

Office of the Police & Crime Commissioner for Merseyside

Victims Research Programme 'Phase 2'

Stakeholder Facilitation Report

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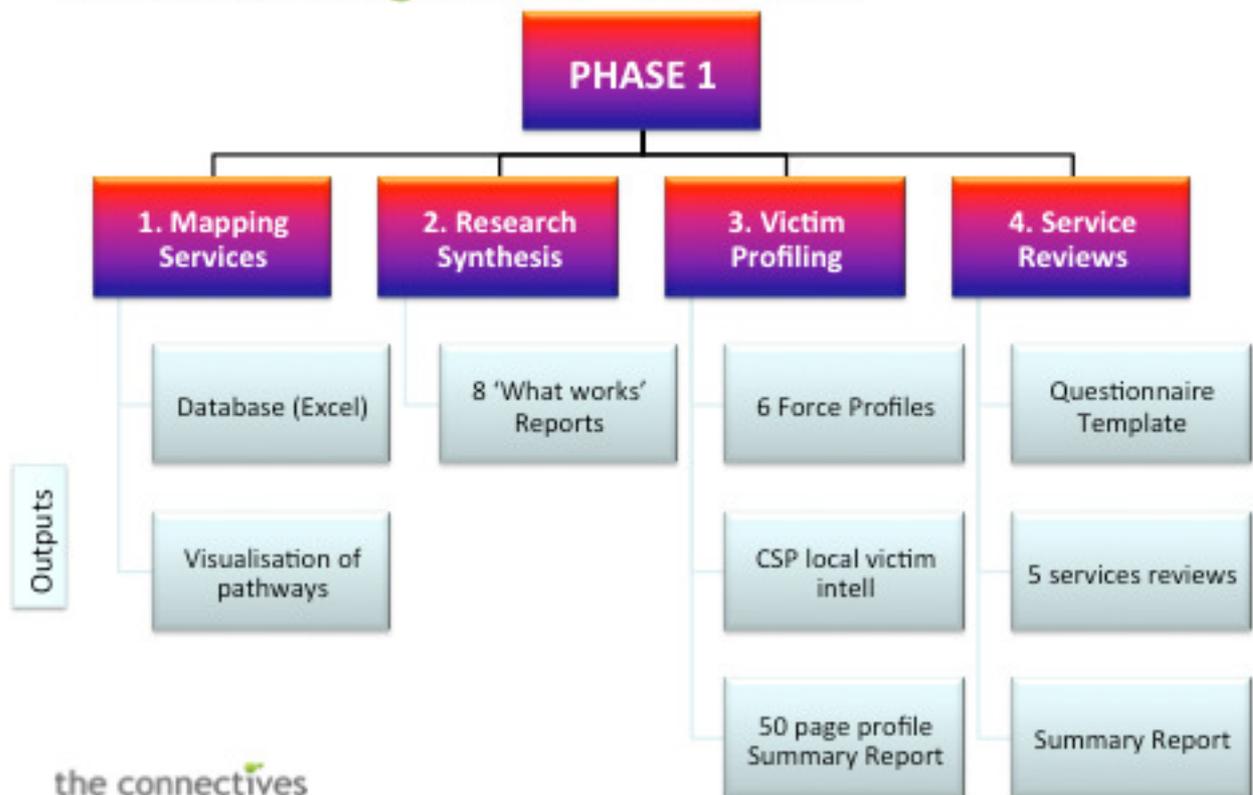
Introduction

The Merseyside Office of the Police and Crime Commissioner (OPCC) is established to:

- provide a strong and powerful voice for all of Merseyside's communities, representing views on how crime is prevented and tackled
- set a Police and Crime Plan and a budget that focuses on working in partnership to cut crime, as well as maintaining an efficient and effective police force
- commission services that increase community safety, support victims of crimes and reduce re-offending from outside the police force
- work with the Chief Constable and partners such as probation, health, education and voluntary organisations to fulfill their commitments to not only fight crime and anti-social behaviour, but to prevent crime in order to make the streets of Merseyside even safer.

In light of this the OPCC has undertaken a series of activities designed to improve the manner in which services are commissioned. To date the OPCC has undertaken the following research activities:

Research Programme- Overview



The four areas of activity identified above have informed the OPCC about:

- who is providing services
- the nature of these services
- the nature of victims accessing such services
- the effectiveness of such services in meeting victim's needs.

