

ORIGINATOR: Stephanie Stearman

DECISION NO. 51 /2022

REASON FOR SUBMISSION: For Decision

**SUBMITTED TO: Police and Crime Commissioner of Norfolk (PCC) –
Giles Orpen-Smellie**

SUBJECT: LIME CULTURE – RESEARCH/CONSULTANCY via Matrix MM

SUMMARY:

To provide funding for two research projects:

1. To support Op ENGAGE/Rape and Serious Sexual Offences Unit (RASSO) with the Norfolk response to the Governments End to End Rape Review (June 21)
2. Independent Pathway Review of services in Norfolk for adult and child victims/survivors of sexual violence and abuse

RECOMMENDATION:

It is recommended that the Police and Crime Commissioner awards Grant Funding of £41,500 + VAT to Lime Culture to deliver two research and consultancy projects.

It should be noted that under new regulations/guidelines managed by 7Force Procurement have procured and appointed Matrix MM for the purpose of managing consultancy project. This permits the procurement of consultancy projects of any value, compliantly either by a direct award or a mini competition. It is designed to be flexible and reduce time to appoint consultants and manage the delivery of milestones.

The fee of the Matrix MM service is 2.5% that will be invoiced directly to the Office of the Police and Crime Commissioner for Norfolk (OPCCN).

OUTCOME/APPROVAL BY: PCC

The recommendations as outlined above are approved.

A handwritten signature in blue ink, appearing to read "G. Anon-Smith". The signature is written in a cursive style with a large initial "G".

Signature

Date: 12/10/2022

DETAIL OF THE SUBMISSION

1. OBJECTIVE:

- 1.1 The main objectives for these two pieces of work are:
 - 1.1.1 Project 1 - The consultancy/research project for Op ENGAGE/RASSO of Norfolk Constabulary will support the constabulary's response to the Government's End to End Rape Review Report published in June 2021 on findings and actions for improving the Criminal Justice Systems response to rape in England and Wales.
 - 1.1.2 Project 2 - The consultancy/research supporting the OPCCN's Policy, Commissioning, Media and Community Safety Directorate to review a victim's pathway/journey (sexual violence/abuse/rape/CSA/historic cases of CSA) within Norfolk to help inform commissioning intentions and devise a tender in response to need in readiness for procuring a service/s that supports victims of sexual violence/abuse/rape/CSA/Historic Cases of CSA.

2. BACKGROUND:

- 2.1 **Research Project 1** – to support Op ENGAGE/RASSO at Norfolk Constabulary.
 - 2.1.1 This piece of work is in response to the Government's End to End Review of the Criminal Justice System Response to Rape ("The Rape Review") which commenced in March 2019 and looked at evidence across the system – from reporting to the police to outcomes in court – in order to understand what is happening in cases of adult rape and serious sexual offences being charged, prosecuted and convicted in England and Wales
 - 2.1.2 *Findings of this report state:*

Prevalence of rape and sexual violence has not materially changed in the last five years. The best estimates from the Crime Survey for England and Wales indicate there were approximately 128,000 victims of rape (including attempts) annually based on those interviewed between 2017/18 and 2019/20.^{12,13} While the figures for prosecuting rape cases have always been worryingly low, we have seen a sharp decrease in the number of prosecutions since 2016/17.

The criminal justice system has not pursued investigations and prosecutions, which has caused a decline in the number of cases going to court. The numbers make for stark reading. Reporting of rape has increased in recent years from 24,093 adult rapes recorded by the police in 2015/16 to 43,187 in 2019/20.¹⁴ However, only 3% of adult rape offences assigned a police outcome in 2019/20 were given an outcome of charged/summonsed.

This is down from 13% of adult rape offences assigned an outcome in 2015/16. 1516 Prosecutions and convictions for adult rape have also fallen, by 59% and 47% respectively since 2015/16.

These statistics demonstrate that the criminal justice system is failing victims¹⁸ of rape and sexual assault. There are also disparities in victimisation. While the majority of victims of rape are female, this crime can have a devastating impact on male victims too.

