Public health functions to be exercised by the NHS Commissioning Board

Service specification No. 30

Sexual assault services

November 2012
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Police Forces in England jointly with the NHS Commissioning Board and Local Authorities
Public health functions to be exercised by the NHS Commissioning Board

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Service specification No.30

This is a service specification within Part C of the agreement “Public health functions to be exercised by the NHS Commissioning Board” dated November 2012 (the “2013-14 agreement”).

The 2013-14 agreement is made between the Secretary of State for Health and the National Health Service Commissioning Board (“NHS CB”) under section 7A of the National Health Service Act 2006 (“the 2006 Act”) as amended by the Health and Social Care Act 2012.

This service specification is to be applied by the NHS CB in accordance with the 2013-14 agreement. An update to this service specification may take effect on an agreed date as a variation made in accordance with the 2013-14 agreement.

This service specification is not intended to replicate, duplicate or supersede any other legislative provisions that may apply.

The 2013-14 agreement including all service specifications within Part C is available at www.dh.gov.uk/publications
1. Purpose of service

National/local context and evidence base

1.1. Acts of sexual assault are crimes that are governed by the Sexual Offences Act 2003 (England and Wales). A distinction is made between sexual assault and serious sexual assault. A “rape” or serious sexual assault occurs when someone ‘intentionally penetrates the vagina, anus or mouth of another person with his penis’,¹ that the other person does not consent to the penetration, and the perpetrator ‘does not reasonably believe that the other person consents’. There is also a separate offence of assault by penetration when someone ‘intentionally penetrates the vagina or anus of another person with a part of his body or anything else’. Sexual assault is non-consensual sexual touching where the perpetrator has no reasonable belief that the victim is consenting. Sexual activity with a child under 16 is an offence, including non-contact activities such as involving children in watching sexual activities or in looking at sexual online images or taking part in their production, or encouraging children to behave in sexually inappropriate ways.

1.2. Sexual violence is predominantly a crime against women and children and is contextualized in gender and inequalities policies. The obligation to provide accessible and integrated services to victims of sexual violence is affirmed in Articles 24 and 25 of the Council of Europe Convention on Prevention and Combating Violence against Women and Domestic Violence (CAHVIO). The UK Government became a signatory of the Convention in June 2012² and is already obliged to observe other international obligations to take actions to mitigate violence against women and children, including the United Nations Conventions on the Rights of the Child (UNCRC)³ and on the Elimination of all Forms of Discrimination against Women (CEDAW).⁴ ⁵

1.3. In this service specification, sexual assault, sexual offence, sexual violence and sexual abuse are used interchangeably and not necessarily in their technical or legal definitions. Sexual assault referral centres (SARCs), many still based on police referrals, describe the current service model in England and actual local facilities; but the term sexual assault services is used to describe existing services generically and in reflection of the direction of travel towards more open access, self-referral services (see paragraphs 1.10 and 6.6).

1.4. The annual incidence of sexual violence reported to the Police at just under 55,000 lies between that for strokes (60,000) and coronary heart disease (46,000) in women in the UK.⁶ However, sexual violence is under-reported as a crime. Only 11% of victims of serious sexual assault told police about the incident⁷ and few reveal the experience of prior sexual assault when using healthcare facilities. In 22.9% of cases where a young
person aged 11-17 was physically hurt by a parent or guardian, nobody else knew about it. The same applied in 34% of cases of sexual assault by an adult and 82.7% of cases of sexual assault by a peer. The same research report by the National Society for the Prevention of Cruelty to Children in 2011 found declining rates of sexual abuse in children under 16 years old (5% in 2009). However, the health consequences for sexually abused children and young people can be quite devastating:

- Abused children are more prone to sexually transmitted infection.
- Abused young people are at increased risk of homelessness, which may result in risk-taking behaviours and increased vulnerability.
- The risk of suicide doubles for abused young people when they reach their late twenties.
- Sexually abused adolescents are at risk of ongoing health problems such as chronic pelvic pain and gynaecological problems.
- Sexual abuse in children and young people is associated with mental ill health including self-harm and depression, which may continue into adulthood.

