

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

Signature London.

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 153⁹.

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

⁹ PCD 153: Access to the VAWH Service Transformation Fund

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.

DRAFT

