



**POLICE & CRIME  
COMMISSIONER**  
for Leicestershire

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Your voice in Leicester,  
Leicestershire & Rutland

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# **Commissioning Framework**

## **2015-2017**

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## 1. Introduction

**TO BE DRAFTED POST CONSULTATION**

**Sir Clive Loader**

**Police and Crime Commissioner**

**Leicester, Leicestershire and Rutland**

**## September 2014**



## **2. Background**

- 2.1 The Police and Crime Commissioner (PCC) for Leicestershire is responsible for setting the strategic direction for policing in Leicester, Leicestershire and Rutland (LLR) through the Police and Crime Plan. The Plan covers the whole of the PCC's period in office from 1 April 2013 to 31 March 2017. The Chief Constable is responsible for the operational delivery of policing, including the Strategic Policing Requirement. The PCC is responsible for understanding and supporting the dynamic relationship between policing and local partner activity in support of the strategic priorities in the [Police and Crime Plan](#).
- 2.2 The priorities set out in the Plan inform the PCC's decisions as to what funding is made available to the police and partners to secure reductions in crime and disorder. The PCC must identify opportunities for reducing crime, enabling communities to feel and be safer, protecting people who find themselves in a vulnerable situation and ensuring that victims and witnesses of crime and anti-social behaviour are positively supported.
- 2.3 The Police and Crime Plan was revised and re-published in October 2013. The Plan outlines four key themes (please refer to section 5.2) and a number of strategic priorities (Appendix A), which provides a clear direction for allocating the available budget to maximum effect. This Commissioning Framework sets out how the PCC intends to align the commissioning budget with those key themes and strategic priorities.

## **3. Commissioning Budget**

- 3.1 The total commissioning budget for 2015/16 is currently an estimated £4.2m. The sections below detail proposals of the estimated allocations across a number of commissioning intentions (CIs). Due to the uncertainty about future funding, it is not possible to be precise about the size of the commissioning budget beyond 2015/16. However, it is the PCC's ambition to, as a minimum, maintain the size of the budget if overall funding allows and positive results from commissioning are demonstrated.
- 3.3 Many of the ways in which the commissioning intentions will be delivered in 2015/17 have already been determined, subject to satisfactory performance and the availability of funding. These are summarised together with details of the funding still available in Appendix B.

## **4. "Commissioning Outcomes"**

- 4.1 The PCC has made it clear that outcomes and not services will be commissioned. With this in mind, this commissioning framework has been created which, as it is used and developed, will ensure future commissioning decisions are focused on the achievement of clearly defined outcomes.

- 4.2 It is recognised that partners may have difficulties in identifying and measuring the impact of their proposed initiative(s) on the outcomes within the Police and Crime Plan. The Commissioning Framework has been designed to be an operational tool that strives to keep performance measurement processes as simple as possible.
- 4.3 It will be the PCC's responsibility, through staff within the office of the Police and Crime Commissioner (OPCC), to monitor progress for each commissioned activity against the proposed outcomes. A range of performance management systems will be used to do this. The OPCC will continue to work with partners and providers to develop performance indicators and measures that can be easily managed and reported on.

## **5. Commissioning Framework**

- 5.1 The Commissioning Framework is based upon four themes, and the strategic priorities, within the Police and Crime Plan. The four themes (within the Police and Crime Plan) are:
- 1) Reducing offending and re-offending (RO)
  - 2) Supporting victims and witnesses (VW)
  - 3) Making communities and neighbourhoods safer (MCN)
  - 4) Protecting the vulnerable (PV)
- 5.2 The Commissioning Framework provides a clear and consistent way forward for the commissioning of each theme. It outlines how the PCC will commission for outcomes to achieve the priorities set out in the Police and Crime Plan. Four different types of funding mechanisms have been developed. These are the ways in which the PCC will purchase the intervention needed to deliver outcomes. Information about the indicative commissioning values from April 2015 onwards is included.
- 5.3 A range of performance measures across all themes and outcomes have been developed and are being used to support contract tender specifications and final approved contracts. The performance management options continue to be developed with partners as measures and indicators are introduced and tested. The performance indicators are used by the OPCC to select the best measure(s) for the interventions they wish to purchase. The OPCC will continue to work with providers and partners to develop meaningful measures that can reliably evidence that progress is being made across all areas.

