process. Professional, technical advice is being sought from MOPAC's Procurement Manager and TfL procurement colleagues in

relation to the procurement approach to be followed. It will also be subject to TfL governance arrangements to ensure that the process is fully compliant with the Public Contract Regulations 2015.

6. Public Health Approach

- 6.1. VAWG is a significant public health issue, costing the health care system £1.3 billion a year. Domestic abuse (Drive) and stalking (MASIP) have significant and enduring impacts on individual's physical health and mental wellbeing. Both Drive and MASIP seek to intervene with perpetrators and provide support to victims (and their children). Both Drive and MASIP aim to hold perpetrators accountable for their behaviour as well as increasing the visibility of perpetrator responses to these forms of VAWG. MASIP has a health engagement element within the model (as a treatment option where appropriate for individuals who have engaged in stalking offending behaviour), and both programmes work in partnership with health, social care, criminal justice agencies and the voluntary sector to manage the risks posed by these individuals and seek to reduce repeat victimisation.

7. GDPR and Data Privacy

- 7.1. A full Data Protection Impact Assessment will be completed by all providers if required as part of the mobilisation for the services, to ensure that all delivery is fully compliant with the requirements of the GDPR.
- 7.2. All contracts and grant agreements will include clear provisions relating to compliance in this area, and in relation to the processing of personal data. These terms have been drafted following consultation with MOPAC's GDPR Project Manager.

8. Equality Comments

- 8.1. The Police and Crime Plan and associated commissioning plans are based on two clear principles:
 - **Victims First** – putting victims at the heart of everything we do.
 - **Reducing inequalities in communities** – a focus on setting an agreed standard and addressing the disparities we see across the city.
- 8.2. In order to address the inequalities that exist in London, MOPAC has three targeted priorities directed at those people who are disproportionately affected by crime. The priorities aim to provide specialised services that safeguard the most vulnerable in society and reduce evident existing inequalities. These priorities are reflected in MOPAC's victims' commissioning plans over the next three years, as set out in this decision form. They are:
 - Keeping Children and Young People Safe
 - Tackling Violence Against Women and Girls
 - Standing together against extremism, hatred and intolerance
- 8.3. MOPAC is clear that the outputs from this commissioning plan will provide a better service to all victims whilst having a greater positive impact on certain groups in society who are disproportionately vulnerable to and affected by crime.

- 8.4. The impact assessment for the Police and Crime Plan details the proposed priorities and assesses potential impact, whether positive, negative, neutral or unknown. In conducting the assessment, and in line with the intentions of the draft Plan, the potential impact has been assessed as positive across all objectives.
- 8.5. The evidence indicates differential experiences of victim satisfaction and confidence amongst different sections of London's community – BAME (black, Asian and minority ethnic), women, young people, boys/men, and people with physical and mental health disabilities. The evidence also indicates that some areas of London are more vulnerable than others to crime and victimisation. However, analysis shows that the number of high harm victims that are either BAME or White is proportionate to the current London ethnic projections.
- 8.6. The assessment has been conducted to determine whether proposed priorities would have any negative impact on any protective characteristics. In conducting the assessment the potential impact has been assessed as positive across all objectives.
- 8.7. In November 2016, MOPAC published a needs assessment that it had commissioned in partnership with NHS England (London.) This considered the extent of sexual violence need and demand in the Capital and how this was being met by the services that MOPAC and NHS England (London) were commissioning. This needs assessment highlighted that:
- Each year around 24,000 adults in London experience sexual assault or rape;
 - Most of these victims and survivors are women (85%)
 - For both men and women, the offender is male in 99% of cases
- 8.8. Disabled women are more likely to be victims of domestic abuse and sexual violence than non-disabled women. Victims with learning disabilities are also at increased risk of abuse and are least likely to proceed through the criminal justice service to see the conviction of the offender, cases where no further action is taken are 4.4 times higher than for those without learning disabilities,
- 8.9. The VAWG Strategy Refresh 2013-17 Community Impact Assessment and Imkaan report 'Beyond the Labels' outline the impact of domestic violence on different groups. Women are disproportionately affected by domestic violence and these documents highlighted that for certain groups of women the risk of violence is even greater due to aspects such as ethnicity, faith, culture and age.
- 8.10. MOPAC is clear that the outputs from this programme of work will provide a better standard of provision to victims of survivors of VAWG whilst having a greater positive impact on certain groups in society who are disproportionately vulnerable to and affected by crime

9. Background/supporting papers

- 9.1. PCD 448
9.2. PCD 153
9.3. PCD 296

Public access to information

Information in this form (Part 1) is subject to the Freedom of Information Act 2000 (FOIA) and will be made available on the MOPAC website following approval.

If immediate publication risks compromising the implementation of the decision it can be deferred until a specific date. Deferral periods should be kept to the shortest length strictly necessary.

Part 1 Deferral:

Is the publication of Part 1 of this approval to be deferred? NO

If yes, for what reason:

Until what date:

Part 2 Confidentiality: Only the facts or advice considered as likely to be exempt from disclosure under the FOIA should be in the separate Part 2 form, together with the legal rationale for non-publication.

Is there a **Part 2** form – NO

ORIGINATING OFFICER DECLARATION

Tick to confirm statement (✓)

Financial Advice

The Strategic Finance and Resource Management Team has been consulted on this proposal.

✓

Legal Advice

Legal advice is not required.

✓

Equalities Advice:

Equality and diversity issues are covered in the body of the report.

✓

Public Health Approach

Due diligence has been given to determine whether the programme sits within the Violence Reduction Unit's public approach to reducing violence.

✓

Commercial Issues

Commercial issues are covered in the body of the report. The proposal is in keeping with the GLA Group Responsible Procurement Policy.

✓

GDPR/Data Privacy

- GDPR compliance issues are covered in the body of the report
- A DPIA is not required at this time.

✓

Director/Head of Service

The Director of Criminal Justice and Commissioning has reviewed the request and is satisfied it is correct and consistent with the MOPAC's plans and priorities.

✓

Chief Executive Officer

I have been consulted about the proposal and confirm that financial, legal and equalities advice has been taken into account in the preparation of this report. I am satisfied that this is an appropriate request to be submitted to the Deputy Mayor for Policing and Crime.

Signature

R. Lawrence

Date

18/6/19

DMPC Decision – PCD 448

Title: Sexual and Domestic Violence Commissioning 19/20-20/21

Executive Summary:

This decision seeks to both maintain and enhance existing service provision commissioned by the Mayor in London which supports victims of sexual violence and of domestic abuse over a 2-year period (19/20 and 20/21). It is in line with the commitments outlined in the Mayoral Violence Against Women and Girls strategy.

