



## Commissioning Strategy

July 2019

### Durham Police Crime & Victims' Commissioner's Vision 2021

County Durham and Darlington are areas where all communities are safe, victims and vulnerable people feel supported, crime and re-offending are low, and people have confidence in policing and the criminal justice system.

#### Introduction

1. This Commissioning Strategy sets out how I will commission services in order to support the delivery of the Police, Crime and Victims' Plan and its four outcomes:
  - Communities are safe and crime is reduced
  - Victims and the vulnerable feel supported
  - Re-offending is reduced and rehabilitation is improved
  - People have confidence in the Police and the Criminal Justice System
2. There are three groups of local services which need to be in place in order to make a reality of the PCVC's vision 2021: the Police Service, Local Criminal Justice Services, and community-based services to support those who have been victims of crime cope and recover, prevent crime and anti-social behaviour and keep communities safe.
3. Commissioning forms a crucial part of establishing, maintaining and improving these local services, and ensuring that they are producing the outcomes that communities need. Commissioning involves understanding where gaps exist and what services are necessary, working in partnership to ensure they are delivered well, and evaluating their effectiveness.
4. The table below sets out how commissioning contributes to the three key service areas:

Service Area	PCVC key activities
<b>Policing:</b> An Outstanding Constabulary which delivers efficient and effective policing, inspires confidence, supports victims, tackles crime, solves problems and keeps communities safe.	i. Set strategic objectives for the Chief Constable; ii. Hold him to account for delivery; iii. Set the budget for Durham Constabulary.
<b>Local Criminal Justice System:</b> An end-to-end local criminal justice system which delivers justice and rehabilitation efficiently, supports victims at every stage, and works in partnership and across agency boundaries to reduce reoffending.	i. Set strategic objectives and a programme for change through a local criminal justice plan; ii. <b>Commission</b> and influence services to empower victims and enable them to cope and recover; and iii. <b>Commission</b> and influence services to reduce reoffending and support rehabilitation.
<b>Community Safety and Prevention:</b> Effective and efficient local services, delivered in partnership to prevent crime and the causes of crime, promote community safety, and reduce demand in the long term.	i. <b>Commission</b> and grant fund community safety programmes; ii. Work in partnership to secure services that support prevention and early intervention; and iii. Influence partnership plans.

5. Police and Crime Commissioners (PCCs) were elected across England and Wales in November 2012 following the introduction of the Police Reform and Social Responsibility Act 2011 replacing Police Authorities. In 2016 the PCC for Durham became the Police, Crime and Victims' Commissioner (PCVC).
6. PCCs have significantly wider responsibilities that include commissioning services and awarding grants to support delivery of the priorities in accordance with their Police and Crime Plan. PCCs are also increasingly taking a larger role in ensuring that the local criminal justice system is effective, and that all local partners are contributing to reducing crime and keeping communities safe.
7. Each PCC receives funding from the Home Office Police Grant, the local policing precept, and the Ministry of Justice. Beyond providing funding for the police service, under the Police Reform and Social Responsibility Act 2011 the PCC has a responsibility to "provide or arrange for the provision of:
  - a. Services to help victims of, witnesses to, or other persons affected by, criminal activity and anti-social behaviour;
  - b. Services to secure crime and disorder reduction;
  - c. Services specified by the Secretary of State".

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

services. It is for the PCVC to decide how to allocate this money, in consultation with local people and partners.

8. The OPCVC has a discretionary budget of just over £2million, including grants which were previously allocated by Durham Constabulary. The PCVC has determined three strategic budgets, based on the areas identified in the table above:
  - Victims services;
  - Reducing reoffending;
  - Community safety and prevention.