1.5. The relatively high prevalence of sexual violence in young women is worse for those with pre-existing vulnerabilities and for some, may be associated with several other life risks. Emerging and unpublished analysis from the Youth Justice Liaison and Diversion pathfinder scheme data set suggests that young women in gangs have some of the highest health and social vulnerabilities including sexual assault (x11) compared to the broader group (x2). The analysis is currently being tested for statistical significance but at the moment, 18.9% of girls in gangs experienced sexual assault compared to 6.1% reported by their non-gang counterparts. 24% of girls in gangs were taking part in sexually harmful and exploitative activity compared to 5% of their peers who were not in gangs. Although not correlated with sexual violence, 21% of the cohort were currently looked after children, a quarter had been looked after and a quarter were on current child protection plans.

1.6. Thus, sexual violence may have life-long psychosocial consequences, which may affect personal economic ability. More broadly, sexual violence can worsen the impact of inequalities in women, the vulnerable and the disadvantaged, and is often linked to domestic violence. The long-term effects of sexual violence are associated with depression, anxiety, post-traumatic stress disorder, psychosis, drug and substance misuse, self-harm and suicide and have a higher prevalence reported amongst young people. Research increasingly links the post-traumatic stress following sexual violence with mental illness and there is an association between child sexual abuse that is validated at the time, and a subsequent increase in rates of childhood and adult mental ill health. There is also evidence suggesting that 40-60% of people receiving mental
health services self-report a prior history of childhood sexual or physical abuse or both.\textsuperscript{9} The initial health response to sexual assaulted clients is therefore critical in aiding the pathway to recovery.

1.7. Over the past few years, the Association of Chief Police Officers and HM Inspectorate of Constabulary have promoted services to victims and better recording of police-recorded crime and there are improvements in the latter though variable. Although it is not possible to provide separate figures for England and Wales, latest figures from the 2010-11 British Crime Survey (BCS) and Police Recorded Crime statistics show for England and Wales show:\textsuperscript{7}:

- A \textit{1\% increase in the number of Police-recorded sexual offences} to 54,982 recorded by the Police; a smaller rise than the previous year but following a longer-term decline in sexual offences recorded since 2005-06.

- \textit{Police figures show a 4\% increase} to 45,326 in serious sexual “offences” (rape, sexual assault and child sexual abuse) and a 12\% decrease in other sexual offences (such as unlawful sexual activity and exploitation of prostitution and soliciting). \textit{This latter figure is particularly sensitive to changes in local police activity rather than changes in reporting by victims.} However, BCS estimate no change in the overall prevalence of sexual assault between 2009-10 and 2010-11.

- \textit{Most reported rapes (serious sexual assault and child sexual abuse) are in women and children.} Female reported rapes \textit{increased by 5\%} to 14,624 (of which 76\% were in young people under 16 years old).

- \textit{Male rapes increased by 12\% to 1,310 (35\% in young people under 16 years old)} and \textit{sexual assaults on a male increased by 7\% to 2,412}.

- 1 in 40 (2.5\%) women aged 16-59 and 1 in 200 (0.5\%) men had experienced a sexual assault (including attempts) in the last year.

- The 2008/9 British Crime Survey self-completed questionnaire indicates that around 10,000 women are sexually assaulted and 2,000 women are raped each week.

- It is estimated that about half of women (40\% - 50\%) who have experienced domestic violence are raped within their physically abusive relationship.\textsuperscript{11}

\textbf{NB:} For the figures above BCS survey analysis is in straight font and police recorded analysis is in italics

- Unpublished data from Her Majesty’s Inspectorsate of the Constabulary in June 2012, documents declining rates in the detection of all male and female rapes from 29\% in 2008/9, to 24\% in 2010/11. There are multiple factors that contribute to this in the criminal justice pathway, including but not exclusively, the quality of forensic medical examination.
See section 2.2 for data on the use of services

The Need for Specialist Sexual Assault Services

1.8. The dual benefits of dedicated services for the health and well-being of victims of sexual violence and delivery of justice are considerable. Such a service will provide clients with the opportunity for high quality health care, independent sexual violence advice and the opportunity for forensic medical examination and sampling. This, where the clients consent, provides both the Police and the client with the best possible opportunity to recover evidence for use within an investigation. Without such an approach, support to clients, including consideration of initiating criminal proceedings would be significantly reduced.

1.9. There are also significant knock-on benefits to the NHS for an integrated early response to sexual assault across the comprehensive health system and criminal justice system. In 2003-4, each adult rape was estimated to cost over £76,000 in its initial emotional and physical impact on the victim, lost economic output due to convalescence, early treatment costs to the health services and costs incurred in the criminal justice system. The overall cost to society of sexual offences in 2003-04 was estimated at £8.5billion but this did not include long-term health impacts such as post-traumatic stress disorder or mental health costs.