2.1.3 Outcomes of the Rape Review – The Government Plan is designed to achieve the following outcomes. It should be noted that Norfolk Constabulary are working towards these outcomes taking into consideration their financial and operational position.

- An increased volume of cases progressing through the system so that more cases get to court, and more convictions are delivered, with an initial ambition of returning to 2016 levels.*
- Victim engagement increased at every stage of the process.*
- Complex cases are not deprioritised. We will monitor the system and track the outcome of cases to ensure more difficult or historical cases are not dropped to get more cases through the system.*
- High quality cases referred by the police to the CPS.*
- Increase public confidence in high quality decisions made by the CPS based on the evidence and material available and made in good time.*
- Increased number of early guilty pleas. By improving the quality of the investigations and process overall we expect to see an increase in the number of early guilty pleas, so that victims do not have to wait as long for an outcome in their case and potentially avoid the challenges of going to court. The earlier guilty pleas that are entered, the less the trauma for victims in having to give evidence at trial.*
- Improved timeliness of cases at each stage of the criminal justice process.*
- Limiting requests for information from victims, whether digital or held by third parties, to what is necessary and proportionate in pursuit of reasonable lines of inquiry and reducing the time victims are without a phone so that they are able to stay connected to their friends, family and support services during an extremely traumatic period in their life.*
- Defendant's right to a fair trial is maintained through quality case building, and robust and appropriate disclosure*

2.1.4 As part of what the Police will do to respond include:

the police will move towards a default investigatory model that recognises the prevalence of serial offending in rape and sexual offences and ensures that there is an early and robust assessment of suspect behaviour and offending patterns. This will ensure proper value and emphasis is placed upon understanding a suspect's offending behaviour and history from an early stage.

It will help ensure decision-making is based on evidence, rather than subjective judgements of victim credibility. This new model will build and evolve as further learning emerges from the pathfinders. For avoidance of doubt, investigations will continue to be bound to investigate reasonable lines of inquiry and to satisfy their disclosure obligations.

2.1.5 *The Review has heard victims' experience of feeling digitally 'strip searched' and many have been left without phones for months, leaving them without vital support at a time of immense trauma. Government ambition is that:*

- no victim will be left without a phone for more than 24 hours, in any circumstances, and our priority is that victims have their own phones returned within this period, with replacement phones being provided in the minority of cases;*
- any digital material requested from victims is strictly limited to what is necessary and proportionate to allow reasonable lines of inquiry into the alleged offence; and*
- victims must be communicated with effectively throughout any digital evidence collection process*

2.2 Research Project No 2 – To review a Victim's Pathway/Journey (sexual violence/abuse/rape/CSA/historic cases of CSA) within Norfolk.

2.2.1 Under the MoJ Victims Fund it is a requirement of the PCC to commission services to support victims of crime. Activities must satisfy the requirements of the Victims' Code and domestic law and must:

- meet the support needs of Victims of Crime;
- act in the interests of the Victims of Crime supported;
- be free of charge;
- be confidential;
- be non-discriminatory (including being available to all regardless of residence status, nationality or citizenship);
- be available whether or not a crime has been reported to the police;
- be available before, during and for an appropriate time after any investigation or criminal proceedings

2.2.3 Victims commissioning includes the services of specialist providers, in this case the OPCCN are reviewing a victim's pathway/journey where sexual assault, rape, abuse, child sexual abuse or historic cases of sexual abuse has taken place.

2.2.4 This work will be carried out independently by Lime Culture who will engage with victims, key stakeholder, partners, and service providers (statutory and non-third sector). The aim is to understand what the victims pathway/journey looks like.

2.2.5 Lime Culture will work with the OPCCN to identify the required quality, and reporting standards as well as risks and issues management strategy.

