

To: Joint Audit Committee

Date: 25th April 2023

By: Lisa Herrington, Head of Policy and Commissioning

Title: Review of governance of arrangements for making grants to 3rd Parties

1.Purpose of Report/Issue

The Committee requested a 'review of governance of arrangements for making grants to 3rd Parties'

2.Introduction

The Police and Crime Commissioner (PCC) commissions services to improve community safety, reduce offending behaviour and support all victims of crime to cope and heal, as far as possible, from the harm caused. In total during 2022/23, the PCC's commissioning team awarded and managed over £5m in funding for services benefitting Surrey residents.

There are four main funds: the Community Safety Fund, the Children and Young People Fund, the Reducing Re-offending Fund and the Victims' Fund. A portion of funding is also allocated from the Commissioner's own budget to be used flexibly across all four funds to meet identified needs throughout the year.


The commissioning team also construct bids to secure grant funding through 'competitions' run by central government, bringing in additional funding into Surrey to undertake activity of strategic importance, against priority areas of need.





In April 2022, a report submitted to the Joint Audit Committee, by Head of Policy and Commissioning, updated members on the Commissioner's strategic approach to undertaking commissioning activity, aligned to her Police and Crime Plan, as well as a detailed overview of the grant making process, accompanied by the procedure used and supporting documentation, such as application forms. This met with the committee's satisfaction. There have been no changes to governance and controls since this last report.

In February 2023, as part of the Internal Audit Plan for 2022/23, auditors undertook an extensive review of the PCC's commissioning, including grant administration and monitoring. The audit outcome was a 'substantial' rating, with no management actions.

3. Funding and commissioning for 22/23

The funding and activity being undertaken with it for the benefit of Surrey residents is detailed below:

| Funding source | 22/23 Funds | Summary of services/ projects commissioned |
|---|--|--|
| Competed Grants Secured | | |
| Home Office Safer Streets Fund | 610,570 (secured for 3 local areas) | Community projects tackling Violence Against Women and Girls, ASB and Neighbourhood Crime in Epsom, Runnymede and Sunbury |
| Home Office Preventing Violence Against Women and Girls and Supporting Children – What Works Fund | £237,508 (total of £1m secured for 3 years) | A Surrey Healthy Schools enhanced package of training and support for PSHE leaders in schools (both in-person and online), complemented by targeted work by specialist services. A behaviour change public campaign co-designed with 13-18 year olds. |
| Perpetrator Interventions Fund | 502,600 | A Domestic Abuse Perpetrator Programme offering a Healthy Relationships intervention and a Compulsive and Obsessive Behaviour Intervention |
| Uplift funding for domestic abuse and sexual violence services, including Independent Advisors | 1,053,972 | Holistic services to support victims of domestic and sexual abuse, including counselling and the provision of specialist Independent Domestic Violence Advisors for marginalised groups and children. |
| Grant allocation from Central Government | | |
| Ministry of Justice Victims Fund 22/23 | 1,509,979.15 |  |

| Police and Crime Commissioner Funds | | |
|--|---------|--|
| Reducing Re-offending Fund | 270,000 |  |
| Community Safety Fund | 383,000 |  |
| Children and Young People Fund | 275,000 |  |
| Commissioner's budget | 530,000 |  |

4. Internal audit 22/23 findings

The purpose of the internal audit was to ensure commissioning activity is robustly controlled and supports the delivery of the PCC's Police and Crime Plan. The audit concentrated on the governance in place for commissioning activity and sample tested grants allocated within the last 18 months across all four funds. It also reviewed how the effectiveness of these allocations is being monitored and reported.

This review sought to assess the effectiveness of controls in place focusing on those designed to mitigate risk in achieving the following key objectives:

- An up to date Commissioning Strategy is in place, which supports the Police and Crime Plan.
- The process for application for funding is documented, published, and followed.
- Decisions around the allocation of funding are transparent and evidenced.
- Effective performance management is in place to monitor delivery and outcomes of contracts and services in receipt of allocated funding.

- Funding budgets are monitored to ensure income received is fully allocated for the provision of services.

The assurance opinion of the auditors was a 'substantial' rating. It was said there is - *A sound system of governance, risk management and control exists, with internal controls operating effectively and being consistently applied to support the achievement of objectives in the area audited. There were no management actions.*

An area of concern for the PCC and observed by the auditors was that the funds are not always being released in a timely way by the Force Finance team, preventing the recipient from starting to use the funds, as per the agreement. No further observation was raised in the audit report, as the issue has already been escalated to the OPCC Chief Finance Officer to take forward and he has had discussions with the force concerning the resourcing challenges. Until progress can be made, the PCC and her team is often reliant on the goodwill of services to commence project preparation and often undertake activity before receiving allocated funding.

