

BRIEFING

To: Jeff Cuthbert, Police and Crime Commissioner for Gwent

From: Darren Garwood-Pask, Chief Finance Officer

Date: 1st June 2016

Subject: Commissioning Strategy 2013/14 to 2019/20

1. Introduction

1.1 This briefing paper is provided to:

- a) Apprise the Police and Crime Commissioner for Gwent (Commissioner) on the existing Commissioning Strategy 2013/14 to 2015/16; and
- b) Provide options and recommendations to set the new Commissioning Strategy for 2016/17 to 2019/20.

2. The Existing Commissioning Strategy

2.1 The existing Commissioning Strategy operates three Tiers of commissioning activity:

2.1.1 Tier 1

- a) This is known as the Positive Impact Fund.
- b) An annual fund of £10,000 has been established, which is designed to deliver dynamic, positive, impactful outcomes for recipients.
- c) The Positive Impact Fund is designed to be un-bureaucratic for both recipients and administration within the Office of the Police and Crime Commissioner (OPCC), offering a simple grant award process.
- d) Requests for funding are usually generated by direct approaches to the Commissioner (and his staff) throughout the year. Through liaison with the Chief Finance Officer (CFO), the Commissioner will confirm an award via e-mail – typical awards are less than £1,000.
- e) The amount of the fund allocated is periodically reported to:
 - i. OPCC Executive Board;
 - ii. Strategy and Performance Board;
 - iii. Joint Audit Committee; and

iv. Police and Crime Panel.

- f) The details of the recipients of the Positive Impact Fund are posted onto the OPCC Website.
- g) During 2015/16, £10,166 was earmarked for award to 19 applicants. However, 3 applicants failed to complete the process, leaving 16 actual recipients of funding, totalling £8,766.

2.1.2 Tier 2

- a) This is known as the Partnership Fund.
- b) This annual Fund is generated from 3 separate funding sources:
 - i. Proceeds of Crime Act 2002 (POCA) – The Commissioner receives a percentage of receipts from cash and assets confiscated from criminals; which have been proved to have been generated through criminal activity. Up to £100,000 per annum is earmarked from this source to support the Partnership Fund. However, POCA receipts can be volatile due to the nature of the timing of the court process;
 - ii. Police Property Act Fund (PPAF) - The Police (Property) Act 1897 and subsequent Police (Property) Regulations 1997 apply to property that is in the possession of the police, but where the owner of the property cannot be identified and where no order of a competent court has been made. The property can be sold and the net proceeds kept in a Police Property Act Fund. This is undertaken in Gwent by items being put up for sale via the 'Bumblebee' online auction site. The proceeds may then be used to make payments for charitable purposes. Up to £100,000 per annum is earmarked from this source to support the Partnership Fund. Similarly to POCA above, PPAF receipts can also be volatile in nature; and
 - iii. In order to mitigate the volatility of the above two funding sources (thereby ensuring that the Commissioner has a minimum Partnership Fund available for distribution in any given year), £100,000 was set aside on a recurrent basis from within the Overall Commissioner's budget to fund the Partnership Fund.
- c) This annual fund which is limited to £250,000 has been established to deliver a specific priority of the Commissioner each financial year that it is run. For example, both the 2014/15 and 2015/16 focus was:

'Projects must be able to demonstrate a positive impact on the communities they serve, whilst at the same time contributing to delivering the Commissioner's priorities, namely to prevent and reduce crime; take more effective action to tackle anti-social behaviour; and to protect people from serious harm.'

Preceding this, the 2013/14 Partnership Fund was designed to assist organisations involved in activities that reduce crime and anti-social behaviour or divert people away from related activity, in support of the Commissioner's Police and Crime Plan priorities.