This will be implemented with additional funding and via the award of 7 grant agreements and 1 contract variation:

- 4 grant agreements will be issued, one to each of London's 4 Rape Crisis Centres (RCCs) to the value of £4,564,000 over a two-year period, April 2019 to March 2021. The 4 London RCCs are the only accredited services of their kind in London, which means we are moving to a direct funding position to ensure sustainability and growth of these services. The funding to support these grant agreements comes from a combination of Ministry of Justice (MoJ) victims grant (which in total is worth £10.2m), MoJ devolved Sexual Violence budget to MOPAC (which in total is worth £1.4m) and the Mayor's VAWG fund announced in February 2019 (which in total is worth £15m).
- 1 grant agreement will be issued to NHSE to part fund the Sexual Assault Referral Centres (SARCs), to the value of £4,520,000 over a 2-year period, from April 2019 to March 2021. £4,330,000 will go into supporting the direct frontline service offer to victims of sexual violence in London, with the remaining £190,000 supporting an improvement to forensic suites, alongside developing a business case to improving the estates.
- 2 grants agreements will be issued to support victims of male rape; 1 to Survivors UK to value of £47,000 and one to fund Havens (The survivor abuse network) to the value of £42,000, for a one-year period April 2019-March 2020.
- In addition, a contract variation will be made to the London Integrated Victims and Witness Services supporting an increase in the number of independent domestic violence advocates (IDVA) by 5 to the value of £350,000, for a two-year period from April 2019 to March 2021. This will provide additional advocacy support to survivors of domestic abuse in key locations in London.

The overall cost of the investment for 2019/20 to 2020/21 is £9,523,000. This includes a £1.3m contribution from the Mayor's £15m Violence Against Women and Girls fund announced in the Mayor's 2019-20 Budget.

Recommendation:

The Deputy Mayor for Policing and Crime is recommended to:

- Award four separate grant agreements to the four London Rape Crisis Centres for up to 24 months (April 2019 to March 2021) for a total of £4,564,000 with the possibility to extend by one further year.
- To approve a move towards a direct funding approach for accredited core rape crisis services

- Award a grant agreement to NHSE for a total of £4,520,000; to part fund core SARC's services in London, as well as supporting Improvements into the forensic service offer and wider Improvements to estates.
- Award a grant to Survivors UK for a total of £47,000 for 19/20.
- Award a grant to Havens (The survivors of Abuse Network) for a total of £42,000 for 19/20.
- To approve a contract variation to the Integrated and Victim Witness Service (PCD 516) requiring an additional 5 IDVAs to be added to the service for a two-year period to the value of £350,000 (19/20-20/21).
- Delegate authority to sign all 7 grant agreements and the IVWS contract variation to the Chief Executive.

Deputy Mayor for Policing and Crime

I confirm I have considered whether or not I have any personal or prejudicial interest in this matter and take the proposed decision in compliance with the Code of Conduct. Any such interests are recorded below.

The above request has my approval.

Signature

Sybil Henderson

Date

16/4/19

PART I - NON-CONFIDENTIAL FACTS AND ADVICE TO THE DMPC

1. Introduction and background

- 1.1 The Mayor of London has made a commitment in the Police and Crime Plan *to sustain the current investment in Rape Crisis Centres and London Sexual Assault Referral Centre*. Furthermore, MOPAC have fulfilled the commitment to use the *learning from the Pan-London Domestic Violence Service to inform future development* of IDVA provision to inform the commissioning of the new London Integrated Victim and Witness Service, see PCD516.
- 1.2 MOPAC has been funding the four London Rape Crisis Centres and the SARCs since April 2014, at a cost of £1,260,000 per year. This funding is provided through the MoJ victims grant which is provided to the Mayor of London on an annual basis to enable the commissioning of London victims' services. They provide an invaluable resource in London; supporting many survivors to cope and recover.
- 1.3 Rape Crisis Centres in London provide services to women that have been victims of sexual violence. They support women that either self-refer or are referred from other agencies, no matter the length of time which has passed since the incident.
- 1.4 The Crime Survey for England and Wales (CSEW) provides the most authoritative estimates of sexual violence for England & Wales. The CSEW indicates that each year around 24,000 adults in London experience serious sexual assaults and/or rape. Most victims are women (85%); this is equivalent to an average 11 sexual assaults and rapes of women per borough each week of the year. The CSEW also estimates that one in five women (20%) have experienced sexual assault or rape at some time in their lives since the age of 16.
- 1.5 In the calendar year 2018, over 2,530 women and girls were referred to Rape Crisis Centres for counselling or advocacy support but waiting lists have now closed. All of these women would have been offered a combination of the following services:
- One to one counselling and therapeutic intervention;
 - Group workshops;
 - Specialist support through Independent Sexual Violence Advisors;
 - Information and advice;
 - Referrals to other agencies for support; and
 - Telephone helpline services.
- 1.6 London SARCs, also known as Havens, are the only service in London that provides forensic medical examinations and follow up support for victims of rape and sexual violence. For the calendar year 2018, 2,001 individuals were referred to the SARCs. SARCs provide a service to both female and male victims of sexual violence. Currently the SARCs operate from 3 sites in the capital; Camberwell, Whitechapel and Paddington. It is recognised currently that the services have adapted to these spaces and that they are not the ideal environment for improving service user experience, utilising medical expertise across London, nor in adding the best criminal justice outcomes. MOPAC and NHSE have committed to work together over the next 2 years to develop a feasible approach to improvements in the estates. However, in the short-term, improvements to the forensic medical suites is required to ensure they meet Forensic Regulator Standards in 2020. These improvement works will be focused on Camberwell and Whitechapel as the planned and resourced move from Paddington to Kensington of the third site will absorb the costs of the required improvements. The services are commissioned by NHSE, MOPAC offers 40% of funding to the overall delivery costs.
- 1.7 **The pan London domestic violence service supported 4,111 victims of domestic abuse in the last year 2018.** It has provided an invaluable support and has integrated in colocated arrangements with a combination of Local Authorities, Police and hospital settings. Although this

service was recommissioned in 18/19, integrated into the overall London Integrated Victim and Witness Service, the number of IDVAs at 40.5 have been retained and will continue to work at a local collocated level across London.

1.8 Mayors VAWG Investment Fund

Despite this investment and the support offered to survivors of sexual and domestic violence in London, we know that there has been a continued increase in these offence types in London with a 63% increase in domestic abuse offences recorded between 2011 and 2018. In addition, through close work with the services referred to in this decision, we know that the demand placed on services to meet survivor needs has increased significantly with the London's Rape Crisis Centres closing their waiting lists in the middle of 2018.

- 1.9 In response to the significant increase in demand for services, the Mayor in February 2019 allocated an additional £15 million, profiled over 3 financial years from April 2019 to support survivors of violence against women and girls (VAWG) in all its forms in London.

The purpose of the fund is to:

- Immediately improve the quality of existing services operating in London, providing them with resources to address the current challenges;
- Sustain the programmes of innovation put in place which have been developed to meet the demand challenge through more effective triage as well as new approaches to better offender management and rehabilitation of perpetrators of VAWG; focus specifically on stalking and domestic abuse;
- Develop the commissioning and funding arrangements with the VAWG sector; providing simpler routes to commissioning and supporting better coordination and networking across critical VCS provision;
- Extend the reach and quality of services offered to survivors with protected characteristics, working with the VAWG sector to engage smaller grass roots organisations in developing the scope and reach of their programmes; and,
- To strengthen the overall capacity of the sector to work with survivors, focusing on the increase in advocacy, counselling and referrals and access into mainstream statutory provision.

