



Safe, resilient, connected communities

Commissioning Intentions Plan

2016-17 to 2019 - 20

“Safe, resilient and connected communities” the Police and Crime Plan 2017-2020 for Devon, Cornwall and the Isles of Scilly

Priority 1: Connecting Communities and Policing

*A Local Policing Promise - that policing is
Accessible, Responsive, Informative, Supportive*

Priority 2:
Preventing and
detering crime

Priority 3:
Protecting
people at risk of
abuse and those
who are
vulnerable

Priority 4:
Supporting
victims and
witnesses and
helping them to
get justice

Priority 5:
Getting the best
out of the police

Introduction

This document sets out the commissioning intentions of the Police and Crime Commissioner (PCC) for Devon, Cornwall and the Isles of Scilly for the years 2016/17 to 2019/20. This Commissioning Intentions Plan supports the PCC’s Police and Crime Plan for 2017-2020 ‘Safe, Resilient and Connected Communities’ and describes how the partnership priorities in that Police and Crime Plan will be commissioned.

How the Commissioning budget has been allocated in 2016/17

In the current financial year 2016-17, the total Commissioning Budget being managed by the Criminal Justice, Partnerships and Commissioning Team within the Office of the Police and Crime Commissioner (OPCC) is £3,052,000.

The Commissioning Budget for 2016 – 17 has been allocated in the following way:

| Budget Area | 2016/17 |
|--|-------------------|
| Community Safety Partnership Fund | £1,600,249 |
| Safeguarding Children Boards | £75,500 |
| Safeguarding Adult Boards | £70,000 |
| Sexual Assault Referral Centres (SARCs) | £220,000 |
| Youth Offending Service | £500,701 |
| Mental Health – Street Triage | £100,000 |
| PCC Emerging Commissioning Priorities Fund | £337,529 |
| OPCC Commissioning Team Salaries | £148,021 |
| Total | £3,052,000 |

Looking ahead this document sets out how the PCC's commissioning budget will be allocated in 2017/18 and 2018/19 to support delivery of the Police and Crime Plan.

Commissioning Budget Intentions for 2017/18 and 2018/19

| Commissioning Area | Police & Crime Plan Priority | 2017/18 | 2018/19 |
|--|--|-------------------|-------------------|
| Community Safety Partnership Fund | Whole Police and Crime plan | £1,600,249 | £1,600,249 |
| Safeguarding Children Boards | Protecting people at risk of abuse and those who are vulnerable | £80,000 | £80,000 |
| Safeguarding Adult Boards | Protecting people at risk of abuse and those who are vulnerable | £40,000 | £40,000 |
| Sexual Assault Referral Centres (SARCs) | Supporting victims and witnesses and helping them to get justice | £260,000 | £260,000 |
| Sexual Offence Lawyer Provision | Supporting victims and witnesses and helping them to get justice | £250,000 | £250,000 |
| Mental Health – Street Triage | Protecting people at risk of abuse and those who are vulnerable | £100,000 | £100,000 |
| Offender Diversion Scheme | Preventing and deterring crime | £355,250 | £350,000 |
| Youth Offending Service | Preventing and deterring crime | £500,701 | £500,701 |
| PCC Emerging Commissioning Priorities Fund | Whole Police and Crime Plan | £300,000 | £300,000 |
| OPCC Commissioning Team Salaries | Whole Police and Crime Plan | £150,000 | £152,000 |
| Total | | £3,636,200 | £3,632,950 |

1. Community Safety Partnership Fund

The Community Safety Partnership Fund was originally created in 2013/14 and the budget established based on an amalgamation of various funding streams which predated the creation of the Police and Crime Commissioner role, for example, Drug and Alcohol Action Team funding (DAAT), Domestic Abuse funding, BCU Commanders' Fund, Positive Futures Fund etc. These diverse funding streams were halted nationally and built into the base police budgets for each Force, for use as directed by Police and Crime Commissioners.