The research undertaken Phase 1 has mapped services effectively and given findings of rapid evidence reviews to establish the effectiveness of existing services or identified interventions. To support this research the OPCC commissioned The Connectives to carry out a series of facilitated events to engage VCS and social enterprise stakeholders who are currently providing services, or are interested in providing services, to victims of crime. The sessions were intended to raise provider awareness of the Commissioners current and future role, as well as consult on the content and scope of future commissioning rounds.

The sessions offered no surprises in terms of service provision and the expectations of providers; this is reassuring and indicates that the OPCC is familiar with its existing supply chain and the services available. However the learning from these sessions is vital in informing the next steps of the commissioning and procurement process undertaken by the OPCC and this report summarises the findings of the sessions and makes recommendations to progress the commissioning of services from this sector.

Key Findings and Recommendations

Procurement Principles

In order to translate the learning from these stakeholder events into practical action some principles need to be established around the procurement process that will be used to let contracts to potential suppliers.

We have considered the responses from suppliers along with procurement principles established by the recent Liverpool Mayoral Commission for Social Value. The intention being to suggest procurement principles that are up to date and which evidence that the OPCC is listening to its suppliers and colleagues across the region.

Recommended Principles:

1. The OPCC and provider groups need a commissioning framework that works across the region. The framework should not be focused only on pan Merseyside delivery bodies but encourage an approach that delivers localism and optimum benefit for the victims of crime across the region.
2. A light touch and transparent process is needed – not overloading small contracts with unnecessary bureaucracy. To secure the breadth of value that SE's, SME's and VCS organisations can offer the process needs to be simple and manageable for organisations with limited administration resources.
3. As the intention is to have a pluralist approach to delivery and potentially to get 'closer to fewer' in terms of providers, then contracts may be for longer durations e.g. 3 years with a rolling/phased program of tender exercises (an illustrated example maybe 75% of work let through tenders and 25% ring fenced as an innovation fund. Of the 75% these contracts may be let over three year intervals with 25% of programs let in each year).
4. The move from outputs to outcomes has been emerging over some time but a translation of outputs into meaningful life changing circumstances that are valued and recognized will offer real benefit to the commissioner and providers, and ultimately to residents of the region. All tenders will identify clear outcomes to be achieved and will be based on the priority activity areas of the OPCC.
5. Early awareness of all contract opportunities and a published calendar of procurement/tendering rounds enables more effective planning from all parties as well as giving an opportunity to hear the customer voice. It provides opportunity for:
 - consultation/assessment of need with residents and/or customers as evidenced in the process undertaken with the thematic sessions
 - consortium development amongst providers who may bid together
 - an articulation of the intended benefits to residents of the city at each stage of delivery

- innovation in areas of service delivery
6. Avoid payment by results approaches wherever possible as this can hamper delivery and threaten service continuity, instead consider up front payments in order to enable projects to scale up activities in terms of:
 - Range of activity
 - Increased geographical area
 - Increased numbers of beneficiaries
 7. Consider ring-fencing part of the available funds in order to create a pilot/innovation fund – this can enable the OPCC to be responsive to emerging needs and to make quicker one off purchases – (as illustrated above 75% of work let through tenders and 25% ring-fenced for innovation/pilot projects).
 8. In the longer term the OPCC will consider opportunities for joint commissioning in order to optimize resources, and to influence the commissioning processes of other bodies across the region.

Gaps in Provision

Several areas of provision are currently lacking in the Merseyside area and may be considered priority areas for development if a comprehensive range of services is to be delivered through the OPCC:

1. Child sexual exploitation services – specialist provision in this area is lacking and requests for increased training and understanding came from several providers. Whilst there are providers working directly with young people at risk becoming victims of such crime, access to targeted support around CSE is poor.
2. Advocacy services for victims of hate crime – whilst Stop Hate UK is providing a first point of contact for victims of hate crime and several other providers are offering ongoing support, there is a gap in advocacy services that move beyond support and offer a voice to these victims or access to restorative justice.
3. Young peoples services – as a cross cutting theme for the OPCC the provision of young peoples services is crucial. Particular gaps in service were identified in the following service areas:
 - young people experiencing or witnessing domestic abuse/violence
 - young people in gangs or at risk of becoming gang members
 - street based youth workers
4. Prison links services – the need for continuity of support through the gate as offenders come back to communities – such services may also link to restorative justice measures/providers to support victims of crime within such communities
5. Tailored support for older victims of crime – as the population ages and we see increases in the number of people experiencing dementia, there is a need for

services targeted at older victims of crime who need additional intensive support.