Service Models

1.10. At present, sexual assault referral centres (SARCs) are the typical model of service provision for victims of sexual violence in England and expectations of the "minimum elements" for a SARC service were set out in a document published jointly by the Department of Health, Home Office and Association of Chief Police Officers. This guide, still extant for commissioners of sexual assault services, is being updated to reflect the revisions recommended in the University of Birmingham feasibility study on transferring SARC commissioning from police forces to the health services. The SARC takes an integrative approach but other models of sexual assault services in other countries have been documented which show a wider scope for self-referrals and/or integration with the wider health system or criminal justice. About 84% of referrals to SARCs in England are through local police, which may be a hindrance for victims who do not wish to follow a criminal justice pathway, even though on access, SARCs give choice to victims to receive healthcare only or involve the police. Only 12% of cases are self-referrals.
Service Data

1.11. There is no minimum data set for services but many providers collect their own data, some of which are made available to existing commissioners for performance management purpose. A central data set that used to be returned to the Home Office on an informal basis by every service provider ceased to be returned in 2009. Commissioners would want to develop and agree a common data set for both performance and outcomes management.
2. Scope of service

Aims and objectives of service

2.1. The NHS Commissioning Board (NHS CB) is expected to commission jointly with police forces and local authorities in England (see paragraphs 6.1 to 6.3 for commissioning and funding responsibilities) a cost-effective, integrated public health service response to sexual violence and rape that will meet needs identified through joint strategic needs assessment expressed through health and well-being board strategies, taking into account users’ views and the national standards set out at section 3. In so doing, the Board will take all reasonable steps to assure improvement in:

- the quality of services to victims whilst ensuring integrated care pathways to other health and healthcare services, safeguarding, social care and criminal justice services;
- access to long-term support from third sector specialist sexual assault services (provide advocacy, counselling and support), NHS psychological therapies and appropriate mental health services;
- victim’s experience and satisfaction with access, healthcare, ancillary forensic medical examination and follow-up after-care;
- the supply of competent forensic examiners in sexual assault services, including paediatric forensic medical examiners;
- clinical governance and peer review in sexual assault services;
- safeguarding sexually-assaulted children, young people and vulnerable adults;¹⁶, ¹⁷, ¹⁸, ¹⁹
- facilitating decisions to prosecute in cases of rape and sexual assault through improved forensic medical provision for both children and adults;
- equity of access in sexual assault services across England and in keeping with the requirements of the Public Sector Equality Duty of the Equality Act (2010). This includes the majority of victims who are women and girls, as well as for people across all the protected characteristics of the Duty.², ³, ⁴, ²⁰

2.2. Violent crime, including sexual violence is included in the indicators on improving the wider determinant of health, in the Public Health Outcomes Framework.²¹ However, due
to data quality issues for police-recorded crime, and the British Crime Survey data not being aggregatable in sufficient numbers to every local authority area, options for a sexual violence indicator are currently being developed by Department of Health and Home Office and will be shared with the NHS CB in due course.

Service description and use

2.3. Sexual assault referral centres (SARCs) are an open access one-stop service to help victims of rape or sexual assault, irrespective of age, on the journey to recovery by providing an immediate health and care response with access to criminal justice services, safeguarding services and integrated follow-up.\textsuperscript{13} For children and young people, it is critical that the sexual abuse is managed as part of their total health and developmental needs and is integrated with local healthcare, children services and safeguarding arrangements. Many local areas have developed their own care pathways. The examples at Appendices 1 and 2 for adults and children are one of many existing approaches.\textsuperscript{22, 23} This example focuses on the journey in and out of SARCs and shows how clients access the service and the various agencies engaged in delivering it. SARCs should provide:

- 24/7\textsuperscript{2} or out of hours provision;
- timely acute healthcare assessment, including paediatric assessment, treatment (public health services including emergency contraception, pregnancy and STI testing and post exposure prophylaxis) and crisis support;
- choice of gender of forensic examiner – most victims prefer to be seen by a female examiner;\textsuperscript{24}
- timely and comprehensive forensic recovery, if the client chooses and for young people under 16 years old, timely paediatric forensic recovery;
- follow-up services which address the client’s medical, safeguarding, psychosocial and on-going needs, including onward referral to other health and mental health services, and specialist sexual violence psycho-social counselling and support (often undertaken by voluntary and community service providers);
- direct access or referral to an independent sexual assault advisor (ISVA). An ISVA is a trained support worker who provides advice and support to enable clients to access the services that they need. A report funded by the Home Office shows that clients supported by ISVAs are more likely to go through the full course of criminal justice proceedings;\textsuperscript{25}
- access to the criminal justice system if the client chooses.
2.4. There are now 33 SARC's in England (see section 5) but the services they provide in relation to the above criteria are variable as set out in the Revised National Service Guide as the minimum elements. Findings from the University of Birmingham Feasibility Report commissioned by the Department of Health and Home Office, and which are generalisable for the most part, show that in 2009/10:

- The 28 SARC's across the country covered 68% of England’s population and 56% of the geographical area;

- sympathy suites located in police custody facilities covered the remaining 32% of the population and 44% of the area, suggesting that care would be disjointed and focused largely on the forensic medical examination, with multiple referrals to services such as independent sexual violence advice, contraception, screening for sexually transmitted diseases and HIV prophylaxis, and safeguarding. The Government’s policy intention is to move away from this model of provision. Sympathy suites are not adequate for the holistic care that sexually assaulted people need. However, the numbers of these facilities are diminishing as more SARC's open;

- population density per sq mile for SARC's was 1253 compared to 735 for sympathy suites, which covered areas that are more rural. This may indicate the need for different service models to concentrate the specialist skills needed for forensic and paediatric care;

- on average, there were 27 referrals to SARC's and sympathy suites/100,000 population (min at 1.5, max at 66.3). The interquartile range yields a more accurate indicator between the Lower Quartile of 18.9 referrals per 100,000 population and the Upper Quartile of 36);

- on average 33% of referrals were in young people below 18 years (this age group account for 21% of the country’s population). In different areas, this proportion ranged between 17% and 50% with many being historic cases (outside the forensic examination window i.e. over 7 days since the assault).

Care Pathway

2.5. A high-level sexual assault care pathway diagram is set out below. The elements therein refer to the expectations for delivery of a SARC service as set out in the joint Department of Health, Home Office and Association of Chief Police Officers guide. Adult victims of sexual violence, but also children in particular, can access services through SARC's or through more routine health care, social care, the specialist third sector or police referral. Many local areas have developed care pathways in and out of SARC's in relation to these
multiple points of access. Examples of these more detailed care pathways are at Appendices 1 and 2. Some of these include timelines for services as a guide for local determination. References to “pre-trial” therapy in these diagrams, means therapy received by victims before their court cases are held, to help prepare them for what might be a very difficult ordeal.
Figure 1: Sexual Assault Referral Centres – Pathways and Minimum Elements

Victim Can

- Self-refer to SARC
- Contact Police
- Contact via A&E, GUM, SHC, GP, etc
- Contact via Adult Social Services or Children’s Social Care
- Contact via Third Sector

At the SARC
- Crisis workers support
- Risk and needs assessment
- Immediate medical care
- Medical Interview
- Forensic medical examination if consented

- Consent for medical and/or forensic medical examination
- Sexual health screening
- Emergency contraception
- Offer and follow-up care and counselling

Elements 1-3, 9, 10

Crisis Worker

Element 2

Medical Interview

Elements 3, 4

Forensic examination by skilled forensic physician

Elements 4-6

Medical Examination only

Element 6

Diagnostic Samples

Medical Treatment

Element 6

Forensic Samples

Element 5

Medical Treatment

Element 6

Offer of follow up care

Elements 7, 8

Third Sector and NHS Services

Element 8

Offer of follow up care

Elements 7, 8

ISVA

Element 7

No Police Investigation

Store Samples

Element 5

No Police Investigation

Store Samples

Element 5

Police Investigation

Statement of Examination, Results treatment & follow up care

Elements 4-8

Medical Treatment

Element 6

Medical Treatment

Element 6

Medical Examination only

Element 6

Diagnostic Samples

No further action

Prosecution

Refer to CPS for charging discussion

No Police Investigation

Store Samples

Element 5
Population covered

2.6. Any one in England, who has been a victim of sexual assault (recent or historic), irrespective of age, gender, sexual orientation, disability or any other protected characteristics.