## **Our Principles**

9. The PCVC's Commissioning Principles are grounded in the self-evident need to spend public money wisely, transparently, and in line with the objectives in the Police, Crime and Victims' Plan.
10. The PCVC will:
  - Work collaboratively with other commissioners to meet local need and achieve best value, by developing priorities that are jointly owned and solutions that facilitate the pooling of skills and expertise and make use of economies of scale;
  - Include stakeholder views in every part of the commissioning cycle to ensure the services commissioned will improve confidence and address specific needs and outcomes;
  - Ensure robust financial arrangements and control mechanisms are in place to regularly review and make timely adjustments as needed to contractual arrangements;
  - Embrace the principle of equal opportunities, striving to encourage equity, equality and recognition of diversity in the provision of services that respond to the different needs and service requirements of people regardless of gender, race, disability, age, religious belief, marital status, ethnic origin, sexual orientation or gender identity;
  - Be open and transparent about processes and decisions;
  - Make decisions based on evidence derived from a variety of sources.
11. In circumstances where we have evidence that service provision is limited or does not exist, the PCVC is actively exploring ways in which combining our resources and co-commissioning with private, public and third sector organisations can enable more services to be provided with our existing resources.
12. The voluntary and community sector is providing valuable support to vulnerable people in our communities, often taking referrals from public sector agencies or helping those who do not want to refer themselves to the same agencies. The PCVC is proactively contributing to the sustainable development of local voluntary and community sector organisations through targeted business support and grant funding pilots for new services.

## What Success Looks Like

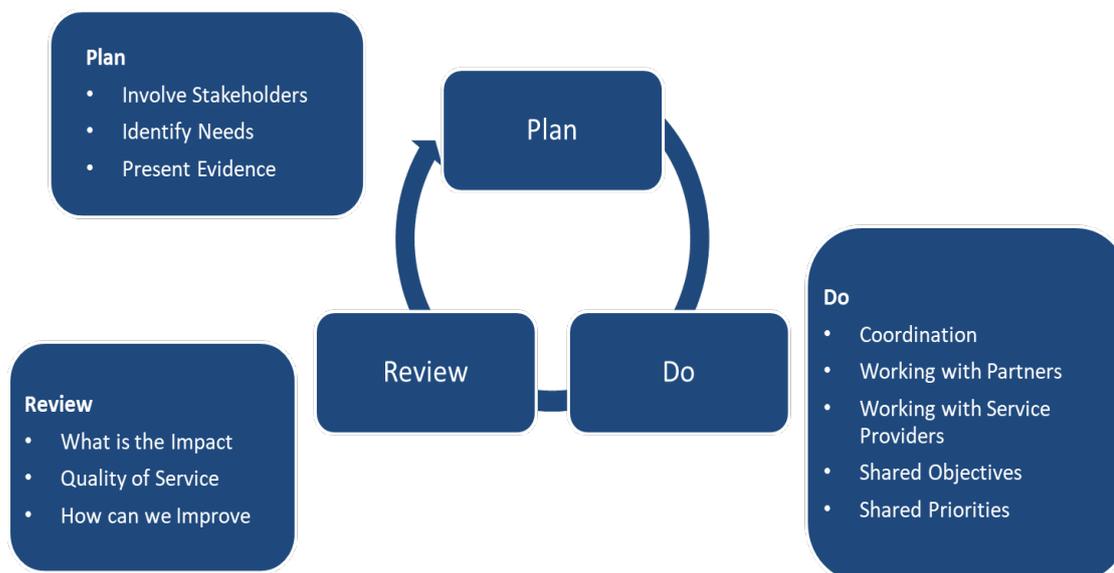
13. Successful commissioning involves deciding how to use the total resources available to achieve agreed outcomes in the most efficient, effective and sustainable way. We intend to measure the success of our commissioning, whether targeting resources independently or working jointly with partners, by how well we have improved outcomes for our local communities and service users. How we assess success will depend on the client group or community receiving a service. We will talk directly with each grant recipient or service provider and agree meaningful performance data to ensure that the measures reflect the true impact for the beneficiaries.
14. All services that we commission must contribute to the four Police, Crime and Victims' Plan outcomes and have a positive impact on the answers to the Key Performance Questions (KPQs) that underpin them. Those KPQs are:

KPQ1	How safe are our communities?
KPQ2	How well are we preventing and reducing crime?
KPQ3	How well are victims supported to cope and recover, and engage in criminal justice processes?
KPQ4	How well are vulnerable people supported?
KPQ5	How well are we reducing re-offending?
KPQ6	How well are we rehabilitating people who have offended?
KPQ7	How confident are people in the Criminal Justice System?
KPQ8	How confident are people in the Police?

15. There are many partners who commission services which contribute to our shared objectives, including local authorities and health commissioners. A crucial part of our work is understanding what is in place, who commissions what, what guidance and constraints exist, and what gaps there are.

## The Commissioning Process

16. The commissioning process will follow a plan, do and review cycle, put outcomes for users at the heart of our thinking and seek to achieve the best value for the use of public monies.



### Planning Stage

17. For the planning stage the PCVC is committed:

- To involve individual residents, service users, partners, local communities and other stakeholders in the decision-making – including through advice and consultation with partnership groups such as the Community Safety Partnerships, Victims and Witnesses Group, Reducing Reoffending Group, and Health and Justice Partnership;
- To identify the needs of our local population and how these may change over time by listening to our communities and partners;
- To take account of all evidence that is available from local, regional and national sources;
- To seek and exploit opportunities for collaboration where this would improve outcomes or value for money.

### Doing Stage

18. For the doing stage, the PCVC recognises that:

- Co-ordination across a range of services such as the criminal justice system, health, housing, community safety, welfare rights, employment, education and access to information and advice are vital to ensuring positive outcomes;

- The successful delivery of a better deal for our local community depends on partners working together to effectively identify and meet need;
- By working with service providers, we will be able to react quickly to intelligence and create new and innovative approaches to meet needs;
- Effective partnership working will support the achievement of shared objectives and reduce waste and duplication;
- Identifying and agreeing joint commissioning priorities where appropriate will also be a key feature of our commissioning activities.

### **Review Stage**

19. For the review stage is important that we have measures in place:

- To identify the level of success there has been with the activities we are undertaking to achieve our goals;
- To ensure quality of service and continuous improvement.

### **The Future**

20. This strategy is driven by the needs of County Durham and Darlington as set out in the Police, Crime and Victims' Plan, defined by local, regional and national priorities and underpinned by a commitment to partnership working.

21. Going forward the PCVC will work in collaboration with partners and neighbouring PCCs across the North East and continue to embed the views and expectations of the public and partners into the delivery and development of services.

22. Robust governance and monitoring arrangements will ensure continual assessment of progress against plans and this will include formulating stakeholder feedback throughout the year, monitoring performance and measuring the impact of outcomes.

23. The PCVC is taking a confident and ambitious approach to the delivery of this strategy and believes it reflects the aspiration to deliver a better deal for residents of County Durham and Darlington.

### **Systems Thinking**

24. The OPCVC is developing a whole system approach to commissioning. This means knowing what is already available (services, processes, pathways), and how proposals might impact on delivery of existing initiatives. This is critical to the OPCVC commissioning approach. We must look at the system as a whole, look up and down, and look across. We need to see the OPCVC area as part of both the upstream and downstream flow and be clear about the outcomes we are seeking to achieve. Otherwise, improvement in one area could make the whole system worse.

25. Within a Systems Thinking Model, Commissioning is deciding how to use the total resource available in order to improve citizens' and communities' outcomes in the most efficient, effective and sustainable way.

### **Optimising Resources**

26. This requires an understanding of the resources available and disaggregation of budgets to better comprehend the allocation of resources and potential alternative uses.
27. It encourages making the best use of all resources including finance, workforce, providers and the market place, buildings, the community and co-production with families. It could also involve redesigning existing systems and processes.