The rationale for allocating the amalgamated fund to Community Safety Partnerships (CSPs) was set out in the 'External Partnership Services Commissioning Intentions Plan 2014/15 to 2016/17'. The aim of providing funding to the CSPs was to encourage integrated working, joint commissioning and the co-ordinated delivery of services. It allows local community safety plans to be developed by a multi-agency partnership based upon a sound evidence base, linked firmly to the Police and Crime Plan and local Strategic assessments, and for the priorities highlighted in the plan to be funded accordingly via a pooled and integrated budget wherever possible.

The recently completed CSP half year spending reviews conducted by the OPCC confirm that this funding is being used effectively to jointly commission domestic abuse, substance misuse and other safeguarding services, as well as supporting other relevant community safety projects.

The figures in the table below show the actual funding amounts allocated to each CSP in the 2015-16 and 2016-17 financial years.

| | Torbay | Devon | Cornwall | Plymouth | Isles of Scilly | Total |
|---------|----------|----------|----------|----------|-----------------|------------|
| 2015/16 | £209,974 | £557,781 | £467,329 | £417,258 | £16,690 | £1,669,032 |
| 2016/17 | £201,575 | £535,470 | £448,636 | £400,568 | £14,000 | £1,600,249 |

The following chart provides a breakdown of how the CSPs have allocated their funding in the current 2016/17 financial year in support of the previous Police and Crime Commissioner's Police and Crime Plan:

| Priority | Torbay | Devon | Cornwall | Plymouth | Isles of Scilly |
|---|-----------------|-----------------|-----------------|-----------------|-----------------|
| Sexual Violence, Domestic Abuse, Child Sexual Abuse | £65,000 | £135,000 | £277,794 | £190,000 | £3500 |
| Substance Misuse Treatment | £65,000 | £180,000 | £130,436 | £98,500 | |
| Mental Health | £40,000 | | £31,406 | | |
| ASB | | | | £10,000 | |
| Alcohol/NTE | £5,575 | | | £25,500 | |
| Reducing reoffending | £23,000 | £22,000 | | | |
| Youth crime reduction | | £62,200 | | £12,500 | |
| Restorative Justice | | | | £14,086 | |
| Street Wardens/Street Pastors | £3,000 | | | | |
| Prevention / Early help | | | | | £6500 |
| Hate Crime | | £10,000 | | £5,000 | |
| Modern Slavery | | £9000 | | £25,000 | |
| Cyber crime/Fraud | | £15,000 | | £10,000 | |
| Other | | £26,270 | £9,000 | £10,000 | £4000 |
| | | £76,000** | | | |
| TOTAL | £201,575 | £535,470 | £448,636 | £400,586 | £14,000 |

**Safer Devon Partnership provides each of the four District level CSPs with £19,000 to address crime related priorities within their area and the money is spent on priorities listed in the above table and set out in their individual Community Safety Plans

It remains difficult to reach useful conclusions by analysing the above levels of expenditure for comparative purposes. The four main CSPs receive a varying level of additional funding from other partners and make different levels of investment in each of the listed priorities; the percentage value of contributions from PCC funding

to contracts such as local Domestic Abuse services also varies from Partnership to Partnership.

As in previous years, the CSPs continue to use the majority of their grant to deliver the following critical services: sexual violence and domestic abuse, child abuse and substance misuse (criminal justice service offender interventions) via the delivery of targeted service provision. The percentage expenditure from the Community Safety Partnership Fund on these service delivery areas is as follows: Cornwall 91%, Devon 59%, Plymouth 72% and Torbay 64%. The CSPs pool this funding with contributions from other key partners in order to deliver these key services. It is important to recognise that falling contributions from other partners in particular the CCGs, increases the pressure on the CSP grants and increasingly leaves little additional funds to allocate to local projects as the majority of funding is committed to core service contracts.