The audit report, detailing all areas assessed and found to be working well with effective controls in place, has been supplied to the Joint Audit Committee separately as part of governance for the internal audit function.

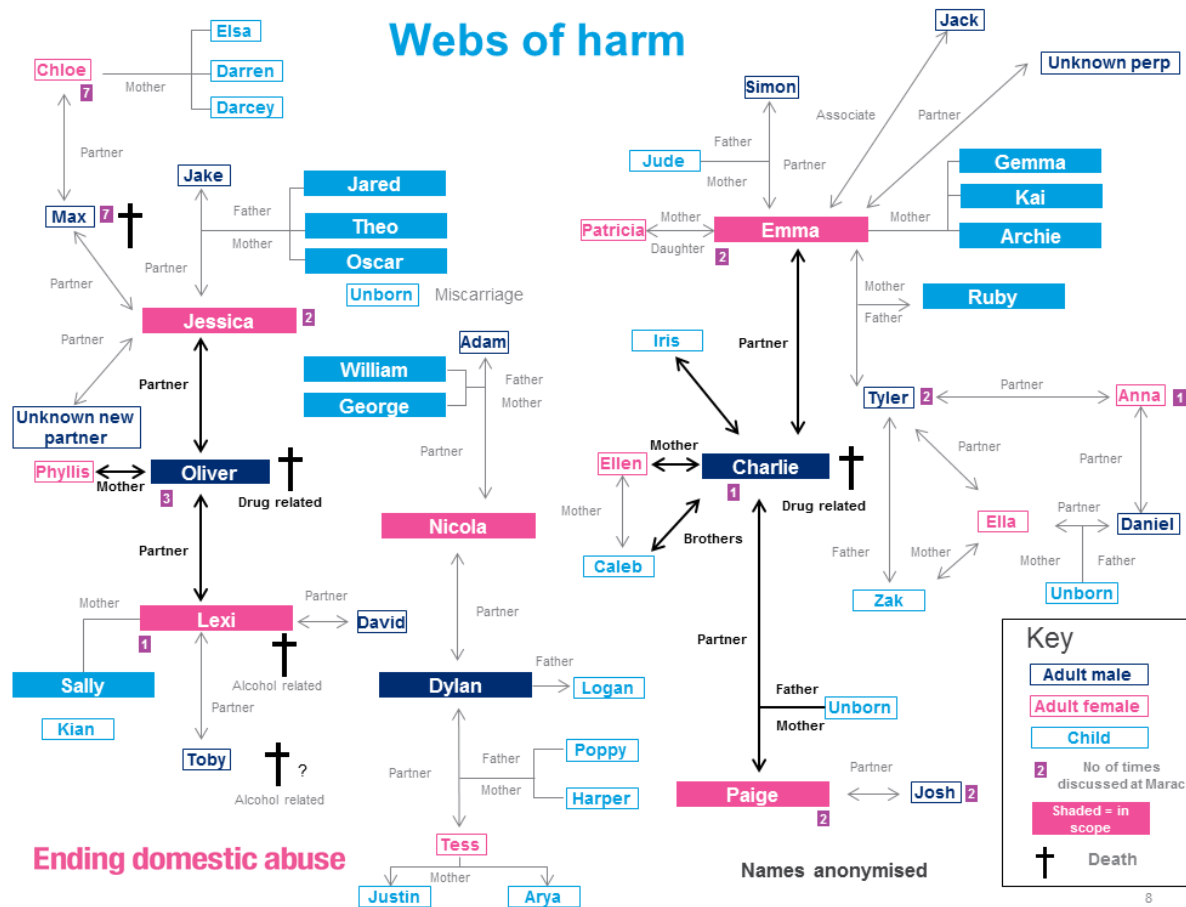
5. Strategic commissioning developments during 22/23

All commissioning activity is aligned to the PCC's Police and Crime Plan priorities. Below this report highlights examples of strategic commissioning activity completed by the team this year:

a) Preventing violence against Women and Girls

The PCC is committed to driving down the prevalence of domestic and sexual abuse and domestic homicide and providing victims and survivors with the support they need. As part of a national effort, the Home Office offered grant funding to Police and Crime Commissioners through a competitive process to commission domestic abuse perpetrator interventions. The PCC's commissioning team worked closely with Surrey Police and other agencies for Surrey to successfully bid for this funding and secured £502,000 for 22/23.