### **Better Targeting**

28. Knowing our citizens, individually and within their communities.
29. Targeting support at the right point in a victim's or offender's pathway to ensure that universal and specialist resource is used efficiently and effectively, e.g. through early intervention.
30. Targeting the community that is most in need, narrowing the gap, and ensuring resources are not wasted on those that do not need help.

### **The Right Mechanisms**

31. Improving our use of commissioning and procurement mechanisms, e.g. frameworks, cost / volume contracts, SLAs with internal services, market management, influence, co-production agreements.
32. Developing commercial skills across the public sector.

### **33. Whole System Redesign**

34. Using approaches to map all resources across system that can be influenced, understanding pathways and through life cost.
35. Using more sophisticated service design methods, rather than silo teams, organisations and service design.
36. Partnership working and collaboration with neighbours.

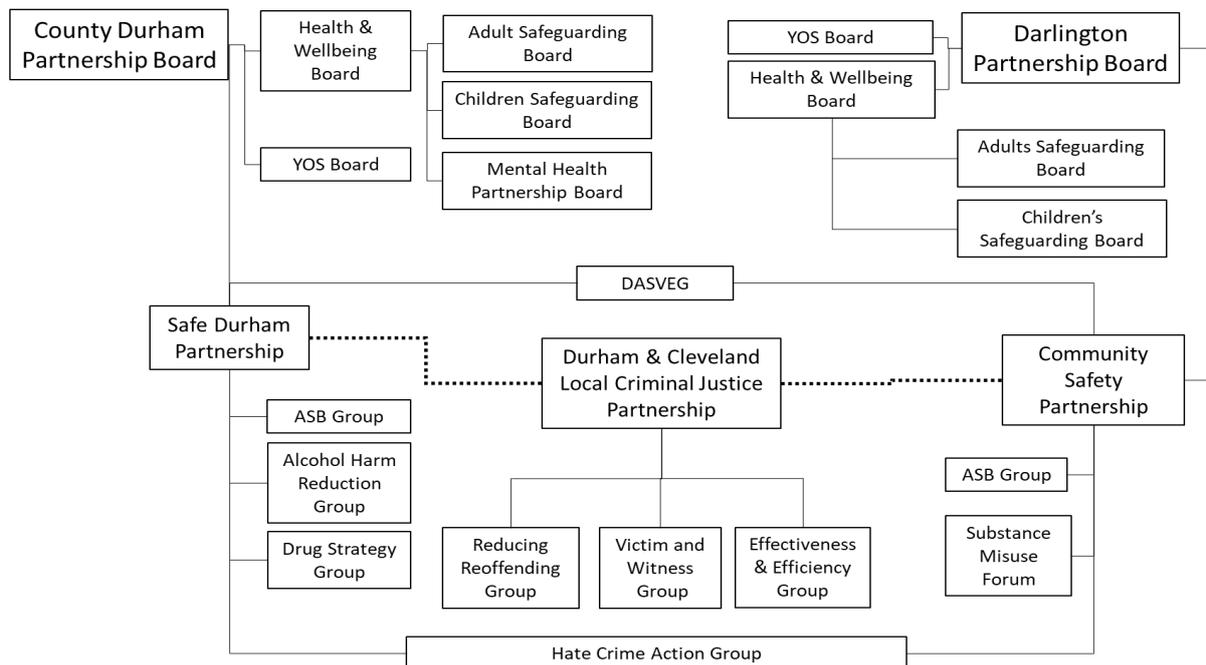
### **Outcomes**

37. An Outcome is 'the way a thing turns out; a consequence'. An outcome is the end result, so from a commissioning perspective an outcome can be used to describe:
  - The changes resulting from an activity;
  - Clearly stated results for the people and organisations who are supposed to benefit from an activity;

- The changes, benefits, learning or other effects that happen as a result of your work; and
- The benefits that are delivered as a result of a service.

