

Commissioning Services Update

Joint Audit Committee – June 2019

1 Commissioning Strategy

1.1 Under the Police Reform and Social Responsibilities Act 2011 (PRSRA 2011) the Police and Crime Commissioner for Gwent (Commissioner) has a responsibility to 'provide or arrange for the provision of:

- a) Services to help victims or witnesses of, or other persons affected by, offences and anti-social behaviour;
- b) Services to secure crime and disorder reduction; and
- c) Services specified by the Secretary of State'.

1.2 Furthermore, the Anti-Social Behaviour, Crime and Policing Act 2014 formalised and enhanced the existing Provisions within the PRSRA 2011.

1.3 The Commissioner can therefore allocate funding for activities including community safety and prevention, reducing offending and/or reoffending behaviour, and local victims' services.

1.4 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 agreed by the Commissioner's Strategic Commissioning Board (SCB) in December 2013:

- a) Strategic Community Safety;
- b) Anti-Social Behaviour (ASB) Prevention and Reduction;
- c) Crime Prevention and Reduction;
- d) Core Policing;
- e) Victims' Services; and
- f) Rehabilitation.

1.5 In November 2016, the SCB considered and revised its Strategic Commissioning Intentions and added a further five themes to those chosen originally. The most current themes comprise the following areas:

- a) Strategic Community Safety;
- b) Crime Prevention and ASB Prevention;
- c) Core Policing;
- d) Victims;
- e) Rehabilitation;

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- f) Violence Against Women and Girls;
- g) Mental Health;
- h) Safeguarding;
- i) Prevention and Early Intervention;
- j) Cyber Enabled Criminality; and
- k) Community Cohesion.

1.6 With the exception of the Commissioner's funding directed specifically to Core Policing and therefore devolved to the Chief Constable, this report provides an update in relation to the Commissioning activity relating to all the other priorities. The Commissioner's strategy for commissioning services involves a three tier approach.

2 Tier 1 – Positive Impact Fund

2.1 The Office of the Police and Crime Commissioner (OPCC) established its Positive Impact Fund (PIF) in 2013/14 as per Decision Log PCCG-2013-123. This Fund was set up with an annual budget of £10,000. The Fund has continued on an annual basis every year since.

2.2 The aim of the Fund is to deliver short term positive outcomes for the residents and communities of Gwent, whilst also delivering against the Commissioning Intentions.

2.3 The Fund is designed to be light touch and un-bureaucratic. Requests are made via a written request to the Commissioner or to the OPCC and decisions are made by the Commissioner following advice from the Chief Finance Officer (CFO). Typically awards are less than £1,000 per organisation or group. Decision logs are published at the end of each financial year, detailing all the successful award recipients.

2.4 In 2018 due to the beneficial impact of the Commissioner's PIF, a Positive Impact Fund of £10,000 was set up for each Local Policing Area (LPA) to assist in the delivery of the Police and Crime Plan priorities. These budgets were distributed at the LPA Superintendents discretion in accordance with the same principles as the Commissioner's PIF run via the OPCC and an annual expenditure report is submitted to the OPCC for review at the end of the financial year.

2.5 A review of the LPA PIF's implementation and process was carried out by the OPCC Business and Finance Officer (BFO) and Gwent Police Income Generation Officer (IGO) at the end of 2018. The review identified that the LPA PIF's were under-utilised and not being administered as expected by the OPCC.

2.6 Recommendations for improvements to the process were accepted and implemented, including training and advice; a single point of contact for

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queries; internal promotion of the Fund; development of 'Frequently Asked Questions'; and an application form.

- 2.7 Regular meetings will be held throughout 2019/20 with the BSO's, IGO and BFO for the OPCC to ensure that the Fund is being appropriately used, and to provide support and guidance as required.

3 Tier 2 – Commissioner's Police Community Fund

- 3.1 The OPCC established its Commissioner's Police Community Fund with decision log PCCG-2018-034, to target monies received through the Proceeds of Crime Act and from the sale of unclaimed, found property. The Police Community Fund replaces the Partnership Fund which ran annually from 2014.
- 3.2 The annual Fund of £300,000 is available to support organisations seeking to help children and young people in danger of entering the criminal justice system or have become victims, in some of the most disadvantaged areas in Gwent.
- 3.3 Bids of between £10,000 and £50,000 for 12 months are invited and funding is available for up to 3 years to encourage more meaningful engagement, outcomes and impact compared with the previous Partnership Fund.
- 3.4 The application process involves the submission of an application by an organisation, which is supported by the Neighbourhood Policing Team. Applications are assessed by a Panel made up of the OPCC, Gwent Police and Third Sector representatives. The Panel makes funding recommendations to the Commissioner. Decisions are then made by the Commissioner, in liaison with the Deputy Commissioner and the CFO. Decision logs are published twice a year with details of awards made to successful applicants. Implementation of funding decisions and monitoring of the grant are undertaken by the OPCC.
- 3.5 Implementation of the new Fund has been monitored throughout the 12 months and 'quick wins' have been implemented throughout, to improve the process after each round.
- 3.6 A more detailed 12 month review of the grant award and grant management process was undertaken in March 2019, with recommendations being made based on feedback provided by those involved in the process and best practice in grant management. The recommendations were accepted by the Commissioner, resulting in a number of changes and improvements to the process originally implemented; some of which are highlighted below:

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- a) The criteria have been strengthened to provide further details and guidance around elements such as 'who is eligible to apply'. The Fund from 2019 onwards will be limited to applications from organisations which are explicitly not for profit;
- b) The Fund has been publicly advertised on the OPCC website and details of the Fund have been shared with partners across Gwent;
- c) The implementation of a Pre-Qualification Questionnaire (PQQ) will ensure that only applications which meet the eligibility criteria, progress to completing an application form. The PQQ also ensures that consistent information is captured and stored about each organisation in a consistent format;
- d) The application form has been revised to ensure that it is proportional and appropriate to collect the level of information that has been required to make decisions during the first 12 months operation of the Fund;
- e) The length of time between the application submission deadline and the Panel meeting has been extended, so as to ensure sufficient time for internal sign-off and quality assurance of the bids by the IGO;
- f) Monitoring and reporting requirements have been revised to ensure that the level of information captured and the frequency of reporting is proportional and appropriate for the Fund; and
- g) The role and responsibilities of the IGO and the LPA Inspectors and Chief Inspectors have been clarified and formalised.

4 Tier 3 – Strategic Commissioning

4.1 Safer Gwent

- 4.2 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.
- 4.3 The OPCC Head of Strategy (HOS) is currently working with Safer Gwent to review their purpose and a 'Strategic Needs Assessment' for community safety is also in progress.
- 4.4 As a result of this ongoing work, an interim process for funding was required for the 2019/20 financial year, in order for Safer Gwent to undertake the work currently in progress and ensure its revised purpose compliments and meets the priorities outlined in the updated Police and Crime Plan, which is due for publication in May 2019.
- 4.5 Therefore, the funding available to Safer Gwent remained at the same level as 2018/19 and applications were accepted from current grant recipients for continuation funding. Applications were assessed, and recommendations and decisions made by an Assessment and Decision Panel made up of OPCC, Gwent Police and Safer Gwent members.

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- 4.6 Improvements to the application process were identified for 2019/20, including revisions of the guidance and application form to be more focused on outcomes. The decision was also made that monitoring and reporting of the grants for 2019/20 will be directly by the OPCC, rather than via Safer Gwent.
- 4.7 It has also been proposed by Safer Gwent that a Safer Gwent Commissioning Group will be established. Although discussions to agree membership and the group's Terms of Reference are yet to take place, it is expected that this group will inform the OPCC's long term commissioning strategy and plan.
- 4.8 Crime Prevention Panels
- 4.9 Nine Crime Prevention Panels (CPP) currently exist in Gwent and a further four are expected to be set up during in 2019/20.
- 4.10 An overall funding allocation of £13,000 has been available for CPP's in previous years. A letter is provided to the CPP's to notify them of their award and expenditure details including receipts are requested at year-end.
- 4.11 The OPCC's Principal Finance and Commissioning Manager (PFCM) and the OPCC's BFO are working with the Demand Reduction Officer in Gwent Police (who is responsible for the co-ordination of the CPPs), to review the funding available and understand how the CPPs can be best supported going forward, whilst also ensuring that the OPCC receive proportional and appropriate information about the difference the funding provided is making.
- 4.12 Wings to Fly
- 4.13 The 'Wings to Fly' theatrical production forms part of the Drugs and Substance Misuse strand of the All Wales School Liaison Core Programme. Year 6 pupils attend live performances that are then accompanied by follow up lessons on drug education, which are delivered by School's Liaison Police Officers.
- 4.14 The Wings to Fly programme has been funded since 2014. In 2018/19 a budget of £15,000 was available for technical support, venue hire, refreshments and transport for respective schools to attend. Currently the expenditure is incurred by the programme with the OPCC invoiced individually for those elements of the programme it supports from the suppliers providing the service.
- 4.15 The PFCM is meeting with Gwent Police's lead School's Liaison Police Officer for Wings to Fly, to discuss how the programme can best be supported going forward, whilst also ensuring that the OPCC receive proportional and appropriate information about the difference the funding provided is making.