It should be noted that in addition to the Community Safety Partnership Fund, the PCC also contributes funding to local third sector organisations and partnerships to 'shore up' services delivering support to victims of serious sexual violence, child abuse and domestic abuse. The PCC continues to view the delivery of services targeted at those who are most seriously harmed by crime, whether through physical injury or emotional trauma as one of her top priorities. Inconsistencies continue to exist in service provision across the two counties; the Independent Domestic Violence Advocate (IDVA) and Independent Sexual Violence Advocate (ISVA) services are a good example of such anomalies, with Cornwall operating a single IDVA service supported by the PCC grant, whereas Devon and Torbay draw down some monies from the Ministry of Justice/Home Office for their IDVA arrangements rather than use the CSP grant, and hence their advocacy arrangements are arranged differently. If we were to further reduce the Community Safety Partnership Fund in coming years, a likely consequence would inevitably be to increase pressures on the Ministry of Justice Victim Service Grant leading to a reduction in our Network provision for victims of crime.

The current arrangement of allocating a grant to each of the CSPs ensures that funding is allocated to local priorities in support of the Police and Crime Plan based on a sound evidence base provided by the respective strategic assessment. Work by the OPCC and the CSPs to sharpen the oversight and scrutiny of how the grant is used is leading to improvements in outcome and performance management.

PCC Intentions:

That the PCC maintains the size of the Community Safety Partnerships Fund based on the agreed formula currently in place for the four years of the new Police and Crime Plan in order to offer a degree of stability to the delivery of key services for vulnerable victims and those with complex needs. In line with the commitment given recently by the PCC to CSPs and to third sector service providers, we seek to

communicate to our partners that it is PCC's intention is that there should be no reduction to PCC funding for the four year duration of the plan and the PCC's commitment is to ensure delivery of the stated funding amount for the next two years ie 2017/18 and 2018/19. The Home Office has recently entered into discussions regarding the Police Funding Formula and as such it is felt prudent to structure the funding commitment in this way. The formal Conditions of Grant document will be amended to include a stipulation that the domestic abuse and sexual violence support services must be prioritised or the funding amounts would be subject of review and possible removal.

2. PCC Emerging Commissioning Priorities Fund

In the current financial year 2016/17, £337,529 is allocated to the funding of emerging priorities and new and ongoing projects. The majority of this funding is allocated to the delivery of schemes supporting victims of crime across Devon, Cornwall and the Isles of Scilly. For example, funding of £95,000 is allocated to the delivery of a pilot scheme providing specific tailored support to young victims of crime with a new service being delivered by Young Devon, Young People Cornwall and Kooth; the PCC has committed £36,000 to an innovative pilot scheme providing Enhanced Crisis Workers to the Truro SARC which is due to be evaluated in March 2017; and £13,500 is provided to the Intercom Trust assisting their work supporting victims of Hate Crime.

The Small Grants Scheme administered by the OPCC in 2013-14 and 2014-15 was not operated in 2015-16 or in the current 2016-17 financial year. The PCC has indicated her intention not to reinstate such a scheme but to instead establish a PCC Emerging Commissioning Priorities and Projects Budget supporting the allocation of funding on a case by case basis via her commissioning team. Grants from the fund would be allocated to work in support of priorities within the Police and Crime Plan and would be administered by the OPCC Criminal Justice, Partnerships and Commissioning Manager.

Work jointly between the Force and the OPCC is underway to develop a new operating model for Restorative Justice as an integral part of the criminal justice system across Devon and Cornwall. A small amount of funding is allocated currently from the Ministry of Justice Victim Services Grant, however it is anticipated that additional funding will be required to pilot the new arrangements and this will come from the Emerging Commissioning Priorities Fund as well as from the Police Transformation Fund monies outlined on page 13.

PCC Intentions:

That £300,000 be allocated to a PCC Emerging Commissioning Priorities Fund in both the 2017-18 and 2018-19 financial years

Priority 2: Preventing and Deterring Crime

a) Delayed charge and diversion

The PCC and the Chief Constable are keen to explore innovative ways of working to prevent and deter crime with the aim of providing new solutions to the prevention of harm, earlier intervention with vulnerable people and the management of offenders. This victim-led approach is proving to be of interest and we are awaiting a final decision from the Home Secretary regarding a recent bid to the Police Transformation Fund for £758,000. The work under consideration will be taken forward on a pilot basis for the next three years until the end of the 2018/19 financial year when consideration will be given to mainstreaming within the base budget.

