



Gloucestershire Constabulary
Office of the Police and Crime Commissioner (OPCC)

Annual Governance Statement (AGS)

01 April 2023 – 31 March 2024

Annual Governance Statement (AGS)

There is a statutory requirement to prepare an Annual Governance Statement (AGS) which sets out the internal controls in place to ensure proper practices and good governance arrangements in accordance with the CIPFA/SOLACE Delivering Good Practice in Local Government: Framework (2016). The Annual Governance Statement is one way in which public sector bodies can assess and demonstrate that they are taking a responsible and informed approach to governance arrangements.

The CIPFA Code of Practice on Local Authority Accounting in the United Kingdom (CIPFA/LASAAC 2017) states that:

The preparation and publication of an Annual Governance Statement in accordance with Delivering Good Governance in Local Government: Framework (2016) would fulfil the statutory requirement in England, Scotland, Northern Ireland and Wales for a local authority to conduct a review at least once in each financial year of the effectiveness of its system of internal control and to include a statement reporting on the review with its Statement of Accounts.

Therefore local authorities in England shall provide this statement in accordance with Delivering Good Governance in Local Government: Framework (2016) and this section of the Code.

This Governance Statement is based on the seven principles of the Framework. The content of this document provides some detail on the systems, processes, culture and values throughout the Organisation. The content reflects major areas and is not an exhaustive list of all control issues in place.

The seven principles are:

1. Behaving with integrity, demonstrating strong commitment to ethical values, and respecting the rule of law
2. Ensuring openness and comprehensive stakeholder engagement
3. Defining outcomes in terms of sustainable economic, social and environmental benefits
4. Determining the interventions necessary to optimise the achievement of the intended outcomes
5. Developing the entity's capacity, including the capability of its leadership and the individuals within it
6. Managing risks and performance through robust internal control and strong public financial management
7. Implementing good practices in transparency, reporting and audit to deliver effective accountability.

Scope of responsibility

This statement is written on behalf of both the Police and Crime Commissioner (PCC) for Gloucestershire and the Chief Constable of Gloucestershire Constabulary, and is included with the accounts for both the PCC and the Chief Constable.

The PCC is elected locally and is required to hold the Chief Constable to account for the exercise of their function. The Chief Constable provides overall direction and control of police personnel and operational matters. The Chief Constable is responsible for delivering policy in line with the PCC's Police and Crime Prevention Plan (PCPP).

For the purposes of this document, reference is made to 'the Organisation' which includes the Constabulary (under the direction and control of the Chief Constable) and the Office of the Police and Crime Commissioner (OPCC) under the leadership of the PCC's Chief Executive.

The PCC is responsible for ensuring that the Office ("the OPCC") and the Constabulary operate in accordance with the law and proper standards. The Chief Constable is responsible for ensuring that policing in Gloucestershire is conducted in accordance with the law and proper standards. Both the PCC and the Chief Constable must ensure that public money is safeguarded, properly accounted for and used economically, efficiently and effectively.

The PCC and Chief Constable must put in place proper arrangements for the governance of their affairs and for facilitating the exercise of their function, and

ensure that a sound system of control is maintained within the Organisation through the year. In exercising this responsibility, the PCC places reliance on the Chief Constable to support the governance risk management processes.

To do this, the PCC and Chief Constable operate within a joint Corporate Governance Framework which provides clarity on the way the two bodies will be governed. The Corporate Governance Framework incorporates the principles of the CIPFA / SOLACE Framework: Delivering Good Governance in Local Government. A copy of the current version of the Corporate Governance Framework is available on the OPCC's website.

1. The purpose of the Governance Framework

The Governance Framework in place throughout the financial year covers the period from 1 April 2023 to 31 March 2024, and up to the date of approval of the annual Statement of Accounts.

The Framework sets out the systems, processes, culture and values by which the Organisation is directed and controlled, and the activities through which it engages with its communities. It enables the Organisation to monitor achievement of its strategic objectives and to consider whether those objectives have led to the delivery of appropriate services and value for money.

