

Lincolnshire Police and Crime Commissioner

PCC Commissioning Strategy 2022

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1 Introduction

Police and Crime Commissioners were elected across England and Wales in November 2012 in line with the introduction of the Police Reform & Social Responsibility Act 2011. Replacing Police Authorities, Police and Crime Commissioners 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.

Each Police and Crime Commissioner received separate funding in 2013 relating to community safety and enabling them to invest in crime and disorder reduction activities. From 2014, no separate funding was received but Police and Crime Commissioners have had discretion to invest from their main police grant. From October 2014, Police and Crime Commissioners have also had responsibility to commission local victims' services.

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 or witnesses of, or other persons affected by, offences and anti-social behaviour
- b. Services to secure crime and disorder reduction
- c. Services specified by the Secretary of State"

The PCC 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 PCC to decide how to allocate this money, in consultation with local people and partners.

2 Commissioning Principles

The Police & Crime Commissioner for Lincolnshire is responsible for setting the strategic direction for policing in Lincolnshire through the Police & Crime Plan, whilst the Chief Constable is responsible for the operational delivery of policing, including the Strategic Policing Requirement.

The priorities in the Police & Crime Plan inform the Commissioner's decisions as to what funding is made available to the Police and partners to secure reductions in crime and disorder and support victims.

The Police and Crime Commissioner will commission services, either as a sole commissioner of goods and services, or in any collaborative or joint arrangements with partners, based on the eight principles of good commissioning, as identified by the National Audit Office Successful Commissioning Toolkit¹ :

- Understanding the needs of users and other communities by ensuring that, alongside other consultees, you engage with the third sector organisations, as advocates, to access their specialist knowledge
- Consulting potential provider organisations, including those from the third sector and local experts, well in advance of commissioning new services, working with them to set priority outcomes for that service
- Putting outcomes for users at the heart of the strategic planning process
- Mapping the fullest practical range of providers with a view to understanding the contribution they could make to delivering those outcomes
- Considering investing in the capacity of the provider base, particularly those working with hard-to-reach groups
- Ensuring contracting processes are transparent and fair, facilitating the involvement of the broadest range of suppliers, including considering sub-contracting and consortia building, where appropriate
- Ensuring long-term contracts and risk sharing, wherever appropriate, as ways of achieving efficiency and effectiveness; and
- Seeking feedback from service users, communities, and providers to review the effectiveness of the commissioning process in meeting local needs.

It should be noted that the principles do not mention grant making, but neither do they preclude it. Where it would provide better value for money (for example, where it is a more economic process, or a more effective approach to the achievement of outcomes) then it remains an appropriate alternative way for the OPCC to source services and meet users' needs. The Commissioner will exercise his discretion to decide which method of commissioning services is the most suitable for his purposes and likely to provide the best value for money.

¹ <https://www.nao.org.uk/successful-commissioning/>

3 Commissioning Framework

A commissioning framework is integral for outlining the strategic approach to be taken in relation to activities pursued and how they will contribute to delivery of the PCC's objectives as outlined in the Police and Crime Plan.

This Framework will ensure that:

- a. The Police & Crime Plan determines, directs and communicates how commissioning will support the Police & Crime Plan priorities².
- b. There is a shared vision across Lincolnshire community safety partners, providers and users on how to reduce crime within communities and make Lincolnshire a safe place.
- c. A wide range of partners working across Lincolnshire have a clear evidence base for commissioning services, particularly in the context of reducing public sector resources.
- d. Collectively with partners through effective commissioning, we will deliver better outcomes.

3.1 Commissioning Process

To be fair, transparent and consistent, all commissioning and ad-hoc funding activity will follow the PCCs agreed commissioning process. This will ensure that that any investment is in line with the Police and Crime plan and needs analysis and is aligned to strategic commissioning intentions.

What is commissioning?

Our definition of commissioning is “the process for deciding how to use the total resources available in order to achieve agreed outcomes in the most efficient, effective, equitable and sustainable way”.

Central to the process of commissioning is the understanding of need and demand from the people who use the services. This understanding guides the planning about the type of services required, what those services need to deliver, and how those services should be purchased. To complete the process, service users provide information and feedback about how well the service is performing. This process is continuous as the needs and priorities of communities' change. This whole process is known as the 'Understand, Plan, Do, Review' commissioning cycle and will be adopted for the commissioning of services by the OPCC.

² <https://lincolnshire-pcc.gov.uk/media/2314/community-safety-policing-and-criminal-justice-plan-2017-march-2021amended-june19.pdf>

Understand

On an ongoing basis the OPCC will review existing information sources to assess crime, community safety and criminal justice need within Lincolnshire.