### Internal Commissioning Process

38. The OPCVC needs to understand which pathways will be used to determine the allocation of funding and develop opportunities for co-commissioning. This attached (not exhaustive) chart is designed to identify which group is best placed to influence the planning and reviewing activities aligned to potential joined up commissioning. This chart is always actively reviewed and refreshed.



39. Partnership meeting structures and processes exist to support collaboration but are at different stages of maturity, for example the internal (OPCVC) commissioning process is in its early stages of development, whereas external (partners) equivalent processes have been shaped and practised over a longer period of time.
40. Most of the funding requests considered by the Commissioning Board (for the 2019/20 allocations) did not originate from a collaborative approach to identifying need and agreeing solutions but from an individual source (usually the Constabulary or OPCVC).
41. An important part of the commissioning process is to know there is a finite amount of resources and prioritisation is sensible.
42. The internal commissioning process, that needs to be developed, must be underpinned by OPCVC 'must do', 'could do' and 'should do' activities, which support the Office (OPCVC) as well as national objectives and priorities.

43. The exercise to prioritise the funded activities can be assisted by the completion of the table *Must Do / Should Do / Could Do* with a range of actions to enable joined up planning of the wide range of commissioning activities that the OPCVC is involved with. The policy lead will make a recommendation to the Commissioning Board about the priority of the commissioning activity.

<b>Must / Should / Could</b>	<b>When</b>	<b>Lead</b>

44. Commissioning must be supported by a robust evidence base.
45. The maintenance of a robust and consistent performance monitoring and outcome measurement helps to ensure that the funding is being applied as designed and is making the intended difference. Populating the attached *Performance Monitoring Arrangements* will assist with identifying gaps in performance arrangements and ensuring a formal timetable is in place.

<b>Organisation / Activity</b>	<b>Reporting Method</b>	<b>Lead</b>	<b>Where Reported</b>
Reducing Reoffending Activities			
Community Safety & Prevention Activities			
Victims' Services Activities			

## Appendix 1: Commissioning Delivery Plan

The next table sets out the services we are funding for each of the three strategic priorities:

- Victims Services;
- Reducing Reoffending; and
- Community Safety and Prevention.

It shows: the area of spend; what it we are trying to achieve with that spending; the Police, Crime and Victims' Plan Key Performance Question to which the expenditure relates; how we allocate the funding; and the level of spending involved.

Much of the PCVC's commissioning activity should help to achieve the key outcomes around increasing community safety, and confidence in policing. Other commissioned activity is more focused towards specific KPQs, as indicated in the table below.

<b>Victims Services</b>				
<b>Title</b>	<b>What we want to achieve and why</b>	<b>KPQ</b>	<b>How we do it</b>	<b>Spend</b>
Victim referral, assessment and support	Provide victims with access to a service that helps them to cope and recover from the impact of a crime	3	Assessing need and procuring a service in partnership with Cleveland OPCC	£326,800
Domestic Abuse Support Services	Provide adults and children with access to a service that helps them to recover from domestic abuse	3, 4	Contributing to an existing contract at Darlington, and working with partners to consolidate, enhance and fund existing services and commission appropriate services where a need has been identified	£21,000
Hate Crime Advocacy service	Provide specialist support and advocacy service for individuals who have been a victim of hate crime, some of whom may not always report their experience to the police	3, 4	Assessing need and appointing a service provider after completing a procurement exercise	£30,000
Forced marriage, so called honour-based violence	Provide specialist support for individuals who have been a victim, or are at risk of forced marriage, so called honour-based violence or female genital	3, 4	Assessing need and appointing a service provider after completing a procurement exercise	£22,500