The fund will be distributed through four funding tranches;

- 1) Maintaining existing investment
- 2) Sustaining current innovation.
- 3) Competitive grant allocation.
- 4) Managing an increase in demand

- 1.10 To ensure that existing services can better meet demand immediately £1.3 million of this £15 million fund will be invested in the existing services outlined in this decision; RCCs, SARCs and London's IVWS. The table in the finance section of the report outlines how it has been attributed.

1.11 National Rape Crisis Fund

The Ministry of Justice (MoJ) is testing the devolution of rape support funding to five Police and Crime Commissioners offices (PCC) for a three-year period, MOPAC is one of these PCCs and was selected after demonstrating advanced local partnerships and integrated commissioned services. All test areas, including MOPAC, will play a key role in exploring the benefits of full local commissioning of these rape support services and inform a future decision on whether PCCs should take on these commissioning responsibilities longer term.

2. Issues for consideration

- 2.1 London Rape Crisis Centres.** The service the four Centres provide is unique because they are the only validated Rape Crisis service providers in the Capital. To be 'qualified' as a Rape Crisis service by Rape Crisis England & Wales a provider must meet a prescribed list of minimum standards and must also go through a validation process every three years. The four providers that MOPAC funds have achieved this standard and are the only providers in London to have done so (1). On this basis it is recommended that four direct grants are awarded removing any future competitive competition.
- 2.2** To ensure that the RCCs continue to support the ambitions outlined in the Mayors Police and Crime Plan, the new grant award will list clear requirements that the providers will be obligated to work towards as recipients of MOPAC funding. The following are the key headlines of an increased service offer as a result of the MOPAC investment in RCCs 19/20 -20/21.
- An increase of 6 ISVAs and 1 specialist caseworker, ensuring that an additional 235 women will be able to access specialist advocacy.
 - 100 more women will receive therapeutic intervention in 2019/2020 with this uplift, with wait times reducing from an average of 8 months to 16 weeks.
 - ISVA support and counselling available in every London Borough, with reach being further extended by offering an increase of £12,000pa to pay for interpreters and childcare to reduce barriers to support.
 - Safeguard the use of women only spaces and will enable the services to hire more appropriate satellite spaces in boroughs where they do not have a fixed centre.
 - All sexual violence advocates will have their salaries benchmarked, ensuring consistency and increased resilience across the services.
 - Increase of bespoke support for young women
 - An outreach service to raise awareness across communities and professionals.
- 2.3** The table below demonstrates the funding sources which make up the overall £ 4.564 million investment into RCC in London, for the period 19/20 and 20/21. It shows how the investment breaks down by centre. It should be noted that the proportion allocated annually shown below by each centre, is based on the level of demand and need in that geography.

Funding allocation for 2019/2020-2020/2021

Table 1. Region (North 23.4%, South 31.3%, East 23.4% West 21.87%) Number of boroughs	North 7	South 12	East 7	West 6
MOPAC: £1,260,000 Per year (percentage split) (£ 2,520,000 total 2 years)	£295,000 (£590,000)	£395,000 (£790,000)	£295,000 (£590,000)	£275,000 (£550,000)
Mayor's Fund: £380,000 Per year (percentage split) (£760,000 2 years)	£88,920 (£177,840)	£118,940 (£237,880)	£88,920 (£177,840)	£83,220 (£166,440)
Devolved MoJ Rape crisis provision: £642,000 per year (4 way equal split) (£1,284,000 total 2 years)	£160,500 (£321,000)	£160,500 (£321,000)	£160,500 (£321,000)	£160,500 (£321,000)
Total allocation £2,282,000 per annum £4,564,000 2019/2020-2020/2021	£544,420 (£1,088,840)	£674,440 (£1,348,880)	544,420 (£1,088,840)	518,720 (£1,037,440)

- 2.4 National Rape Crisis Fund.** The devolved arrangements that have been put in place are enabling a more effective commissioning approach with London 4 RCCs; with the ability to remove any

1 MOPAC has checked this statement for accuracy with Rape Crisis England & Wales.

competitive processes for access to fund, allowing time and capacity to be spent on frontline service. MOPAC will work closely with the RCCs to understand the impact of the additional funding allocated and change in commissioning process from 2019/20 through to 20/21.

- 2.5 The grant agreements to be put in place with Survivors UK and Havens (The Survivors Abuse Network) are for one year only 19/20. MOPAC intends to review in 2019/20 allocation of funding to services which support male survivors.
- 2.6 London's SARC's require some short-term modernisation even in light of the longer-term plans to potentially redesign their service within one main centre for London. It is critical this work is carried out in 2019/20 in order to meet the the Forensic Science Regulator standards for DNA cross contamination guidelines which will become mandatory by 2020.
- 2.7 NHSE commission the SARC service for London and have in place a comprehensive contract management process. MOPAC In the development of the grant agreement with NHSE will agree a set of funding outcomes, for regular reporting to ensure that value for money for MOPAC's funding of the service is achieved.
- 2.8 The Integrated Victim and Witness Service went live on the 1st April 2019 and is in the process of mobilising. There has been a direct continuation of staffing and service in relation to the support offered by the 40.5 commissioned IDVAs. The additional 5 IDVAs will be implemented through a contract variation and will begin providing service to high demand areas immediately.

3. Financial Comments

- 3.1 The total cost of this investment in London over the period 2019-20 and 2020-21 is £9.523 million. The funding to support this investment in sexual and domestic violence service comes from three sources.
- 3.2 The table below sets this out:

Service All figures in £000	Funding source 19/20 – 20/21			
	MOJ Grant	Mayors fund	MoJ devolved RCC	Total Funding
Rape Crisis Centres	2,520	760	1,284	4,564
SARC's (havens)	4,330	190	-	4,520
Integrated Victims and Witness Service	-	350	-	350
Survivors UK	-	-	47	47
Havens (The survivors of Abuse Network)	-	-	42	42
	6,850	1,300	1,373	9,523

4 Legal Comments

- 4.1 MOPAC's general powers are set out in the Police Reform and Social Responsibility Act 2011 (the 2011 Act). Section 3(6) of the 2011 Act provides that MOPAC must "secure the maintenance of the metropolitan police service and secure that the metropolitan police service is efficient and effective." Under Schedule 3, paragraph 7 MOPAC has wide incidental powers to "do anything which is calculated to facilitate, or is conducive or incidental to, the exercise of the functions of the Office." Paragraph 7(2) (a) provides that this includes entering into contracts and other agreements.