- d) The Partnership Fund operates a formalised two stage bid process, which is administered by the OPCC, with resultant bids being scrutinised by a panel made up of representatives of the OPCC, the Force, Youth Forum, community groups and other partners. The panel then submits its recommendations to the Commissioner (in conjunction with the CFO and Chief of Staff (CoS)) for a final decision. The applications that are declined at each stage are also reviewed at this point to ensure equity. Bids are welcomed from £250 up to £10,000.
- e) The 2015/16 Partnership Fund Guidance Sheet and Application Form can be found at Appendix 1 and Appendix 2 respectively.
- f) An Internal Audit review of the Partnership Fund process run during 2014/15 produced a 'Substantial' rating - the highest rating available.
- g) The amount of the fund allocated is periodically reported to:
 - i. OPCC Executive Board;
 - ii. Strategy and Performance Board;
 - iii. Joint Audit Committee; and
 - iv. Police and Crime Panel.
- h) The details of the recipients of the Partnership Fund are posted onto the OPCC Website.
- i) The 2015/16 Partnership Fund produced the following statistics:
 - i. 209 applications were received, totalling £1,153,537;
 - ii. 114 applications were declined at Stage 1 totalling £637,372 - (Stage 1 - desktop analysis as to whether the applications met the Fund's criteria);
 - iii. 28 applications were declined/withdrawn at Stage 2 totalling £203,031 - (Stage 2 - personal visits to the premises or telephone discussion undertaken by OPCC staff and then the scrutiny by the panel);
 - iv. 3 applications declined post-Stage 2 totalling £28,610, following expert review by the Gwent Independent Film Trust (GIFT);
 - v. 64 applications supported totalling £284,524;
 - vi. Therefore, there is a 31% success rate for applications (note - previous beneficiaries of this fund are not automatically barred from applying for and receiving further funding in subsequent years' Partnership Fund rounds);
 - vii. Of the 64 successful applications, 55 were funded from the Partnership Fund (totalling £190,583), 7 were funded through the Positive Impact Fund (totalling £3,450 - demonstrating the overlap between Tier 1 and

Tier 2) and 2 were funded through the 'Commissioning Fund' (totalling £18,750 - see Tier 3 narrative for detail);

- viii. Although the 64 successful applications totalled £284,524 the amount actually awarded was £213,783, i.e. successful applicants on average received 75% of the total amount requested.

2.1.3 Tier 3

- a) The third Tier relates to strategic commissioning activity, driven by the introduction of commissioning responsibilities for Commissioners via the Police Reform and Social Responsibility Act 2011 (PRSRA 2011) and the associated unification of funding to deliver these commissioned services, e.g. the receipt of the Community Safety Fund (CSF) of £1.369m in 2013/14 (previously allocated directly to recipients from the Home Office); and the receipt of Victims' monies from October 2014 (previously allocated directly to recipients from the Ministry of Justice (MoJ)).
- b) In 2014, the Anti-Social Behaviour, Crime and Policing Act formalised and enhanced the existing Provisions within the PRSRA 2011, in relation to the award of 'Crime and disorder reduction grants' (Provision 9) and 'Co-operative working' (Provision 10) into an explicit Provision on the ability of Commissioners to individually provide, or commission services in relation to:
 - i. Securing, or contributing to securing, crime and disorder reduction in their area; and
 - ii. Help victims or witnesses of, or other persons affected by, offences and anti-social behaviour.
- c) With the introduction of these new commissioning responsibilities, the previous Commissioner established a Strategic Commissioning Board (SCB). SCB has the primary purpose to provide strategic direction to the Commissioner's strategy for commissioning in relation to:
 - i. Strategic planning;
 - ii. Service quality and delivery evaluation;
 - iii. Contract performance/management; and
 - iv. Stakeholder engagement.
- d) SCB was chaired by the Deputy Commissioner (DPCC) and has the following representation:
 - i. OPCC – CFO and historically the Chief Executive;
 - ii. Gwent Police – Assistant Chief Constable;
 - iii. Local Authorities – Although it was decided that the Newport Chief Executive would represent all Local Authorities in Gwent;
 - iv. South Wales Fire & Rescue Service – Chief Fire Officer;
 - v. National Probation Service – Assistant Chief Executive;