<b>Victims Services</b>				
<b>Title</b>	<b>What we want to achieve and why</b>	<b>KPQ</b>	<b>How we do it</b>	<b>Spend</b>
and female genital mutilation	mutilation, who may not always approach the authorities with their concerns			
Domestic Abuse Support Services	Provide a range of specialist support to victims of domestic abuse and their families to enable them to stay safe, navigate their way through complex criminal justice processes and make informed decisions	3, 4	Co-commissioned service with Durham County Council	£126,000
Rape and Sexual Assault services	Provide a seamless service for children and adults to cope with the impact of, and recover from, recent and historic crimes of rape and sexual assault to give them the best possible chance of regaining control of their lives	3	Working with partners to consolidate, enhance and fund existing services and commission appropriate services where a need has been identified	£159,500
Restorative justice service	To bring peace of mind or closure for a victim who wanted to understand why them and enable them to move on with their life	3, 4	The Restorative Hub has been established to provide trained persons (employees and volunteers) who can provide a restorative intervention	£156,300

<b>Reducing Reoffending</b>				
<b>Title</b>	<b>What we want to achieve and why</b>	<b>KPQ</b>	<b>How we do it</b>	<b>Spend</b>
Youth Offending Service (YOS)	Ensure the provision of local youth offending services within the force area; provide a service that intervenes in the early stages of youth offending behaviour to divert that young person away from more serious	5, 6	Financial contributions to and membership of the Management Board for each YOS in the force area; grant funding to enable more Out of Court Disposals for young offenders and directly	£382,300

<b>Reducing Reoffending</b>				
<b>Title</b>	<b>What we want to achieve and why</b>	<b>KPQ</b>	<b>How we do it</b>	<b>Spend</b>
	offending behaviour in the future; and to provide for the mental health and wellbeing of young offenders		influence their offending behaviours	
Adult offenders diversionary service	Provide a diversionary service that discourages offenders from putting themselves in the circumstances that led to them committing an offence	5	The Check Point approach gives offenders the chance to take part in a fixed term contract that will see charges dropped if they comply with the conditions set, but see them charged and go to court if they breach the conditions	£252,600

<b>Community Safety and Prevention</b>				
<b>Title</b>	<b>What we want to achieve and why</b>	<b>KPQ</b>	<b>How we do it</b>	<b>Spend</b>
Community mediation service	To provide a service that intervenes to resolve neighbour disputes and prevent them escalating	3, 4	The Restorative Hub has been established to provide trained persons (employees and volunteers) who can mediate a community dispute	£52,000
Supporting community initiatives	Enable local communities to develop innovative and sustainable activities that help to encourage diversionary activities, tackle anti-social behaviour, and tackle harm caused by alcohol, drugs, and violence	1	Working in partnership with the County Durham Community Foundation (CDCF), jointly contributing to and establishing the PCVC Community Safety Fund (£150,000) to enable local community organisations to submit bids (annually)	£115,000
Reducing anti-social behaviour	Reduce the levels of anti-social behaviour and prevent escalation to more serious incidents or crimes	1	Contribution to Durham County Council's Anti-Social Behaviour Officers Team	£119,000

<b>Community Safety and Prevention</b>				
<b>Title</b>	<b>What we want to achieve and why</b>	<b>KPQ</b>	<b>How we do it</b>	<b>Spend</b>
Reducing anti-social behaviour and preventing homelessness	Preventing deterioration in mental and physical health, reducing crime and anti-social behaviour, and lowering inappropriate use of emergency services	1, 4	Co-funding Trail Blazer project with Darlington Borough Council	£69,000
Community peer mentors	Provide support for vulnerable people who present themselves regularly to the police and emergency services, but have unmet needs that fall below the thresholds for support from appropriate services; safeguard the vulnerable in our communities; and reduce demand on emergency service resources that can be applied to meet other pressing needs	4, 8	Community Peer Mentor Network (volunteers) to receive referrals and, if appropriate, provide a Peer Mentor who has 'walked in the shoes' of the person referred, to help them find a solution to their particular circumstances	£170,000
Children and young people diversionary activities	Ensure that children and young people are diverted from activities that may lead to contact with the criminal justice system	2	Contributions to Durham Agency Against Crime to deliver diversionary activities	£22,100
Voluntary and community sector	Help to maintain and sustain a viable voluntary and community sector in the force area	2, 4	Contribution to Durham Community Action	£10,000
Reducing hate crime	Change the attitudes and perceptions of individuals and communities that contribute to thoughts and actions leading to hate crime in all its forms	2, 4	Grant funding anti-racism education across schools in the force area which is delivered by Show Racism the Red Card	£20,000

