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Police and Crime
Commissioner
for Warwickshire

Police and Crime Commissioner for Warwickshire

Request for Proposal Commissioning a Comprehensive Needs Assessment Consultancy Ref WP21-0075

August 2021

Official-Sensitive-Commercial

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1 Introductory Information

The Police & Crime Commissioner for Warwickshire (The Authority) invites you to provide a proposal for the provision of Commissioning a Comprehensive Needs Assessment Consultancy. **Please see Section 5 Requirement for more details.**

This is a Request for Proposal (RFP) requiring the submission of proposal, pricing information and assurance information.

The point of contact for this RFP is:

Precious Williamson- precious.williamson@warwickshire.pnn.police.uk

1.1 Timetable

The key timescales for this RFP are outlined below (may be subject to change):

Process Stage	Timescale
Issue RFP	26 th August 2021
Deadline for Submissions	27 th September 2021
Evaluation	30 th September 2021
Award Decision	4 th October 2021
Contract Commencement	11 th October 2021- 11 th February, 2021

1.2 Police & Crime Commissioner for Warwickshire

Philip Seccombe was first elected as the Warwickshire Police and Crime Commissioner (PCC) in 2016 and re-elected for a second term in May 2021.

The PCC's priorities are to maximise the numbers of police officers serving the county, while also ensuring victims and witnesses are at the heart of the criminal justice system. The PCC has pledged to deliver a balanced budget, ensuring policing is well-funded but also delivers value for taxpayers and does not spend more than it receives.

Through the [Police and Crime Plan](#) the PCC seeks to ensure that partnerships are effective and provide protection and support for the most vulnerable in our society. This plan works alongside the Warwickshire Community Safety Agreement to achieve this and ensure that public monies are targeted to encourage organisations to deliver outstanding services, especially to the victims of crime.

More information about the PCC may be found at: <https://www.warwickshire-pcc.gov.uk/>

2 Instructions

The RFP submission deadline is **27th September, 2021 at Midday**

Your response shall include:

- Proposal (See RFP Requirements)
- Pricing
- Completed Supplier Assurance Questionnaire

You must submit one electronic copy of all documents via email to:

precious.williamson@warwickshire.pnn.police.uk

3 Important Information for Suppliers

3.1 Acceptance of Proposals

The Authority reserves the right to discontinue or vary this process at any time by written notice to Suppliers. The Authority will not be liable for any costs incurred at any stage of the process.

The acknowledgement of receipt of any submitted proposal shall not constitute any actual or implied agreement between the Authority and the Supplier. Nor does the Authority undertake to accept the lowest, or part, or all, of any quote.

The Authority reserves the right to seek clarification from suppliers if required, upon receipt of quotes.

3.2 Disqualification

The Authority reserves the right to reject a Supplier:

- Where the quote is submitted late, is completed incorrectly, or is incomplete.
- Who is guilty of serious misrepresentation in relation to its application and/or the process or where there is a change in identity, control, financial standing or other factor impacting on the selection process affecting the Supplier.
- Who attempts to inappropriately influence this RFP Process; or collude in any other way.

3.3 Validity

Proposal and pricing shall be valid for a minimum of 3 (three) calendar months from the closing date for the submissions.

3.4 Terms & Conditions

The Terms and Conditions of contract shall be Standard Terms and Conditions for Goods and Services.

3.5 Payment and Invoicing

The Authority will pay correctly addressed and undisputed invoices within 30 days in accordance with the requirements of the Contract. General requirements for an invoice include:

- A description of the good/services supplied is included.
- A valid Purchase Order number
- It must be addressed to accountspayable@warwickshire.pnn.police.uk

3.6 Supply of Services

The Authority will reserve the right to purchase additional Goods and / or Services in accordance with the Terms and Conditions, and on the basis of discount structures stated in the Supplier's Proposal, or subsequently stated in the Contract(s) awarded. Such purchases shall be entirely at the discretion of the Authority and may be of any value, provided that the purchases are undertaken before the expiry date stated in the Contract.

3.7 Confidentiality

The contents of this RFP and of any other documentation sent to you in respect of this process are provided on the basis that they remain the property of the Authority and must be treated as confidential.

3.8 Liability

This RFP has been issued in good faith. No warranty is given as to the accuracy or completeness of the information contained in it and any liability or any inaccuracy or incompleteness is therefore expressly disclaimed by the Authority and its advisers.

4 Evaluation

Quotes will be evaluated with due regard to the principle of 'Value for Money' balancing both cost and quality considerations.

The Authority will award the contract to the most economically advantageous quote based on:

Cost: 35%

Proposal: 65%

5 Requirement

5.1 Background and Introduction

The strategic landscape in relation to the provision of services for victims and survivors has been changing since the commissioning of victims services in 2018. Currently, commissioned services include:

1. General Victims Recovery Service
 2. Sexual Abuse and Violence Recovery Service
 3. Children Sexual Exploitation Recovery Service
- These contracts are 3+1+1 and run to 31st March 2022 with an option to extend to 31st March 2024**
4. Adults CJS Drug and Alcohol Abuse Service
 5. Child CJS Drug and Alcohol Abuse Service
- These contracts are 2+1+1 and run to 31st March 2022 with an option to extend to 31st March 2023**

As currently commissioned services are nearing the end of contract or are at the point of consideration for extension, the PCC intends to commission a comprehensive needs assessment to inform its decisions, resource allocation and service design over the next 3-5 years. With regards to scope, this particular needs assessment does not need to take account of victims and survivors of SARC-related sexual assault services commissioned with the NHS and road traffic victims. Those demand separate needs assessment exercises.

