



COMISIynydd
HEDDLU A THROSEDDU
DYFED-POWYS
POLICE AND CRIME
COMMISSIONER

**Police and Crime
Commissioner for Dyfed-Powys**

**Report to Police and Crime Panel
Commissioning Overview**

November 2017

Introduction

The Police Reform and Social Responsibility Act 2011 places a number of responsibilities on Police and Crime Commissioners (PCCs). In addition to their core policing role, they have a remit to cut crime and disorder within their local policing area and have commissioning powers and funding to enable them to do this.

Commissioners have a statutory responsibility to represent the public, including the vulnerable and victims. From October 2014, they have been responsible for the local commissioning of victims' services. They must also ensure that victims have access to Restorative Justice at all stages of the criminal justice system; each commissioner must determine how best to deliver victim based Restorative Justice services.

Commissioners have a duty to work with partners to prevent and tackle crime and disorder. Their responsibilities fall predominantly into 2 main categories: the community safety duty and the criminal justice duty. These statutory duties are deliberately broad and flexible, to allow working arrangements to develop in a way that is most meaningful locally. The aim of the duties is to ensure that the investment and prioritisation decisions taken by both Commissioners and their partners are made with a full understanding of the implications for all partners.

The Commissioner publishes a commissioning framework, which is directly aligned to the Dyfed Powys Police and Crime Plan 2017-2021 with all commissioning intentions, along with the budget, linked to the strategic priorities contained within. The priorities inform the PCC's decisions as to what funding is made available to the police and partners to achieve reductions in crime and disorder. This Framework outlines key principles, potential commissioning routes, monitoring arrangements for commissioned services and outcomes, reporting, risk management and budget allocation.

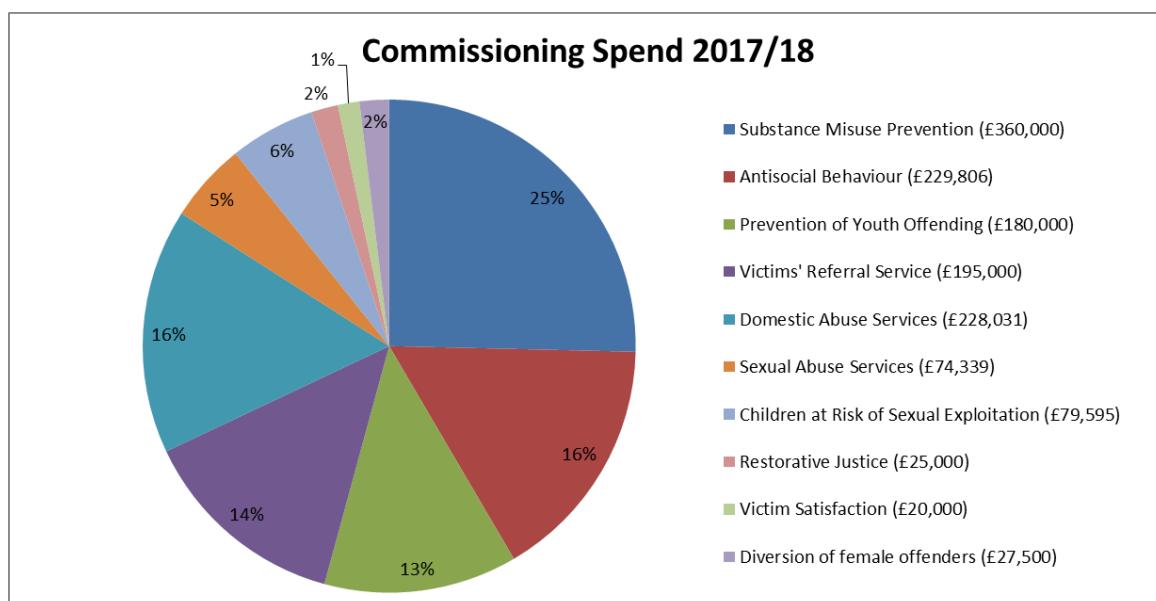
Funding

The Police Reform and Social Responsibility Act 2011 provides powers for Commissioners to award grants to any organisation or body to deliver their community safety priorities. Upon commencement, Commissioners received consolidated grants made up of funding previously awarded to a range of organisations (Community Safety Partnerships and the Home Office Drugs Intervention Programme). Ring fences were removed to enable Commissioners to use the funding more freely.