6. Leadership Training, continuous professional development services and capacity building for service providers – the OPCC has an opportunity to build capacity amongst providers and build a legacy of excellence in commissioning and delivery of support to victims of crime.

Next Steps

1. Convene a series of small group discussions over 2 days to share the findings to date and drive out the details for each service area – e.g. semi structured focus groups about young people and domestic violence – this should enable the OPCC to co-create a tender specification that captures the essence of the service required and agree expected outcomes.
2. Convene a stakeholder event for local authority leaders to share findings and intended next steps in the commissioning process.
3. Identify budget allocations - the likely spread of monies required across service delivery areas in order to achieve the desired outcomes.
4. Consider procurement template examples provided with this report and any associated scoring mechanisms to devise an efficient but useful approach that is accessible for any service provider regardless of scale, location etc.
5. Consider the development of a supplier portal that can be used as a directory of potential suppliers across the region. Each supplier will be required to complete a pre qualification questionnaire to establish their suitability to join the directory and this would then act as a means of imposing quality controls on potential providers. It would also ensure that the responsibility remains with providers to engage with the OPCC and its processes.
6. Consider use of the portal for electronic tendering exercises, enabling potential providers to complete documentation online, thereby saving time and effort in repeated tendering rounds.
7. Consider the provision of capacity building activity with potential providers to ensure they become contract ready – this has been offered to potential providers and needs to be formalized into sessions delivered to providers by the Connectives across a number of community locations.

Appendices

Appendix A - Methodology

In engaging the service providers The Connectives adopted a combination of methodologies including World Café Conversations and small group discussions. The approach for each of the three sessions held varied, dependent upon the number of attending organisations, and the methods used were selected to elicit as much opinion and input from stakeholders as possible.

The three events took place over three days, each with a different focus in terms of crime and victims; and were as follows:

- Group 1 29/08/2014 - Hate crime and Anti Social Behaviour
- Group 2 01/09/2014 - Sexual Offences and Domestic Abuse and Harmful Practice
- Group 3 02/09/2014 – Serious violence – robbery & confrontational burglary, night-time economy, gangs – families & women around gang members

All of the sessions took place at Blackburne House as this was considered a neutral, accessible and central location in Liverpool City Centre.

The structured discussions for all of the sessions were focused on four specific elements:

- Issues and Gaps in Service Delivery
- Collaboration and Partnership
- Innovation in Service Delivery
- Impact and Measuring Success

By understanding the provider's perspective on these elements the OPCC can become better placed to engage in effective communications and commissioning of services in future commissioning cycles.

In addition the groups were asked to identify:

- Other positive suggestions/contributions to support the OPCC in commissioning services
- The essential elements of service provision that should be maintained
- Capacity building support that could be offered by OPCC to providers to ensure they are tender ready

Appendix B - Notes from facilitated sessions

Collaborations & Partnerships

- Trust & knowledge of one another is needed
- Grass roots organizations could be missed out due to scale – important to include them in order to get community based services
- How to articulate partnership arrangements – make sure tender documents allow for true partnership – need maturity from commissioner
- Don't lose the values of orgs by using blunt procurement tools – look to promote an abundance mentality, spare seat approach – genuine sharing – commissioner in a role to broker partnership – encourage this interdependence
- Chance to influence commissioning process of others
- Good existing partnerships, funding can be a hurdle to overcome in developing communications & trust
- Citywide communications needed – share good practice & enable hearing info & referrals
- Need to generate abundance mentality to build trust, OPCC can influence this by communicating & offering £ support
- Longer term funding to provide assurance/security
- Quality partnerships created
- Co-location can work well
- Number/Output driven partnerships can cause tension/battling over outputs/outcomes
- Levels of resources
- Commission each part of the activity needed – clarity on specifications, map likely customer journeys, realism in likely demand
- Co-commissioners – housing – health
- Longer term relationships need secure funding

