



COMMISSIONING FRAMEWORK

2025 - 2028



**POLICE & CRIME
COMMISSIONER**
for Leicester,
Leicestershire & Rutland
Your Communities - Your Commissioner

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Introduction

The aim of this framework is to:

- a. Inform and standardise the Office of the Police and Crime Commissioner's (OPCC's) approach to commissioning; and
- b. Let stakeholders know how the OPCC works to commission services and outcomes.

Context

To understand the OPCC's approach to commissioning it is important to set the context in which we work. There are several factors that influence how OPCCs commission services, and the decisions taken.

The Police and Crime Plan sets the overall direction for the office. This includes a focus on several crime types, a golden thread of prevention throughout the plan and the Office of the Police and Crime Commissioner's priorities. Specifically, on commissioning, the OPCC commits to:

- Work towards being outcome-focused so we know the impact we are having on service users and communities while maximising the positive social impact we have in delivering services.
- Work with the market to enable best service delivery and put in place proportionate and transparent commissioning and outcomes monitoring.
- Ensure that lived experience of service users informs the design and delivery of services.
- Work in partnership with other commissioners on shared outcomes and issues of joint priority to ensure the most efficient and effective approach and wherever practicable take a co-commissioning approach.
- Undertake effective planning so we have a clear rationale for commissioning activity with resources allocated according to need and in line with the areas of focus set out in the Police & Crime Plan.

In addition, the OPCC's purpose is to lead improvement in efficiency and effectiveness of victim support, prevention activity and criminal justice services on behalf of local people and our vision is excellent victim support, accountable service delivery, and fairer criminal justice services for all.

Our Responsibilities

The Office of the Police and Crime Commissioner (OPCC) commissioning team work to two statutory responsibilities; to support victims and witnesses and prevent crime.

These responsibilities in turn shape how we commission services across Leicester, Leicestershire & Rutland:

Working Openly

The OPCC conducts its business in an open and transparent way. As such, we seek to communicate commissioning opportunities and decisions as appropriate via a combination of our website, social media, partner meetings and community engagement. Funding awarded will be listed on our website and we will aim to describe our work in plain English. The team will make themselves available to discuss any promoted opportunities and we will always seek to assist with queries.

Given the OPCC's footprint is Leicester, Leicestershire and Rutland wide, we are clear that we will generally be best placed to commission services across that area. To do this, sometimes we may look to make local allocations based on data e.g. population or crime. In the commissioning of victim services, for example, we work in partnership with the regional Domestic Abuse and Sexual Violence teams who have specialist knowledge in domestic abuse services so that we avoid duplication and ensure that those who are best placed to commission services do so.

When spending or allocating public money, we are open about the fact that we will seek a clear evidence base. We also take our role in securing value for money seriously to ensure that limited public funds are used efficiently and effectively to secure outcomes for residents.

The OPCC is open to a range of purchasing methods and considers the relative strengths of contract and grants in different situations. Contracts are generally usually used where we are the Lead or Co-commissioner, or where the value of the contract requires more robust oversight with the flexibility afforded by grants often being more suitable for smaller, community-based activity.

Working in Partnership

The OPCC recognises that we cannot achieve our aims as set out in the Police and Crime Plan alone. Criminal Justice, Local Authority, Health, Voluntary, Community and Social Enterprise (VCSE) agencies and communities all play a crucial role in making our communities safer. While we have some specific resources available to achieve our outcomes, we must align them with others' and be aware of our role in the broader system of community safety, criminal justice services and other interventions. We will therefore always seek input from relevant stakeholders in shaping commissioning plans. We understand that working in partnership on areas of joint priority can reduce duplication and provide good value for money.

Key Partners in terms of our commissioning include:

- Leicestershire Police
- Co-commissioners with whom we collaborate such as local authorities, district councils, His Majesty's Prison and Probation Service (HMPPS), and the NHS.
- The market who holds specialist local expertise to shape services.
- Providers who deliver services.
- Government departments and ministers who award funding and set policy direction.
- National bodies such as the Victims Commissioner, Domestic Abuse Commissioner and Association of Police and Crime Commissioners (APCC).

The OPCC will seek to form flexible and collaborative relationships with providers. This will be supported by both proportionate sourcing methods and monitoring of outputs and outcomes to deliver best value for money. When working in partnership or considering co-commissioning opportunities, the OPCC will be open to doing this across organisational boundaries or in new ways to achieve its outcomes. We will seek to communicate our involvement in collaborative work with the public.

Working Inclusively

The OPCC has a clear mandate to focus on the needs of victims through our Ministry of Justice (MOJ) victims' grant. More generally, we are committed to putting the needs of service users (including offenders where relevant) at the centre of our commissioning processes and involving them in a proportionate and meaningful way depending on risk/value/timescales. We will include due consideration of equality, diversity and inclusion requirements throughout our work. We will monitor outcomes for service users and the difference our work is making to peoples' lives. We will seek to influence wider systems through feedback we receive from services and their service users, amplifying their voice to improve our offer.