The Commissioner receives a victims' grant from the Ministry of Justice (MOJ) which is awarded annually and is allocated according to the population based funding formula. Its purpose is to fund victims' services, restorative justice, sexual violence, domestic violence and child sexual abuse services.

In addition to the MOJ grant, the Commissioner agrees an annual core commissioning budget in order to facilitate the commissioning of services. In addition to this, he has made available several funding programmes for partner organisations and communities to apply to, which fund projects that support the vision of his Police & Crime Plan.

The breakdown of the Commissioning expenditure for the current year can be seen in the pie chart below:



Governance

The Commissioner established a Commissioning Board in March 2017. This Board acts as the formal assessment and approval body for the Dyfed Powys Police and Crime Commissioner regarding the awarding of grant funding or the tendering for services. It retains oversight of the allocation of funding across the PCC's portfolio, which includes ensuring that appropriate governance arrangements are in place for award and ongoing performance management of projects and services.

The Board's approach to decision making is in the spirit of strong collaboration and partnership working. With this collaborative approach, each Board member must be committed to achieving the delivery of the Police and Crime Plan.

Member organisations include:

- Director of Commissioning for the OPCC
- Chief Executive of Pembrokeshire County Council
- Head of Dyfed Powys Local Delivery Unit of National Probation Service

- Head of Strategic Partnership Development for Hywel Dda
- Representative for Community Voluntary Councils
- Senior staff and Operational Officers of Dyfed-Powys Police

The Commissioning Board:

- provide advice to the Police and Crime Commissioner with regard to the Commissioning Framework and the commissioning intentions within his Police and Crime Plan & Delivery Plan
- make recommendations about investment and disinvestment required to deliver service development and strategic planning priorities
- consider a variety of options for investment in services
- oversee the outcome and monitoring arrangements for delivery of services against the Police and Crime Plan & Delivery Plan, including effective performance monitoring frameworks, targets and reporting structures
- consider recommendations made by the External Funding Manager with regard to bids received into the Commissioner's various funding allocations
- receive appraisals, makes recommendations and retains oversight regarding all potential business cases to secure additional funding into Dyfed Powys
- ensure fairness and transparency in the decision making process.

Purpose of report

In the presentation given to Police and Crime Panel in September, the Director of Commissioning explained that the service menu has grown over time, with some services being commissioned slightly in isolation resulting in disparate provision.

The key priority for the future is to ensure a fundamental focus on assessing vulnerability, risk and needs of the individual, whether victim or offender. The focus will be on the initial point of contact with each individual and how we triage at this point, so that we are able to identify risk and need and direct people into the most appropriate services.

This will allow the pathway between services to be streamlined and the individual to be supported to access those services that are most likely to help them recover and improve their quality of life.

The following report provides an update regarding progress with some of our key services.

Child Sexual Exploitation (CSE)

Provider:

Llamau

Service:

Provision of services to support mediation for missing young people

Aim:

To provide a high-quality independent de-briefing and mediation service for children and young people who have been reported as 'missing' within the Dyfed-Powys area.

Funding: £79,595 per annum

Length of contract: Ceases 31st March 2020

In 2015, Llamau were successfully awarded the contract for provision of a service to support missing young people. The original contract is due to cease on 31st March 2018 and awards £79,595 per annum to the service.

The service provides direct support to the child / young person offering the opportunity to talk about their experience and to ascertain why they went missing. An agreed independent response service is provided through de-briefing interviews, family mediation and group work in order to establish positive communication between the child / young person, their family, and stakeholders.

Referrals are made to safeguarding teams where there is an identifiable child protection matter, or when a child / young person is considered to be at risk of sexual exploitation. In addition to the CSE, issues are identified during debriefs where young people are victims or perpetrators of crime. These are reported and referred on as appropriate.

Since April 2016, Llamau have offered a mediation service where appropriate for all referrals. Currently, around 6 individuals per quarter accept the offer which helps to identify and support breakdowns in family relationships, feelings of frustration, misunderstanding and anger at not being listened to.