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- 4.16 Gwent High Sheriff's Community Fund (GHSCF)
- 4.17 The GHSCF undertakes an annual event, 'Your Voice, Your Choice', which provides grant funding to local people to prioritise the solutions that they think will best address local needs. This event has been run in partnership with the OPCC since 2013/14, when the Commissioner pledged to support the GHSCF with a grant of £25,000. This arrangement continued in 2014/15 and 2015/16.
- 4.18 Based upon the previous successes of the funding programme, it was decided in 2016/17 that, in addition to the usual amount of £25,000 being awarded, additional match funding of up to £25,000 would also be made available.
- 4.19 In 2019/20, the GHSCF launched an additional element to the annual event. One grant per year will be selected as a 'superbid' and will received 3 year's funding of £5,000 per annum. This grant will not be awarded from the current funding allocation and in Year 1 (2019/20) this will require an additional £5,000 of funding; in Year 2 this will require an additional £10,000; and £15,000 in Year 3, since by this point there will be three super bids, each in a different year of their 3 year grant, each receiving £5,000 per annum. The Commissioner has therefore agreed to contribute the £5,000 required to fund each 'superbid' in each year (a cumulative total of £15,000 per annum), as well as the £25,000 and further £25,000 available to match fund the money raised by the Gwent High Sheriff.
- 4.20 Connect Gwent
- 4.21 The Call-Off contract, under which Victim Support have been providing Victims referral, assessment and non-specialist support provision, co-terminated with the end of the Framework Contract on 31st March 2019.
- 4.22 A suitable alternative Framework Contract has been identified by the Procurement Department and this option is currently being taken forward as an interim solution to ensure that victims and witnesses of crime continue to be able to access support, ahead of a full re-commissioning of the services for victims in Gwent, in the next financial year.
- 4.23 No changes are expected to the grant funding from the Ministry of Justice of specialist services for Victims supported by Connect Gwent for 2019/20; however, it is expected that improvements can be made to the process of monitoring the funding in order to better understand the difference being made to people receiving the service.
- 4.24 A new Connect Gwent Coordinator was appointed in November 2018 and took up post from February 2019. The PFCM is working with the coordinator to review current processes of grant funding awarded and the monitoring of Connect Gwent services, whereby improvements will be implemented where agreed.

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4.25 Sexual Violence Services

4.26 A procurement exercise is underway to secure a new model of victim services for sexual violence by April 2020.

4.27 In December 2018, the OPCC was advised by Gwent Police Procurement Department that a procurement exercise would take up to 12 months and therefore a 12 month extension to current funding (to 31st March 2020) was recommended, if service provision was required to continue.

4.28 After discussion with current service providers Cyfannol and New Pathways, an interim solution was agreed. Both organisations were invited to submit a proposal against grant criteria, in order to outline how the funding allocated to them will be used. A revised application and reporting documentation has been developed to be outcomes focused; proportional and appropriate for decision making; and to better understand the difference the services are making.

4.29 The procurement process for securing the sexual violence services for April 2020 has begun and a working group will be established in order to develop and transition to the new model of sexual violence services in April 2020.

4.30 Substance Misuse Services

4.31 The Gwent Drug and Alcohol Service (GDAS) service, commissioned by Newport City Council on behalf of the Area Planning Board (APB) has been extended by the APB until March 2021.

4.32 The contract will continue to be managed by the APB, with the OPCC gaining assurance of the outcomes, quality and value for money being achieved.

4.33 Diversion Services

4.34 A new contract for the diversion of Women and Young People aged 18-25 is expected to start in July 2019. Tender responses are currently being evaluated.

4.35 The new service will provide a women's diversion service (replacing the current Home Office (HO) grant funded service), and a new diversion service for young people aged 18-25.

4.36 Serious Organised Crime

4.37 The OPCC was awarded a grant of £245,000 from the HO to pilot a project on tackling Serious Organised Crime in Newport. Of this, £150,000 was available to pilot interventions delivered by Third Sector organisations.