Following research, interviews and consultation, a report containing findings will be published in December 2021. The findings of this wider review will be expected to set out top priority areas for the PCC's consideration in the next commissioning round to ensure a comprehensive value for money service provision is put in place to meet the ever changing needs of each victims by matching the solution to their needs rather than to fit the solutions available.

5.2 Rationale for the Needs Assessment

Some years have passed since the original needs assessment and it is important to ensure services are commissioned according to the right needs. The purpose of the assessment is to examine the needs of victims and survivors and assess whether existing provision meet those needs. It also seeks to anticipate areas of emerging and growing needs in relation to the evolving environment. Additionally, the intent and goal of this assessment is to ensure that services are responsive and equitably meet the needs of crime victims throughout the county and across all victim groups and populations.

As part of this remit, the assessment will also review whether the provisions and services that have been put in place since 2018 are still meeting those needs efficiently and effectively. However, there is a real danger in the assumption that a new needs assessment and new commissioning process is simply about renewing what is already in place. Rather, this project will examine complex and

inter-connected/crosscutting areas of need, outline what the needs are, which needs are unmet and why, how needs have changed and what are the gaps or constraints of meeting needs and identify how commissioned services have or have not adapted to those changes.

The emphasis will be placed on the overarching and broad service provision that aligns with the Police and Crime Plan (currently under review) and the 2021 OPCC Commissioning Strategy. The assessment is also expected to offer an insight into what the Office of the Police and Crime Commissioner (OPCC) has learnt over the period of current contracts (i.e. what does the trend data tell us) and how commissioned services may have changed, for example, as a result of the Covid19 pandemic.

5.3 Overall Objectives

The needs assessment will seek to understand the following:

Types of need

- Understand the types of crime and the changing patterns of victimisation and vulnerability
- Understand the scale and prevalence of victimisation not just the numbers and typology of victims but disaggregate different categories (for example, gender, age, minority, groups, vulnerability and geographical location)
- Identify the types of services crime victims currently receive and assess the effectiveness and efficiency of such services.

This should take into consideration the definition and categories outlined in Section 5.5.1

Where possible the assessment will identify victim's needs from the perspective of those with the need (victims and survivors) and those with specialist knowledge (service providers).

Current and future needs

- Outline current and future need to inform the next commissioning cycle and development of service specifications.
- Are the right needs being met and which of these needs require intervention
 - Identify new needs related to changing demographics or populations (ethnic minorities victims with disabilities, LGBTQ, **vulnerability-related Specialist Support Services**, drug and alcohol interventions etc.) and how commissioned services have or have not adapted to those changes.

- Assess which demographic groups and types of victim are underserved (e.g. disabled crime victims, older crime victims, minorities and immigrants, LGBTQ victims and younger crime victims)
- Identify gaps and constraints in available resources and barriers to accessing service among populations considered to have specific needs
- Are there any missed opportunities or areas for improvement and identify areas of increasing or decreasing level of need
- Consider the implications for a comprehensive service (e.g. a holistic approach) to ensure services are responsive to changing need, priority, resources or legislation

Commissioning Intentions

- What the future of commissioning should look like in the next 3-5 years
 - Outline appropriate commissioning approaches and propose key priorities for consideration as to what services should be purchased service to make best use of available resources and increase the PCC's response to victims and survivors.
 - Identify opportunities for collaboration with statutory partners and other agencies to establish proper linkages and intervention to address needs of victims

Key Performance Indicators

- Identify key performance indicators for commissioned services. This will form the basis of the monitoring and evaluation of interventions commissioned.

Summary of Research Questions

The research questions-including the themes and topics set out in this brief are summarised in **Appendix A**.

5.4 General Victims Recovery Service

Section 9 of the Police Reform and Social Responsibility Act 2011 provides Police and Crime Commissioners with the powers to award crime and disorder grants to any organisations and projects which, in the opinion of the PCC, will secure, or contribute to securing, crime and disorder reduction in the police area. In addition, Section 143 of the Anti-social Behaviour, Crime and Policing Act 2014 provides Police and Crime Commissioners with powers to provide or commission services.

Within the meaning of this section, a PCC may provide or arrange for the provision of:

- a) services that in the opinion of the PCC will secure, or contribute to securing, crime and disorder reduction in the PCC's area
- b) services that are intended by the PCC to help victims or witnesses of, or other persons affected by, offences and anti-social behaviour
- c) services of a description specified in an order made by the Secretary of State.

A PCC arranging for the provision of services under this section may make grants in connection with the arrangements. A grant may be subject to any conditions (including conditions as to repayment) that the PCC thinks appropriate. For the purposes of the legislative provision "anti-social behaviour" means behaviour by a person that causes or is likely to cause harassment, alarm or distress to one or more other persons not of the same household as that person; "crime and disorder reduction" means reduction in levels of:

- a) crime and disorder (including anti-social behaviour and other behaviour adversely affecting the local environment),
- b) the misuse of drugs, alcohol and other substances, and
- c) re-offending.