Llamau maintain records of reasons why debriefs don't take place, which range from children having moved out of the area since the missing episode, to children and parents refusing the debrief. Instances of parents/carers refusing access have increased recently and Llamau are investigating to ensure that appropriate safeguarding concerns have been raised in these instances.

DI Phil Rowe recently (2016¹) undertook research as part of a Masters; the aim of the project was to evaluate Police and multi-agency response to missing children following a missing episode and to understand the outcomes for missing children by eliciting their experience and giving them a 'voice' in defining what key issues require improvement. The young people who were interviewed all spoke positively regarding the Llamau service. The majority of participants

¹ Rowe, Phil (2016) A critical evaluation of Police and multi-agency intervention with missing children – a pilot study

reflected positively on their role with key factors highlighted that Llamau staff listened, made the young people feel comfortable and were independent of Police and Social Services.

Following a recent Commissioning Board review of the service's performance and cost effectiveness a decision was taken to extend the contract. The progress made against the contract was highlighted, including positive performance data, with cost effectiveness calculations demonstrating that the service costs a maximum of £245 per debrief, compared with the cost of £1,300-£2,400 to investigate a single missing person episode. The contract has been extended at the current value to 31st March 2020.

Sexual Abuse

Provider: New Pathways

Service: Sexual Abuse and Child Sexual Abuse Services

Aim: To provide a service to secure the best outcomes for victims of sexual assault including victims of child sexual abuse; that meets agreed clinical, forensic and operational standards and operates within a culture of partnership and collaboration.

Funding: £137,339 per annum

Length of contract: Ceases 31st March 2018 (rolling annual contract)

The Regional Sexual Abuse Referral Centre (SARC) Collaborative project has been ongoing since early 2014. The original meeting was called due to concerns over funding shortfalls (£140,000) for Cardiff SARC. £105,000 of this was met by contributions from all Health Boards during the 2016/17 financial year. The remit was then widened to cover a regional approach to SARC services with the exclusion of North Wales.

The scope of this SARC review has never encompassed the entire geographical area covered by Dyfed Powys Force. A great deal of emphasis was placed by the group on a requirement to have consistency around provision and quality of services. This could never be achieved in Dyfed Powys, due to the limited geographical scope of the review. The provision of adult SARC services in Mid Wales (with our existing SARC's at Aberystwyth and Newtown) is not included within the funding model, nor is the requirement to provide forensic paediatric sexual examinations for northern Powys. The Force are presently trying to negotiate and secure that provision through enquiries with Betsi Cadwaladr University Health Board.

The current PCC contract with New Pathways provides a total of £137,339. This consists of £32,000 for a crisis worker at each of the Newtown and Aberystwyth sites, £42,339 for victims of Child Sexual Abuse and £65,000 contribution to the

crisis worker and Independent Sexual Violence Advisor (ISVA) at Carmarthen site.

The proposed funding model indicates an additional financial contribution from Dyfed Powys Police, Hywel Dda Health Board and Powys Teaching Health Board that totals £423,000 (without external funding) or £330,000 (with external funding). When this increased financial contribution is assessed against the fact that the only SARC provision that isn't currently funded (primarily by Dyfed Powys PCC) is the forensic paediatric sexual examinations at Swansea and Cardiff (which are in single figures on an annual basis), then it is very difficult to justify this additional cost for the Dyfed Powys area. In fact, since the inception of this work the funding landscape has changed significantly, with Home Office funding being removed altogether and Welsh Government funding being routed through Health Boards for the regional approach. This has resulted in our local services being at significant risk, with a shortfall of at least £80,000 for the current year which means that frontline posts will be lost.

The provision of Forensic Medical Examinations is not covered by the SARC review and with the existing Dyfed Powys Police FME contract due to expire in March 2018, the Force have already commissioned and awarded a new FME contract, which includes SARC services from April 2018 onwards.