## **6. Funding Mechanisms**

- 6.1 The PCC has considered the ways in which the initiatives needed to achieve the outcomes in the Police and Crime Plan can be delivered. The following principles have been considered:

- The existing commissioning arrangements of partners should be used where they are fit for purpose and can deliver the PCC's outcomes within time. This will maximise local commissioning expertise.
- There should be a focus on value for money, maximising resources and ensuring the impact of the money spent is measured and the value is assessed.
- Commissioning should take place at regional, sub regional (i.e. Leicester, Leicestershire and Rutland) and locality levels. Systems should be fit for purpose and work with existing structures where these are operating well.
- Best practice in relation to procurement will be applied. The PCC expects all procurement processes to follow best practice and be accessible for any provider, including the voluntary sector, unless a single provider dispensation has been agreed (please refer to 6.2a below). All relevant regulations and legislation will also apply including the Equalities Act 2010 which includes the Public Sector Equality Duty.

6.2 There are four funding mechanisms as follows:

- Direct commissioning** – the PCC has/ will directly tender or contract with a provider. There are a number of areas where it is more efficient for the PCC to directly commission in order to achieve desired outcomes. There are some instances where a single provider dispensation will be applied. This relates to situations when there is only one provider who, given the nature of the outcomes to be commissioned, can be considered and contracted with directly. Examples include the Local Resilience Forum, Troubled/Supported Families Programmes and Crimestoppers.
- Co-commissioning** – existing commissioners are already commissioning outcomes on behalf of the PCC under contracts. There are a number of both established and emerging commissioning structures which take on all or some of the core commissioning tasks. These include:
  - Reducing Reoffending Board
  - Children and Young People's Services/ Directorates (three in total: Leicester, Leicestershire and Rutland)
  - Drug and Alcohol Commissioning Group (sub-regional and managed by Leicester City Council)
- Partnership Locality Fund** – via the Community Safety Partnerships (CSP) who have a unique role in assessing, analysing, and responding to local need around crime and community safety. As such they have both a proactive strategic function and a reactive tactical function when assessing the threats to individual localities.

In order to benefit from the existing structures and systems in place, the PCC will make a financial contribution towards the delivery of each Community Safety Partnership Delivery Plan. CSPs will be required to provide a copy of their 2015/16 Plan, together with a budget breakdown and performance framework. Meetings will then be held with each CSP to discuss their plan and clarify any issues. Funding will not be provided for any activity/service that duplicates existing provision in the locality.

Timescales for agreeing the PLF will be determined by the CSPs as it is recognised that each CSP produces its Plan at a different time of year. However, all meetings in relation to 2015/16 funding will need to be held by the end of February 2015 at the latest. Funding for 2016/17 can be provisionally agreed at the same time (subject to the documentation indicated above being available). However, it should be noted that 2016/17 PLF funding will be subject to the PCC's overall budget.

An indicative £900k is available over 2 years which will be allocated using the Vulnerable Localities Index (VLI). Further details of this methodology are available at <https://www.ucl.ac.uk/jdibrief/analysis/Vulnerable-Localities-Index>

	<b>2015/16</b>	<b>2016/17 (estimated)</b>
Blaby	£29,700	£29,700
Charnwood	£67,950	£67,950
Harborough	£23,850	£23,850
Hinckley and Bosworth	£36,000	£36,000
Leicester City	£215,100	£215,100
Melton	£15,750	£15,750
North West Leicestershire	£31,950	£31,950
Oadby and Wigston	£19,800	£19,800
Rutland	£9,900	£9,900
<b>Total</b>	<b>£450,000</b>	<b>£450,000</b>

- d) **The PCC Grant** - inviting community and voluntary sector organisations to submit applications to support the achievement of specific commissioning intentions and related outcomes in identified hotspot locations (see Appendix C).

Funding opportunities will be based on the threat and risk identified in Leicestershire Police's Strategic Assessment which will be cross referenced to those commissioning intentions which are not addressed through other PCC funding streams.

An indicative £500k is available over 2 years. Applications for up to £25k per annum or up to 50% match funding will be considered. In exceptional circumstances, applications for up to 2 years of funding may be approved subject to clear evidence of achieving the required outcomes.