Victims are a priority for the Warwickshire PCC and Warwickshire Police

"Putting victims and survivors first" is one of the four objectives in the current Warwickshire Police and Crime Plan 2016 – 2021 ([link here](#)).

Warwickshire Police's Strategy 'Fit for the Future' 2020-25 sets out how the force will deliver on its enduring vision to protect people from harm over the next five years alongside the Police and Crime Plan. This is supported by its overriding vision, 'to be great at protecting the most vulnerable'.

5.4.1 Current Commissioned Services

Since 2018, the PCC has commissioned Victim Support to deliver support to victims of crime in Warwickshire. Its contract with the OPCC is due to end on 31 March 2022 with an option to extend yearly for a further 2 years. This service has concentrated on general victim recovery services including:

- Victims' Hub Provision
- Emotional Support Services
- Restorative Justice service

As the PCC prepares for the new commissioning cycle, it is critical to reflect on the changes taking place in policing and criminal justice such as the Victims Commissioning. Ultimately this demands a more holistic analysis to understand the needs of victims and survivors in order to ensure the effective use and reach of the victims funding provided.

5.4.2 What are the key questions it should answer?

- Understand the level and type of crimes
 - Identify whether the focus should still be on priority crime groups – burglary, violence, hate, cyber, fraud, ASB where a crime is reported or on the evolving landscape and address digital enabled crime e.g. abuse/bullying on social media through to sexting, blackmail (revenge porn) and extortion
 - To what extent is service provision keeping pace with the changing nature of crime and crimes being reported
- Identify who victims are (i.e. is the risk based approach still relevant and should service provision continue to target vulnerability)
- Identify what victims support needs are and whether current provision is reaching them;
- To evaluate the efficacy and efficiency of the integrated approach with policing via the harm hub and identify strengths/weakness and areas for development are needed
- Why do some victims and survivors not report crimes?
- Explore why some victims do not reach out for support and why a greater proportion of victims decline support and how this compares regionally and nationally

Additionally the assessment needs to understand the issues which are important to victims and survivors and identify what is needed to help victims and survivors to cope and recover from the criminal experience preventing repeat victimisation. This means the process of cope and recovery needs to be fully understood including exploring therapeutic and emotional support in order to ensure service provision is able to meet the needs of victims. More importantly, the voice of the victims and survivors should be at the core of this analysis and subsequent service design and provision.

5.5 Vulnerability-related Specialist Support Services

5.5.1 What are vulnerability-related crimes?

The term ‘vulnerability’ arises out of and is a progression beyond those crime types that have historically been aggregated under the banner of ‘public protection’ by police forces. There is a strong connection to ‘safeguarding’ and indeed, post-alliance.

This is demonstrated by Warwickshire Police having invested in a Detective Superintendent – Head of Vulnerability & Safeguarding and having provided additional specialist resources (e.g. Child Abuse, Trafficking and Exploitation (CATE) Team, Missing Persons Team) supported by funding from the PCC. The

NPCC National Vulnerability Action Plan (NVAP) uses the following THRIVE (Threat Harm Risk Investigation Vulnerability Engagement) definition of vulnerability;

‘A person is vulnerable if, as a result of their situation or circumstances, they are unable to take care of or protect themselves or others from harm or exploitation. It is extrinsic (situational) factors acting with intrinsic (personal) factors that can make someone suffer or be at risk of harm’

The NPCC is working towards this definition but recognises the challenges this presents from a strategic perspective. However, whilst different police forces may have a variety of arrangements and approaches, in broad terms it is helpful to consider the following categories as relating directly or indirectly to vulnerability:

- Adult Safeguarding/Adults at Risk (including Elder Abuse)
- Child Abuse and Exploitation
- County Lines
- Criminal Exploitation
- Domestic Violence & Abuse
- Harmful Practices (Akaka HBV, FM, FGM)
- Hate Crime
- Mental Health
- Management of Sexual Offenders and Violent Offenders (MOSOVO)
- Missing and Absent Persons
- Modern Slavery & Human Trafficking (**see also section 5.6**)
- Multiagency Safeguarding Hubs (MASH)
- Online Sexual Exploitation
- Prostitution & Sex Working
- Rape and Serious Sexual Offences
- Refugee and Immigration Abuse & Exploitation
- Sexual Assault Referral Centres (SARC)
- Stalking & Harassment
- Vulnerability to Radicalisation

5.5.2 Current Commissioned Services

As a result of the previous PCC Victim’s Needs Assessment in 2018, the following vulnerability-related specialist services were commissioned in addition to general victim’s service:

- Sexual Assault & Violence (SAV) Recovery Service, providing ISVA, CHISVA and Counselling support to adults and children
- Child Sexual Exploitation (CSE) Recovery Service

The above two ‘lots’ were awarded to a joint bid from Barnardos and RoSA, with Barnardos leading on the CSE service and RoSA the SAV service.