The main concerns with the regional approach can be summarised as follows:

- the review does not address and provide a consistent approach across the whole Dyfed Powys area
- there will be a requirement to continue with additional funding for our other SARC services within the Dyfed Powys area
- the significant additional funding does not reflect significant enhanced services for the Dyfed Powys area

As a result of these concerns, the PCC has progressed discussions with both Hywel Dda and Powys Health Boards with a view to securing Health funding to protect current service provision in the immediate term, whilst developing a plan regarding longer term arrangements which safeguard service provision across Dyfed Powys. Both Health Boards are supportive of this plan of action and are in the process of seeking in-year funding to support New Pathways provision of services.

Domestic Abuse

Provider: Consortium led by Hafan Cymru
Service: Independent Domestic Violence Advisors (IDVA)
Aim: To provide support for vulnerable and high risk victims of domestic abuse including support through the criminal justice system.
Funding: £228,031 per annum
Length of contract: Ceases March 2018

Welsh Government grants have historically been provided to Local Authorities in order for Community Safety Partnerships to commission Independent Domestic Violence Advisory (IDVA) services. In 2014, based on concerns that IDVA capacity across Dyfed Powys was far lower than recommended for the level of high risk victims being referred to Multi Agency Risk Assessment Conferences, the PCC commissioned a complementary IDVA service across the Force area at a cost of £228,000 per annum.

The Regional Violence Against Women, Domestic Abuse and Sexual Violence (VAWDASV) Executive Board and Strategic Group is a Welsh Government initiative and is responsible for planning and implementing the VAWDASV strategy across Dyfed Powys. The first part of this strategy is to jointly commission the provision of IDVA services, in order to achieve the consistent and effective delivery of frontline services to high risk and repeat victims of domestic abuse.

A VAWDASV Needs Assessment and full strategy document are currently under development by consultant Rhian Bowen-Davies. However, this service is being commissioned ahead of the development of the regional strategy due to the following:

- The service is an integral part of a wider, holistic response to VAWDASV
- The data and evidence of need is already identified through national data sets and is a recognised requirement within the area
- There have been ongoing discussions for many years regarding the benefits of a jointly commissioned service
- With contract ends dates aligning, and the VAWDASV work being developed, this is a realistic opportunity to commission a regional service at the recommended level to respond to the needs of individuals and families in the region
- A jointly commissioned service will provide:
 - Sufficient, if not additional, capacity
 - Resilience within the services
 - Accessibility
 - Opportunities for professional development within the service.
- Given the history of annual funding cycles and the insecurity and instability it brings, it is vital to ensure that plans are transparent for a

longer term future and that we don't risk losing competent, trained individuals from current services.

Highlights of the service specification include:

- Service to address the safety of people at high risk of domestic violence and abuse from intimate partners, ex-partners and family members.
- Operating as the primary point of contact, IDVAs will work with their clients from the point of crisis to assess the risk, review options, and develop and implement plans to address their immediate safety, as well as longer-term solutions.
- Service will not work directly with children under the age of 16, but will make referrals to safeguard children at risk of harm and ensure appropriate signposting to specialist support services.
- The service will be available for all clients affected by domestic abuse, regardless of gender, sexuality, ethnicity or disability.
- The successful tenderer(s) will be required to work in close partnership with other relevant services to support overall service delivery.
- The organisation will also work as a developmental partner to help shape the future direction of addressing VAWDASV in Dyfed Powys.
- The successful provider will need to demonstrate that they are able to meet the requisite quality standards, that staff are appropriately trained (in accordance with IDVA qualifications and national training framework standards) and that they operate robust quality management frameworks.
- The Commissioners intend to contract with a single provider, however subcontracting arrangements, partnership arrangements and/or a consortium approach to service delivery are welcomed.

The Commissioner has approved the commitment of £200,000 to the jointly commissioned IDVA service to be tendered in partnership with Local Authorities across Dyfed Powys for 2018/19 onwards. The Commissioner will be the lead agency in the procurement exercise, with a 50/50 split of funding between the Commissioner and Local Authorities, resulting in a contract value of £400,000.

The specification documents are due to be released in November, with the new service to be operational in the spring of 2018.