- 2.2.6 A review will take place to include any key reports (such as any existing or relevant needs assessments, reviews or evaluations) that relate to Norfolk sexual violence service provision, including contracts/grants and service specifications. They will also seek to obtain relevant data to inform the Pathway Review, including national prevalence data, regional Police and Local Authority data and service level data from providers to understand the demand on the local services.
- 2.2.7 The review will also include a stakeholder engagement strategy, development of an outline question framework and schedule for undertaking the focus groups. Communication with the relevant public and voluntary sector groups will take place to raise awareness of the project and stimulate interest in attendance at scheduled focus groups.
- 2.2.8 The findings from the project will be presented to the Commissioner in a full report, which will include for both adults and children/young people:
- An overview of the findings from the research undertaken, largely informed by the information elicited through focus groups/interviews
 - Identification and analysis of current service provision for victims/survivors and how victims/survivors are referred for support
 - Identification of any gaps or barriers for victims/survivors accessing support
 - Any areas of concern relating to victim/survivor experience, or their safety and risk management
 - Practical recommendations for improving delivery processes,
- 2.2.9 Both pieces of research will be utilised to improve response to victims of sexual abuse/rape/assault/CSA/Historic CSA by the Police and OPCC initially to support the aims listed above.
- 2.2.10 The OPCCN will also share findings with the DASVB, County Community Safety Partnership, DASVG Commissioning Group (where appropriate) so that countywide learning can be responded to where appropriate.

3. AREAS FOR CONSIDERATION:

- 3.1 The OPCCN wanted to ensure that both projects were carried out by an independent specialist consultancy agency who had a proven track record of working within the sexual violence arena, the criminal justice service, with other commissioners such as OPCC's, Health, and Local Authorities.
- 3.2 Evidence was required to demonstrate the relevant skills, expertise, governance and quality standards of the organisation.
- 3.3 7F Procurement managed on behalf of the OPCCN the contractual arrangement for consultancy services. Lime Culture was awarded these two projects to provide independent consultancy services.

4 OTHER OPTIONS CONSIDERED:

- 4.1 None – as failure to complete either piece of research may result in Norfolk Constabulary not reaching their responsibilities under the Governments End to End Rape Review and the OPCCN unable to award contract/s appropriately based on victim need when it goes out to tender.

5 STRATEGIC AIMS/OBJECTIVE SUPPORTED:

- 5.1 The PCC has a statutory obligation to set Police and Crime objectives through the Police, Crime and Community Safety Plan 2022-24. The PCC's six priorities fall into the following categories each with detailed objectives in the plan:

- Sustain Norfolk Constabulary
- Visible and Trusted Policing
- Tackling Crime
- Prevent Offending
- Support Victims
- Safer and Stronger Communities

- 5.2 Both pieces of research working directly with victims/survivors, key stakeholders, partners through the statutory and third/charity sector will support the above priorities at different stages.

- 5.2.1 The consultancy/research project for Op ENGAGE/RASSO of Norfolk Constabulary will support the constabulary's response to the Governments End to End Rape Review Report published in June 2021 on finding and actions for improving the Criminal Justice Systems response to rape in England and Wales by:

- Supporting Norfolk Constabulary in how it responds/engages with victims of serious sexual assault
- Increase the volume of cases progressing through the system so that more cases get to court, and more convictions are delivered returning to 2016 levels
- Increase public confidence in high quality decision made by the CPS based on the evidence and material available and made in good time
- Defendant's right to a fair trial is maintained through quality case building and robust and appropriate disclosure

- 5.2.2 The consultancy research project to undertake an 'Independent Pathway Review' of services in Norfolk for adult and child victims/survivors of sexual violence and abuse dovetails into the county's strategies (below) as well as the county boards/partnerships.

In addition, a key objective of the OPCCN is to review a victim's pathway/journey (sexual violence/abuse/rape/CSA/historic cases of CSA) within Norfolk to help inform commissioning intentions and tender in readiness for procuring a service/s that support victims within this area.