- 4.2 Section 143 (1) (b) of the Anti-Social Behaviour Crime and Policing Act 2014 provides an express power for MOPAC, as a local policing body, to provide or commission services "intended by the local policing body to help victims or witnesses of, or other persons affected by, offences and anti-social behaviour." Section 143(3) specifically allows MOPAC to make grants in connection with such arrangements and any grant may be made subject to any conditions that MOPAC thinks appropriate.
- 4.3 The powers in section 143 were given to MOPAC following the Government's response to the consultation Getting it Right for Victims and Witnesses (2 July 2012) in which it set out a package of reforms to the way in which support services for victims of crime are to be provided.
- 4.4 The recommendations in this decision are in line with the legislation.
- 4.5 The Under MOPAC's Scheme of Delegation, approval of the strategy for the award of individual grants and the award of all individual grants (for crime reduction or other purposes) is a matter generally reserved to the DMPC (paragraph 4.8). The release of funding in accordance with the proposals set out in this decision form is accordingly to be approved by the DMPC. The delegation of responsibility for the finalisation of planning and contractual/grant arrangements, including relevant terms and the signing of agreements, to the Chief Executive Officer for activities to the value of £499,000 or less, is in accordance with the general power of delegation in section 5.
- 4.6 Officers must ensure that the funding agreement is varied in accordance with the provisions of the same, executing all necessary documentation, before any commitment is made to the provision of the funding proposed.

5 Commercial Issues

- 5.1 Awarding direct grant agreement to the four London Rape Crisis centres to formalise core and sustainable, which is commercially acceptable as they are only the 4 centres in the capital with the required accredited status. Officer must comply with the due diligence process of the MOPAC scheme of Consent and Delegation in the award of this provision.
- 5.2 Havens is a funding arrangement between MOPAC and NHSE, and this decision represents a funding increase to his arrangement. There are no commercial issues in putting in place a direct agreement as MOPAC does not have commissioning responsibility. This is a contribution to the NHSE procurement process.
- 5.3 The proposed contract variation for the Integrated Victims and Witnesses Service is considered by officers not to be substantial within the meaning of the Public Contracts Regulations 2015 and so can be awarded to the incumbent without further competition.

6 GDPR and Data Privacy

- 6.1 Through the management of this programme, MOPAC does not process, use or receive any personally identifiable information and therefore there are no GDPR compliance issues. All providers funded by MOPAC are required to comply with the GDPR and Data Protection Act 2018. MOPAC grant agreements require providers to demonstrate that:
- They have undertaken a Data Protection Impact Assessment (DPIA) to identify, minimise and reduce risks to data subjects;
 - They have met GDPR obligations to ensure the security of processing and will notify MOPAC of any data breaches as soon as they are identified;
 - Staff processing survivor's data are subject to duty of confidentiality and have taken appropriate measures to ensure the security of data held by their Centres;

- Clients/Victims/Survivors who wish to utilise the Subject Access Request to data held by the Centres are able to do so;
- They have a documented process in place for Subject Access Requests outlining how requests from survivors will be managed and how Centres will ensure that a survivor's identity is confirmed before data is shared;
- They can demonstrate why data on survivors is being retained, for what period it will be retained for and that they have received consent from a client/victim/survivor for the retention of the data;
- They will submit to audits and inspections and provide MOPAC with whatever information is needed to ensure that they are meeting their Article 28 obligations; and finally,
- They will immediately inform MOPAC if they are asked to do something which will infringe GDPR or other data protection laws of the EU or a member state.

7 VRU

- 7.1 The funding set out in this decision does not fall into the specific remit of the VRU in terms of direct delivery but will support its broader objective to prevent violence. Going forward MOPAC will consult with the VRU to ensure the work streams set out in this decision complement each other and support delivery of the VRU.

8 Equality Comments

- 8.1 MOPAC's Evidence and Insight department, along with London's Victims' Commissioner will be publishing the results of an extensive review into rape cases and justice outcomes in London, findings will be available in Spring 2019, this combined with the data profile that MOPAC are conducting in line with the Mayor's VAWG fund will enable a thorough assessment of services, gaps in provisions and barriers to access support and justice pathways. In November 2016, MOPAC published a needs assessment that it had commissioned in partnership with NHS England (London.) This considered the extent of sexual violence need and demand in the Capital and how this was being met by the services that MOPAC and NHS England (London) were commissioning. This needs assessment highlighted that:

- Each year around 24,000 adults in London experience sexual assault or rape;
- Most of these victims and survivors are women (85%)
- For both men and women, the offender is male in 99% of cases

The Rape Crisis Centres exclusively work with women and girls from a range of backgrounds and nationalities. They ensure that male survivors are signposted to appropriate alternative provision.

- 8.2 The SARCs and the Integrated Victims and Witness Service work with both men and women; in the main their proportions of female and male users represents the broad figures set out above in section 7.1. Specific services will be awarded for provision working with only men that have been victims of sexual violence through this decision, with funding for 19/20 being granted to both Survivor UK and Havens (The Survivors of Abuse Network.) This funding supports wider allocation of funding to male and wider LGBT support services for victims of sexual violence. For more information refer to DMPC decisions PCD543 and PCD310.
- 8.3 Under s179 of the Equality Act 2010 as a public authority the Deputy Mayor/MOPAC must have due regard to the need to eliminate discrimination, harassment and victimisation, and any conduct that is prohibited by or under this Act; and to have advance equality of opportunity and foster good relations between people who share a protected characteristic and those who do not. Protected characteristics under the Equality Act are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation, and marriage or civil partnership status (the duty in respect of this last characteristic is to eliminate unlawful discrimination only.)

- 9. Background/supporting papers**
- **PCD174 Integrated Victim and Witness Resource Plan 2017-2020**
 - **PCD377 Review of Integrated Victim and Witness Resource Plan 2018-2020**
 - **PCD350 London Sexual Violence Triage Pilot**
 - **PCD543 Provision for male sexual assault and rape**
 - **PCD310 London Crime Prevention Fund – Co-commissioning Fund**

public access to information

Information in this form (Part 1) is subject to the Freedom of Information Act 2000 (FOIA) and will be made available on the MOPAC website following approval.

If immediate publication risks compromising the implementation of the decision it can be deferred until a specific date. Deferral periods should be kept to the shortest length strictly necessary.

Part 1 Deferral:

Is the publication of Part 1 of this approval to be deferred? NO

Part 2 Confidentiality: Only the facts or advice considered as likely to be exempt from disclosure under the FOIA should be in the separate Part 2 form, together with the legal rationale for non-publication.

Is there a **Part 2** form – No

ORIGINATING OFFICER DECLARATION

	<i>Tick to confirm statement (✓)</i>
Financial Advice: The Strategic Finance and Resource Management Team has been consulted on this proposal.	✓
Legal Advice: Legal advice is not required.	✓
Equalities Advice: Equality and diversity issues are covered in the body of the report.	✓
Commercial Issues The Contract Management Team has been consulted on the commercial issues within this report. The proposal is in keeping with the GLA Group Responsible Procurement Policy.	✓
GDPR/Data Privacy GDPR compliance issues are covered in the body of the report.	✓
Director/Head of Service: The Director has reviewed the request and is satisfied it is correct and consistent with the MOPAC's plans and priorities.	✓

OFFICER APPROVAL**Chief Executive Officer**

I have been consulted about the proposal and confirm that financial, legal and equalities advice has been taken into account in the preparation of this report. I am satisfied that this is an appropriate request to be submitted to the Deputy Mayor for Policing and Crime.