It is now accepted that an entirely punitive criminal justice process does not serve to encourage longer term societal improvements. Whilst clearly the impact of a crime cannot be ignored, it is equally, if not more important, to change the behaviour of criminals to prevent further offending, reduce the number of potential victims and strengthen communities. In this proposal the PCC is seeking to develop a Delayed Charge and Diversion Scheme which offers the offender the opportunity to undertake victim-led reparation, including the potential for restorative solutions, as well as an agreed programme of rehabilitative work during a four month period. The rehabilitative work could, for example, include elements of drugs and alcohol work delivered by existing services, co-ordinated by trained scheme facilitators. Successful completion of the programme of work would enable the subject to avoid prosecution and a conviction. Evidence indicates that the opportunities provided by the scheme can be the watershed which allows the subject to improve their life chances, reducing their negative impact on society and drain on local services.

PCC Intentions

We are awaiting final decisions from the Home Secretary regarding funding from the Police Transformation Fund. The bid is for £403,219 for 2016/17 & £355,250 for 2017/18. If successful this will support pilot schemes to include case co-ordinators, scheme managers and an academic review. In 2017/18 the monies secured through the bid would cover 50% of the forecast expenditure for the pilot with an additional £355,250 allocated from the PCC to match the Home Office funding. At this stage the requirement for 2018/19 is still being finalised and at present £350,000 is proposed to ensure continuation of the pilot.

b) Youth Offending Service

The Youth Offending Service (YOS) works with young people that get into trouble with the law and with those affected by their behaviour. Their primary role is to reduce or prevent further offending. The four Youth Offending Teams (YOT) for Cornwall, Devon, Plymouth and Torbay are part of the respective Local Authorities and are separate from the police and the probation arrangements. The teams are

made up of multi-agency staff with backgrounds in policing, social work, education, probation and health.

Funding for the YOS across all agencies continues to be under significant pressure. This has led to an ongoing redesign of operating models across the Peninsula, reductions in workforce and amendments to service provision leading to pressures on other service areas, in particular early intervention work.

This year (2016/17) the PCC provided a reduced level of funding in line with a previously announced two year phasing of a reallocation of funds to an agreed formula totalling 4.5% over the 15/16 and 16/17 financial years.

PCC Intentions

| | Devon | Cornwall | Torbay | Plymouth | Total |
|---------|----------|----------|----------|----------|----------|
| 2016/17 | £190,266 | £160,224 | £65,091 | £85,119 | £500,701 |
| 2017/18 | Maintain | maintain | maintain | maintain | £500,701 |
| 2018/19 | Maintain | maintain | maintain | maintain | £500,701 |
| 2019/20 | Maintain | maintain | maintain | maintain | £500,701 |

The PCC intends that for the next three years we maintain the level of Youth Offending Service Grant to enable the new operating models to become established and to ensure alignment to the new Preventing and Deterring Crime Offender Management Model being developed by the OPCC and Force. The OPCC will keep the budget under close review via the relevant YOS Boards and revise where necessary.

Priority 4: Supporting Victims/Witnesses and Helping Them to Get Justice

1. Victim Services Grant 2016/17

In addition, the PCC receives a ring-fenced Victim Services Grant from the Ministry of Justice of £2,018,128 which in 2016 - 17 is broken down as follows:

| | |
|--|----------------------|
| Victim Services Grant | £1,718,205.99 |
| Victim Care Network Communications and website | £10,000 |
| CSA/CSE Grant | £139,922.33 |
| Restorative Justice funding | £150,000 |
| Total | £2,018,128.32 |

Victims of crime need sympathetic and timely support which helps them to recover, as well as to understand and cope with the inevitable stresses of investigation and trial. The Victim Services Grant is used to deliver this support and establishes victim

care arrangements which comply with the Victims' Code. In Devon, Cornwall and the Isles of Scilly, we have gone beyond the core standards of care set out in the Code to establish the broadest network of organisations in order to deliver victim care across Devon and Cornwall. The funding is allocated from the Ministry of Justice on an annual basis and we receive details of the funding amounts very late in the financial year making forward planning difficult.