We will

- Recognise local outcomes, needs, resources and priorities in collaboration with others
- Learn from 'what works' in Lincolnshire ensuring good practice and effective delivery contributes to a shared knowledge base.
- Take account of provider information and community views and build on the work of others
- Collate and analyse a wide range of data and information, ensuring that the content and findings from needs assessments undertaken by others is included in this body of knowledge. This includes, but is not limited to, the Joint Strategic Needs Assessment, Force Management Statement and Community Safety Partnership analysis
- Analyse through effective performance management and review current activity and delivery of force and partners to identify where there are successes and whether delivery continues to meet the needs of our communities

Plan

For the planning stage the PCC 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
- Identify the needs of our local population and how these may change over time by listening to our communities and partners
- take account of all evidence that is available from local, regional and national sources
- Seek and exploit opportunities for collaboration where this would improve outcomes or value for money
- Identify and understand what are emerging short, medium and longer term priorities and where there are gaps
- Understand what others are doing –what needs to continue to be delivered, what can stop, and what else is needed
- Identify how best we can achieve this together based on the evidence we have
- Share my intentions with Lincolnshire communities and partners involved in the delivery of the Police and Crime Plan

- Prepare and publicise outcome-based specification/s when required inviting proposals from a range of partners working alone or in collaboration.

Do

- Where required, secure goods or services that best meet community outcomes
- Issue contracts directly, jointly or through devolving to partners / communities
- Manage performance for the duration of delivery
- Decommission where there is a need
- Use the resources within the Commercial and Procurement Team to provide expert procurement, legal and financial advice
- Monitor delivery through specific, measurable, achievable, realistic and timely outcomes and manage relationships
- 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
- 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 be a key feature of our commissioning activities

Review

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
- To evaluate and learn what does and does not work and feed this into our broader understanding and knowledge
- All delivery should be reviewed against expected outcomes and quality assured to ensure contracts are fulfilled
- Publish/promote what is being funded and the impact/outcomes comms rather than just Decision Report

3.2 Funding Streams

The PCC receives all funding in relation to policing. These funds are used to meet the strategic policing requirement (as set by the Home Secretary) and provide national, regional and local policing services to protect the people of Lincolnshire. The main funding streams for the PCC are:

- the Lincolnshire allocation from central government
- the local policing precept; and
- income from other sources

More information on these funding streams can be found in the PCCs budget which is available on the PCC's website.

3.3 Allocation of Resources

The three main areas that receive funding for the purpose of policing and community safety are detailed below. The amounts will vary each year and the funding recipients are subject to change. Appendix 3 details the Commissioning Plan for 2021/22.

3.3.1 Effective and Efficient Police Service for Lincolnshire

The Chief Constable provides the PCC with professional advice on the threats, risk and harm to Lincolnshire and what is required to meet the direction and priorities as set out in the PCC's Police and Crime Plan. A budget is then allocated to the Chief Constable based on the information provided. The Chief Constable is held to account for the delivery of an effective and efficient police service by the PCC through an integrated performance process. The details of the governance arrangements and decision making are set out in the Scheme of Governance which is available on the PCC's website. The detail for this grant is provided within the Medium-Term Financial Strategy, which is available online.

3.3.2 Collaborations with other PCCs and Police Forces

These collaborations are services where PCCs and Chief Constables have entered into legal collaboration agreements to receive the same service that is more effectively and efficiently delivered across more than one policing area. PCCs hold Chief Constables to account through regional strategic boards. PCCs are still responsible for the services provided to their community whilst Chief Constables are responsible for their own police officers and police staff.

3.3.3 PCC Commissioning

The Commissioner determines the level of funding for commissioning services. This currently takes the form of the Community Safety Fund, and a Victims Fund (provided by the Ministry of Justice). These funds are used by the PCC to commission and/or grant fund specific services that are delivered outside of the police, to meet the priorities set out in his Police and Crime Plan. These services could be commissioned solely by the PCC or jointly with other partners.

3.4 Governance and Performance Monitoring of Commissioned Services

All funding mechanisms will be subject to contracts/agreements between successful organisations/individuals and the Commissioner, which will specify the relevant requirements, value, monitoring arrangements, evaluation and performance monitoring conditions.

The contracts/agreements will also specify quality standards around procurement practice, as well as performance measures for monitoring purposes and will include details of how the PCC will manage any instances where the outcomes are not being achieved.

