



'The Poor Relation' - Supporting Older Victims of Crime HMICFRS Report - What is being done to support older victims of crime in Surrey?

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AUTHOR:	
Name:	Rachel Roberts and DCI Kerry Loveless
Job Title:	Head of the Victim and Witness Care Unit
Telephone number:	01483 636908
Email address:	Rachel.Roberts@surrey.pnn.police.uk



What are the Policing Principles?

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|----------------|-------------------------------------|------------|-------------------------------------|--------------|-------------------------------------|
| Accountability | <input checked="" type="checkbox"/> | Fairness | <input checked="" type="checkbox"/> | Honesty | <input checked="" type="checkbox"/> |
| Integrity | <input checked="" type="checkbox"/> | Leadership | <input checked="" type="checkbox"/> | Objectivity | <input checked="" type="checkbox"/> |
| Openness | <input checked="" type="checkbox"/> | Respect | <input checked="" type="checkbox"/> | Selflessness | <input checked="" type="checkbox"/> |

1. Background

- 1.1. In 2018/19, Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) and Her Majesty's Crown Prosecution Service Inspectorate (HMCPISI) conducted a joint inspection of how the police and the CPS respond to crimes against older people. Six Forces were inspected, Surrey Police was not one of those.
- 1.2. Based on the findings of the inspection, four National recommendations, and a National Area for Improvement were made to Chief Constables:
 - 1.2.1. **Recommendation 1:** Within six months, chief constables should make sure that victim needs assessments are always completed.
 - 1.2.2. **Recommendation 2:** Within three months, chief constables should conduct analysis of the current and future demand for adult safeguarding, including the gap in knowledge that may exist from those cases where referrals aren't made because of errors or omissions.
 - 1.2.3. **Recommendation 3:** Within six months, chief constables should work with police and crime commissioners and their mayoral equivalents, and other relevant organisations, to review whether victim support services can be provided in a better way.
 - 1.2.4. **Recommendation 4:** Within three months, chief constables should ensure that adult safeguarding referrals are always made when appropriate, within effective processes in place to make sure this happens. The NPCC lead for adults at risk should advise chief constables as to how this is best achieved.
 - 1.2.5. **National Area for Improvement:** Within six months, chief constables should find good ways to assess the current demand on the police made by older people. These assessments should include a prediction of future changes in demand, account for work of other organisations, and be incorporated into FMSs.
- 1.3. The purpose of this report is to update the OPCC Performance meeting on Surrey Police's position and response to the recommendations given.

2. Content

- 2.1. **Recommendation 1: *Within six months, chief constables should make sure that victim needs assessments are always completed***
 - 2.1.1. Pre-charge Victims Code or Practice (VCOP) compliance is the responsibility of the investigating officer. Audits of VCOP compliance are undertaken by the victim care co-ordinator based in the Victim and Witness Care Unit (V&WCU). The force currently audits a yearly rolling monthly programme of Neighbourhood Policing Teams (NPT), Criminal Investigation Department (CID) and Safeguarding Investigation Unit (SIU) crimes. In the region of 150 crimes per month are audited. Three times a year, supplementary thematic audits are conducted. Topics are selected based on Force priority or risk.
 - 2.1.2. Monitoring whether a needs assessment has been completed, for the purposes of victim contact, forms part of the audit process. Being aged over 65, the criteria used by the HMICFRS, is not an automatic indicator of vulnerability. It is an ongoing needs assessment by the Officer in the Case (OiC), or by anyone involved in the case, at their first contact with the victim which will determine if the victim is deemed vulnerable or not and if they fall into the 'priority' or 'standard' classification. Priority victims receive an enhanced level of service as per the VCOP.
 - 2.1.3. Indicators on review that a victim, over 65, has been assessed as vulnerable and a priority victim include:

- Presence of a Single Combined Assessment of Risk (SCARF) form – a risk/needs to be completed for any person assessed as vulnerable who has come into contact with police.
 - Niche Qualifier present as ‘Vulnerable Adult’ and/or ‘Vulnerable – Elderly’, or any other vulnerability qualifier.
 - Any warnings/flags on the victims ‘Person report’ that indicate vulnerability.
 - Record of the OiCs ‘first contact’ with the victim in the Occurrence Enquiry Log (OEL) that states that the OiC has deemed them to fall within the priority category by virtue of vulnerability.
- Regardless of whether the officers needs assessment at first contact deems the victim to be standard level of service, presence of a SCARF or any vulnerability qualifiers/flags will override their assessment and for the purpose of review the victim will be deemed vulnerable and priority category.
- 2.1.4.** A ‘priority’ category victim is eligible for investigation updates from within 24 hours of a prime event occurring (such as bail or charge). For all ‘standard’ category victims the VCOP stipulates a 5 day timeframe for updates, but Surrey Police train and promote a local policy of ‘72 hours’ (3 days).
- 2.1.5.** Results of the VCOP audits are disseminated to divisional/department Senior Management Teams and presented at the Local Policing Board chaired by ACC Ops for senior governance and oversight. Divisions hold staff accountable for performance, and where non-compliance is identified local performance teams provide remedial training using the real time data from the audits. Good compliance is recognised by Chief Superintendents.
- 2.1.6.** Following the publication of the ‘The Poor Relation’ and ‘Fraud: A time to choose’ published in April 2019 we commissioned two thematic VCOP compliance audits. The first focussed on Fraud investigations, given we know older people are more likely to become victims of certain crime types, often those which occur within the home. The second audit, focussed on crime investigations where the victim was over 65. Results of these audits found that for older victims with vulnerabilities, of 46 crimes audited (varying crime types), overall VCOP compliance was 65.2%. Comparatively overall VCOP compliance for ‘Fraud’ only (88 crimes were audited) was 47.7%. These results were fed into the Local Policing Board on 8th October and remedial strategies are being designed.
- 2.1.7.** Further needs assessments are conducted by the V&WCU, upon referral and if the victim wishes to engage, which aims to determine appropriate level of support needed, if any.
- 2.1.8.** Assessing whether a victim is in need of special measures is completed at various, and multiple, points of the investigative process; when the investigating officer first makes contact with the victim and conducts an initial needs assessment, when a witness statement is taken from the victim and later by the Victim and Witness Care Officer if an offence has been charged and going to court.
- 2.1.9.** Currently, Surrey Police does not actively differentiate between cohorts of Adults at risk (AAR) in its management of incidents or investigations, therefore the narrative contained within this response is reflective of Force practice and improvements in respect of AAR collectively and not specifically in relation to older people unless stated. The needs of victims are assessed through a range of mechanisms.
- 2.1.10.** A training needs analysis in 2017 identified a knowledge/ skills gap for frontline officers in the identification and flagging of AAR and the subsequent completion and quality of SCARF referral forms, together with the onward tasking to the Police Single Point of Access (P-SPA - formally MASH). All these issues were addressed by delivering training to all frontline officers, resulting in a significant increase and improved quality in SCARF submissions, with

clearer direction as to the expectations of support services in responding to the risk.

- 2.1.11.** Additionally, daily checking of AAR occurrences takes place within the Public Protection Support Unit (PPSU) to ensure that SCARF referrals have been completed and the appropriate flags identified. This approach ensures that crimes involving AAR are identified, correctly recorded and allocated at an early stage. At the end of the investigation process, the Occurrence Management Unit (OMU) utilises a checklist in respect of AAR, ensuring that flags are still correctly applied and a SCARF submitted if required.
- 2.1.12.** A new partnership approach has been formalised within the P-SPA whereby Police and Adult services are co-located. A working protocol has been devised and implemented, ensuring the standardisation of risk assessments and options in terms of signposting to other agencies or allocating for criminal investigations. There are mechanisms built into this operating model to dip sample compliance with the protocol and quality assure decision making by both agencies.
- 2.1.13.** In relation to identifying risk, the Contact Centre (CTC) have received enhanced training in relation to identifying and flagging AAR during initial calls for service. On receipt of a call, CTC complete a risk assessment using the THRIVE model before determining the most appropriate course of action based on the needs of the victim/ caller. Furthermore, ensuring that relevant risk assessments are completed within investigations is an area the Force has been focussing on improvements.
- 2.1.14.** A risk assessment should be undertaken where it is identified that a victim is likely to need special measures or intermediaries/ advocates/ appropriate adults to facilitate evidence gathering. Therefore, the deputy portfolio holder for AAR is currently working with Adult Service to co-locate Achieving Best Evidence (ABE) trained adult social workers within the SIUs. This new innovative approach ensures that the Police harness the social workers specialist skills when making pre-interview assessments, completing the interviews and ensuring ongoing safeguarding/ signposting to partner agencies. Bespoke risk assessments are also used for AAR within specific crime types where relevant, for example the DASH risk assessment for Domestic Abuse and S-DASH in relation to Stalking.
- 2.1.15.** Operation Signature is intended to identify, protect and support vulnerable victims of fraud. Reports to Surrey Police are treated as a 'call for service' for the purposes of Action Fraud reporting and all identified vulnerable victims receive a uniformed visit leading to the submission of an Operation Signature risk assessment. Surrey and Sussex Police jointly share a dedicated co-ordinator who monitors effective identification and recording of such incidents.
- 2.1.16.** In 2018, the co-ordinator identified a lack of understanding across the workforce in relation to the requirements of staff in relation to any reports deemed to be an operation signature offence. In order to address this, the co-ordinator has completed face to face training with all response teams across the Force. This training has been enhanced further by the introduction of an NCALT learning package and is now intended also to be rolled out to student officers, PCSO's and investigators across the Force. Additionally, a new process to identify SCARFs where the Operation Signature flag has been missed by the officer completing the referral has been implemented to ensure crime/ incident data is accurately recorded and that individual learning opportunities are optimised.
- 2.1.17.** These measures have led to a consistent increase in compliance and the number of referrals received each month by the P-SPA (April 2019– 86/ May 95/ June 104). In respect