It should be noted that separately, as part of wider co-commissioning arrangements, the PCC also co-commissioned the following services, which for the purposes of this assessment are excluded from consideration;

Domestic Abuse accommodation and community-based support service

- Sexual Assault Referral Centre (SARC) for Adults
- Sexual Assault Referral Service (SARS) for Children & Young Persons (CYP)

5.5.3 Challenges

In the three years since the last Needs Assessment, considerable progress has continued to be made by Law Enforcement, Criminal Justice and Community Safety partners in their understanding of and approach to vulnerability-related crimes. It is now not at all unusual to hear the following being discussed:

- Trauma-informed
- Adverse Child Experiences
- Coercive-control model
- Public Health approaches
- See past the obvious
- Professional curiosity
- Criminality exploitation

Yet despite this progress, these factors are not well embedded in the provision of services to victims of vulnerability crime. To a degree this is understandable. This is a fast-developing area of work which, along with the time it takes to commission services and the somewhat restrictive nature of the contracts, can sometimes lead to the provision of specialist support that is quickly out of date.

The clear example here is in relation to Child Sexual Exploitation (CSE). It wasn't until around 2012 that forces and partners started to properly address the requirements in relation to this horrific crime, despite the fact that it had been evident for some considerable time.

Some initial collaborations were made with the third-sector to provide CSE victims with support, and some annual grant funding provided, but it wasn't until the commissioning process of 2018/2019 that a properly contracted service was put in place. Three short years later (almost a decade from 2012) and the understanding of CSE has moved on considerably. CSE is now recognised as one of a range of connected and over-lapping child vulnerability crimes that fall under a wider and broader understanding of '**Child Exploitation**', including;

- Online Exploitation – People who use the internet to groom and exploit children and young people via social media and gaming sites
- Child Sexual Exploitation – When a young person is encouraged, or forced, to take part in sexual activity in exchange for something
- Criminal Exploitation – when someone is manipulated to commit crimes such as shoplifting, drug dealing and pickpocketing

- County Lines – Organised crimes where criminals, often based in urban areas, pressurise vulnerable young people to transport, store and sell drugs into other towns
- Opportunistic – This type of exploitation can happen very quickly. Children can be offered accommodation, money, lifts, drugs, alcohol etc in exchange for sexual activity
- Peer Exploitation – This may happen with a group of friends. It can often happen quite publicly and images and videos are often circulated around school
- Organised Exploitation – When a group of offenders work together to force children to have sex with multiple adults
- Human Trafficking – A form of modern slavery - the movement of people by force, fraud and deception with the aim of exploiting them
- Labour Exploitation – When people are forced to work for little or no pay and are often threatened with punishment
- Domestic Servitude – Someone who works within their employer's home but their freedom is restricted, often working long hours for little pay
- Child Sexual Abuse – When a child is enticed or forced to take part in sexual activities

It is now Child Exploitation (and CSE within that), which needs the provision of support.

More broadly, the offer from specialist support services was brought to the fore as a result of the COVID-19 pandemic. Services themselves performed admirably in changing their delivery models to cope, but it did expose a weakness in provision that relied too heavily on only one contracted approach. However, through this adversity the opportunity was seized upon to actually connect with victims and support them in better ways that worked for them. This progress must not be lost.

In addition, the public outcry in relation to Law Enforcement interaction with Black, Asian and Minority Ethnic communities has exposed weaknesses in the provision of targeted and tailored support services for victims of crime from those same communities

5.5.4 What are the questions it should answer

Within the vulnerability-related specialist support services, there are some very specific gaps in provision that we already know from national and local development, need to be quantified and considered:

- Child Exploitation (incorporating CSE)
- Criminal Exploitation of vulnerable adults (adults at risk)
- Services to victims of Modern Slavery and Human Trafficking
- Services to victims who are Refugees
- Services to victims who have a questionable immigration status (not Refugees)
- Tailored services to victims of vulnerability-related crime who are Black, Asian or Minority Ethnic.

The needs assessment will explore the following questions:

- What is the local need, not just the numbers but the scale of vulnerability and existing response
- Are the right needs being identified (i.e. are clear outcomes for services being articulated)
- Assess the strengths and weaknesses in service provision and areas for development in the provision of specialist services in the context of the changing landscape
- Identify gaps and constraints or barriers in service provision?

5.6 Modern Slavery and Human Trafficking

Modern Slavery is an egregious crime and encompasses slavery, human trafficking, forced labour and domestic servitude. Traffickers and slave masters use whatever means they have to coerce, deceive and force individuals into a life of abuse, servitude and inhumane treatment.

Victims from the widest variety of backgrounds suffer extreme exploitation and can be severely traumatised. It is crucial that there is an effective and robust system of support to ensure the needs of victims and survivors are met in order to support their long-term recovery and to prevent the risk of further harm and re-exploitation. In response to this, the PCC requires the assessment to explore the needs of the victims of modern slavery to inform its intervention and support system in the next commissioning round.

5.6.1 Challenges

- Modern slavery is 'a hidden crime type'
- Survivors of modern day slavery are being abandoned and at risk being re-trafficked. Those officially categorized as victims are offered a safe house and support for a minimum period of 'reflection' of 45 days, but there is no obligation to monitor outcomes for people once they leave safe house.