The system of internal control is a significant part of the Framework and is designed to manage risk to a reasonable level. It cannot eliminate all risk of failure to achieve policies, aims and objectives. It can therefore only provide a reasonable and not an absolute assurance of effectiveness. The system of internal control is based on an ongoing process designed to identify and prioritise the risks to the achievement of policies, aims and objectives, to evaluate the likelihood and the potential impact of those risks being realised, and to manage them effectively, efficiently and economically.

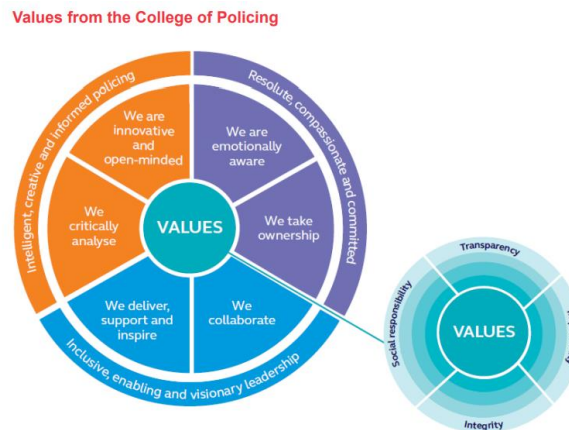
2. The Governance Framework

Principle A - Behaving with integrity, demonstrating strong commitment to ethical values, and respecting the rule of law

The PCC and the Chief Constable operate within a joint Corporate Governance Framework, which provides clarity on the way the two bodies will be governed. The latest version of the Corporate Governance Framework is available on the website of the OPCC.

The Chief Constable has supplemented this with a Governance Directory, known as the Gloucestershire Constabulary Corporate Approach, which includes:

Constabulary values and governance principles



- Governance of all ongoing operational matters is a Constabulary responsibility
- The Office of the Police and Crime Commissioner is represented effectively at all appropriate groups and boards
- Without prejudice to the operational independence of the Chief Constable and the specific duties of the Police and Crime Commissioner, governance is undertaken only once (where possible) on behalf of both legal entities
- Decision-making will take place at the most efficient and effective level in a style that is supportive and inclusive
- There is appropriate opportunity by relevant stakeholders to influence direction and key decisions
- Clear communication and visibility of decision-making is available to staff
- What can be made public, is.

The Constabulary and the OPCC have adopted the College of Policing’s Code of Ethics, and this applies to all officers and staff. In place since 2014, the Code was reviewed following a public consultation between July and September 2021. It has been replaced by the:

- 2024 Code of Ethics (non-statutory)
- 2023 Code of Practice for Ethical Policing (statutory)

The name ‘Code of Ethics’ was kept as it is familiar in policing. However, the 2024 Code of Ethics is not a statutory Code of Practice. It has the same status as other guidance produced by the College.

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The Code of Ethics is supported by the Code of Practice for Ethical Policing. This is a statutory Code of Practice which provides chief officers with direction on promoting and supporting ethical and professional behaviour within their forces by using the principles of:

Courage – making, communicating and being accountable for decisions, and standing against anything that could bring our profession into disrepute.

Respect and empathy – encouraging, listening to and understanding the views of others, and seeking to recognise and respond to the physical, mental and emotional challenges that we and other people may face.

Public service – working in the public interest, fostering public trust and confidence, and taking pride in providing an excellent service to the public.

The code retains the National Decision Model (NDM) as the touchstone for all decision making to help officers and staff to make decisions that are consistent with the principles and expected behaviours.

The 2023/ 25 HMICFRS PEEL inspection rated the Constabulary as ‘Good’ for treating people fairly and with respect, stating that: “Gloucestershire Constabulary is good at using police powers and treating people fairly and respectfully” and that “Officers are provided with effective training and understand the importance of appropriate behaviours”.

The Community Legitimacy Panel (CLP) consists of members of the county’s ethnically diverse communities. It has terms of reference (TOR), and looks at areas such as recruitment and promotion, as well as helping the Constabulary to develop policies around stop and search and the use of force.