3.5 Decommissioning of Services

Commissioning also leads to decommissioning. This is the process of planning and managing a reduction in service activity or terminating a contract in line with commissioning objectives. As goods and services are commissioned, embedded into daily activity and improvements demonstrated, new services or a change of provider may be required. On some occasions the PCC may provide some funding for innovative ideas. Part of the agreement to fund these ideas will be to achieve a more permanent funding source. Where necessary, the PCC will reduce services or decommission services that are no longer needed. This ensures that finite resources are directed to the most effective services and aligned to the PCC's Plan. Before taking such a decision the PCC will consider all the information that is available to him, including the last governance and performance monitoring report. Decisions will be always be taken in an open and transparent manner and published on the website.

Appendix 2 provides a checklist for Commissioners needing to plan a decommissioning exercise.

4 Commissioning Mechanisms

The primary commissioning mechanisms that will be used are:

- Commissioned and Contracted Services
- Partnership Agreements
- Grants

- Short- or medium-term contract awards

A decision on the most appropriate mechanism for commissioning a service will be taken as part of the commissioning process but will include assessing the benefits, restrictions and legal requirements for both the PCC and the provider. The method chosen will be informed by the Financial, Contract and Procurement Regulations³, Commissioning Principles, service requirements and what is right for Lincolnshire. Appendix 1: Meeting the Standard – A Checklist for Commissioning Officers should be referenced to ensure the relevant factors have been considered to determine the most appropriate commissioning mechanism.

4.1 Commissioned and Contracted Services

The PCC will enter into a contract with providers for goods and services. This will involve testing the market in some form, agreement to a service specification, and then entering a contractual relationship to meet those requirements. There are a range of approaches that could be used and these will be proportionate to several factors including the value of the contract, length of contract, and procurement frameworks that are available.

This mechanism provides the greatest level of control for the PCC to ensure that the goods and services provided are the most effective at the most competitive price and help deliver the priorities within the Plan.

It is recognised, however, that the associated costs for using this delivery method are higher. Also, it takes longer to establish the contract and requires significant input to ensure the benefits are maximised.

As such commissioned and contracted services will:

- Be used proportionately within the public sector legislation and the contract value
- Explore all alternative rates and procurement whenever possible
- Identify the required commissioning resources to meet the principles in the Commissioning Strategy and be an effective commissioner of goods and services

4.2 Partnership Agreements and Co-Commissioning Arrangements

The PCC will enter into partnership arrangements with other public sector organisations to jointly obtain services, either directly as a joint commissioner or as a contributor to a joint funding arrangement.

Each partnership agreement will set out the PCC role, the necessary governance arrangements, payment schedules and the service requirements.

Partnership agreements will:

³ <http://intranet/Interact/Pages/Content/Document.aspx?id=3019>

- Only be used with other public sector organisations
- Be used for all public sector organisation arrangements regardless of financial value
- Have proportionate governance in place to ensure delivery of police and crime plan priorities and the management of risk
- Work within the parameters of this strategy and meet the needs of the PCC
- Be subject to annual review in quarter 4 of the financial year to assess effectiveness of the partnership in relation to the anticipated outcomes and value for money. This assessment will inform decisions to continue, cease or adapt the existing agreement.

4.3 Grants

The PCC is able to issue grants to reduce crime and disorder that supports the delivery of his Police and Crime Plan. Grants will be used for small scale work where a project, service or action can be delivered quickly. In these circumstances, simple agreements will be issued that outline the specific conditions regarding use of the grant. Where appropriate service providers will be required to provide performance data and progress reports. Requests for reports on how the PCC grant has helped the communities of Lincolnshire will be proportionate to the service provided.

Grants will be used, but not limited to, the following circumstances:

- To provide one-off funding arrangements
- Where the application for funding meets a clear objective in PCC's Police and Crime Plan
- Predominately used to support community and voluntary groups where formal contracts are unsuitable and not appropriate

Appendix 1: Meeting the Standard – A Checklist for Commissioning Officers

- ✓ The proposed service delivery model has been reviewed and challenged during development of the commissioning plans and outcomes.
- ✓ The proposed commissioning process maximises joint commissioning opportunities and integration with other local partners.
- ✓ Consultation has taken place on commissioning plans and we have clearly set out the question and been honest about any limiting factors.
- ✓ Equality impact assessments have been completed for all commissioning plans.
- ✓ Commissioning plans are focussed on outcomes and have a timely evidence base.
- ✓ Plans include service user involvement at appropriate stages.
- ✓ Commissioning plans show how they contribute to meeting our social, equality and environmental objectives.
- ✓ Decommissioning processes have been well planned and appropriate resources assigned to manage the process (see Appendix 2).
- ✓ The procurement process has been well planned with realistic timescales for delivery and transition.
- ✓ Procurement opportunities have been advertised in a fair way and procurement outcomes reported.
- ✓ Contract performance management requirements have been clearly set out in the contract documents.
- ✓ Contract performance management forms a continuous dialogue.
- ✓ Ensure services we commission are living wage employers.