5.6.2 What are the questions it should answer

- What is the extent of modern day slavery in Warwickshire i.e. (current data trends, national and local intelligence)
- What does support for victims of modern slavery look like locally from when they are initially identified, before they enter the NRM and what are the challenges?
- What does support for victims of modern slavery look like locally when they exit the NRM and what are the challenges?

- What does support for victims of modern slavery look like locally when they decline to enter the NRM and what are the challenges?
- How responsive are these services to victims. Are they meeting their needs, if not identify the gaps
- What are barriers to providing services to victims? Barriers to accessing services?

5.7 Refugees and those who have a questionable immigration status (not Refugees)

Refugees and those who are not Refugees but otherwise have questionable immigration status, are amongst the most socially and economically vulnerable groups in society. They represent a wide range of different cultures and languages, however they will each have individual experience and wide range of needs and vulnerabilities.

Most arrive in the UK without enough funds to support themselves and, because they are not able to seek paid employment, rely on the state for support. This leaves many refugees and their families including those with questionable immigration status either reliant on support from the state and/or living on low incomes. Many are highly skilled, but because of language issues, lack of UK labour market experience, being accommodated in socio-economically depressed areas and the absence of tailored employment support, they are more likely to be offered low-skilled insecure employment. Research also highlights that refugees including people with questionable immigration status are most vulnerable to exploitation including human trafficking and associated forms abuse and crime.

This needs assessment will aim to provide a clear insight into the needs of refugees who are victims of crime as well as those who have questionable immigration status to inform the PCC's commissioning activity next year and form recommendations for action.

5.7.1 Groups included in the assessment (indicative list)

The selected group are detailed in the table below with a short description. Some people can belong to multiple groups and children can also be part of many of the identified groups

Groups included in assessment	Description
Recently Resettled Refugees	A refugee who is identified by the United Nations and who is transferred from the country in which they have sought protection in the UK which has agreed to admit them as refugees with permanent residence status.
Newly recognised refugees	A person seeking asylum who has recently been granted refugee status in the UK.

People seeking asylum	A person who has departed their country of origin and officially applied for asylum in the UK but is awaiting a decision on their request for refugee status.
Unaccompanied asylum seeking children	A person under 18 years, or in the absence of proof-of-age documents is believed to be under 18, separated from both parents and without a guardian, nominal by law or custom, who is applying for asylum in their own right.
Refused Asylum Seekers	Someone whose claim for asylum or claim under Article 3 of the European Convention on Human Rights, has been refused and any subsequent appeals have been unsuccessful.
Undocumented migrants	Foreign born nationals who do not have the right to remain in the UK. This includes persons who have entered the country through regular and irregular means, including people who have remained beyond the permitted period. People who have been trafficked; refused asylum-seekers who have remained beyond the permitted period; and children born in the host country to undocumented migrant parents
People recently released from immigration detention	Detained foreign nationals for the purposes of immigration control include: <ul style="list-style-type: none"> • Asylum seekers who have had their claim refused • People who have overstayed or breached the terms of their visas • Foreign nationals who have completed a prison sentence and are awaiting deportation

5.7.3 What are the questions it should answer

- Does the provision of services address the needs of refugees and those those who have a questionable immigration status (not Refugees) and identify gaps and constraints
- What services are available and accessed?
- What are the barriers to providing services to victims? Barriers to accessing services?

5.8 Black Asian and Minority Ethnic (BAME) Victims of Crime

In the February 'Tackling Race Disparity in the Criminal Justice System 2020' update, the Ministry of Justice committed to continue to develop understanding and challenge racial disparity within the Criminal Justice System (CJS). The Lammy Review highlighted the disproportionate experiences and outcomes in the CJS for Black, Asian and Minority Ethnic (BAME) people in the United Kingdom. This guidance forms part of wider work over and beyond the Lammy recommendations, recognising the different experiences BAME people may have being a victim of crime. The guidance observes:

1. The risk of victimisation is disproportionately higher for those from a BAME background. BAME victims are also less likely to be aware of victims support services than White victims. BAME victims may have lower levels of trust and confidence in the CJS overall, due to possible adverse experiences, and negative outcomes of previous engagement, which is likely to be reflected in their attitudes to victim services.
2. It should also be noted that there are some crime types where BAME groups are under-represented in the data in relation to reporting and accessing support services. This does not necessarily indicate lower prevalence rates amongst BAME groups but is more likely to reflect specific barriers to disclosure and accessing support. This illustrates an important need for the Office of the Police and Crime Commissioner (OPCC) as a commissioning body to understand how different crimes affect BAME groups.
3. We recognise that some variation in approach to best supporting BAME victims will be appropriate, for particular types of crime and for different demographics including for children and young people, but consider the three quality commitments set out in this document to be an essential foundation in all areas. The quality commitments will support us in reaching BAME victims who might otherwise not access victim services in Warwickshire. They will also support us to ensure that services are effective, strategically considered and for the benefit of as wide a range of victims as possible.