With these funds a Domestic Abuse Perpetrator Programme was commissioned, which offers two services; a Healthy Relationship intervention and a Compulsive and Obsessive Behaviour Intervention (COBI), developed to specifically address stalking behaviours (both intimate and non-intimate). Referrals have steadily increased with more people recognising their behaviour and self-referring onto the programme. Between April -December 2022 there were 40 referrals for Healthy Relationships and 11 referrals for COBI. This totals 51 perpetrators. Research by Safelives (see fig 1 below) shows how far 'webs of harm' from perpetrators can extend – with harmful impact on their partners/ex-partners, siblings, parents and children within this 'web'. It's important therefore to look beyond the referral numbers to see the harm being addressed and also the harm prevented as a result of the behaviour change achieved. The service also provided essential support to ensure the safety of survivors and aid their healing, through the provision of a specialist DA Services partner-link worker.



Recent feedback from one perpetrator ‘I would like to take this opportunity to thank J (Surrey Police) for putting me on a program of relationship therapy and also alcohol recovery... Can I also commend Z (worker from service provider Interventions Alliance) in regards to the relationship counselling. I can honestly say it has changed my life with regards of my interactions not only in relationships but even people in general... I can confirm that it has really helped me and I haven't been arrested since the programs started. By helping me it has helped my nearest and dearest and I cannot thank you enough.”

In November 2022, the Home Office released another competition for PCCs to enter to secure funding for the provision of perpetrator interventions during 2023/2024 and 2024/5. The PCC’s commissioning team led collaborative work involving multiple agencies to discuss the current provision, learning from existing delivery and develop a proposal for submission to the Home Office in February 2023. This proposal, for the delivery of interventions and development of a ‘DA Perpetrator Intervention Hub’ was successful, securing almost £2m across the 2 years. This will bring together specialist ‘Navigators’ to work together to perform an assessment of all needs (adult and child survivors, as well as perpetrator), perpetrator motivation and engagement and case management/monitoring. With this model, the PCC as a commissioner is bringing together all the vital services needed to deliver safe and fully integrated services,

which meet the needs of the whole family. The commissioning team, supported by Surrey Police procurement practitioner, is undertaking a tender exercise to secure a future specialist provider. This will close on 28th April 2023, followed by an evaluation and scoring of tender responses by a multi-agency panel, with contract awarded to the successful bidder to commence service delivery early June 2023. The evaluation panel will undergo a training session with the procurement practitioner on 26th April to ensure a robust understanding of scoring criteria.

In addition, in the summer of 2022, the commissioning team led the development of a partnership bid to the Home Office Preventing VAWG and Supporting Children Fund. This was successful and secured in September 2022 nearly £1m across three years (2022-25) for two major strands of prevention activity, firstly through an enhanced Surrey Healthy Schools PSHE teacher training programme and secondly, the development of a public behaviour change campaign. There has been significant interaction with the Home Office over many months to agree the grant agreement terms and conditions, with the grant agreement finally signed in December 2022. The Head of Policy and Commissioning chairs a monthly programme board to oversee project implementation and there are quarterly informal catch-up conversations with the Home Office, as well as formal monitoring requirements. The Home Office has attended one of the training sessions with teachers and has shared our approach with their communications team to exchange learning. They are encouraged by the holistic and innovative approach we are taking.

b) Strengthening Relationships Between Police and Residents

One of the Police and Crime Commissioner's priorities in her Police and Crime Plan is strengthening relationships between police and residents. The Deputy Police and Crime Commissioner wants to ensure the voices of children and young people are amongst those heard and that they feel engaged in policing. To help achieve this objective, earlier this year, the PCC commissioned with £30,000 in grant funding the not-for-profit 'Leaders Unlocked' to establish the Youth Commission on Policing and Crime. The Youth Commission is made up of young people aged between 14- 25 years old and is overseen by the Deputy Police Commissioner.

Leaders Unlocked worked with local partners to recruit the members ensuring they are all true representatives of their communities be that by location, background and life experience. Leaders Unlocked supported members with training in practical skills their role requires to reach out to other children and young people throughout the county and helped the members develop six key priorities they feel matter the most to young people in Surrey.