- vi. Wales Community Rehabilitation Company (CRC) – Head of CRC Gwent;
 - vii. Aneurin Bevan Health Board - Head of Partnership and Network Planning;
 - viii. Gwent Registered Social Landlords (RSLs) – Although it was decided that the Monmouthshire Housing Association’s Director would represent all RSLs in Gwent;
 - ix. Gwent Regional Collaboration Committee - Chair;
 - x. Gwent Association of Voluntary Organisations – Chief Executive;
 - xi. Torfaen Voluntary Alliance – Senior Executive Officer; and
 - xii. An observer from the Welsh Government also attends.
- e) SCB first met in June 2013, and has generally met every other month since September 2013 up until January 2016.
- f) To facilitate the workings of SCB, a ‘Strategic Commissioning Framework’ was developed which was endorsed by them in October 2013 (Appendix 3).
- g) Following extensive desktop research between June 2013 and November 2013, to assimilate and analyse individual/community needs in Gwent and also the Commissioner’s priorities, the following 6 ‘Strategic Intentions’ were presented and endorsed by the SCB in December 2013:
- i. Strategic Community Safety;
 - ii. Anti-Social Behaviour (ASB) Prevention and Reduction;
 - iii. Crime Prevention and Reduction;
 - iv. Core Policing;
 - v. Victims’ Services; and
 - vi. Rehabilitation.

These Intentions confirmed six key programmes or themes of work, which will focus commissioning activity; deliver an enhanced service through working together; and bring improved outcomes against each of the Commissioner’s priorities. They also have, in essence, a linear relationship in that investing in the first 3 ‘preventative’ themes should reduce input into the last 3 ‘reactive’ themes. A utopian future would be to greatly reduce the demand on Core Policing and also then the number of victims and offenders – and those that did ‘slip through the net’, stop from becoming victims or offenders in the future.

- h) With the exception of the Commissioner’s funding directed specifically to Core Policing and therefore devolved to the Chief Constable (which equates to roughly 97% of the Commissioner’s overall budget), SCB took the annual responsibility to recommend to the Commissioner the use of his remaining budget against the remaining 5 Intentions.
- i) In addition, in order to assist the delivery of the Commissioning Strategy, a non-recurrent sum was set aside (known as the ‘Commissioning Fund’) from

within the Commissioner's overall reserves, which was designed to 'pump-prime' commissioning activity to meet the Commissioner's priorities or to fund community initiatives. Currently this fund amounts to £1,502,325.

- j) In January 2014, for each of the themes (with the exception of Core Policing, as this is under the direction and control of the Chief Constable), it was proposed that Task and Finish Groups (who would be made up of expert staff from the organisations represented on SCB, and nominated by their respective SCB lead) be established to initially:
- i. Document a review of the current service provision within their 'sphere'; and
 - ii. Provide a 'blueprint' of future service delivery, with recommendations to the SCB.
- k) To facilitate the work of the Task and Finish Groups, a generic 'Project Scoping Document' was produced for discussion at the Board. The document was endorsed and is provided at Appendix 4.
- l) In March 2014 the Task and Finish Group representatives were finalised and a briefing event held in April 2014, to provide clarity on their remit, expectations, timeframes, funding etc.
- m) The progress of delivery by each Task and Finish Group is summarised in the following paragraphs.
- n) Strategic Community Safety/ASB Prevention and Reduction/Crime Prevention and Reduction:
- i. The three respective Task and Finish Groups identified in the early stages, that they should be brought together; as individually a specific 'product' for both ASB and Crime Prevention and Reduction could not necessarily be delivered.
 - ii. A multi-agency group 'Safer Gwent' was established in March 2015 to drive forward collaborative opportunities to inform and redesign the community safety landscape on a regional basis, in support of local delivery;
 - iii. The Terms of Reference of Safer Gwent are provided at Appendix 5;
 - iv. A further detailed briefing is being scheduled by Neil Taylor, Head of Performance Planning and Partnerships, who is the OPCC lead for Safer Gwent. However, activities of Safer Gwent to date include:
 - Co-ordinating and undertaking a Gwent Strategic Needs Assessment;
 - Embedding links and supporting the development (at a grass root level) of Gwent Police's Strategic Policing Requirement;
 - Supporting the roll out of the 'Positive Futures' Programme across Gwent;