Issues & Gaps

- Short-term contracting is problematic – impact on victims
- Education opportunities & training/learning – cycle of development opportunities – don't pull up the ladder behind you? Philosophy of legacy
- Infrastructure augmented by commissioning but not so reliant on one source – encourage diversity of sources to allow organisation independence
- Postcodes are still preventing access
- Age of customer preventing access
- OPCC boundary issues – interoperability – talking to other PCCs – agree de minimus levels (reciprocity)
- Lack of street based youth workers – other bodies could commission e.g.: housing orgs
- Support for disability hate crime project – use the approach to address other issues e.g. homophobia etc – long term security of funding
- Access to other services – capacity in providers
- “Professionals” coming to providers e.g.: onsite GP's 1 night per week
- Access to out of hours support e.g.: BME autistic weekend
- Brave choices for PCC – informed risk
- Incentive schemes to reward behavior
- Whole family support in DA situations - coordinator of support
- CSE – behavior indicators – need broader training for all
- Prison links works – coordinated approach, role modeling etc
- Early intervention needed to reduce firefighting & improve prevention of victimisation
- Services for U18's
- Realistic & sustainable funding to prevent future crises - £s saved to public purse
- Focus on key issues rather than dilute prevention work or early intervention
- Partner with statutory agencies to address prevention & recognise CSE victims will be identified & need services - national issue that needs local solutions
- Record of Merseyside services – directory/map – constant/dynamic updating – online approach (check out healthwatch directory) – Merseyside wide

Impact - what's the change we want – priorities

- Quality & speed of throughput – good services have quick turnover of quality outcomes
- Soft outcome feedback – feelings/experiences – recognize tertiary impacts
- Streamline singular approach to reduce costs & create more change
- Ask people how services impact them – voice of person served must be heard in evaluating impact
- Numbers are important but with a balance of quantitative & qualitative performance information
- Central repository of data sets - statistics – financial proxies etc.
- Learn effects of funding cuts on outcomes – legal aid example
- Cope & recover – beyond case closure – consider the whole customer journey
- No quick fixes – long term impact – long term funding – lead beyond politics & consider generational change
- Consider a range of measurement tools:
 - Impact stars/outcome stars
 - Core
 - Social Accounting
- Social value indicators – co-create an articulation of these
- Monitoring function – could this be a software function
- Examples of other evaluation techniques
 - Substance social research agency
 - inputs/outputs/outcomes/impact
 - ‘Spotted’ algorithm – public sector savings
- Consideration of attribution – roles of agencies & PCC in making the change happen
- Contribution to the public purse ££££

Innovation

- Coherent approach from organisations to prevent passing victims on a merry-go-round
- Consider register of services for victims
- Mental health services – assessment waiting times – funded service needed – consider group work to avoid long periods of time with no support
- Prevention – victim worker – make cross referrals & don't encourage "keeping" clients
- Courageous leadership – sharing info & systems – schools & resilience example
- Partnership working in education to deliver several messages to 1 audience
- Simple software for monitoring & impact – open-source
- Phone app – consider uses & accessibility
- Staff & customer training in order to be effective
- Social action group activity
- Learn from other areas about gang culture - international work
- Enterprise opportunities – selling delayed gratification to perpetrators or crime
- Franchise opportunities – resourced support
- Early intervention & prevention – not commissioning services that look traditional approaches to crime
- Young Peoples awareness education, specialist support
- BME awareness, older people – tailored support
- Accommodation for Young People - victims of sexual abuse/domestic abuse – hostel accommodation is inappropriate
- Specialist support agencies needed for partnerships
- Provision for perpetrators – Young People – awareness training – CSE services needed – support & understanding – How? Why?
- Better communications about services in communities – link to prevention
- Innovation fund – allow for new service developments – link to population change
- Consider partnerships rather than duplications
- Services in faith communications – understanding nature & quality

Positive Suggestions/Contributions to support the procurement process

- Timing of the process to avoid national holidays
- Contract length – service continuity – partnership development
- Not Payment By Results approaches – hampers effective delivery and improvement
- Encourage co-commissioning (need an intelligent approach now) – partnerships (addressing same customer groups)
- Ring fenced – innovation/pilot fund (opportunity to try!)
- Longer term funds & timely procurement
- Measuring quality of services
- Services for Young People – protocols needed & agreed
- Victim engagement – voice of the person served is the true measure of effectiveness

Capacity Building

What else would help you develop your people/organization?

- Database
- Commissioning process
- Shadowing/training opportunities with other agencies

Top 3 Elements of Service delivery that must be maintained

- Funding – security of service continuity
- Training/education of professionals
- Deliver more than the sum of our parts