<b>Indicative Timeline</b>	<b>Stage</b>
PCC Grant applications and guidance notes issued	Week commencing 1 <sup>st</sup> September 2014
PCC Grant workshops to be held	Week commencing 1 <sup>st</sup> September 2014
Deadline for applications	5pm on 24 <sup>th</sup> October 2014
Applicants informed of outcome	Week commencing 15 <sup>th</sup> December 2014

- 6.3 For all funding mechanisms the PCC will hold contracts/agreements with the successful organisations that specify the detail of what outcomes are to be commissioned and for what value. 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.



## Strategic Priorities

### Theme: Reducing Offending and Reoffending

1. Preventing and diverting young people from offending
2. Reducing reoffending amongst young people and adults
3. Reducing alcohol and drug related offending and reoffending
4. Reducing crime and ASB caused by families in a Troubled/Supporting Families programme

### Theme: Supporting Victims and Witnesses

5. To increase reporting of domestic abuse and ensure a positive outcome for victims and witnesses of domestic abuse
6. To increase reporting of serious sexual offences and ensure a positive outcome for victims and witnesses of serious sexual offences
7. To increase reporting of hate crimes and ensure a positive outcome for victims and witnesses of hate crime offences
8. To prevent anti-social behaviour (ASB) and to continuously improve the quality of service and response to victims of anti-social behaviour
9. To continually improve the quality of service and response to victims of crime

### Theme: Making Communities and Neighbourhoods Safer

10. To continuously improve the police service to the communities of Leicester, Leicestershire and Rutland
11. To reduce all crime
12. To reduce domestic burglary and ensure a positive outcome for victims of burglary offences
13. To reduce violence against the person – with injury and ensure a positive outcome for victims of violent crime – with injury offences
14. To reduce vehicle crime and ensure a positive outcome for victims

### Theme: Protecting the Vulnerable

15. To prevent child abuse and child sexual exploitation (CSE) and provide a safe and supportive environment for victims and witnesses
16. Improving the response, service and outcomes for those with mental health needs
17. To reduce the number of repeat missing person reports

### Reducing Offending and Re-offending Commissioning Intentions

Strategic Priority 1 (SP1): Preventing and diverting young people from offending

Strategic Priority 2 (SP2): Reducing re-offending amongst young people and adults

Strategic Priority 3 (SP3): Reducing alcohol and drug related offending and re-offending

Strategic Priority 4 (SP4): Reducing crime and ASB caused by families in a Troubled/Supported Families programme

All commissioning intentions have been coded 'CI\*\*\*'. However it should be noted that the numbering is not consecutive due to annual changes in commissioning intentions. All strategic priorities within the Police and Crime Plan have been coded 'SP\*' in the table below.

Code	Commissioning Intention (CI)	Funding Mechanism	Amount 2015/16	Estimated Amount 2016/17	Comment
<b>CI001</b>	Supporting a Youth Prevention and Diversion Pathway which targets two specific groups of young people: High Risk Entrants and repeat young offenders.	Co-com	a) £91,650	a) £72,150	For 2015/17 via: a) Leicester City Council Young People's Services
SP1			b) £81,075	b) £63,825	b) Leicestershire Children and Young People's Commissioning Board
SP2			c) £4,700	c) £3,700	c) Rutland Stronger Communities Service
SP3		Direct	£147,556	£147,556	via TwentyTwenty to deliver a young person's mentoring service
SP4			Total: £324,981	Total: £287,231	