Following the Lammy Review and the MOJ Guidance it is imperative that PCCs can demonstrate that through procurement and commissioning process they address ethnic disproportionality and improving race equality outcomes at the heart of how they do business. Additionally as part of the MOJ funding conditions, PCCs are required to ensure:

- **Victims receive equitable access to services, no matter who or where they are** – this would ensure that any victims, regardless of who they are or where in the country they live, are able to access the services they need, for example through digital provision, or through ensuring a suitable provision of local services through needs assessments.
- **Adequate services for victims with protected characteristics** – this would ensure that minority groups are offered adequate specialist services across the country, and that victims with protected characteristics are considered in needs assessments and local strategies. For example, collecting specific data on the needs of BAME victims in an area and commissioning/funding services to meet those needs

Alongside the general victims needs assessment, the PCC intends to carry out a thorough examination of needs for BAME victims of crime to ensure the next commissioning round meets the MOJ funding requirements.

Looking at current services it is evident that understanding racial disparity in the criminal justice system is a cross-cutting issue across all currently commissioned services and grant streams. We also know from contract monitoring of existing provision that some groups, in particular ethnic minorities, are not well-represented amongst service users. It is therefore important to establish whether this is an accurate portrayal of the service user cohort in Warwickshire or whether there are access and engagement barriers which the OPCC and commissioned services should work to overcome.

5.8.1 What are the questions it should answer

- Develop an understanding of the composition, extent and needs of BAME victims of crime particularly new and emerging communities in Warwickshire
 - What types of crime do victims experience and what are the needs of victims
 - What is the current service provision and gaps in services
- How do victims agencies and providers and the criminal justice respond to minority crime victims?
- What are the challenges and barriers to reporting crime and accessing services?
- What are barriers to providing services to victims?

This will take into account the current services provided by the PCC as well as those provided by local authorities, other statutory partners and the third sector.

5.9 Drugs and Alcohol Services

Substance misuse has a significant impact on our communities and contribute to a number of key areas including domestic and sexual abuse and various crimes. In 2016, the PCC identified drug and alcohol misuse as “significant contributory factors towards crime and antisocial behaviour” in his Police and Crime Plan and recognised that it was an “area where enforcement activity on its own will not solve the more complex underlying issues”. The PCC stated that he aimed to “reduce the harm caused by drugs and alcohol”¹. To achieve this, the OPCC provided grant funding through its annual grant scheme for a variety of programmes aimed at reducing drug and alcohol misuse. Other statutory organisations in the County delivered interventions for alcohol and drug services, including the County and local councils, and the County’s three Clinical Commissioning Groups. While these targeted the wider community rather than

¹ Police and Crime Commissioner for Warwickshire, *Warwickshire Police and Crime Plan 2016 – 2021*. Available from: <https://www.warwickshire-pcc.gov.uk/police-and-crime-plan/>

specifically at offenders, their work undoubtedly had an impact on the reduction in crime and anti-social behaviour in the county.

In 2017, the PCC began building a long term commissioning plan in order to provide sustainable service provision and reduce drug and alcohol related crime across the county. Subsequently, a new Drugs and Alcohol Service (Lots 4&5) for adults and children was commissioned in 2019.

Change, Grow Live (CGL) is currently contracted to deliver a service for those over the age of 18 who are in contact with the criminal justice system in Warwickshire while Compass provides a Children and Young People's Drug and Alcohol Service. These two lots are due to end on March 31st 2021 with an option to extend for further year. Both services set out to deter substance misuse among those involved in crime or at risk of being in the criminal justice system.

As we are reaching the end of the first commissioned drug and alcohol service contract it is an opportune time to overview alcohol and drug use in Warwickshire, and associated offending. The assessment needs to understand the accessibility of service provision to those who present to the criminal justice system in order to ensure victims receive equitable access to service no matter who or where they are (including victims with protected characteristics and minority groups).

Covid19 and associated lockdowns have also seen a significant increase in alcohol consumption by the general population; this is well documented including in the press. We also know that whilst services adapted to deliver to the best of their capabilities during restrictions, their accessibility and service delivery may have been adversely impacted. Some of these challenges remain. Other support agencies and statutory agencies have also had to operate under extreme difficulties, including youth centres and schools. Additional vulnerability may now be in play compared to pre-pandemic.

Ultimately Covid19 may have changed the drug and alcohol use landscape in Warwickshire and a new assessment is required to ensure that our understanding of need remains accurate.

Some agencies have undergone significant changes and challenges which may subsequently impact the needed service from commissioned contracts. For example the National Probation Service has re-merged with the Community Rehabilitation Service. Similarly the criminal courts are battling significant backlogs and additional demands which impact the criminal justice system experience by vulnerable individuals in different ways from before the pandemic. Any commissioned services need to be appropriately specified to ensure they can operate optimally in this new environment.

5.9.1 What are the questions it should answer

- To critically evaluate the efficacy and efficiency of existing provision across Warwickshire

- Have the priority areas changes, e.g. have heroin deaths increased or decreased?
- What are the key touch points for drug/alcohol users with the criminal justice system and does the existing commissioned service engage with these?
- Has there been a change in service provision by other agencies?
- To identify the levels of need and whether these are being met or not. If we commission further drug and alcohol services, what do service users need?
- Do these needs differ depending on vulnerabilities or protected characteristics?
- What are the key access challenges different service users face?
- Identify gaps or barriers in service provision

6 Methodology

The methodology will include mixed methods approaches (quantitative and qualitative) to analyse dynamic and complex issues involved in the needs assessment. This will be augmented by a desk-top research, review of available data and statistics, capturing service user feedback, and interviews with key policy leads, service providers, local authority, police and relevant service professionals.