The Ministry of Justice has made it clear in correspondence with PCCs that the Victim Services Grant forms part of the Ministry of Justice budget and therefore has no protection from on-going government departmental cuts. The PCC has committed that regardless of the level of funding that is provided by the Ministry of Justice for 2017-18, she will endeavour to maintain the current level of Victim Care funding for the next financial year should there be a shortfall.

2. Supporting Victims of Sexual Offences

a. Sexual Assault Referral Centres

A Sexual Assault Referral Centre (SARC) is a special facility where recent victims of rape or sexual assault can receive immediate help and support. This includes access to a forensic medical examination carried out by an experienced and qualified doctor and the opportunity to speak to the police about what has happened if the person chooses to do so. The Devon and Cornwall policing area has three SARCs situated in Truro, Plymouth and Exeter, each jointly funded by NHS England and the PCC.

The total PCC contribution to the three SARCs is currently **£220,000 per annum**, evenly split with a £70,000 contribution to each and a small £10,000 contingency held within the OPCC team. In line with previous years, there are only two principle funding sources for the Devon and Cornwall SARCs with NHS England and the PCC commissioning the SARC service. Whilst NHS England has the lead commissioning responsibility for sexual assault services, this should be reliant on a co-commissioning relationship between NHS England, police and crime commissioners, clinical commissioning groups and local authorities to ensure the continued existence of care pathways for victims and referrals at a time of crisis support. The absence of some of the key partners from the commissioning table places pressure on the PCC to maintain funding levels throughout the course of the Police and Crime Plan. If PCC funding was to be reduced or removed, it is likely that the SARC service as currently delivered would end. The PCC has committed to sustaining funding at current levels for two years (2016/17 and 2017/18).

In 2017, the SARC contract will be subject to a full review process; a full engagement exercise will follow the completion of a Health Needs Assessment refresh (last conducted in 2014). In order to meet the contract launch date of April 2018, NHS England are aiming to complete the formal procurement process by early

Autumn 2017. NHS England will take the role of lead commissioner and discussions with the OPCC regarding the process have already started.

In the current financial year, unplanned funding has had to be allocated to purchase essential forensic equipment used within the SARCs. As a result, regional procurement of new equipment and purchase of a new maintenance contract has taken place with the OPCC bearing the majority of the costs. Failure to replace equipment in a timely fashion could raise issues for trials of sexual violence cases and so going forward additional monies have therefore been built into future SARC budget lines to fund the new maintenance contracts and provide an equipment contingency.

Finally, in Cornwall the PCC is currently funding a pilot to examine the role of the Enhanced Crisis Care Worker within the SARC. The pilot is ongoing and due to report in March 2017. At this point (depending on the evaluation results), the tendering process underway will seek to incorporate this aspect of service delivery within the new contract specification.

In the absence of adequate health provided therapeutic support and counselling services, additional support has been given to SARC service providers from the PCC Commissioning budget to provide direct support to victims of sexual abuse. It is anticipated that there will continue to be considerable gaps in this area of service provision which may require additional PCC financial contributions and the PCC has recognised this as a critical issue within the Police and Crime Plan.

PCC Intentions

NHS England is committed to sustaining the funding of the SARCs and to jointly commissioning SARC services for Devon and Cornwall. The PCC intends to increase SARC funding to **£260,000** for 2017-18 and 2018-19. This will then be reviewed as a consequence of the Service review and redesign and will be renegotiated during the coming twelve months with the 2018-19 to 2020-21 funding allocation being decided in due course.

b. 'In-Force' Specialist Sexual Offence Lawyer Provision

The impact of serious sexual offending is of great concern to the PCC. Victims and their families can suffer from the impact of the trauma for years, with many never recovering. For some victims the trauma is life changing, destroying their ability to lead a normal life. The efficiency and effectiveness of the criminal justice system from 'report to Court' is of concern to the PCC. Currently, investigations and associated processes take too long and may have a critical impact on the victim. Improving the quality and timeliness of the investigative process would also improve the conversion rate from a reported crime to a successful conviction which ultimately means that more sex offenders are brought to justice and come under the supervision of the police and the probation service. To provide this framework for

improvement, the PCC proposes to fund the provision of accredited sexual offence lawyers within police stations across the force area to work closely with the Sexual Offence and Domestic Abuse Investigation Teams (SODAIT). This expertise will improve the quality of investigations through the provision of early investigative advice as well as secure substantial time savings in the process of obtaining charging decisions through the existing CPS 'Rape and Serious Sexual Offence' (RASSO) teams and a much improved experience for the victim.