Code	Commissioning Intention (CI)	Funding Mechanism	Amount 2015/16	Estimated Amount 2016/17	Comment
<b>CI002</b> SP1 SP2 SP3 SP4	Targeting young offenders with a substance misuse problem.	Co-com	a) £62,400 b) £57,600 Total: £120,000	a) £52,000 b) £48,000 Total: £100,000	For 2015/17 via: a) Leicester City Council b) Leicestershire and Rutland Youth Offending Service
<b>CI003</b> SP3	Targeting street drinkers, the homeless, rough sleepers and those that are vulnerably housed.	Co-com	£34,000	£34,000	For 2015/17: via Sub Regional Criminal Justice Substance Misuse Commissioning Board for the Anchor Centre
<b>CI004</b> SP2 SP3	Supporting the resettlement of adult offenders post-release from a prison sentence of less than 12 months through mentoring.	Direct	£49,983	£49,983	For 2015/17: Via Derbys, Leics, Notts and Rutland Community Rehabilitation Company (CRC)
<b>CI005</b> SP3	Targeting adult offenders with a substance misuse problem, specifically those tested and identified at point of arrest.	Co-com Direct	£412,774 £216,405 Total: £629,179	£395,000 £216,405 Total: £611,405	For 2015/17: via Sub Regional Criminal Justice Substance Misuse Commissioning Board via Leicestershire Police for drug testing, Alcohol Liaison Officer and Drug Intelligence Officer

Code	Commissioning Intention (CI)	Funding Mechanism	Amount 2015/16	Estimated Amount 2016/17	Comment
<b>CI006</b> SP1 SP2 SP3 SP4	Integrated Offender Management (IOM) initiatives which target the highest risk offenders, within which there should be a specific focus on: <ul style="list-style-type: none"> <li>• 16-24 year old offenders</li> <li>• prolific and other priority offenders</li> <li>• adults serving less than 12 months; and</li> <li>• members of a Troubled/Supported Families programme.</li> </ul>	Co-Com	£368,000	£368,000	For 2015/17: via Leicestershire Police to Reducing Reoffending Board
<b>CI007</b> SP4	Support to reduce offending and ASB caused by families in a Leicester, Leicestershire and Rutland Troubled/Supported Family programme.	Direct	a) £89,250 b) £78,750 c) £7,000  Total: £175,000	a) £89,250 b) £78,750 c) £7,000  Total: £175,000	For 2015/17: a) Think Family (Leicester City) b) Supporting Leicestershire Families c) Changing Lives (Rutland)
<b>CI008</b> SP2	Targeting registered sex offenders, violent and other types of sexual offenders, and offenders who pose a serious risk of harm to the public.	Direct	£34,029	£34,029	For 2015/17: via Leicestershire Police for Multi Agency Public Protection Arrangements (MAPPA)

Code	Commissioning Intention (CI)	Funding Mechanism	Amount 2015/16	Estimated Amount 2016/17	Comment
<b>CI009</b>  SP1 SP2 SP3 SP4	Support to reduce offending by children and young people aged 10 -17 years.	Direct	a) £162,554  b) £99,348  c) £91,687  Total: £353,589	a) £162,554  b) £84,446  c) £77,934  Total: £324,934	For 2015/17: a) via Leicestershire Police - Police Officer support to the two Youth Offending Services  b) Leicester City Youth Offending Services  c) Leicestershire and Rutland Youth Offending Service
<b>CI024</b>  SP1 SP2 SP3 SP4	To improve outcomes for young adults in contact with the criminal justice system, including securing reductions in offending and reoffending.	Co-Com	£10,000	£10,000	For 2015/17:  via the Young Adults Project (YAP) Delivery Group to support the implementation of the Delivery Plan.

## Supporting Victims and Witnesses Commissioning Intentions

Strategic Priority 5 (SP5): To increase reporting of domestic abuse and ensure a positive outcome for victims and witnesses of domestic abuse

Strategic Priority 6 (SP6): To increase reporting of serious sexual offences and ensure a positive outcome for victims and witnesses of serious sexual offences

Strategic Priority 7 (SP7): To increase reporting of hate crimes and ensure a positive outcome for victims and witnesses of hate crime offences

Strategic Priority 8 (SP8): To prevent anti-social behaviour (ASB) and to continuously improve the quality of service and response to victims of anti-social behaviour

Strategic Priority 9 (SP9): To continually improve the quality of service and response to victims of crime

All commissioning intentions have been coded 'CI\*\*\*'. However it should be noted that the numbering is not consecutive due to annual changes in commissioning intentions. All strategic priorities within the Police and Crime Plan have been coded 'SP\*' in the table below.