Signature R. Lawrence

Date 16/4/19

REQUEST FOR DMPC DECISION – PCD 153**Title: Access to the VAWG Service Transformation Fund and request for match funding****Executive Summary:**

The Home Office VAWG Service Transformation Fund is a £15million, three-year national fund to aid, promote and embed the best local practice and ensure that early intervention and prevention become the norm. The crimes associated with this area of work are disproportionately gendered, but the resulting service will be beneficial to all victims of these crimes.

MOPAC seeks permission to apply to the Fund for 2 areas of activity namely a London wide VAWG campaign and a London sexual violence triage pilot.

Recommendation:

That the DMPC is asked to:

1. Approve MOPAC's formal application to the VAWG Service Transformation Fund to part resource 2 bids;
 - A London wide VAWG Campaign - A city-wide long term prevention strategy using media campaigns and events £621,000 over 3 years
 - A London sexual violence triage pilot, £1,650,000 over 3 years - create access for all to services (based on the Essex Navigator model) and provide advocacy and intensive support to vulnerable survivors with multiple and complex needs through 9 specialist ISVAs.

Deputy Mayor for Policing and Crime

I confirm I have considered whether or not I have any personal or prejudicial interest in this matter and take the proposed decision in compliance with the Code of Conduct. Any such interests are recorded below.

The above request has my approval.

Signature**Date**

23/2/17

PART I - NON-CONFIDENTIAL FACTS AND ADVICE TO THE DMPC

Decision required – supporting report

1. Introduction and background

- 1.1. In March 2016 the Government published its Violence Against Women and Girls Strategy, which set out its programme of reform, supported by funding of £80m, to make tackling these crimes everybody's business, ensure victims get the support they need, and bring more perpetrators to justice.
- 1.2. From 2017/18, this £80m funding will support the launch of a £15million, three-year national VAWG Service Transformation Fund (VAWG STF) to aid, promote and embed the best local practice and ensure that early intervention and prevention become the norm.
- 1.3. The aim is to support vital community-based services through funding local programmes which complement and add to existing services, encouraging better collaboration and new, joined-up approaches between PCCs, local authorities and health commissioners, and with specialist VAWG service providers. These programmes should be based on needs assessment evidence, and incorporate early intervention; establishing and embedding the best ways to help victims and their families; and taking steps to reduce the prevalence of these crimes.
- 1.4. The VAWG STF is intended to support VAWG programmes and approaches to make a systemic change to local service provision to help deliver against the New National Statement of Expectations¹.
- 1.5. Grants will be awarded to local commissioners (PCCs, local authorities or health commissioners) across England and Wales. The Home Office strongly encourage consortium bids and expect that most bids will geographically cover at least one commissioning area, and a range of services.
- 1.6. Successful bids' aims must contribute to the achievement of the overall outcomes of the fund, in line with the NSE. They will;
 - display collaborative leadership and partnership working
 - provide a service which would not otherwise have been provided without this funding
 - show how they will incorporate monitoring and evaluation into their project.
- 1.7. Successful projects will be expected to produce and disseminate shared learning materials.

2. Issues for consideration

- 2.1 MOPAC and NHS England jointly commissioned two needs assessments into sexual violence and child sexual exploitation designed to better understand the scale of these issues, the service response, and the extent to which this response provided the range of support needed by victims and survivors to cope and recover. The needs assessments were also informed by the Dame Elish Angiolini "Report of the Independent Review into the investigation and prosecution of rape in London" (April 2015).

¹ The national statement of expectations explains the actions local areas should take to ensure victims of violence against women and girls get the help they need.

2.2 The applications to the VAWG STF are firmly based on the recent London Sexual Violence Needs Assessment 2016 which provides an evidential framework of the challenges London is facing and the gaps in service provision that must be addressed.

2.3 The MOPAC/NHSE London Sexual Violence Needs assessment 2016, surveyed survivors and indicated that more than two thirds of victims of sexual violence had very limited awareness of the range of services at the time that they first sought assistance and more than half reported that they found it difficult to access support. There is limited public awareness of the potential sources of support for those who have experienced sexual violence and no "google-optimised" search directing individuals to a single point of information and access.

2.4 To combat this, MOPAC and partners (statutory and VCS) would like to trial what would be a well publicised process whereby navigators within the Triage pilot are used to help support victims through the many services across London. The navigators will be the first point of contact for women and girls (predominantly, though we know these crimes affect men and boys too) to enable them to access specialist services and information. They will hold each 'case' until they are able to refer onto the most appropriate service. The Triage model will emphasise the importance of advocacy with the uplift of these specialist ISVAs used to support victims with complex needs and vulnerabilities, ensuring that they get effective support within the criminal justice process and wider service provision. Victim vulnerabilities make it harder to achieve successful prosecutions (should victims/survivors choose to pursue the criminal justice route) and for individuals to cope and recover. The London Triage pilot will be properly evaluated from implementation to the end of the funding period. The specialist ISVAs will become part of that tapestry of provision. This is firmly aligned with our partnership plans based on the Sexual Violence Needs Assessment and will contribute to the development of an integrated model for London.

2.5 Despite the substantial investment that the Mayor has made in VAWG provision, VAWG services continue to experience an exponential increase in demand and it has become even more urgent for London to ensure that partners act to prevent VAWG happening in the first place. MOPAC and the Mayor believe that VAWG is not natural or inevitable and that until we commit to pushing forward with societal change, new and repeat victims will continue to experience harm. To that end, the Mayor, Deputy Mayor for Policing and Crime, MOPAC and partners wish to develop a Pan London VAWG Campaign which will span 3 years. This long term approach means that every evaluation feeds into future campaigns allowing partners to target more ambitious outcomes over time. The MOPAC/NHSE London Sexual Violence Needs assessment 2016, found that prevention work is largely unfunded and dependent upon provider services having the capacity and resource to respond to requests. Prevention interventions do not focus on building resilience in most at risk communities or addressing the causes of increased vulnerability to sexual violence. This only adds to the urgency of this piece of work.

2.6 The application to the fund and the request for the release of MOPAC funds for these areas of work are completely aligned to the current commitments in the draft police and crime plan (PCP), namely:

- Lead a public campaign against the prevalence of violence, abuse and harassment of women and girls.
- Work with partner agencies to develop a new sexual violence service model which would better meet the needs of victims and survivors.
- Review the provision and funding of Independent Domestic Violence Advocates and Independent Sexual Violence Advisors.

1.7 The timing of these two requests, before the publication of the PCP, is dictated by the Home Office deadline of 1 March for the completion of all online applications to the VAWG STF. The initial expressions of interest (EoIs) made to the Home Office have been attached for information. It's important to note that the online applications, although slightly lengthier, have not deviated from

the core elements of the Eol. Further thought has led the partnership to ask for another £210,000 to help with development (website, one number, publicity etc) and training costs for the Navigators and specialist ISVAs. This has taken the London Triage pilot bid from £1,440,000 stated in the Eol to £1,650,000 in the final application.

- 1.8 Both strands of activity have solid delivery mechanisms through the voluntary sector with support from wider statutory partners. The voluntary sector has been consulted before the submission of the Eol and are fully supportive of both applications.