Substance Misuse

Provider: Dyfed Drug and Alcohol Services (DDAS) consortium arrangement (Dyfed) and Kaleidoscope (Powys)

Service: Substance Misuse treatment services

Aim: To provide services to reduce alcohol and drug-related offending in adults

Funding: £275,000 per annum and £75,000 per annum respectively

Length of contract: Ceases March 2018 & March 2019 respectively

The PCC currently invests a total of £350,000 in jointly commissioned services across the Health Board footprints of Hywel Dda and Powys. This provides brief interventions, motivational interviewing, counselling, support and onward referrals for those in the criminal justice system identified as having substance misuse needs.

The revised joint commissioning arrangements have produced significant cost savings when compared against the previous Drug Intervention Programme arrangements, ensuring that resources are being used more effectively and allowing for service provision to be tailored to the needs of the local area, focussing more on alcohol and Class B instead of Class A drug use. However, referral routes have proved challenging and the service is greatly underutilised in terms of volume of caseload from Police referrals. Testing on Arrest is also only picking up those with opiate issues rather than the emerging trends of new psychoactive substances and other drug use, providing a challenge as to how to ensure the appropriate referral routes are in place to capture all users.

Members of the Commissioning Board have questioned whether there is an over investment in particular elements of the service based upon available performance statistics. Board members also discussed a number of parallel developments which will affect the future of the substance misuse service, including the proposal to introduce a triage scheme within custody suites which will act as a point of assessment for all individuals entering into custody.

Discussions have been held recently between criminal justice commissioners and the service providers to identify areas for improvement on the current service model and to agree amendments to working protocols. Key stakeholders have also debated the benefits of a Dyfed Powys wide approach to substance misuse services. At the point of commissioning the DDAS service neither Area Planning Board felt that arrangements were mature enough to combine this activity. However, much work has been undertaken in the past year and both Boards are now in a better position to consider this potential development.

As a result of the above issues the PCC has recommended that Hywel Dda Area Planning Board utilises the option to extend the current contract with DDAS for a further 12 months to 31st March 2019. This would allow some amendments to be made to the existing service model for criminal justice and reconsideration of the funding envelope which accompanies this work in particular. This will also bring the plans into line with Powys Area Planning Board who have the first break clause in their contract at 31st March 2019, so that discussions can take place during the coming financial year regarding potential future developments at a Dyfed Powys level.

Anti-Social Behaviour

Provider:

Gwalia

Service:

Anti-Social Behaviour (ASB)

Aim:

To improve community safety and reduce the impact of antisocial behaviour by managing the level of risk amongst victims.

Funding:

£229,806 per annum

Length of contract: Ceases March 2018

The Crime and Disorder Act 1998 places a statutory duty on Responsible Authorities to work together to reduce ASB. Responsible Authorities include: Local Authorities, Police, Fire and Rescue Authorities, Local Health Boards, National Probation Service and Community Rehabilitation Companies.

PCCs have a duty to cooperate with Responsible Authorities in exercising the functions conferred by the Act. However, PCCs are not provided with any enforcement powers regarding ASB. Indeed, the PCC is the point of appeal for the Community Trigger (if a member of the community requests a review and feels they haven't received an adequate response).

The previous PCC took a decision to commission a victim led service across the Force area. Gwalia originally based their proposal on the victim based service requested by the PCC. Based on continual feedback from partners, they have repeatedly flexed the arrangements to provide a service that is fit for purpose.

ASB no longer features in the Force control strategy and a new approach is being taken forward within Dyfed Powys Police. This includes a proposal for joint problem solving training with partners and a focus on vulnerability. This aligns with the direction of travel for all commissioned services under the PCC, where we propose to assess the individual (whether victim or offender) at first point of contact and then put in place a package of care and support from specialist services based on their risk, needs and vulnerability. For example, there are many instances where a victim suffers ASB for a lengthy period, followed by perhaps one incident of criminal damage; the vulnerability of the individual is unchanged and yet overnight they become eligible for the Goleudy victim referral service for crime, creating confusion and potential duplication between the two support services.

Feedback has been sought from all Neighbourhood Policing Teams and key stakeholders and a series of proposals for the transition of the contract were recently discussed at Policing Board. These include:

1. to incorporate the victim work within the Goleudy service;
It is vital that the support for those who are vulnerable continues in line with the PCC's statutory duties. Evidence, along with feedback

from partners locally, also suggests that the mediation service is important in achieving early intervention and resolution of community problems. This role could be transferred to the existing Goleudy victim team within Dyfed Powys Police to ensure that victims are assessed and supported in line with their vulnerability rather than dependent upon the arbitrary boundary between being a victim of an ASB incident and a crime.