Any acceptance and exclusion criteria

2.7. None at present.

Interdependencies with other services

2.8. From April 2013, custody healthcare services are within the scope of the direct commissioning responsibility of the NHS CB and this includes health services commissioned for SARC, which are a public health service. Meanwhile, the voluntary transfer of the SARC local commissioning arrangements to PCTs for the full care pathway is being managed in a phased approach through local Memoranda of Understanding by individual police forces in England and their respective NHS commissioners who will lead on commissioning both offender health and SARC services.

2.9. In terms of resource use in the immediate response to sexual violence, there are other interdependencies, chiefly with sexual health, HIV, genito-urinary (GUM) services, which are being commissioned by local authorities as well as abortion services. GUM and Sexual health professionals believe that they see many victims of sexual assault in their services, especially in relation to very vulnerable groups such as looked after young people, sexually-exploited young people and asylum seekers. There are also wider interdependencies with the criminal justice system, the comprehensive health care system and in particular with NHS mental health and improving access to psychological therapy (IAPT) as well as wider police healthcare in relation to vulnerable people. Partnerships are therefore essential, both for strategic commissioning by the NHS CB and others, and in the development of contract service specifications and delivery models in these interdependent areas.
3. Applicable service standards

Applicable national standards eg NICE, Royal College

3.1. A range of national service standards, professional standards and legislative requirements as follows:

- British Association for Sexual Health and HIV – Guidelines.


- Department of Health, Home Office. No secrets: Guidance on developing and implementing multi-agency policies and procedures to protect vulnerable adults from abuse.


- Faculty of Forensic and Legal Medicine. Recommendations for the Collection of Forensic Specimens from Complainants and Suspects.

- Faculty of Forensic and Legal Medicine. Operational procedures and equipment for medical rooms in police stations and victim examination suites. 2007.

- Faculty of Forensic and Legal Medicine, Royal College of Paediatrics and Child Health, Association of Chief Police Officers. Guidance for best practice for the management of intimate images that may become evidence in court. 2010.

- Feasibility of Transferring Budget and Commissioning Responsibility for Forensic Sexual Offences Examination Work from the Police to the NHS. 2011.

- Faculty of Sexual and Reproductive Healthcare – Clinical Guidance.


- Intercollegiate Safeguarding Children and Young People: Roles and competences for health care staff. 2010.
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- Royal College of Paediatrics and Child Health, Faculty of Forensic and Legal Medicine. Guidelines on Paediatric Forensic Examinations in Relation to Possible Child Sexual Abuse. 2007
- Royal College of Paediatrics and Child Health, Royal College of Physicians, Faculty of Forensic and Legal Medicine. The Physical Signs Of Child Sexual Abuse, An Evidence-based Review and Guidance for Best Practice. 2008

Applicable local standards

3.2. Variations to local standards are permissible where these are above national or international standards.

Applicable international standards

3.3. International requirements to which the UK government is a signatory include the following:

- Council of Europe Convention on Preventing and Combatting Violence against Women and Domestic:
  - Articles 23, 24.

- United Nations Convention on the Elimination of all Forms of Discrimination against Women:
  - The Convention;
  - General Recommendations of the Committee on the Elimination of Discrimination Against Women.

- United Nations Convention on the Rights of the Child:
  - Articles 19 – protection from being hurt, violence, abuse and neglect;
  - Articles 34 – protection from sexual abuse;
  - Article 39 – help for hurt, neglect, abuse, exploitation, torture, Inhuman or degrading treatment or punishment.
### 4. Key service outcomes

- Cost-effective and innovative services that are accessible and client-centred in meeting victims’ needs for a health response and onward referral in the immediate aftermath of sexual assault or historic cases (outside the forensic window of 7 days from the assault).

- Consent-based, fit for purpose forensic recovery, preservation, reporting of evidence and feedback to victims.

- Increased client satisfaction with sexual assault services.

- Improved and equitable distribution of integrated, high quality and readily accessible, 24/7, one-stop open access sexual assault services to victims of rape, sexual violence and sexual abuse across England regardless of age, gender or sexual orientation.

- Sexual assault services commissioned jointly (see paragraph 6.3), well promoted locally and delivered through partnerships.