3. Financial Comments

- 3.1 The funding breaks down approximately as follows:

London Campaign

Source of £	2017/18	2018/19	2019/20
MOPAC	£50,000	£60,000	£40,000
VAWG STF	£240,000	£181,000	£206,000
Total per year	£290,000	£241,000	£246,000

Triage model

Source of £	2017/18	2018/19	2019/20
MOPAC	£70,000	£120,000	£110,000
VAWG STF	£ 490,000	£610,000	£550,000
Total per year	£560,000	£730,000	£660,000

4. Legal Comments

- 4.1 Under Section 9 of the Police Reform and Social Responsibility Act 2011, MOPAC may make a Crime and Disorder Reduction Grant to any person if they are of the opinion that it will secure, or contribute to securing crime and disorder reduction with the metropolitan police district.

5. Equality Comments

- 5.1. [The MOPAC and NHSE Sexual Violence Needs Assessment 2016](#) repeatedly raised the links between sexual violence and vulnerability. Individuals that experience sexual violence need longer term support, with many needing lifetime support to live with their trauma. There are a range of vulnerabilities that increase the risk of sexual assault. The London Triage model and specialist ISVAs will support victims/survivors of sexual violence through phased interventions and work with individuals who are dealing with layered issues such as mental health, race, gender and disability.
- 5.2. Prevention of sexual violence and other forms of VAWG is key. There is an absence of focus on building resilience in most at risk communities or addressing the causes of increased vulnerability to sexual violence and other forms of VAWG. Much of the patchy preventative work that exists is unfunded and dependent upon provider services responding to requests from third parties. As such, it is increasingly vulnerable to both increases in case load and increasing complexity of case loads which reduces the capacity of providers to respond to such requests.
- 5.3. The prevention of VAWG lacks a strategic approach to reduce the overall prevalence of sexual violence or enhance the resilience of those most vulnerable to violence. The London VAWG



campaign will be far reaching in impact and will seek to start those difficult conversations that will lead to societal change.

6. Background/supporting papers

2 x Expressions of Interest

Public access to information

Information in this form (Part 1) is subject to the Freedom of Information Act 2000 (FOIA) and will be made available on the MOPAC website following approval.

If immediate publication risks compromising the implementation of the decision it can be deferred until a specific date. Deferral periods should be kept to the shortest length strictly necessary.

Part 1 Deferral:

Is the publication of Part 1 of this approval to be deferred? NO

If yes, for what reason:

Until what date:

Part 2 Confidentiality: Only the facts or advice considered as likely to be exempt from disclosure under the FOIA should be in the separate Part 2 form, together with the legal rationale for non-publication.

Is there a **Part 2** form --NO

ORIGINATING OFFICER DECLARATION:

	Tick to confirm statement (✓)
Head of Unit: The Acting Director of IOM has reviewed the request and is satisfied it is correct and consistent with the MOPAC's plans and priorities.	✓
Legal Advice: The MPS/TfL legal team has been consulted on the proposal. OR Legal advice is not required.	✓
Financial Advice: The Strategic Finance and Resource Management Team has been consulted on this proposal.	✓
Equalities Advice: Equality and diversity issues are covered in the body of the report.	✓

OFFICER APPROVAL**Chief Executive**

I have been consulted about the proposal and confirm that financial, legal and equalities advice has been taken into account in the preparation of this report. I am satisfied that this is an appropriate request to be submitted to the Deputy Mayor for Policing and Crime.

Signature *R. Lawrence*

Date *23/2/17*

REQUEST FOR DMPC DECISION – PCD 296

Title: The London Sexual Violence Triage Pilot – implementation and delivery

Executive Summary:

In July 2017, MOPAC were awarded funding from the Home Office VAWG Transformation Fund to deliver a new London Sexual Violence Triage pilot. The implementation of the pilot is detailed in this decision.

Recommendation:

The DMPC is asked to

- Approve implementation and delivery plans for the new London Sexual Violence Triage Pilot
- Accept the funding contribution from NHS England (London) of £100,000 towards the delivery of the London Sexual Violence Triage pilot

Deputy Mayor for Policing and Crime

I confirm I have considered whether or not I have any personal or prejudicial interest in this matter and take the proposed decision in compliance with the Code of Conduct. Any such interests are recorded below.

The above request has my approval.

Signature

Enaue Henderson

Date 26/03/18

PART I - NON-CONFIDENTIAL FACTS AND ADVICE TO THE DMPC

Decision required – supporting report

1. Introduction and background

- 1.1. The Mayor of London has made a commitment in the Police and Crime Plan, to *'sustain the current investment in Rape Crisis provision, including rape crisis centres and London's Sexual Assault Referral Centre.'* Rape and Sexual Violence is a critical part of the Violence Against Women and Girls priority area. In his Plan, the Mayor has committed to undertake research into rape and sexual violence data; develop a new sexual violence model; co-fund advocacy services and encourage more survivors to come forward and report to criminal justice agencies.
- 1.2. The four London Rape Crisis Centres provide a number of services which include confidential helplines, long and short-term specialist counselling, practical support through the criminal justice system, group support and prevention work including awareness rising with professionals and work in schools. The London Sexual Assault Referral Centre, also known as the London Havens, is the only service in London that provides forensic medical examinations and follow up services for victims of rape and serious sexual violence.
- 1.3. The extension of funding for the two services which was approved in PCD 350 will enable MOPAC to ensure a continuous service offer for victims of rape and serious sexual offences. MOPAC is the majority funder for the London Rape Crisis Centres. MOPAC co-funds the London Sexual Assault Referral Centre alongside NHS England who are the commissioners of the service. The funding provided by MOPAC and NHS England ensures that both services – London Havens and the Rape Crisis Centres – can continue to support survivors and meet the considerable need and demand in the Capital. This continued funding will also allow MOPAC to work with providers in the delivery of the new London Sexual Violence Triage pilot which is being funded by the Home Office, MOPAC and NHS England.

2. Issues for consideration

- 2.1. During 2017 MOPAC worked with NHS England (London) and MOPAC's commissioned/funded services¹ to develop a new sexual violence model. The overarching objectives for MOPAC in developing a new sexual violence model were to:
 - ensure a consistent offer to survivors who were being supported or who were accessing MOPAC commissioned/funded services;
 - improve outcomes for survivors through ensuring high quality support and care; from the point of entry to their exit from these services; and finally,
 - address the findings arising from the MOPAC and NHS England (London) commissioned Sexual Violence Needs Assessment.
- 2.2. Extensive consultation was undertaken to develop the new sexual violence model. This included:
 - 12 months of consultation with MOPAC commissioned and funded specialist sexual violence services;
 - Three half day workshops in April/May 2017;
 - Ongoing discussion with NHS England (London);
 - Consultation and advice from Essex Rape Crisis Centre; and finally
 - consideration of the findings arising from the MOPAC and NHS England (London) commissioned Sexual Violence Needs Assessment². The independent needs assessment looked at need and

¹ Nia, Solace Women's Aid; Women and Girls Network; Rape Crisis South London and Kings College Hospital NHS Foundation Trust. (Kings College Hospital NHS Foundation Trust manages and delivers the London Havens service.)
² <https://www.london.gov.uk/mopac-publications/london-sexual-violence-needs-assessment-2016>

demand in the Capital and considered whether existing services commissioned by MOPAC and other partners were effectively meeting this need and demand.