2. for the Force Community Safety Hubs to work with CSP partner agencies to develop neighbourhood management models;

Existing enforcement activity could be absorbed into the Community Safety hub. If the focus is on problem solving collaboratively between partners and addressing the vulnerability of individuals then ASB is no longer an issue on its own. This approach would also allow for a focus on the Adverse Childhood Experiences agenda and further expansion of the Neighbourhood Management model in line with the positive outcomes for Llanelli recently presented at Carmarthenshire Public Service Board.

3. consideration of Force's vulnerability recording and case management system to be shared with partners and used as a multi-agency information sharing platform;

The ideal solution proposed by partners would be for Dyfed Powys Police's Multi Agency Vulnerability Information System to be utilised for wider sharing of information with partners; confirmation has been received that there would be no legal barriers to making this platform accessible to other agencies. In the interim, discussions are ongoing with Gwalia to ascertain what licensing arrangements can be reached to continue using their 'React' case management system in the short term.

These recommendations have been approved and the OPCC are now working with key partners to oversee the transition plan until April 2018.

Custody Triage

The proposal for a custody triage scheme is a culture-changing initiative that seeks to tackle the root causation of offending and associated health and community related issues.

This proposal builds on Durham Constabulary's scheme (the first of its kind), to identify why an individual has offended and what the best interventions are so that the appropriate services can be utilised to support the individual away from crime. It is a voluntary adult offender scheme that aims to identify those at greater risk of low level re-offending.

It aims to reduce the number of victims of crime by offering eligible offenders a 4-month long contract to engage as an alternative to prosecution. The contract offers interventions to address the underlying reasons why they committed the crime, and to prevent them from committing crime again.

For individuals to be accepted onto the programme, they must meet the following conditions:

- be aged 18 or over;
- live within the Dyfed-Powys area;
- have offended within the Dyfed-Powys area;
- have committed an offence(s) that is suitable for an out of court disposal; and
- not be subject to an order imposed by the courts or be on police/court bail.

Within 24-72 hours of their release from custody, participants will meet with a specialist assessor who will complete an in-depth risk/needs assessment to determine what has contributed to their offending. From the risk/needs assessment, the assessor will agree with the individual a contract to engage. The contract will list up to 5 conditions:

- 1) Not to re-offend over the period of the contract (offending condition) - mandatory
- 2) To take part in a Restorative Justice approach if asked (victim's condition)
- 3) Intervention to address critical pathway of need 1 (pathway condition)
- 4) Intervention to address critical pathway of need 2 (pathway condition)
- 5) Intervention to address critical pathway of need 3 OR take part in 18-36 hours of volunteering OR wear a GPS tag (to be decided based on local operational protocols).

The conditions agreed by the assessor and the participant will be shared with the partner agencies that the individual is contracted to engage with.

The interventions will last as long as required; the 4 months Diversionary Scheme contract will merely be the gateway into services and will be dependent on individual need and the services on offer.

It is important to note that the programme is not a soft option and will be harder to complete than all of the out of court disposals currently available (for example, a caution or a fixed penalty notice). If the individual successfully completes the contract and does not reoffend, the officer in charge will be notified, the investigation file will be archived and no further action will be taken against them. However, if they re-offend or fail to complete the contract they will be prosecuted.

The assessor will make contact with partner agencies depending on the needs of the individual and will arrange appointments and interventions accordingly. It is envisaged that via the assessor, the programme will also act as a gateway to health services for individuals entering the Criminal Justice System. The programme will act as the pathway into treatment for that individual providing an added value that is outside of the contract.

A similar pilot study has been running in Haverfordwest custody suite since January 2016 however this has focussed purely on offering additional services to female offenders. This service is provided by Gwalia and was inherited by the PCC following an Integrated Offender Management Cymru project. From April 2018, this pilot will be expanded to provide the full services outlined above to all eligible offender cohorts. The new approach will be tested for a period of 12 months and, subject to successful outcomes, will be rolled out across the Force area from April 2019 onwards.