- The Community Legitimacy Panel runs bi-monthly meetings, with minutes and actions taken. The minutes are published so that its activities are transparent
- If an issue was not resolved through the Panel, the escalation route would be to the Chief Constable, but that has not needed to happen to date.

The Constabulary has committed to being an anti-discriminatory organisation. This means not only acting in a non-discriminatory way, but addressing systemic inequalities, disadvantage and discrimination.

The PCC operates an Independent Custody Visiting (ICV) scheme where volunteers attend the Custody Suite to check on the treatment of detainees, conditions in which they are held, and that their rights and entitlements are being observed.

- Findings from ICV visits are not reported to any boards. However, findings from ICV visits to Custody are collated, and quarterly and annual reports are generated
- The annual report goes to the ICV AGM – which the PCC, Criminal Justice representatives (Chief Inspector and Superintendent) and the OPCC’s

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Chief Executive and Deputy Chief Executive attend. The annual report also goes to the Police and Crime Panel (P&CP)

The PCC has implemented the Animal Welfare Scheme (AWS) in partnership with national animal charity, Dogs Trust

- The Animal Welfare Scheme allows for independent, vetted and trained members of the public to visit police dog training centres, accommodation and police stations to observe, comment and report on the conditions under which police dogs are housed, trained and transported. The scheme covers anyone who interacts with police dogs, such as the trainers, handlers and kennel staff
- An annual report is produced and is publicised for transparency and reported to the Police and Crime Panel (P&CP)

The Constabulary has a Legitimacy and Learning the Lessons Meeting. Its prime purpose is to broaden awareness of our service delivery. The focus of the meeting is to understand our activity in relation to legitimacy and learning.

The PCC and CC have transparent and accessible arrangements for dealing with complaints received from the public. The Constabulary has a Professional Standards Department (PSD), including an Anti-Corruption Unit which undertake investigations in relation to complaints made by members of the public and internal misconduct matters.

The OPCC has an Independent Review function when requests for a review of completed complaints by PSD are received. This was undertaken by an Independent Review Officer post within the OPCC, however, in December 2023 the function was contracted to Sancus Solutions, this followed research into the way other OPCCs carry out this function and found that Sancus is well used and provides an excellent independent option for reviews.

The Organisation participates in the National Fraud Initiative.

Complaints against the Chief Constable are dealt with by the PCC. The Independent Police and Crime Panel handles complaints made against the PCC.

The Constabulary has a Feedback and Customer Care team to learn from public feedback.

There are policies in place for whistle-blowing, which includes fraud, Business Interests and Gifts and Hospitality.

There is a detailed organisational structure, with clearly defined responsibilities for each of the Chief Constable's senior officers.

A performance management framework is in place, and each officer and staff member is subject to a Personal Development Review (PDR).

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Officers and staff understand the Constabulary's values. Leaders use these values when they make decisions.

Policies and procedures provide a framework to set out expectations and working practices for the conduct and behaviour of all officers and staff. The Police Staff Disciplinary Policy details arrangements for Police Staff. Each member of staff has been issued with the Staff Code of Conduct, and staff who hold accreditation to professional bodies are also subject to the codes of conduct associated with those bodies.

Operational officers and staff are issued with Body Worn Video (BWV), which maximises evidence and assists with integrity and transparency.

In house legal advice (supplemented by external solicitors and counsel) is used to ensure that the Organisation acts legally in discharging its functions, and also provides advice on new legal developments.

The Organisation is committed to open and accountable decision-making. To meet this commitment, there are procedures to be followed for decision-making. These are designed to ensure that all decisions are made in accordance with the following principles:

- Significant decisions will be publicly reported unless it is inappropriate to do so
- Decisions must be lawful
- Decisions should take account of consultation with the public and advice from officers and staff
- Decisions will respect human rights
- The desired outcomes should be clear
- Decisions should be properly reasoned and where appropriate the reasons for rejecting alternatives should be explained.