of the victim profile for Operation Signature in Surrey, 66% of victims live alone, 16% are 60-74 years old and 67% are over the age of 75. The most common method of committing fraud is via telephone and types of fraud include courier fraud, doorstep crime/rogue traders, romance fraud, software service fraud, investment, financial abuse by a known person and HMRC impersonators.

2.1.18. Surrey Police operate within the Banking Protocol which is an initiative between police forces, the banks, building societies and The Post Office. Bank staff have been trained to identify customers who are making unusual withdrawals or money transfers. They will ask questions to establish if the customer is potentially the victim of fraud and will make a 999 call to police quoting "Banking Protocol". In most circumstances, the withdrawal will have been attempted under duress after personal or telephone contact with the offender. From 1st April – 30th June 2019; Surrey Police received 58 calls from banks, leading to 38 SCARFs being submitted, 40 crimes being recorded and 4 people being arrested. The average age of the victim was 75 years and use of the protocol prevented financial losses of £244,967 for victims.

2.1.19. TrueCall devices are designed to block nuisance and scam calls and are used to protect victims who are being targeted through the telephone. The devices have a number of different settings suitable to the individual's needs. Surrey Police have invested in 100 TrueCall devices which are available as a safeguarding measure, the first few of which have recently been installed.

2.1.20. To raise awareness of issues, Surrey Police has purchased 30,000 books for victims and these can also be obtained from front offices and through community engagement and events.

2.2. Recommendation 2: *Within three months, chief constables should conduct analysis of the current and future demand for adult safeguarding, including the gap in knowledge that may exist from those cases where referrals aren't made because of errors or omissions.*

2.2.1. In 2018, Surrey Police recorded 25,573 ICAD incidents with an AAR qualifier. To date in 2019, this figure is 20,047. These incidents are mainly within the category of concern for safety/welfare. It is likely that demand on police will continue to increase in line with the needs of the ageing population e.g. age related mental health issues, increased incidents of neglect, lack of family support networks and access to care. Demand on police will also be exacerbated by the challenges for partners in meeting their demand.

2.2.2. Surrey Adult Services have seen a 34% increase in the reporting of safeguarding concerns during 2018 when compared with 2017. The overall trend in their data shows that month on month, an increasing number of safeguarding concerns are opened and this has been a continuous trend since the start of 2017. Although it is not possible to isolate data relating only to older people within overall AAR data, it is acknowledged that there has been and continues to be a rise in incidents relating to AAR across all cohorts.

2.2.3. Analysing case data in order to predict future AAR demand is complex as it covers a broad range of incidents and crime types. It is particularly challenging due to recording systems holding information on incidents by crime type rather than by the status of the victim/individual concerned. Some incidents relating to AAR risk being double counted within the data e.g. flagged for both Domestic Abuse (DA) and involving an adult at risk. Consequently, the data available locally with which to predict demand is likely to be unreliable.

2.2.4. The challenges facing partners in managing and caring for AAR is particularly evident

across the health service, including care settings, particularly in relation to recruitment and retention. Nationally, it has been suggested that within eight years, 2.8 million people over the age of 65 will require nursing and social care and unable to cope alone, largely because of the growth of dementia in a growing elderly population.