Code	Commissioning Intention	Funding Mechanism	Amount 2015/16	Estimated Amount 2016/17	Comment
CI010 SP4 SP8	Interventions that pro-actively reduce anti-social behaviour and/or improve the recording of incidents.	Direct	£10,000	£10,000	For 2015/17: via Leicestershire Police for Sentinel
		PCC Grant	£100,000	£100,000	
		Total: £110,000	Total: £110,000		

<b>CI011</b>  SP5 SP6 SP7	Interventions which increase the reporting of:  - Domestic abuse - Serious sexual assault - Hate crime	PCC Grant	£150,000	£150,000	
<b>CI012</b>  SP6 SP9	Initiatives which support victims of rape and sexual assault, as well as the investigative process.	Direct	£67,906	£67,906	For 2015/16, via NHS England for Juniper Lodge and St Bernards - Sexual Assault Referral Centres (SARCs)
<b>CI013</b>  SP5 SP6 SP7 SP8 SP9	To provide victim and witness support services across Leicester, Leicestershire and Rutland.	Direct	£949,930	£949,930	For 2015/17, a Partnership Strategy is being developed and will be completed by August 2015.

CONSULTATION DRAFT

## Making Communities and Neighbourhoods Safer Commissioning Intentions

- Strategic Priority 10 (SP10): To continuously improve the police service to the communities of Leicester, Leicestershire and Rutland.
- Strategic Priority 11 (SP11): To reduce all crime.
- Strategic Priority 12 (SP12): To reduce domestic burglary and ensure a positive outcome for victims of burglary offences.
- Strategic Priority 13 (SP13): To reduce violence against the person with injury and ensure a positive outcome for victims of violent crime – with injury offences.
- Strategic Priority 14 (SP14): To reduce vehicle crime and ensure a positive outcome for victims.

All commissioning intentions have been coded 'CI\*\*\*'. However it should be noted that the numbering is not consecutive due to annual changes in commissioning intentions. All strategic priorities within the Police and Crime Plan have been coded 'SP\*' in the table below.

Code	Commissioning Intention (CI)	Funding Mechanism	Amount 2015/16	Estimated Amount 2016/17	Comment
CI014 SP10 SP11	To support initiatives to prevent and detect crime through community intelligence.	Direct	£26,190	£26,190	For 2014/17, the Crimestoppers National Hub
CI017 SP10	To support work with partners to prepare, respond and recover from local emergencies.	Direct	£6,536	£6,536	For 2015/17, the Local Resilience Forum
CI018 SP11	To support the work of partners to reduce domestic homicides.	Direct	£32,000	£32,000	For 2015/17, supporting Domestic Homicide Reviews*  * 2015/16 contribution paid to Leicester City in 2014/15



<b>CI019</b> SP11	To support and engage the voluntary and community sector to reduce all crime.	Co-Com	£10,000	£10,000	For 2015/17, Via Leicestershire Community Infrastructure Organisation contract  Via Leicester City Council 'Supporting the VCS' contracts  Voluntary Action Rutland
		Co-Com	£10,000	£10,000	
		Direct	£5,000	£5,000	
			Total: £25,000	Total: £25,000	
<b>CI025</b> SP10 SP11	To enable young people to support, challenge and inform the work of the PCC and ensure their voices help to shape decisions about policing and crime.	Direct	£15,000	£15,000	For 2015/17 via the SHM Foundation for the Youth Commission.

CONSULTATION DRAFT

## Protecting the Vulnerable Commissioning Intentions

Strategic Priority 15 (SP15): To prevent child abuse and child sexual exploitation (CSE) and provide a safe and supportive environment for victims and witnesses

Strategic Priority 16 (SP16): Improving the response, service and outcomes for those with mental health needs

Strategic Priority 17 (SP17): To reduce the number of repeat missing person reports

All commissioning intentions have been coded 'CI\*\*\*'. However it should be noted that the numbering is not consecutive due to annual changes in commissioning intentions. All strategic priorities within the Police and Crime Plan have been coded 'SP\*' in the table below.

Code	Commissioning Intention (CI)	Funding Mechanism	Amount 2015/16	Estimated Amount 2016/17	Comment
CI020/ 22  SP15 SP17	To develop intelligence in relation to children and young people in care homes who are repeatedly missing, and identify any links to sexual exploitation.	TBC	£100,000	£100,000	Partnership delivery plan to be developed following completion of a pilot in 2014/15.
CI021 SP16	To work with partners to improve the response, service and outcomes for those with mental health needs.	Direct	£50,000	£50,000	For 2015/17: Contribution to Mental Health Partnership Development Manager post and delivery of Mental Health Partnership Group Delivery Plan.