- Indicators being developed for sexual violence, as part of the violence indicator set (1.12) in the Public Health Outcomes Framework.31
5. Location of provider premises

The 33 SARC\textregistered s currently in England are located as shown on the map. Forensic sexual assault provision in police custody examination suites (sympathy suites) are also indicated by Force.
6. Commissioning

Commissioning Models

6.1. The 39 police forces in England are currently the commissioners for forensic services including forensic medical examination and independent sexual violence counsellors, in SARC.s and police custody suites. The NHS has a responsibility for commissioning the public health and care aspects of services to victims and has focused this through SARCs only. Local authorities contribute, though not uniformly or consistently, to crisis workers in SARCs and to specialist sexual violence after care support such as is available in the third sector, for both users and non-users of SARCs. Some PCTs also contribute to these. Some police forces have delegated SARC commissioning to primary care trusts, which the NHS Commissioning Board would inherit, for example, NHS London commissions SARCs on behalf of the Metropolitan Police Service, City of London Police and a consortium of London PCTs.

6.2. Funding streams for commissioning SARCs are multiple and are typically brought together through collaborative commissioning with the police forces, primary care trusts (PCTs) and local authorities, but levels of such collaboration have been variable and also impact on commissioning models. The population-standardised figures below for agency spend on SARCs are a proxy for funding streams. However, where costs were not separated out for SARCs in joint forensic medical contracts with custody healthcare (in 17 cases), an apportionment of 10% was used to determine the costs of forensic physicians for sexual offences (FPSO) examination, which maybe an underestimate. Nonetheless, taken along with the findings on existing poor commissioning of SARCs, it shows a wide inequity of resource provision across the country, and understates the NHS contribution (as some NHS Trusts provide support in kind such as premises and running costs).14

6.3. DH officials are undertaking further work on SARC spending by partnerships involved in the commissioning process and will make the results available to the NHS Commissioning Board in winter 2012.
6.4. By October 2012, 34 of the 39 police force areas in England will be participating in the voluntary Police Transfer Programme (PTP) for collaboratively commissioning custody healthcare and SARCs with their multi-agency partners. The NHS CB will be directly commissioning health services for people in detained accommodation under section 3B of the NHS Act 2006 as amended by the Health and Social Care Act 2012. However, the Board’s commissioning of sexual assault services are through delegation of the Secretary of State’s functions under this joint agreement made under section 7A. Notwithstanding these technical differences, the policy on the PTP provides a voluntary and structured partnership approach to collaboration between the responsible commissioners for both custody healthcare and sexual assault services across criminal justice, health and care locally. It will also help to facilitate the potential national transfer of commissioning responsibility for custody healthcare and police-commissioned sexual assault provision in the longer term.

6.5. Commissioning of custody healthcare services as part of offender health services by the NHS CB will therefore, provide an invaluable opportunity to align the commissioning model for SARCs and achieve more cost effective commissioning for both services. SARCs are low volume and relatively low cost services. It is therefore possible to achieve scale economies in commissioning them through the ten or so Local Area Teams of the NHS CB, which will have dedicated Offender Health commissioners, in contrast to having 39 individual NHS commissioners at police force level. A more regional or sub regional
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approach to commissioning SARCs is not uncommon and is the model adopted in some high population density areas such as London and Greater Manchester (now also in collaboration with Cheshire). It is documented as offering the best prospects for child sexual assault paediatric forensic services.\textsuperscript{15,28}

Issues for Commissioners

6.6. Because custody healthcare and SARC\textsc{s} involve forensic medical recovery, albeit from very different clinical expert bases, there is nonetheless, an advantage in bringing together their commissioning capacities. This is already happening in the PTP. However, there are also distinct differences as follows, which the NHS CB would need to address, if a joint commissioning model (see paragraph 6.1) were used. The first two points of differences below, also directly affect the quality of forensic recovery offered in SARC\textsc{s}:

- The need for expert capability in commissioning sexual assault referral services as part of healthcare and criminal justice services;
- victims, including male victims, prefer to be seen by female doctors (see paragraph 2.3 above);
- stakeholders are sensitive about subsuming sexual assault services under a commissioning system named “offender health” when sexually assaulted people are victims rather than perpetrators of the crime;

Commissioning Specifications for Contracting

6.7. In collaboration with a range of Police and NHS SARC commissioners across England, NHS London recently developed a detailed SARC commissioning service specification modelled on the NHS contract, which is available for local use and customisation. This and a range of other local specifications can be found at:

http://www.pcc-cic.org.uk/article/sarc-specification
Appendix 1: Example Adult Pathways
SARC Adult Care Pathway (police case): Initial attendance at SARC