2.2.5. It is predicted that dementia will rise by 40% among people aged 65-84 and other forms of disability will increase by about 31%. These challenges have the potential to lead to an increase in criminal investigations being conducted into violent offences between patients/residents and by members of staff. In 2018, 44% of safeguarding concerns submitted to Surrey Adult Services originated from health and social care settings and mainly concerned reports of neglect or physical abuse. Incidents in such settings can largely be attributed to older people.

2.2.6. In 2020, Surrey Police intends to deliver a partnership CPD training package to approximately 200 investigators across the Force in respect of investigations relating to AAR. At this time, it is not believed that similar steps have been taken nationally, with Surrey Police leading the way in delivering this package to meet future demand in this business area head-on. A significant focus of the training relates to offences occurring within care settings and is intended to equip investigators with the necessary skills and knowledge to respond effectively to AAR related crime and also the complexity that these type of investigations frequently present.

2.3. Recommendation 3: *Within six months, chief constables should work with police and crime commissioners and their mayoral equivalents, and other relevant organisations, to review whether victim support services can be provided in a better way.*

2.3.1. After extensive best practice scanning, in April 2019 Surrey Police launched an internally delivered Victim service provision, ceasing the existing contract with the charity 'Victim Support'. The V&WCU provides a generalist assessment and support service to take victims through the initial "Cope" and later "Recovery" phases of their experience, coordinating the initial response and any subsequent referrals for specialist support, according to a care plan that is tailored to the needs of the individual victim.

2.3.2. The decision to move to an internally delivered model was a shared vision of both the OPCC and the Surrey Police Chief Officer Group as part of a wider ambition to ensure that services commissioned by the OPCC are best placed to support the complex needs of victims, that they reflect the changing face of policing and are able to adapt to future demand and needs. The new model offers an opportunity to harness organisational learning and drive and coordinate improvement in this area, making use of all available intelligence gathered through interactions with victims. The model is recognised as best practice, with all top performing forces from historic victim satisfaction tables providing an in-house victim service provision.

2.3.3. Whilst the OPCC was reasonably satisfied with the performance of 'Victim Support' and no critical failings were identified, concerns about fragmentation, responsiveness and user attrition became apparent during the course of the contract that the PCC hoped to address as part of the re-commissioning process.

2.3.4. Benefits of an internally delivered model have already been realised:

2.3.5. An internal V&WCU allows a truly end-to-end service for victims of crime, from initial contact through to court process, reducing the risk of service fragmentation and minimising management costs. The onus remains with the OIC to comply with all their legal obligations

as per the Victims' Code of Practice. We have not seen a drop in compliance since the unit launch which provides assurance that Officers are not neglecting their responsibilities, or assuming this will be picked up within the V&WCU.

2.3.6. An internally delivered V&WCU negates the need for any data transfer from force to provider, avoiding the risk of IT failure or of non-compliance with GDPR.

2.3.7. An internally delivered service is enabling those professionals supporting victims to have the complete case information on the crime and victim, allowing staff to better tailor support and minimise the risk of danger to the victim. There is regular and frequent communication with OICs to discuss support plans and individual cases and multiple opportunities for victims to access support through various channels. This also promotes internal, and frontline, awareness and understanding of service provision. The team have been asked to do a number of inputs to departments which has resulted in the generation of more referrals and professional discussions around cases, supporting a victim centric organisational culture.

2.3.8. The provision of timely and accurate information, in parallel with support services if required, reduces anxiety, improves confidence and encourages victims to remain engaged with the criminal justice process. Surrey witness attendance rates at court remain above the national average. Civilian witness attendance rate, FYtD (April-Sept 19) is 91.4%. The national attendance rate is 86.9%.

2.3.9. The collaboration and transparency of the service between Surrey Police and the OPCC allows greater agility of service provision to meet priorities and changing needs, as well as opportunities to develop and build upon work already underway to embed specialists within operational teams e.g. Domestic Abuse Advocate on North Division and WiSE workers within the CSE teams. Surrey Police are working in conjunction with the OPCC to expand the current V&WCU model to incorporate a dedicated Fraud 'caseworker' into the unit, to provide additional and tailored support vulnerable victims of fraud to help them cope and recover from the crime. This is based on best practice from Sussex Police, who already have Fraud Caseworkers post.