- Norfolk's Sexual Violence and Abuse Strategy 22-25
- Norfolk's Domestic Abuse Strategy 22-25
- Joint work with Norfolk's Community Safety Partnership (sits within the OPCCN)
- Objectives through the Norfolk Domestic Abuse and Sexual Violence Group (DASVG)

5.3 The primary statutory legislation that drives the support of commissioning services that support victims of domestic abuse and sexual violence across the Local Authority and Police Force areas are:

- Crime and Disorder Act 1998
- Domestic Violence, Crime and Victims Act 2004
- Children Act 1989 & 2004
- Health and Social Care Act 2012
- Public Services (Social Value) Act 2012
- Equality Act 2010
- Directive 2012/29/EU of the European Parliament establishing minimum standards on the rights, support and protection of victims of crime Directive 2012/29/EU
- Code of Practice for Victims of Crime –MoJ Victims Code 2020
- Home Office Violence Against Women and Girls Strategy
- Tackling Violence Against Women and Girls – July 2021
- Domestic Abuse Act 2021

6 FINANCIAL AND OTHER RESOURCE IMPLICATIONS:

6.1 Both Grants will be funded through the MoJ Victims and Commissioning Budgets.

6.2 The total Award to Lime Culture is £41,500 + VAT

6.3 The cost of each strand of work is as follows:

- To support Op ENGAGE/Rape and Serious Sexual Offences Unit (RASSO) with the Norfolk response to the Governments End to End Rape Review (June 21) – Research with adult victims/survivors of rape and sexual assault and engagement with Norfolk Constabulary £15,000 + VAT
- To undertake an Independent Pathway Review of services in Norfolk for adult and child victims/survivors of sexual violence and abuse £26,500 + VAT
- 7Force Procurement have procured an appropriate supplier through Matrix MM, there will be an additional charge of 2.5% direct to the OPCCN for this service.

7 OTHER IMPLICATIONS AND RISKS:

- 7.1 There are no foreseen major implications or risks associated with this decision notice.

ORIGINATOR CHECKLIST (MUST BE COMPLETED)	PLEASE STATE 'YES' OR 'NO'
Has legal advice been sought on this submission?	No
Has the PCC's Chief Finance Officer been consulted?	Yes
Have equality, diversity and human rights implications been considered including equality analysis, as appropriate?	Yes
Have human resource implications been considered?	Yes
Is the recommendation consistent with the objectives in the Police and Crime Plan?	Yes
Has consultation been undertaken with people or agencies likely to be affected by the recommendation?	Yes
Has communications advice been sought on areas of likely media interest and how they might be managed?	Yes
In relation to the above, have all relevant issues been highlighted in the 'other implications and risks' section of the submission?	Yes
<p data-bbox="204 1496 788 1529">Is this report a Confidential Decision?</p> <div style="display: flex; justify-content: space-around; align-items: center;"> <input data-bbox="1066 1514 1187 1585" type="checkbox"/> <input checked="" data-bbox="1260 1514 1382 1585" type="checkbox"/> </div> <p data-bbox="204 1608 1430 1641">If Yes, please state reasons below having referred to the PCC Decision Making Policy</p>	

APPROVAL TO SUBMIT TO THE DECISION-MAKER (this approval is required only for submissions to the PCC).

Chief Executive

I am satisfied that relevant advice has been taken into account in the preparation of the report, that the recommendations have been reviewed and that this is an appropriate request to be submitted to the PCC.



Signature:

Date: 12/10/2022

Chief Finance Officer (Section 151 Officer)

I certify that:

- a) there are no financial consequences as a result of this decision,
OR
- b) the costs identified in this report can be met from existing revenue or capital budgets,
OR
- c) the costs identified in this report can be financed from reserves
AND
- d) the decision can be taken on the basis of my assurance that Financial Regulations have been complied with.

Signature:



Date: 12/10/2022

PUBLIC ACCESS TO INFORMATION: *Information contained within this submission is subject to the Freedom of Information Act 2000 and wherever possible will be made available on the OPCC website. Submissions should be labelled as 'Not Protectively Marked' unless any of the material is 'restricted' or 'confidential'. Where information contained within the submission is 'restricted' or 'confidential' it should be highlighted, along with the reason why.*