Working with Integrity

We will always do what we believe is right for the residents of Leicester, Leicestershire and Rutland based on a fair assessment of need. We will remain mindful of the OPCC's remit as well as the responsibilities of other commissioners when embarking on work. We hold to account and call for fair investment and activity from our partners. We will also challenge poor performance from providers and support them to make improvements. When new opportunities for innovation arise, the OPCC will support the testing or piloting of new approaches. To embark on a new commissioning workstream, the team will generally judge if the following conditions are met. The OPCC team will have the courage to say 'no' where our conditions for involvement are not met to ensure we remain focused on efficient, effective and meaningful delivery. As goods and services are commissioned, embedded into daily activity and improvements demonstrated, new services or a change of provider may be required. On some occasions, the OPCC may provide some funding for innovative ideas. Part of the agreement to fund these ideas will be to achieve a more permanent funding source. Where necessary, the OPCC will reduce services or decommission services that are no longer needed. This ensures that finite resources are directed to the most effective services and aligned to the OPCC's Plan.

Before taking such a decision, the OPCC will consider all the information that is available to them, including the last governance and performance monitoring report. Decisions will always be taken in an open and transparent manner and published on the website.

Decision Making Framework

1. Rationale	What is this trying to solve? Is there a gap? How does this activity support us to deliver the Police and Crime Plan?
2. Budget	Do we have budget readily available to commit to this now and in the future? Can we lobby others for funding?
3. Expertise	Do we hold expertise to contribute to this process to improve its impact? Is it within our remit or someone else's?
4. Capacity	Does the team have capacity to participate meaningfully in this work (considering our forward plan and other duties)?
5. Risk	What risk is the OPCC taking on by becoming involved or what is the risk of doing nothing?
6. Impact	What is the likely relative impact compared to the required involvement?

We will remain objective about the relative success or limitations of our commissioning and are committed to continuous improvement. We will therefore reflect on processes, seek out feedback and be open to feedback in order to improve outcomes for the public.

Commissioning Roles

The types of commissioning that the OPCC is involved in has evolved and matured and this framework seeks to set out the different types of commissioning that the OPCC undertakes. To reflect the varied nature and breadth of our work, we have categorised these roles as Facilitating Commissioner, Lead Commissioner, Co-Commissioner and Influencing Commissioner.

The OPCC recognises the standard Understand, Plan, Do, Review Commissioning Cycle and below sets out how the nature of this cycle changes depending on the commissioning role the OPCC is undertaking. In the most general terms, we see commissioning as activity to achieve outcomes so recognise that this work may not always result in OPCC financial expenditure.

Facilitating Commissioner

In this role, the OPCC has a key function to play in co-ordinating bids or activity but is bound by restrictions or requirements outside of their control. The final decision making often sits with a different body e.g. the Ministry of Justice (MoJ) or Community Safety Partnerships.

Examples of workstreams that fall into this category are:

- Serious Violence Duty funding - working with all specified authorities to meet Home Office requirements.
- MOJ local allocations e.g. Independent Domestic Violence Advisor (IDVA), and Independent Sexual Violence Advisor (ISVA) funds that require a tender, completion of a MOJ Expression of Interest or Needs Assessment template for submission to government for assessment.
- Bids to other national funds e.g. Home Office Safer Streets fund where it is decided that the OPCC will take a lead/bidding role.
- Youth Justice contributions.

Understand

- The OPCC supports the gathering of information to inform allocations in a way mandated by government (or as per OPCC requirements for the Police and Crime Grant). This may include; prevalence, demand for services, insights from providers, academic research etc.
- Time-limited process, often with short timescales, as dictated by government or to align with local decision making.
- OPCC works with delivery partners to gather the required information from existing sources which can sometimes feed into full needs assessments or where working to short timescales, existing insight and information may inform the plan.

Plan

- OPCC gives a view/steer as to priorities for the outcome and seeks to enhance chances of success using local insight and priorities.

Do

- OPCC commissions services which support the Police and Crime Plan putting the needs of victims and crime prevention at the forefront of service delivery.

Review

- OPCC complies with government monitoring requirements in terms of format and timescales.
- OPCC has in place a robust monitoring and performance framework to ensure optimum service delivery and value for money.

Lead Commissioner

In this role, the OPCC has a clear mandate to lead on a specific commissioning process as determined by an assessment of budget, expertise, capacity, risk and impact. There are generally fewer restrictions upon the OPCC who can work through processes to use resources to meet local need.

Examples of workstreams that fall into this category are:

- Domestic Abuse Helpline.
- Out of Court Resolutions provision.
- Sexual Violence Support services.

Understand

- Develop Needs Assessments according to OPCC requirements and timescales including for example review of previous service data, best practice review.
- Map and engage with stakeholders including the market.

Plan

- Consult with stakeholder on intentions and seek service user input.
- Undertake Equalities Impact Assessment.
- Publish a tender specification and method statement documents.

Do

- Work with Leicestershire Police procurement service on contracting processes including moderation, award, mobilisation and go live

Review

- Contract meetings held – generally quarterly unless in first year of delivery or service risk has been identified.
- Where funding comes from government and requires their reporting format, the OPCC will comply with this and may add additional proportionate requirements to allow for effective contract management. This may include use of visits to complement reports and meetings.
- The OPCC will monitor outputs, contract Key Performance Indicators (KPIs) and outcomes through the performance framework.