2.3.10. It is planned that the Caseworker role will be supported by Volunteers who will make contact with all victims of fraud in Surrey, regardless of whether they have a vulnerability or not, or where they have reported their crime to - the Police, or Action Fraud. This will plug a gap whereby currently only the most vulnerable victims are being supported through Operation Signature. Operation Signature identifies, protects and supports vulnerable victims of fraud at first point of contact and are allocated to Safer Neighbourhood team for a uniformed Police response. Surrey Police have a dedicated Operation Signature SPOC who manages this process.

2.4. Recommendation 4: *Within three months, chief constables should ensure that adult safeguarding referrals are always made when appropriate, within effective processes in place to make sure this happens. The NPCC lead for adults at risk should advise chief constables as to how this is best achieved.*

2.4.1. A number of measures exist to ensure that referrals are made where appropriate and these have been referred to in previous sections of this report. These include daily dip sampling to ensure appropriate identification, flagging and recording of risk, completion of SCARF forms for onward transmission to the P-SPA. Also, supervisor check lists include quality assurance of SCARF forms. At the pre-filing stage of an occurrence, the Occurrence Management Unit (OMU) will complete the same checks as at the initial dip sampling phase to ensure accurate recording and completion of referral forms has been undertaken. Although it cannot be suggested that this process can entirely negate the possibility of a safeguarding referral

being missed, a robust system is in place to ensure that the likelihood of this occurring is significantly reduced.

2.4.2. A SCARF form is completed for any person, victim or otherwise, who comes to police attention and is perceived to have a particular vulnerability or may be in need of partner agency support. These are risk assessed and automatically work flowed into the Police Single Point of Access (P-SPA) to be further risk and needs assessed for onwards referral to any partner agencies deemed relevant. The automatic workflow of SCARF forms means that as long as a SCARF has been completed it will be submitted to the P-SPA for referral to partner agencies.

2.5. National Area for Improvement: *Within six months, chief constables should find good ways to assess the current demand on the police made by older people. These assessments should include a prediction of future changes in demand, account for work of other organisations, and be incorporated into FMSs.*

2.5.1. Surrey Police work closely with other agencies within the Surrey Safeguarding Adults Board (SSAB) governance structure which enables them to access a wide range of data relating to the current and predicted future demand made by older people across services in Surrey. Such partnership data informed the 2019 Force Management Statement relating to AAR. Additionally, data collected within the P-SPA relating to referrals and their outcomes adds to the body of data available to assist with horizon scanning in this area of business.

2.5.2. Moreover, bi-annually, a problem profile is produced by Surrey Police analysts which identify those AAR most at risk by age, gender and crime type amongst other data sets. This tool assists in highlighting any changes within vulnerable groups and can assist in informing the content and focus of the SSAB's strategic plan and Force Control Strategy in respect of vulnerability.

3. Conclusions

3.1. Surrey Police works closely with partner agencies, having an active participation in the Adult Safeguarding Board, working with partners to address AAR issues and continuing to improve our collective response as a result. The Force strives to provide the right response to crimes against older people and has invested in a significant amount of officer training since 2018. This area continues to be of focus and desired improvement for Surrey Police and is subject to a specific portfolio plan to manage and monitor actions and progress. Further the Head of Public Protection is currently working with the Independent Chair of the Adult Safeguarding Board and other key partners to maximise the effectiveness of the current arrangements, and in doing so improve the current leadership and governance arrangements.

3.2. The Force has a dedicated AAR Lead who has overarching responsibility for the recommendations outlined in the report, supported by a dedicated Force Advisor from central public protection.

3.3. The Force are confident that Surrey Police have a number of measures in place to support older victims of crime through crime investigation, have the ability to provide assurance and real time audit data against performance and compliance against VCOP and have responsive support mechanisms in place through the V&WCU and other specialist support agencies commissioned by the OPCC.

3.4. The term 'The Poor Relation' is in itself thought provoking. This paper is written to convey the significant amount of work being undertaken, or being embarked upon to safeguard the elderly recognising the need for continuous improvement. It is fair to say that throughout Surrey, and certainly within the County Council there has been a massive focus on child safeguarding improvements in the last eighteen months. If the comparison between 'relations' is the protection of children and the protection of the elderly then arguably there has been more activity in the child protection arena, albeit our response to the elderly remains proportionate, as the Force seek to protect all vulnerable people.

4. Decisions Required

4.1. None, this paper is for information only