- Assessing the landscape across Gwent for the delivery of 'Restorative Approaches' to justice;
 - Facilitating a workshop to consider a regional, multi-agency approach to tackling ASB; and
 - Compiling and prioritising bids for the Commissioner's CSF allocation for 2016/17, for further ratification by SCB and final approval by the Commissioner.
- v. In support of the agenda for Safer Gwent, but not directly controlled by them, the OPCC and Force have also delivered the following products to support the prevention and reduction of Crime and ASB:
- Operated the Partnership Fund in 2013/14, 2014/15 and 2015/16 – details of the recipients, amounts, geographic coverage etc. are available to review;
 - Compiled a Force Crime Prevention Strategy;
 - Compiled a Force Demand Reduction Strategy;
 - Provided financial support of £25,000 per annum to the High Sheriff's Fund in support of their participatory budgeting event – the 2015/16 round saw an additional £25,000 being provided to match-fund external corporate sponsorship; and
 - Provided financial support of £1,000 per annum to each of the 8 Crime Prevention Panels operating in Caerphilly and Blaenau Gwent.
- o) Victims' Services:
- i. This work was progressed ahead of the other themes for a variety reasons:
 - A clarity of vision was evident arising from the focus on victims within the Police and Crime Plan, thereby improving victim satisfaction rates in Gwent;
 - Early work seen across the UK (particularly Avon and Somerset) in the development of multi-agency Victims' Services Hubs.
 - The receipt of Victims' Services Funding from the MoJ came with the government accounting rule of 'use it or lose it', if not spent by the respective year-end;
 - The opportunity to dovetail into the Force's Victim's focussed 'CARES' programme (**C**ontract with victim, **A**ssessment of needs, **R**eport on investigation, **E**nd of investigation and **S**upervisor checks) which was being developed; and
 - The requirements of both the Code of Practice for Victims and also the Commissioner's voluntary Victims Charter.
 - ii. The blueprint for delivery for Victims' Services (endorsed by SCB) suggested a multi-agency Victims Hub, with a referral recipient triage and basic service provider at the centre, with specialist service providers

co-located to receive specialist referrals directly. The Victims Hub journey has been:

- August 2014
 - Project Manager appointed – Sergeant Rachel Gill;
 - OPCC and Force Senior Responsible Officers appointed (Darren Garwood-Pask – OPCC CFO and Lorraine Bottomley – Assistant Chief Containable (ACC) [now retired]);
 - Victims Hub branded as ‘Connect Gwent’;
 - Victims’ Hub Project Board instigated to ensure robust project governance and timescales met; and
 - Project Initiation Document (PID) completed and implementation plan developed.
- September 2014 to December 2014
 - Gwent locations assessed and Blackwood Police Station endorsed as most appropriate site;
 - Contractual negotiations commenced with Victims’ Support to provide referral services;
 - On boarding of specialist service providers commences;
 - Overarching service design underway – i.e. how will the victim receive a seamless cradle to grave service; and
 - Building work tenders received and contract awarded.
- January 2015
 - Building work commences; and
 - On-going Victims’ Support contract negotiations; on-boarding of specialist service providers and service design.
- February 2015
 - New Connect Gwent Co-ordinator appointed (resigned July 2015); and
 - On-going Victims’ Support contract negotiations; on-boarding of specialist service providers and service design.
- March 2015
 - Building work completed ahead of schedule; and
 - Victims’ Support contract negotiations finalised and grant agreements confirmed with specialist service providers.
- April 2015
 - Connect Gwent ‘goes live’.