Co-Commissioner

In this role, the OPCC works with fellow commissioners on areas of joint responsibility. Processes are generally not set by the OPCC, but a representative will be involved throughout the process.

Examples of workstreams that fall into this category are:

- Sexual Assault Referral Centres.

Understand

- Needs Assessment, led by Lead Commissioner with necessary input from the OPCC.

Plan

- Engagement and shaping of intentions led by Lead Commissioner with OPCC input, usually with service user involvement.

Do

- Lead Commissioner's procurement team undertake the purchasing with the OPCC taking part in Commissioning Board and usually evaluation of bids and support during mobilisation.

Review

- Contract management as set by the Lead Commissioner with OPCC involvement.

Influencing Commissioner

In this role, the OPCC does not necessarily contribute financially but seeks to have influence over outcomes.

Examples of workstreams that fall into this category are:

- National Funds e.g. VAWG Fund where the OPCC has a stake in the outcome we will seek to influence processes and support the market to apply but is not able to/best placed to bid. This may include drafting supporting OPCC statements for bids or providing feedback to government officials/Ministers.

Understand

- Informed by issues brought to the OPCC's attention.

Plan

- Consider involvement on boards, partnerships or meeting relevant stakeholders. Escalation of issues to the government.

Review

- Reflect on OPCC's impact in Annual Report.

Budget

In general, the OPCC's commissioning budget comes from either:

- 1.** Defined budgets from government: for example National Government funding, MOJ Victims grant funding, Home Office Serious Violence Duty grant funding or any other Home Office or MoJ grant funding successfully bid for. This is allocated as described in the grant agreements for specific purposes.
- 2.** OPCC commissioning budget: this is set as part of the OPCC's budget setting process and reflects the OPCC's priorities. This funding currently contributes to our victim services commissioning, substance use support funding small grants schemes under the Community Action Programme umbrella.

The commissioning budget for the OPCC is not static and is dependent on core funding from the Ministry of Justice and additional grant funding from either the Ministry of Justice and the Home Office, supplemented by grants and income generation when opportunities arise.

The OPCC Medium-Term Financial Plan (MTFP) outlines known and expected spend from 2025 to 2028 and is dependent on funding allocations, new government initiatives and any potential income generation. The below is a projected spend that given the caveats above is subject to change over the forecasted period.

Contract Name	2024/25 Actuals	2025/26 Budget	2026/27 forecast	2027/28 forecast
Commissioning				
Victims				
Victims Subtotal	1,339,454.38	1,414,428	1,424,645	1,435,066.58
Vulnerability Services				
Vulnerabilty Subtotal	772,324.00	738,416.00	738,416.00	713,416.00
Prevention				
Prevention subtotal	1,184,840.00	768,895.00	910,665.00	910,665.00
Community Safety				
Community Sub-total	1,296,466.97	1,208,175.00	1,188,175.00	1,188,175.00
External Grant Funding				
Grant Funding Sub-total	1,477,011.00	1,206,565.00	0.00	0.00
Grand Total	6,070,096.35	5,336,479.00	4,261,901.00	4,247,322.58

Financial Monitoring/Scrutiny

Providers/funding recipients are expected to complete quarterly or mid-year and year-end financial monitoring returns for review. Where relevant these returns will feed into Home Office Grant funding returns and MoJ returns. Providers are also expected to flag any underspends to the OPCC as soon as possible to discuss underlying causes and potential plans to address this – as a general principle any underspends would be returned to the OPCC at the end of the financial year.

Forward Commissioning Plan

The below sets out known OPCC contract and grant end/start points at the time of publication. Details of all current expenditure including providers can be found on the OPCC website.

Commissioned Spend End Dates	Commissioned Spend Start Dates
March 2026	April 2026
Ingeus Reflect	New OOCR Framework
NDND	
CARA	
DToA/ OOCR Turning Point	March 2026 (possible extension to March 2028)
Jenkins Project	Funding not yet known
MoJ DASV Grant Funding	Funding not yet known
August 2026	
Family Matters Pilot	To be confirmed on evaluation
Improving Rape Response Pilot	To be confirmed on evaluation
March 2027	April 2026
HES FreeVa	DSAV new commissioned offer
Victim First Contract Break	
March 2029	
Victim First extension limit	

The OPCC's Commissioning team will take a year-by-year focus to embed this commissioning framework through the following activity:

Year 1 (2025–2026)

- Embed new Police and Crime Plan priorities.
- Review short-term funded projects for sustainability.
- Strengthen VCSE engagement and capacity building.

Year 2 (2026–2027)

- Expand co-commissioning with health and justice partners.
- Pilot innovative approaches to offender management and youth diversion.
- Evaluate impact of existing provision.

Year 3 (2027–2028)

- Recommission key contracts nearing end of term.
- Deepen community engagement, especially with seldom-heard groups.
- Integrate learning from performance reviews into planning.

Year 4 (2028–2029)

- Strategic review of all commissioning activity.
- Prepare for next Police and Crime Plan cycle.
- Publish legacy impact report and future recommendations.