- 2.3 The new model, which is currently in the process of being implemented by MOPAC in partnership with the four centres and the support of the London Haven, will introduce a Gateway; a new Navigator role and more effective collaboration of existing and new Independent Sexual Violence Advocates (ISVAs). This innovative project will also involve GALOP⁴ and Survivors UKs.
- 2.4 The Gateway is a universal access and information 'portal', staffed by the three new 'Navigators' offering information, assessment and direct referral to sexual violence services. Whilst Rape Crisis Centres are women only spaces the Gateway will ensure access for all genders, all ages, and any sexual orientation, and will ensure no barriers exist because of religious belief, culture or disability. The Navigators will also undertake an initial assessment during which they will explain the role of ISVAs, caseworkers and therapeutic services. This assessment will also include consent to share information in order to eliminate and reduce the need for survivors having to re-tell their story.
- 2.5 The new model will also aim to improve collaboration between the RCC and the Haven ISVAs. The ISVAs will work as a network, supporting each other; learning from each other and training together.
- 2.6 In March 2017 MOPAC applied to the Home Office for VAWG Transformation Funding. In July 2017 MOPAC were informed that the application had been successful and MOPAC received £1,000,000 to implement the new London Sexual Violence Triage pilot. This Home Office allocation will be supplemented by MOPAC who are providing an additional funding of £300,000 over two years to support the delivery of the model⁷. NHS England is also contributing £100,000 towards staffing costs. This funding from NHS England will be carried forward into 2018/2019 and is detailed in a Memorandum of Understanding which is attached.
- 2.7 The VAWG Transformation Fund application outlined MOPAC's initial plans for the development of the new model. Whilst MOPAC awaited the outcome of the application, the approach continued to be developed with commissioned/funded service providers. The Home Office funding alongside the additional MOPAC funding of £300,000 and the NHS England funding of £100,000 will allow for the appointment of seven new staff - three Navigators and seven additional ISVAs, one of whom will be a senior ISVA with additional safeguarding responsibilities⁸. The funding will also be used to set up the infrastructure required to ensure that the Gateway is effective, including a new call handling service and new website.
- 2.8 The new pilot will not replace existing services provided by the Rape Crisis Centres and the London Havens. This core work funded by MOPAC and NHS England will continue and will be enhanced and supported by the new triage model.

London SV Triage Pilot - work undertaken to date

- 2.9 In partnership with the providers, it has been agreed that the Women and Girls Network (WGN) will be the lead operational partner. Work to implement the pilot began in mid-January 2018. To date WGN in partnership with MOPAC, NHS England and the providers have:
- Appointed new ISVAs – interviews took place in the week of the 12 March
 - Begun the recruitment process for the Navigators – interviews are scheduled for mid-April

³ Rape Crisis Centres provide specialist advocacy services to survivors of sexual violence. The specially trained workers who deliver this service are sometimes referred to as ISVAs.

⁴ GALOP is a LGBT Anti-violence charity

⁵ Survivors UK works with male survivors of rape and sexual violence

⁶ MOPAC will work with NHS England and the providers to ensure that the new model is GDPR compliant.

⁷ The £300,000 is in addition to the £1,260,000 that MOPAC provides to the four centres annually

⁸ MOPAC has appointed a prime from the delivery partners to support the operational delivery of the pilot. The Prime is working with the other delivery partners to appoint all the new staff.

- Launched a competitive commissioning process to identify a web designer. The implementation of the model includes the development of a new website. One of the primary purposes of the new website will be to provide information on the sexual violence pilot; information about the relevant delivery partners and what support can be accessed. Interviews with providers are scheduled to take place at the end of April.
- Identified a provider for the call handling
- Begun to work with partners to put into place a service level agreement to ensure effective delivery and oversight of the programme from April 2018 – March 2020.

Governance and Oversight

- 2.10 The grant agreement that MOPAC has in place with the Home Office for the delivery of the London Sexual Violence Triage Pilot is attached. This outlines the key deliverables that the Home Office will be monitoring. These include:
- Creation of a single point of contact for survivors, their families and agencies. This will be via the new single telephone number and the creation of a website;
 - An updated London wide mapping exercise building on the work of the MOPAC led pan London DV service mapping of VAWG services;
 - Support to disadvantaged and hard to reach communities by ISVAs; and
 - An outreach function delivered by the ISVAs.
- 2.9 MOPAC is in the process of ensuring that the new Grant Agreements for the Rape Crisis Centres reflect the work that they will also be undertaking to deliver the London Sexual Violence Triage Pilot. The memorandum of understanding between NHS England and MOPAC regarding MOPAC's funding of the London Havens, will also include reference to the support that they are providing to the partnership to deliver the new pilot.
- 2.9.1 Finally, alongside the agreements that MOPAC will be putting into place with its commissioned and funded services, the lead provider WGN have also begun to work on a service level agreement for the other five delivery partners. This will outline what they will undertake as the lead provider and what will be required by each of the individual parties. This service level agreement is in development.

3. Financial Comments

- 3.1 In his Police and Crime Plan the Mayor has made a commitment to *"Sustain the current investment in vital rape crisis provision including rape crisis centres and London's Sexual Assault Referral Centre (SARC.)"* MOPAC provides annual funding to the four Rape Crisis Centres, to the sum of £1,260,000 and £2,165,000.00 to the SARCs to deliver rape and sexual violence support services in the Capital. This annual funding will be sustained over the course of the current Mayoral term however, MOPAC may consider and review allocations to the service providers post March 2019 in partnership with NHS England (London).
- 3.2 MOPAC will be issuing new grant agreements to the four centres on the 1 April 2018. Grant Agreements will continue to reflect existing key deliverables but will also include specific new requirements regarding the new London Sexual Violence Triage model. NHS England who commission the London Havens service will submit a Memorandum of Understanding for the £2,165,000 to MOPAC to review and sign in the new financial year.
- 3.3.1 To implement the new model – which includes the appointment of three Navigators and seven new ISVAs – MOPAC will utilise the VAWG Transformation Fund allocation of £1,000,000, the MOPAC

additional funding of £300,000 and the NHS England contribution of £100,000. The DMPC approved the MOPAC application for VAWG Transformation Funding is outlined in PCD 153.

4. Legal Comments

- 4.1. MOPAC's general powers are set out in the Police Reform and Social Responsibility Act 2011 (the 2011 Act). Section 3(6) of the 2011 Act provides that MOPAC must "secure the maintenance of the metropolitan police service and secure that the metropolitan police service is efficient and effective." This is a broad power and the initiatives appear to be part of many proposals which are aimed at supporting victims of crime to enable the efficiency and effectiveness of the police service.
- 4.2. In addition, under Schedule 3, paragraph 7, MOPAC has wide incidental powers to "do anything which is calculated to facilitate, or is conducive or incidental to, the exercise of the functions of the Office." Paragraph 7(2) (a) provides that this includes entering into contracts and other agreements.
- 4.3. The proposed pilot may raise issues under the Data Protection Act 1998, and officers should ensure that potential issues are assessed and appropriate measures taken to comply with the legislation.
- 4.4. Officers must ensure the Financial Regulations and Contract Regulations are complied with. Officers must ensure that appropriate funding agreements are put in place between MOPAC and the recipients before any commitment to fund is made.