7 Deliverables

The deliverables for this contract are as follows:

- A Comprehensive Needs Assessment Report setting out the findings in full detail (which will include an Executive Summary) to inform commissioning decisions and service specification over the next 3-5 years.
- Identify and assess efficacy and efficiency of existing service responses, in particular whether services are adequately meeting the needs of victims including across cross-cutting themes
- Identify the synergies and interconnections between services to determine if these can be maximised in the next commissioning cycle and adopt a more comprehensive approach in service provision rather than working in silos
- Establish a series of recommendations and suggest key areas for prioritisation to better address victim's needs

- Within these recommendations, to consider the quality standards set out in the MoJ guidance to support BAME victims of crime
- Develop and conduct a consultation programme with victims and survivors service users to hear their views and key stakeholders (both formal and informal) on what services are needed in Warwickshire
- Provide a skeleton outline specification and the core components of new services; and
- Present findings and recommendations at the end of the contract. This should outline the rationale for the stated approach, including consideration of cost implications and possible limitations and how these will be addressed.

8 Covid 19

We expect the project to involve client meetings and stakeholder engagement. All interaction will be conducted in accordance with applicable government guidelines concerning Covid-19. Where face to face interaction is indicated appropriate social distancing shall be observed.

9 Vetting

The staff working on this contract shall require to be vetted to Non Police Personnel Vetting (NPPV) 2 or above via the National Contractors Vetting Scheme (NCVS) and bear any associated costs. No employee (including agents and/or approved sub-contractors) will be permitted to enter the Warwickshire OPCC or Police premises unescorted or permitted access to Warwickshire OPCC or Police systems or data without the appropriate vetting clearance.

Please note that NCVS is a national scheme (run by Warwickshire Police) and so NCVS vetting is transferable to any police force customer. Link to [Vetting website](#)

The Contractor shall at their own cost comply with the requirements of the Vetting Policy with regard to NPPV as may be varied from time to time.

The Contractor shall arrange for the completion of Warwickshire Police Security Vetting, and subsequent review, forms required to facilitate NPPV enquiries. Following submission of fully completed forms to the Vetting Unit the following timescales will apply in respect of decisions:

- NPPV 2 - 22 working days
- NPPV 3 - 37 working days
- NPPV 3 + SC - 50 working days

The Contractor shall be liable for any costs associated with the contractor vetting scheme. Information identified about the Contractor's employees (including agents

and/or approved subcontractors), and/or their associates, during the vetting process cannot be shared with the Contractor.

Vetting clearances are reviewed periodically but can be reviewed at an earlier stage if information comes to light and/or there is a material change in an individual's personal circumstances.

Such changes include, but are not limited to, spouse/partner, address(es) and/or criminal convictions. Failure to comply may result in vetting clearance being withdrawn.

Warwickshire Police reserve the right to reject any of the Contractor's staff (including agents and/or subcontractors) without giving any reason or explanation. They also reserve the right to remove vetting clearance and/or withdraw permission to remain on their premises from any of the Contractor's staff (including agents and/or subcontractors) at any time during the lifetime of the contract without giving any reason or explanation.

10 RFP Response Requirements

Please provide written responses to the following questions as part of your response.

No	Question	% Marks
1	Please provide a brief overview of your organisation's capabilities as relevant to this RFP.	10
2	Please outline two recent case studies with comparable customers which demonstrate the specialist knowledge and capabilities relevant to this RFP. Please include: <ul style="list-style-type: none"> • Customer Name • Description of project • Outcomes • Benefits 	15
3	Please provide details of the individuals who would be assigned to this project including their relevant experience and skills.	10
4	Based on the requirements as outlined in Section 5 please provide a description of your proposed methodology for the needs analysis, including: <ul style="list-style-type: none"> • Project stages • Approaches • Stakeholder engagement • Outputs and timescales 	30

11 Pricing

The budget for this project is circa £30,000. Whilst the value of the commission is an important factor, the tender evaluation criteria place a greater emphasis on the quality of submission and its demonstration to deliver what is required.

The PCC expects proposals to stay within the overall funding allocation with any overheads built within this amount. Payment will be subject to PCC's standard Terms and Conditions.

An essential requirement is for the provider to be able to mobilise quickly. Providers who do not have the ability to mobilise quickly or where this is not clearly evidenced within their bid will not be considered.

Please complete the attached Excel schedule.

All pricing to be provided exclusive of applicable VAT.

Appendix A – Summary of Research Questions

Overall Objectives

What are the key questions it should answer?

Types of need

- Understand the types of crime and the changing patterns of victimisation/vulnerability
- Understand the scale and prevalence of victimisation not just the numbers and typology of victims but disaggregate different categories (for example, gender, age, minority, groups, vulnerability and geographical location) and types of needs and which of these needs require intervention
- Identify the types of services crime victims currently receive and assess the effectiveness and efficiency of such services.

This should take into consideration the definition and categories outlined in Section 4.2.1

Where possible the assessment will identify victim's needs from the perspective of those with the need (victims and survivors) and those with specialist knowledge (service providers).