The in-force lawyer scheme will be managed on a three year pilot basis at which point a decision will be made on future working arrangements based on the outcomes of the pilot.

PCC Intentions

That £250,000 be allocated for each of the years 2017/18, 2018/19 and 2019/20 to fund the provision of qualified serious sexual offence lawyers.

Priority 3: Protecting people at risk of abuse and those who are vulnerable

A significant focus of the funding allocated to community safety partnerships is also focused on Priority 3. In addition the following commissioning is proposed.

1. Safeguarding Board Arrangements

a. Safeguarding Children

The PCC contribution to each of the four Local Children Safeguarding Boards (LSCBs) was negotiated last year and agreed as 9% of the budgets. However, reductions in funding from other partner agencies have led in some areas to requests for larger financial contributions. All such requests for additional funding were discussed with the respective Boards and subsequently negotiated, leading to the PCC spending £89,655.23 during the 2016/17 financial year.

The two most significant variables in LSCB budgets remain training and the cost of conducting Serious Case Reviews (SCR). Training costs are built into LSCB budgets but can be affected by national/local report findings and recommendations. The cost of SCRs continues to be charged back to the statutory partners on a pro-rata basis. A small contingency fund is sensible to ensure funding for SCRs is available. The Wood Report (2016) has made recommendations to change the LSCB arrangements and it is likely that the local operating models will alter during the course of the year, however it is not anticipated that operating costs will differ significantly.

b. Safeguarding Adults

The PCC contribution to each of the four Local Adult Safeguarding Boards (LSABs) was also negotiated last year and agreed as 9% of each budget. That said, funding

requests from LSABs were lower than anticipated and totalled £43,676.33 for the 2016/17 financial year. Estimating the full operating costs of the four LSABs has been difficult and may well change as the new arrangements continue to become established.

As with the LSCBs, the two variables in budgets will be training and Serious Case Reviews (SCRs). Training costs are built into LSCB budgets but can be affected by national/local report findings and recommendations. The cost of SCRs continue to be charged back to the statutory partners. The maintenance of a small contingency fund is sensible to ensure funding for SCRs is available.

PCC Intentions:

Safeguarding Children: that £80,000 be committed to LSCBs for the 2017/18 and 2018/19 financial years.

Safeguarding Adults: that £40,000 be committed to LSABs for the 2017/18 and 2018/19 financial years.

2. Mental Health – Street Triage and targeted intervention

Street Triage is an ongoing initiative that sees police and mental health services work together to ensure people get appropriate care when police officers are called to respond to a person in crisis. Mental Health professionals working in the police control rooms in Exeter and Plymouth offer immediate advice, jointly make accurate risk assessments and aim to give the right care to the person experiencing a mental health crisis with the aim of police custody being a last resort.

The current Street Triage scheme is jointly funded and commissioned by the two Devon CCGs and the PCC. The PCC contribution to the service in 2016/17 is £100,000. The scheme continues to contribute to a significant decrease in s136 MHA detentions and this has been well evidenced within recent formal evaluation reports. Speculation concerning the arrival of a nationally commissioned Street Triage scheme has not materialised and most parts of the country now have well established and locally funded Street Triage schemes.

Street Triage currently operates differently in Cornwall and the PCC and the OPCC Team continue in discussion with all CCGs to standardise the Street Triage operating model across the Force area.

PCC Intentions:

That the PCC continues to co-commission the Street Triage operation committing £100,000 in 2017-18 and 2018-19 with a view to it being mainstreamed into the core policing budget during the life of the Commissioner's Police and Crime Plan.