1. Initial report to Police of sexual assault/rape
2. Initial police response including Early Evidence Kit
   - Does not wish SARC referral
   - Police alert complainant to seek medical advice in relation to sexual health/emergency contraception
3. Referral to SARC
4. Appointment arranged for Forensic Medical Examination
5. Police Officer escorts complainant/patient to SARC
6. Crisis worker greets complainant/patient and outlines SARC procedures
7. Forensic physician obtains initial account from police officer
8. Forensic physician obtains consent for the forensic medical examination and takes a history from complainant/patient
9. Forensic medical examination
   - Risk assessment self-harm, child protection/vulnerable adult
   - Complainant/patient offered a shower and change of clothing
   - Crisis worker outlines follow on arrangements
10. Forensic samples/documentation handed to police
11. Victim and police officer leave SARC
12. Centre decontaminated
   - Case reviewed next working day
   - Letter to GP (consent from patient)
   - Referral to A&E for assessment of injuries where appropriate
SARC Follow-up Adult Care Pathway (police case): SARC ISVA or SARC (as appropriate)

- **SARC ISVA makes telephone contact with victim**
  - Within 5 working days

- **Support needs assessment**

- **SARC Counselling***
- **SARC ISVA support**
- **Local ISVA support (Where appropriate/available)**
- **Local sexual health services**

- **Specialist sexual violence counselling**

- **Other specialist counselling provider eg. Rape Crisis, Victim Support, Survivors Trust**

- **Safeguarding referral where child protection/vulnerable adult issue (no immediate action required – see safeguarding pathway)**
  - Next working day

* SARC Counselling also refers to specialist sexual violence counselling in the community e.g. Rape Crisis
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SARC Follow-up Adult Care Pathway (police case): SARC ISVA or SARC (as appropriate)- range of support services
SARC Follow-up Adult Care Pathway (police case): Counselling services

SARC Counselling services

Initial counselling assessment

SARC ISVA services

Counselling re offered pre trial

Six – ten sessions

SARC Pre trial therapy

Safeguarding referral where child protection/vulnerable adult concerns

Mental health services

Third sector/local counselling services

Local ISVA support (Where appropriate/available)

GP

(*note: Third sector = Third sector specialist sexual violence services)
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SARC Adult Care Pathway (self referral): Initial attendance at SARC

Complainant/Patient makes direct contact with SARC
Reports sexual assault (does not wish to make report to police)

Crisis worker outlines SARC services

Complainant/patient requests a forensic medical examination

Crisis worker contacts forensic physician on call
Forensic examination appropriate

Appointment arranged for Forensic Medical Examination
Complainant/patient attends SARC at appointed time

Crisis worker greets complainant/patient and outlines SARC procedures

Forensic physician obtains initial account from complainant/patient
Forensic physician obtains consent for the forensic medical examination and takes a history from complainant/patient

Forensic medical examination

Risk assessment self-harm, child protection/vulnerable adult
Complainant/patient offered a shower and change of clothing

Crisis worker outlines follow on arrangements

Forensic samples/documentation stored at SARC

Complainant/patient leaves SARC

Centre decontaminated
Case reviewed next working day

Immediate referral to Social Care Emergency Duty Team or crisis team/A&E
Where appropriate

Letter to GP (consent from patient)

Referral to A&E for assessment of injuries where appropriate

Risk assessment HIV/HEP & PEPSE
Emergency contraception
SARC Follow-up Adult Care Pathway (self-referral): SARC ISVA or SARC (as appropriate)

- SARC ISVA makes telephone contact with complainant/patient
  - Support needs assessment
    - SARC Counselling
    - SARC ISVA or SARC support as appropriate
    - Local ISVA support (Where appropriate/available)
    - Local sexual health services
      - Specialist Sexual Violence Counselling Providers
        - Other specialist counselling provider
          - Example: Rape Crisis, Victim Support, Survivors Trust

- Samples stored x 7 years

- Safeguarding referral where child protection / vulnerable adult issue (no immediate action required – see safeguarding pathway)
  - Next working day
SARC Follow-up Adult Care Pathway (self referral): SARC ISVA or SARC (as appropriate)- range of support services

- SARC ISVA
  - Support needs assessment: Within 5 working days
  - Face to face support
  - No support required – Continued telephone support: At 2 weeks; 1 month; 3 months; 6 months
  - Repeat support needs assessment

- Complainant/patient offered opportunity to provide anonymous intelligence
- Anonymous intelligence +/- submission of anonymous samples to police
- Declines anonymous submission of samples
  - Samples/information stored at SARC
  - Potential for report to police in future
- Results to ISVA
  - ISVA discusses results with complainant/patient
  - Results on SARC file
  - Report to police