Code	Commissioning Intention (CI)	Funding Mechanism	Amount 2015/16	Estimated Amount 2016/17	Comment
<b>CI023</b>  SP15 SP16 SP17	To work with partners to safeguard and promote the welfare of children and vulnerable adults	Direct	a) £43,945  b) £43,945  c) £9,685  d) £8,500  Total: £106,075	a) £43,945  b) £43,945  c) £9,685  d) £8,500  Total: £106,075	For 2015/17 via:  a) Leicestershire & Rutland Safeguarding Children Board  b) Leicester Safeguarding Children Board  c) Leicestershire & Rutland Safeguarding Adults Board  d) Leicester Safeguarding Adults Board

It should be noted that an additional £900,000 is allocated to Community Safety Partnerships via the Partnership Locality Fund (see 6.2c). Their Delivery Plans will support the achievement of many of the commissioning intentions and strategic priorities outlined above and therefore this funding stream is not reflected separately in the tables above.

## **PCC Grant 2015 - 2017**

PCC Grants will be available for the following:

### **CI010: Interventions that pro-actively reduce anti-social behaviour in:**

- New Parks
- Braunstone Park and Rowley Fields
- Abbey (Mowmacre, Stocking Farm, Abbey Rise, Frog Island and Blackfriars)
- Beaumont Leys
- Spinney Hills
- Charnwood East (Syston, Thurmaston, East Goscote & Queniborough),
- Loughborough Central
- Loughborough East (areas of Meadow Lane, Sparrow Hill, Pinfold Gate, Leicester Road, Lewis Road and large parts of both Derby Road and Alan Moss Road)

### **CI011: Interventions which increase the reporting of:**

- **Domestic abuse**
- **Serious sexual assault**
- **Hate crime**

The PCC Grant will not be available for the provision of cope and recover services for victims as this will be covered through CI013. Applications should focus specifically on increasing the number of offences reported.

### Glossary

ACPO	Association of Chief Police Officers
ASB	Anti-Social Behaviour
BCU	Basic Command Unit – the largest unit into which Leicestershire Police is divided. There is a City BCU and a Counties BCU.
CJ	Criminal Justice
CJS	Criminal Justice System
CRC	Community Rehabilitation Company
CSE	Child Sexual Exploitation
CSP	Community Safety Partnership
ED	Emergency Department
EET	Education, Employment or Training
FTE	First Time Entrants
IDVA	Independent Domestic Violence Advocate/ Advisor
IOM	Integrated Offender Management
Index Offence	The proven offence that leads to an offender being included in a particular cohort (a group of people who have shared a particular event together during a particular time span)
LA	Local Authority
LAC	Looked After Children i.e. those looked after by local authority
Locality	Blaby District, Charnwood Borough, Harborough District, Hinckley and Bosworth Borough, Leicester City, Melton Borough, North West Leicestershire District, Oadby and Wigston Borough or Rutland County
LPU	Local Policing Unit
LLR	Leicester, Leicestershire and Rutland
LR	Leicestershire and Rutland
MAPPA	Multi Agency Public Protection Arrangements

MAPPOM	Multi Agency Prolific and other Priority Offender Management
MFH	Missing From Home
MSG	Most Similar Group i.e. police force areas that are the most similar to each other using statistical methods, based on demographic, economic and social characteristics which relate to crime
OAC	Output Area Classification
OPCC	Office of the Police and Crime Commissioner – the PCC’s staff team
PCC	Police and Crime Commissioner
PCP	Police and Crime Plan
PPO	Prolific and other Priority Offenders
Regional	East Midlands which includes Derbyshire, Leicestershire, Lincolnshire, Northamptonshire and Nottinghamshire
SARC	Sexual Assault Referral Centre
SLF	Supporting Leicestershire Families
Sub Regional	Leicester, Leicestershire and Rutland
TFMV	Theft from Motor Vehicle
TOMV	Theft of Motor Vehicle
TF	Troubled/Supported Families
VAPWI	Violence against the Person with Injury
YOS	Youth Offending Service