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- 4.38 An application process was established and in order to fully maximise the opportunity provided by the HO grant, an additional £118,296 was allocated by the Commissioner on top of the £150,000 made available from the HO, to make total awards of £268,296 in 2018/19 to St Giles Trust, Crimestoppers, Barnardo's and Mutual Gain.
- 4.39 The HO has confirmed that the pilot will be extended to 2019/20, with £245,000 again being awarded for a 12 month period. £160,000 will be made available to continue the pilot interventions delivered by the selected Third Sector organisations.
- 4.40 In order to distribute the £160,000 available in 2019/20, a proposal process has been put in place to progress extension arrangements with the grant recipients from 2018/19. Proposals have been requested for a number of delivery options and have been reviewed by a Panel and recommendations made to the Commissioner. The Commissioner will make final decisions on awards and a decision log will be published detailing the grants made.
- 4.41 Serious Violence Prevention Programme
- 4.42 A collaborative bid between the four Welsh forces was successfully submitted to the HO's Early Intervention Youth Justice Fund, with the Police and Crime Commissioner for South Wales as the lead applicant.
- 4.43 Funding of £237,985 was awarded for 2018/19 and £973,557 for 2019/20, across Wales. £128,928 has been allocated to be spent in the Gwent area in total over both years.
- 4.44 A Collaboration Agreement has been drafted to include the four Welsh force and the Third Sector partners involved in delivering the Project, namely, St Giles Trust, Crimestoppers, Council for Wales of Voluntary Youth Services (CWVYS) and Street Games.
- 4.45 In 2019/20, an 'Interventions' allocation of £40,860 will be available for testing third sector interventions and an allocation of £20,747 is being made to Positive Futures to test sport interventions. This will be made available via a proposal process. Applications will be assessed by a Panel against criteria, with recommendations made by the Panel to the Commissioner. Final decisions will be made by the Commissioner and a decision log will be published. Monitoring and reporting will be proportional and appropriate for the terms and conditions of the Early Intervention Youth Fund grant.

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5 Commissioning - Current Understanding

5.1 There are several ways to describe commissioning:

- a) A business model and a cyclical process;
- b) A group of key functions; and
- c) A set of professional competencies.

5.2 There are also a number of 'types' or 'levels' of Commissioning:

5.3 Strategic Commissioning – the cycle of setting out high level priorities and outcomes, based on an assessment of need, demand, government policy, analysis of resource and current provision.

- a) The Police and Crime Plan is the key deliverable of a strategic commissioning exercise. From this document a Commissioning Strategy can be developed to provide further detail in relation to the high level approach to delivering those priorities, for example:
 - i. Commissioning 'Vision' of the OPCC;
 - ii. Focus on outcomes;
 - iii. Funding allocated to the priorities and themes identified;
 - iv. Focus on approaches to services e.g. trauma informed, strengths based, etc.;
 - v. Focus on intervention type – e.g. early intervention and prevention; and
 - vi. Focus on local sustainability – e.g. prioritises local organisations, living wage, etc.
- b) Commissioning Plans are developed for commissioning activity against priority or thematic areas identified in the Police and Crime Plan. These will detail the specific steps and actions required to undertake the commissioning exercise and deliver the intended project and outcomes.
- c) A Commissioning Framework can exist alongside the Police and Crime Plan, to provide the infrastructure to deliver the Police and Crime Plan priorities:
 - i. Mechanism for oversight of commissioning direction and activity;
 - ii. Commissioning principles;
 - iii. Commissioning cycle and deliverables at each stage;
 - iv. Roles and responsibilities of OPCC staff in relation to commissioning; and
 - v. Quality assurance of commissioning process.

5.4 Service Level Commissioning – the process of securing outcomes for a specific area of work.

- a) There are a number of ways of securing outcomes once they have been identified:
 - i. Procurement process and contract;
 - ii. Grant process and grant agreement; and
 - iii. Project delivered in-house using Project Management Methodology.

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- 5.5 Co-commissioning or Joint Commissioning – the process of securing outcomes for a specific area of work with one or more external partners.
- 5.6 In order to become a Commissioning Organisation, rather than a Commissioner of Services, consideration is required as to how commissioning can be embedded as a business model and a cyclical process which drives the work of the OPCC.

6 Commissioning - Going Forward

- 6.1 The current Commissioning Framework, the 'infrastructure' required to guide the commissioning activity, will be reviewed to ensure that it is fit for purpose and in line with our current understanding of commissioning outlined above.
- 6.2 The PFCM will continue to implement changes to streamline and bring consistency to both the award and management of the different grant streams.
- 6.3 With the term of the current Commissioner ending in May 2020, interim Commissioning Plans will be developed to continue to deliver on priorities of the current Police and Crime Plan.
- 6.4 The future Commissioning Strategy and Commissioning Plans will be developed alongside the update of any new Police and Crime Plan, pending the outcome of the May 2020 election. The Commissioning Strategy will sit firmly below the Police and Crime Plan in terms of hierarchy and the Commissioning Plans will be developed in accordance with the information set out in the Commissioning Strategy and in line with the revised Commissioning Framework.