Appendix 2: Good Practice Decommissioning – A Checklist

- ✓ Has a lead officer or project manager been identified and has access to support as needed?
- ✓ Is there a clear project plan for the decommissioning including clear milestones which fit with stakeholder decision making structures, and allow time for effective communication? Is there scope for some flexibility within it?
- ✓ Is it clear what the legal requirements of the process are, and how they will impact on timescales in particular?
- ✓ Is there a clear communication plan which includes all stakeholders?
- ✓ Is there ownership of the project plan both corporately and politically?
- ✓ Does the project plan allow for an impact assessment including an equality impact assessment and a risk assessment (if not already completed)?
- ✓ Have all of the key stakeholders been identified and is it clear what their role will be in the process? When and how will they be involved?
- ✓ Is the process appropriate and proportionate to the size and impact of the services, their complexity or sensitivity?
- ✓ Is the decommissioning process fair and transparent with equality and impact assessments and engagement plans well-planned?
- ✓ Has a risk register been agreed and a process is in place to proactively manage the risks?
- ✓ Are there clear transitional agreements for service users which have been agreed with the provider, and minimise impact on service users? Do these include proposed timescales, ongoing communication arrangements, and an agreed approach to the sharing of information?
- ✓ Is there an agreed approach to the evaluation of the decommissioning process?
- ✓ Does this evaluation process include other stakeholders?
- ✓ Is there a mechanism for sharing any learning from this evaluation process?

Appendix 3: Commissioning Plan 2022 - 2023

The Commissioning Plan details the commissioning approach and budget for 2022/23.

Victims Fund - £1,031,000

The Ministry of Justice provides a ring-fenced grant on a statutory basis to the PCC to commission services to support victims and their immediate family members cope and recover from crimes they may have experienced, regardless of whether the crime has been reported to the Police. This grant is subject to specific conditions and requirements, which includes the submission of grant returns detailing quantitative information on the services funded. The funding is issued as a grant under the Domestic Violence, Crime and Victims Act 2004 to support 'victims, witnesses or other persons affected by offences'. The grant is provided for the following purposes:

- Providing or commissioning a referral service, where victims can be provided with information or referral to other suitable support services in accordance with their needs
- Providing or commissioning support services for victims of crime and any additional services for victims of the most serious crime persistently targeted, vulnerable and intimidated. In addition, support should be made available for family members and bereaved family members
- Providing or commissioning support services for victims of sexual violence, domestic abuse and victims of child sexual abuse, and exploitation
- Provision of victim led, pre and post sentence restorative justice services
- Covering any associated costs linked to providing or commissioning support services
- Building the capacity and capability of the VCSE who are providing support services to victims of crime
- Ensure that all services provided or commissioned adhere to Article 8 of the EU Victims Directive e.g. free of charge, confidential and available whether the crime has been reported to the Police or not

For 2022/23 the Ministry of Justice has confirmed that the Lincolnshire Victims' Services Grant allocation will be £0.884m. This Grant is supplemented locally to make available a Victims Fund of £1.031m.

The following table details the services commissioned through the Victims Fund in 2022/23. In addition to these commissioned services, funding is used to deliver the in-house Victim Lincs service and manage contract delivery.

Victims Fund Commissioning 2022/23

Service Name	Current Delivery Org.	Provision	Start Date	End Date	How service is commissioned	2022/23 budget (£)
Victim Support	Victim Support	Generic victim support outreach	01/10/2018	31/03/2022 (1 x 12 months option to 31/03/2023)	OJEU procurement – OPCC sole funded <u>Generic victim support outreach will be re-specified and commissioned during 2022 for a 2023 start date</u>	£260,000
Children’s Independent Sexual Violence Advisor	Victim Support	Support to victims of sexual violence <18	01/10/2021	30/09/2024 (2 x 12 months option to 01/10/2026)	OJEU procurement – OPCC sole funded	£100,000
Children and Young People’s Sexual Assault Referral Centre	NUHT	Sexual Assault Referral Centre for <18	01/04/2018	31/03/2023 (extended to 31/03/2025)	OJEU procurement – NHS England led with Lincolnshire OPCC contribution. Partnership agreement in place.	£20,000
Spring Lodge SARC	LPFT	Sexual Assault Referral Centre for >18	01/04/2018	31/03/2023 (extended to 31/03/2025)	OJEU procurement – NHS England led with Lincolnshire OPCC contribution (50%).	£75,000