- Local ISVA services
- Other healthcare services as required
- Housing
- Domestic Violence services
- Sexual Violence/Abuse specialist advocacy and counselling services

*Dependant on support needs assessment and information received*
SARC Follow-up Adult Care Pathway (self referral): Counselling services

1. SARC Counselling services
2. Initial counselling assessment
   - Six - ten sessions
3. Conclusion of SARC counselling
   - Safeguarding referral where child protection/vulnerable adult concerns

- Mental health services
- Third sector/local counselling services
- Local ISVA support (Where appropriate/available)
- GP

Available 1 month post assault
Appendix 2: Example Child and Young People Pathways
SARC Child Care Pathway (joint investigation): Initial attendance at SARC

- Disclosure/suspicion of sexual abuse
  - Report to police and social services
  - Consult with SARC
  - Joint investigation
  - Strategy discussion

- Agree SARC examination/assessment appropriate

- Referral to Children’s SARC
  - Referral form completed by either social worker/investigating officer
  - SARC

- Appointment arranged for Children’s SARC examination/assessment
  - Crisis worker greets child and family and outlines SARC procedures
  - Forensic physician obtains history from child and parent/or carer and obtains consent for the forensic medical examination

- Forensic medical examination including colposcopic examination with consent
  - Risk assessment, self harm
  - Assessment of immediate medical needs including HIV/HPV/STI screening

- Safeguarding issues considered
  - Child offered a shower and change of clothing where indicated
  - Crisis worker discusses follow on services with child and parent/carers

- Forensic samples/documentation handed to police

- Report to police and social worker
  - Child and family leave
  - Centre decontaminated

- Case reviewed next working day
  - Immediate referral to crisis team/A&E where appropriate

- No immediate risk
  - Trust: Safeguarding team next working day
SARC Follow-up Child Care Pathway (joint police/social investigation): SARC Child Advocate or SARC (as appropriate)

1. SARC Child Advocate or SARC (as appropriate) makes telephone contact with child and/or parent/carer. 
   *Within 5 working days*

2. Support needs assessment

3. Continued SARC Child Advocate support
   *Ongoing support Assessment of need*

4. Face to face support

5. SARC Sexual health screening
   *Information sharing +/- Referral*

6. Specialist sexual Violence third sector organisations

7. CAMHS

8. GP

9. Community Paediatrician
SARC Children and Young People Acute* Care Pathway (police case): Initial attendance at SARC

- Initial report to Police of sexual assault/rape
- Initial police response including Early Evidence Kit
- Referral to SARC
- Appointment arranged for Forensic Medical Examination
- Police Officer escorts complainant/patient to SARC
- Crisis worker greets complainant/patient and outlines SARC procedures and safeguarding/confidentiality issues
- Forensic physician obtains initial account from police officer
- Forensic physician obtains consent for the forensic medical examination and takes a history from complainant/patient
- Forensic medical examination
  - Complainant/patient offered a shower and change of clothing
  - Safeguarding issues considered
- Crisis worker outlines follow on arrangements
- Forensic samples/documentation handed to police
  - Victim and police officer leave SARC
  - Centre decontaminated
  - Case reviewed next working day
- No immediate risk
  - Trust Safeguarding team next working day
- Initial report to A&E
  - Assessment of immediate medical needs including risk assessment HIV/HPV PEP/SIE Emergency contraception STI-screening
  - Risk assessment self-harm
  - Referral to A&E for assessment of injuries where appropriate
  - Referral to or crisis team/A&E where appropriate

* Acute refers to one-off sexual assault – forensically acute
Public health functions to be exercised by the NHS Commissioning Board

SARC Follow-up Children and Young People Acute* Care Pathway: SARC ISVA/Child Advocate/SARC (as appropriate)

Within 5 working days

SARC ISVA/Child Advocate makes telephone contact with complainant/patient **

Support needs assessment

SARC Counselling

SARC ISVA support

Local ISVA support (Where appropriate/available)

Local sexual health services

Specialist third sector sexual violence organisations

CAMHS

Other counselling service (where provided)

Protect team (if appropriate)

Check safeguarding team aware

Inform local children and families team

Relevant PCT Safeguarding team

School nurse/ Health visitor

** Age appropriate
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Public health functions to be exercised by the NHS Commissioning Board

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