## Appendix 2: Organisations in receipt of spending

This table sets out the grants and contracts made in 2019/20, and the work required in order to inform future decisions about the areas of spend.

### Victims Services

Organisation	Purpose	How Funded	For How Long	Key Activity in 2019/20
Durham Agency against Crime	Restorative Hub Mini Police PCVC Contributions	Grant	Annually	Consolidate, evaluate and determine longer term funding strategy
Darlington MBC	Domestic Abuse Services	Grant	Annually	Co-commissioning of new contract(s)
Harbour	Provision of specialist support for victims of domestic abuse and their families	Contract	2 Years plus extension	Monitor and evaluate co-commissioned service with Durham County Council
DAD	Hate Crime Advocacy for Victims of Crime	Contract	2 Years plus extension	Monitor and evaluate
HALO	Forced Marriage, HBV/FGM	Contract	2 Years plus extension	Monitor and evaluate
Durham OPCVC	Contribution to SARC	Grant	Annually	Plan and mobilise new SARC and co-commission therapeutic services via Strategic Health Group
RSACC / ANO	Counselling Provision	Grant	Annually	
RSACC	ISVA Provision	Grant	Annually	
RSACC / ANO	ISVA Young Children	Grant	Annually	
Safe in Tees Valley	Victim Needs Assessment & Referral Service	Contract	2 Years plus extension	Monitor, develop service and prepare specification for procurement exercise in 2019/20
Safe in Tees Valley	Pilot for Criminal Justice Victim Support Role	Grant	Annually	Setup pilot, evaluate and make decision for longer term

### Community Safety & Prevention

Organisation	Purpose	How Funded	For How Long	Key Activity in 2019/20
Age UK Darlington	Unit 34 Darlington - PCVC Contributions	Grant	Annually	Monitor and evaluate
CDCF	PCVC Community Safety Fund to grant fund new and innovative VCSO activities	Contract	3 Years plus extension (ends 2019/20)	Evaluate approach to determine if it continues, and if so, what changes will be needed
Safe in Tees Valley	Community Peer Mentors	Grant	2 Years	Explore with partners opportunities to extend this service beyond its current criteria

<b>Organisation</b>	<b>Purpose</b>	<b>How Funded</b>	<b>For How Long</b>	<b>Key Activity in 2019/20</b>
Durham Community Action	VCS Infrastructure Support	Grant	Annually	Monitor and evaluate
Darlington MBC	Darlington Partnership Contributions	Grant	Annually	Monitor and evaluate
Durham County Council	ASB Officers	Grant	Annually	Monitor and evaluate
Show Racism the Red Card	Anti-Racism Education in Schools	Grant	2 Years	Monitor and evaluate
700 Club	Trailblazer	Grant	2 Years	Monitor and evaluate

### **Reducing Reoffending**

<b>Organisation</b>	<b>Purpose</b>	<b>How Funded</b>	<b>For How Long</b>	<b>Key Activity in 2019/20</b>
Durham OPCVC	Check Point Project	Grant	Annually	All of these activities need to be considered in the context of reducing (re)offending and increasing rehabilitation, needing CJS partners to be involved in that process in 2019/20 to help us determine what co-commissioning we may want to do
Darlington MBC - YOS	Contribution to YOS	Grant	Annually	
Durham County Council - YOS	Contribution to YOS	Grant	Annually	