Service Name	Current Delivery Org.	Provision	Start Date	End Date	How service is commissioned	2022/23 budget (£)
					Partnership agreement in place.	
Independent Sexual Violence Advisor	LPFT	Support to victims of sexual violence <18	01/04/2018	31/03/2023 (extended to 31/03/2025)	OJEU procurement – NHS England led aligned to SARC but solely OPCC funded. Partnership agreement in place.	£85,000
Rape Crisis	Rape Crisis	Support to victims of sexual violence (all age)	01/04/2022	31/03/2023	Grant funded	£43,000
Hospital Independent Domestic Violence Advisor	Lincolnshire County Council	Support to victims of domestic abuse	01/04/2021	31/03/2023	Partnership agreement – year 2 of 2	£43,600
Restorative Justice	Restorative Solutions CIC	Access to restorative justice	01/04/2021	31/03/2024 (2 x 12 month option to 31/03/2026)	OJEU procurement – OPCC sole funded	£100,000
Hate Crime Prevention	Stop Hate	Hate crime reporting and support to victims	01/10/2021	30/09/2022	Grant funded	£10,600
Total						£737,200

Community Safety Fund - £556,000

The Community Safety Fund allocation comes from Police Main Grant. The funds are used by the PCC to commission specific services that are delivered outside of policing, to meet the priorities set out in his Police and Crime Plan and to respond to emerging threats. Services can be commissioned solely by the PCC or jointly with other partners.

In accordance with Section 143 of the Antisocial Behaviour, Crime and Policing Act 2014, all awards from the Community Safety fund must address one or more of the following:

- Crime and disorder reduction, including antisocial behaviour, in communities and neighbourhoods
- Reducing the misuse of drugs, alcohol and other substances
- Reducing re-offending
- Helping victims, witnesses or other people affected by crime and antisocial behaviour (where services are not already being commissioned by the PCC)

The following table details the services commissioned through the Community Safety Fund in 2022/23. In addition, consultation services will be specified and commissioned in 2022.

Service Name/Area	Current Delivery Org.	Provision	Start Date	End Date	How service is commissioned	2021/22 budget (£)
Youth Offending Service (YOS)	Lincolnshire County Council	Contribution to Lincolnshire Youth Offending Service	April 2022	March 2023	Partnership Agreement	£ 172,900
Lincolnshire Children's Safeguarding	Lincolnshire County Council	Contribution to costs of Lincolnshire Children's Safeguarding Partnership	April 2022	March 2023	Partnership Agreement	£74,933

Service Name/Area	Current Delivery Org.	Provision	Start Date	End Date	How service is commissioned	2021/22 budget (£)
Partnership (LSCP)						
Lincolnshire Children's Safeguarding Partnership (LSCP)	Lincolnshire County Council	To meet shared costs of serious case reviews.	April 2022	March 2023	Partnership Agreement	£6,000
Lincolnshire Safeguarding Adults Board (LSAB)	Lincolnshire County Council	Contribution to costs of Lincolnshire Adult Safeguarding Board	April 2022	March 2023	Partnership Agreement	£45,000
LCC Safer Communities	Lincolnshire County Council	To meet shared costs of Domestic Homicide Reviews	April 2022	March 2023	Partnership Agreement	£4,400
LCC Safer Communities	Lincolnshire County Council	Contribution to Domestic Abuse - Strategic Management /DA co-ordination/training /Multi-agency risk assessment conferences	April 2022	March 2023	Partnership Agreement	£22,000

Service Name/Area	Current Delivery Org.	Provision	Start Date	End Date	How service is commissioned	2021/22 budget (£)
Anti-social behaviour	Lincolnshire County Council	Contribution to costs of Countywide Anti-social Behaviour (ASB) County Co-ordinator	April 2022	March 2023	Partnership Agreement	£11,000
Anti-social behaviour	Lincolnshire County Council	Contribution to costs of ASB Case management system (ECINS)	April 2022	March 2023	Partnership Agreement	£5,000
Reducing sexual reoffending	Safer Living Foundation	Education and awareness to reduce the risk of sexual harm	April 2022	March 2023	Grant funded	£25,000
Mental health	Lincolnshire Partnership Foundation Trust	Mental health nurse in Force Control Room and contribution to response vehicles	April 2022	March 2023	Partnership Agreement with Lincolnshire CCG who lead commissioning	£78,000
Crimestoppers	Crimestoppers	Contribution to call bureau	April 2022	March 2023	Grant funded	£18,075
Total						£462,308