5. Equality Comments

- 5.1. Under s149 of the Equality Act 2010 (the Equality Act), as a public authority the Deputy Mayor/MOPAC must have due regard to the need to eliminate discrimination, harassment and victimisation, and any conduct that is prohibited by or under this Act; and to advance equality of opportunity and foster good relations between people who share a protected characteristic and those who do not. Protected characteristics under the Equality Act are age, disability, gender re-assignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation, and marriage or civil partnership status (the duty in respect of this last characteristic is to eliminate unlawful discrimination only).
- 5.2. The Sexual Violence Needs Assessment referred to in section 2 raised the links between sexual violence and vulnerability and the need to ensure that there was a coherent service offer for survivors. The London Sexual Violence Triage pilot will ensure that survivors will experience seamless care/referral pathways to improve swift access to ISVAs, caseworkers and therapeutic support. The Navigators will be supported by a mapping exercise ensuring access to accurate information on VAWG and associated services. Referrals to appropriate services will be swifter.
- 5.3. The sexual violence needs assessment also demonstrated that there is considerable need in the Capital which is currently not being met via existing service provision. It noted that:
 - At the time of the needs assessment data collected from the Crime Survey for England and Wales indicated that each year around 24,000 adults in London experience serious sexual assault and or rape. Most of these sexual violence victims (85%) were women. Therefore, five of the new ISVAs will work directly with female survivors of rape and sexual assault. It is anticipated that the new ISVAs will help to alleviate the pressure on existing waiting lists.
 - There were a range of vulnerabilities that increased the risk of sexual assault. These included: pre-existing mental health issues; learning disabilities; homelessness; immigration status and for gay men vulnerabilities in relation to chemsex. The specialist ISVAs will therefore satisfy this gap

in provision highlighted by the needs assessment encompassing the wide range of vulnerabilities, disadvantages and complexities

- There is a range of small therapeutic survivor and peer led organisations as well as a small number of equalities led organisations (such as those supporting the LGBT communities). It was noted that whilst demand exceeds supply for all services, services specifically targeting equalities groups reported pressure due to a lack of resources. Therefore, one of the new ISVAs will work exclusively with LGBT survivors of rape and sexual assault and another will be working exclusively with male survivors of rape and sexual assault.

6. Background/supporting papers

- 1) Transfer of funding from NHS England to MOPAC to support the delivery of the London sexual violence support services Gateway pilot
- 2) Grant Agreement extension for the London Sexual Assault Referral Centre (London Havens) and the four London Rape Crisis Centres

Public access to Information

Information in this form (Part 1) is subject to the Freedom of Information Act 2000 (FOIA) and will be made available on the MOPAC website following approval.

If immediate publication risks compromising the implementation of the decision it can be deferred until a specific date. Deferral periods should be kept to the shortest length strictly necessary.

Part 1 Deferral:

Is the publication of Part 1 of this approval to be deferred? NO

Part 2 Confidentiality: Only the facts or advice considered as likely to be exempt from disclosure under the FOIA should be in the separate Part 2 form, together with the legal rationale for non-publication.

Is there a **Part 2** form – NO

ORIGINATING OFFICER DECLARATION

	<i>Tick to confirm statement (✓)</i>
Head of Unit: The Head of Service, Criminal Justice and Commissioning Directorate, has reviewed the request and is satisfied it is correct and consistent with the MOPAC's plans and priorities.	✓
Legal Advice: The TfL legal team has been consulted on the proposal.	✓
Financial Advice: The Strategic Finance and Resource Management Team has been consulted on this proposal.	✓
Equalities Advice: Equality and diversity issues are covered in the body of the report. The Workforce Development Officer has been consulted on the equalities and diversity issues within this report.	✓

OFFICER APPROVAL**Chief Executive Officer**

I have been consulted about the proposal and confirm that financial, legal and equalities advice has been taken into account in the preparation of this report. I am satisfied that this is an appropriate request to be submitted to the Deputy Mayor for Policing and Crime.

Signature

R. Lawrence

Date

28/03/18

Transfer of funding from NHS England to MOPAC to support the delivery of the London sexual violence support services Gateway pilot

TERMS OF REFERENCE

January 2018

Background

MOPAC has been awarded VAWG transformation funding from the Home Office to support the development of the London Gateway service. This service will be hosted by the Women and Girls Network, a Rape Crisis Centre, and manage referrals to all sexual violence support services in London. This includes self-referrals to the Havens, London's SARC, which are jointly commissioned between NHS England and MOPAC.

The Gateway will be supported by a team of service navigators and complex case ISVAs (based in all 4 of London's Rape Crisis Centres and two specialist voluntary sector organisations) funded through the Home Office Funding and MOPAC match funding. The Havens will also make contributions of additional funding and resources in kind to support the Gateway model.

However, the funding award from the Home Office was less than originally bid for – to support the delivery of 7 Complex Case ISVAs, 3 Gateway Care Navigators and 1 programme manager - NHS England has agreed to provide additional revenue support to this pilot.

TERMS OF REFERENCE

Aims

To increase ISVA capacity in London, and improve quality of ISVA services:

- Increasing capacity of LGBT and male ISVA services
- Defining an aligned job description for Complex Case ISVAs.

To support the single point of access to Sexual Assault and Abuse Services in London:

- Supporting the introduction of care navigators to support the Gateway process.
- Support the funding of a programme manager post to oversee the implementation of the Gateway service.

Objectives

Locally:

1. Ensure a minimum of 7 complex case ISVAs (one of whom will be a senior ISVA to provider safeguarding support), 3 Gateway Navigators and 1 programme manager can be recruited to support the Gateway pilot
2. To ensure Complex Case ISVA receive a salary proportionate to their job role (approximately £30,330 p.a.)

Milestones:

16 March – ISVA recruitment completed and posts offered to successful applicants

31 March 2018 – revenue support funding received from NHS England (London)

31 March – Navigators recruitment underway

31 March – Senior ISVA recruitment underway

Delivery model

MOPAC will take receipt of the NHS England revenue support money and align to the wider funding pot for the pilot.

NHS England's revenue support money will consist of: £100,000 payable during FY 2017/18.

NHS England will provide this money on receipt of this signed agreement on the condition that the milestones set out in this agreement are delivered.

Governance

This work is reported to:

- MOPAC will account to NHS England that the funding has been received
- MOPAC will report to NHS England on the achievement of the milestones
- NHS England will continue to work in partnership with MOPAC around the implementation of the Gateway pilot.

Review

This agreement will be reviewed on or before 31 March 2018 to ensure the milestones have been met.

Products

The recruitment of 7 complex case ISVAs, 3 Gateway Navigators and 1 programme manager in line with the pilot's wider agreed timetable.

Sign off

Name/Title	Signature	Organisation
		NHS England, London Region Health in the Justice System
On behalf of MOPAC		The Mayor's Office of Policing and Crime.