Current and future needs

- Outline current and future need to inform the next commissioning cycle and development of service specifications.
 - Determine whether the right needs are being met
 - Identify new needs related to changing demographics or populations (ethnic minorities victims with disabilities, LGBTQ, **vulnerability-related Specialist Support Services**, drug and alcohol interventions, , etc.) and how commissioned services have or have not adapted to those changes.
 - Assess which demographic groups and types of victim are underserved (e.g. disabled crime victims, older crime victims, minorities and immigrants, LGBTQ victims and younger crime victims)
 - Identify gaps and constraints in available resources and barriers to accessing service among populations considered to have specific needs
 - Are there any missed opportunities or areas for improvement and identify areas of increasing or decreasing level of need
- Consider the implications for a comprehensive service (e.g. a holistic approach) to ensure services are responsive to changing need, priority, resources or legislation

Commissioning Intentions

- What the future of commissioning should look like in the next 3-5 years
 - Outline appropriate commissioning approaches and propose key priorities for consideration as to what services should be purchased service to make best use of available resources and increase the PCC's response to victims and survivors.
 - Identify opportunities for collaboration with statutory partners and other agencies to establish proper linkages and intervention to address needs of victims

General Victims Recovery Service

What are the key questions it should answer?

- Understand the level and type of crimes
 - Identify whether the focus should still be on priority crime groups – burglary, violence, hate, cyber, fraud, ASB where a crime is reported or on the evolving landscape and address digital enabled crime e.g. abuse/bullying on social media through to sexting, blackmail (revenge porn) and extortion
 - To what extent is service provision keeping pace with the changing nature of crime and crimes being reported
- Identify who victims are (i.e. is the risk based approach still relevant and should we continue to target vulnerability), what their support needs are and whether current provision is reaching them;
- To evaluate the efficacy and efficiency of the integrated approach with policing via the harm hub and identify strengths/weakness and areas for development are needed
- Why do some victims and survivors not report crimes?
- Explore why some victims do not reach out for support and why a greater proportion of victims decline support and how this compares regionally and nationally

Additionally the assessment needs to understand the issues which are important to victims and survivors and identify what is needed to help victims and survivors to cope and recover from the criminal experience preventing repeat victimisation. This means the process of cope and recovery needs to be fully understood including exploring therapeutic and emotional support in order to ensure service provision is able to meet the needs of victims. More importantly, the voice of the victims and survivors should be at the core of this analysis and subsequent service design and provision.

Vulnerability-related Specialist Support Services

What are the key questions it should answer?

Within the vulnerability-related specialist support services, there are some very specific gaps in provision that we already know from national and local development, need to be quantified and considered:

- Child Exploitation (incorporating CSE)
- Criminal Exploitation of vulnerable adults (adults at risk)
- Services to victims of Modern Slavery and Human Trafficking
- Services to victims who are Refugees
- Services to victims who have a questionable immigration status (not Refugees)
- Tailored services to victims of vulnerability-related crime who are Black, Asian or Minority Ethnic

The needs assessment will explore the following questions:

- What is the local need, not just the numbers but the scale of vulnerability and existing response
- Are the right needs being identified (i.e. are clear outcomes for services being articulated)
- Assess the strengths and weaknesses in service provision and areas for development in the provision of specialist services in the context of the changing landscape
- Identify gaps or barriers in service provision?

Modern Slavery and Human Trafficking

What are the key questions it should answer?

- What is the extent of modern day slavery in Warwickshire i.e. (current data trends, national and local intelligence)
- What does support for victims of modern slavery look like locally from when they are initially identified, before they enter the NRM and what are the challenges?
- What does support for victims of modern slavery look like locally when they exit the NRM and what are the challenges?
- What does support for victims of modern slavery look like locally when they decline to enter the NRM and what are the challenges?
- How responsive are these services to victims. Are they meeting their needs, if not identify the gaps
- What are barriers to providing services to victims? Barriers to accessing services?

Refugees and those who have a questionable immigration status (not Refugees)

What are the key questions it should answer?

- Does the provision of services address the needs of refugees and those who have a questionable immigration status (not Refugees) and identify gaps and constraints
- What services are available and accessed?
- What are the barriers to providing services to victims? Barriers to accessing services?

Black, Asian and Minority Ethnic (BAME) Victims of Crime

What are the key questions it should answer?

- Develop an understanding of the composition, extent and needs of BAME victims of crime particularly new and emerging communities in Warwickshire
 - What types of crime do victims experience and what are the needs of victims
 - What is the current service provision and gaps in services
- How do victims agencies and providers and the criminal justice respond to minority crime victims?
- What are the challenges and barriers to reporting crime and accessing services?

What are barriers to providing services to victims?

Drugs and Alcohol Services

What are the key questions it should answer

- Critically evaluate the efficacy and efficiency of existing provision across Warwickshire
- Have the priority areas changes, e.g. have heroin deaths increased or decreased?
- What are the key touch points for drug/alcohol users with the criminal justice system and does the existing commissioned service engage with these?
- Has there been a change in service provision by other agencies?
- Identify the levels of need and whether these are being met or not. If we commission further drug and alcohol services, what do service users need?

- Do these needs differ depending on vulnerabilities or protected characteristics?
- What are the key access challenges different service users face?
- Identify gaps or barriers in service provision