Currently, the members are planning and delivering at least 1000 conversations over the next couple months with young people throughout Surrey as part of the 'Big Conversation.' In addition, members are working closely with Surrey Police regarding topics within their priorities to establish relationships and influence strategies and decision making going forward.

The Youth Commission will develop a series of recommendations for the Force and the Police and Crime Commissioner and will present their key findings and

recommendations at an interactive conference in July, attended by the Deputy Police and Crime Commissioner, Surrey Police, partner agencies and organisations.

c) Protecting People from Harm in Surrey

To contribute to delivery of the Police and Crime Plan priority 'Protect People from Harm in Surrey', the PCC awards £37,500 in grant funding to the Amber Foundation. The funding pays for supported bed spaces at their Surrey property. Amber's mission is to transform lives by supporting marginalised young people to move on to sustainable and independent futures that are free from crime. They do this by providing a residential training programme focused on personal development, employability and resettlement skills for homeless, out of work young people aged 17-30. The PCC has visited Amber Foundation on several occasions to see for herself the work and learnt about the life story of 'A' provided below:

Real Life Story – 'A'

A returned to Amber in June '22. It was his third time with us, - the first time he left into work but eventually relapsed on substances. After his second placement with us he left into work again. Tragically, a few months after this he was a sole survivor in a car crash, in which he lost 4 friends. He was working as a carpet fitter at this time. Due to the nature of his injuries, following his physical recovery and rehabilitation he was unsure what work he would be able to perform, so self-referred to repeat the programme, and broaden his options of what he could possibly do with his life.

Since his return to Amber whilst A has engaged, he has at times found it hard to motivate himself to the programme, as he has been repeating some of the topics. Conversations around 12 Step interventions, and bereavement counselling have been offered, although he has stated that the former he does not find useful, and is not ready for the latter. Unfortunately he has relapsed on substances on a couple of occasions whilst on leave, notably over the Xmas period.

A has fully engaged and made the most of any opportunities, visits and visitors onsite which have happened during his time. This has led to a job offer, which includes a 40 hour full time contract, paid for driving lessons, and onsite training. He has been volunteering for them once or twice a week, whilst undertaking his driving course, and will go full time once he has passed his test.

A says his most recent stay at Amber has been a real success. In group and one to one sessions, whilst finding some topics tricky, being given the opportunity to review some of them in a supportive community environment has been useful. Having people around him who have focussed on his positive attributes has helped in moving his life forward and helped him to turn away from negative past strategies such as excessive substance misuse and subsequent crime to pay his debts. He has been a supportive member of the house whilst with us and is welcoming and encouraging to new people coming in.

Written by A in own words below.....

I first heard about Amber in 2016 while I was in prison, unfortunately most of my teenage years and early 20's I was in and out of prison for numerous silly stuff, In 2015 I was given a 4 year custodial sentence which I served 2 years, In your last 3 months in prison the help you with accommodation once you are released, That is when I found out about Amber, upon my release I went straight to Amber in farm place, As I had been in jail for a while and came straight to a place like Amber I still kind of had a problem with authority which resulted in me being kicked out after 6 months although in those 6 months I did learn numerous skills and earned myself a few AQA's

Unfortunately after I was asked to leave I was then re-called back to prison and finished my sentence. Once released I contacted Amber once again and after a few months they accepted me again but this time around they sent me to their Deaconsite, unfortunately that time also didn't work for me as I met a female and we ended up in a relationship which is not allowed and was asked to leave. Me and her did not work on the outside world and ended very quickly which made me understand why relationships

are not allowed, before I knew it I found myself doing silly stuff and selling drugs again, living a lifestyle that I did not enjoy, I always thought because I had been to Amber twice already that I would never be reconsidered to return again. In 2021 September I was involved in a serious car crash which resulted in me being the only survivor, I lost my best mate and a girl I know, I had a series of injuries. While in hospital I lost my flat and didn't know where to turn so I eventually got in contact with Amber explained my situation and luckily she said they would take me back, they sent me to their Surrey site once again, this time round I knew it would be my last shot at sorting my life out and getting the help that Amber offers.

I have now been here coming up to a year, it's had its ups and downs but they have helped me out so much, I have found the person I actually am whilst being here. I've been on a few job interviews volunteered with local places, and now with the help of Amber I have secured a full time job as a highway maintenance operative I am currently viewing 1 bed flats and rooms to rent with the support from Amber. So this time around it has really been a success for me and I wouldn't know where my life would be without them and I am so grateful for all their help.