- May 2015
 - Official launch of Connect Gwent by Baroness Newlove of Warrington (Victims' Commissioner), with over a 100 other distinguished guests.
 - May 2015 to March 2016
 - Service delivery embeds and develops under the direction of the Victims' Hub Project Board;
 - OPCC Staff 'cover' Connect Gwent Co-ordinator role from July 2015 until recruitment of new Co-ordinator in March 2016;
 - Quarterly contractual performance meetings with Victims' Support;
 - Referrals double from the period pre-Connect Gwent; and
 - Victim Satisfaction improves – overall satisfaction increases by 6.9% between January 2015 and January 2016.
 - April 2016
 - Connect Gwent passes over into the control of the Chief Constable from the OPCC; and
 - A new strategy develops to incorporate the creation of Restorative Justice protocols; the incorporation of victims of ASB into Connect Gwent; increasing the awareness of Connect Gwent in relation to self-referrals; and the linking of Connect Gwent into the Force's Witness Care Unit and further into the Crown Prosecution Service (CPS).
- iii. In support of the delivery of the existing Commissioning Strategy, both Tier 2 and Tier 3 have been subject to Internal Audit Review as part of the respective annual audit plans for 2014/15 and 2015/16. In addition to the substantial rating given to the Partnership Fund in 2014/15 (Tier 2) the Tier 3 activity in relation to the implementation of Connect Gwent received the same Substantial rating - the highest available grading.

p) Rehabilitation

- i. The blueprint for delivery for Rehabilitation services (endorsed by SCB) also suggested a Gwent Area multi-agency Hub – the 'other side of the coin' to Connect Gwent. The creation of a Hub for criminal justice services (statutory, private and third sector) would provide a single gateway to holistic support delivered on a local basis that can be accessed via a number of means.
- ii. The drivers for pace of Connect Gwent were not evident for the Rehabilitation Hub and therefore progression has been limited. The partners and service model have been largely agreed by respective parties but this piece of work may well be subsumed within the creation of a Multi-Agency Safeguarding Hub (MASH) within Gwent, which is being considered by the Force and other partners.

3. The Future Commissioning Strategy

3.1 At this stage, the existing three-Tier Commissioning Strategy is proposed to continue. On this basis, the following commissioning opportunities exist.

3.1.1 Tier 1 – The Positive Impact Fund

- a) For 2016/17, the annual fund of £10,000 has been pro-rated between the tenures of the previous and current Commissioner.
- b) Therefore, £8,500 is available for the remainder of this financial year to be utilised in the same manner as paragraph 2.1.1 above.

3.1.2 Tier 2 – The Partnership Fund

- a) The preliminary work has already been completed in relation to opening up this fund for 2016/17.
 - i. Improvements have been undertaken on the previous round in relation to:
 - The guidance and application forms;
 - The Stage 2 process; and
 - Information sharing arrangements.
- b) In order to ensure that the fund can make an impact in 2016/17, a timely decision is required as to whether the next round will be opened for 2016/17. From experience, the lead time from launch to payments being received by applicants can be 5 months. However, with prior agreement, year-end financial flexibility can be given; enabling recipients to cover 2017/18 spend from their 2016/17 allocation.

3.1.3 Tier 3 – Strategic Commissioning

- a) Commissioning activity, by its very nature is cyclical. Therefore, between September and October 2015, with the current strategic commissioning strategy two years old, desktop research was undertaken within the OPCC to take a stocktake of existing Tier 3 activity and assess the direction of future travel required to meet the needs of the individuals and communities of Gwent.
- b) Over 20 sources of information were scrutinised which produced the following findings:
 - i. The 6 current strategic themes were still valid, although further improvements were required to consolidate the collaborative ethos across Gwent, particularly around the pooling of budgets; and

- ii. The following 7 'new' Strategic Intentions (or themes) were emerging:
- Mental Health;
 - Cyber Crime;
 - Child Sexual Exploitation;
 - Terrorism;
 - Serious Organised Crime;
 - Modern Day Slavery; and
 - Drug trafficking.
- c) These findings were presented to the SCB in November 2015 and a gap analysis undertaken as to how current service providers across Gwent were addressing and tackling these issues.
- d) Significant activity to tackle these issues was evident within the local, regional and national policing landscape, but SCB felt there were opportunities to bring together public and voluntary partnership working within Gwent.
- e) Due to the forthcoming Commissioner elections, the last SCB meeting was held in January 2016, and therefore the future Strategic Commission Intentions have been held in abeyance pending any new Commissioner's Police and Crime Plan and the direction of travel regarding commissioning.
- f) In addition, with the inception of a new Commissioner, it may be apt to reconsider the role, remit and make-up of SCB and also the role that a Deputy Commissioner may play in delivering this portfolio.