The governance structure is based around a joint decision making approach wherever possible, with attendees from both the Constabulary and the OPCC attending boards, including the Constabulary's Governance Board (CGB). The ultimate decision making board within the Organisation is the PCC's Governance Board, which is attended by the PCC and the Chief Constable, and their senior officers. Decisions made at this forum are publicly available on the OPCC's website:

[Decisions we have made \(gloucestershire-pcc.gov.uk\)](https://gloucestershire-pcc.gov.uk)

Members of the public can make complaints to the Chief Finance Officer of the Police and Crime Commissioner (PCCCFO) regarding the proper administration of financial affairs. If the PCCCFO considers there is a need to report this, they are required by legislation to prepare a report and send a copy to the PCC, the Chief

Constable and the external auditor. The PCCCFO should also inform members of the Audit Committee, the Police and Crime Panel and the internal auditor.

Principle B - Ensuring openness and comprehensive stakeholder engagement

The PCC Chris Nelson published Gloucestershire's Police and Crime Prevention Plan (PCPP) in January 2022. It includes six priorities for the period 2021-2025. These priorities inform the Constabulary's Corporate Strategy and wider objectives of the Force and the OPCC.

The six priorities are:

- Creating safer communities
- Tackling violence against women and girls
- Strengthening your Constabulary
- Targeting the causes of crime.
- Supporting victims and reducing reoffending
- Empowering local communities.

This approach brings clarity and focus, allowing people to track how the Plan's commitments and aspirations are becoming a reality – and the work that needs to be done to realise them.

The PCCs annual report for 2023/ 24 will be available in June 2024.

PCC election 2024

The election for Gloucestershire's Police and Crime Commissioner took place on Thursday 2 May 2024, with PCC Chris Nelson re-elected. The PCC's four year term of office officially begins on Thursday 9 May 2024. Subsequently, the Police and Crime Prevention Plan referred to above is being refreshed to reflect the new term and is anticipated to be published in the autumn.

Budget consultation.

The late notification of the central grant and precept limitation once again significantly restricted the opportunity for detailed consultation on the proposed precept increase.

The OPCC had, however, commissioned a Perceptions of Crime survey, which was carried out in September and October 2023. The survey contained two questions in

regard of the revenue budget and Council Tax. Overall, two-thirds (68%) of respondents do not think Gloucestershire Constabulary has sufficient funding to address concerns around crime raised in the survey.

Respondents were also asked 'if more money were available to Gloucestershire Constabulary, where would they want it spent'. The most common responses to this question were more police officers, visible local policing, more patrols and more presence.

Police and Crime Panel

The Police and Crime Commissioner makes regular reports to the Police and Crime Panel. The Panel is under a duty to support, as well as challenge, the PCC. The Panel meets regularly to review and scrutinise the PCC's decisions and actions and his delivery of the priorities within the PCPP. The Panel also meets specifically to consider the PCC's proposed annual precept and any proposed appointments to the roles of Chief Constable, Chief Executive and the PCC's Chief Finance Officer.

The Independent Advisory Group (IAG) and Youth Advisory Group (YAG)

The IAG and YAG provide the valuable role of critical friend to the police, not as an independent group but as a forum where independent advisors can give independent advice on the development and review of policy, procedure and practices identified by the police in partnership with them.

Citizens in Policing

The Constabulary's Citizens in Policing (CiP) department oversees an establishment of 562 volunteers across 40 active roles in the county. This comprises:

- 134 Special Constabulary officers across all ranks (volunteer Police Officers)
- 128 Volunteer Police Cadets (VPC)
- 265 Police Support Volunteers (PSV), including 51 Cadet Leaders. This is currently the highest number across the five south west regional forces, with a further 19 pending. This figure includes a brand new initiative of 13 Volunteer Police Community Support Officers (VPCSOs).

The constabulary also has a Youth Advisory Group (YAG), comprising 35 members 'shaping today for a better tomorrow', providing young people in Gloucestershire with a voice. Interactions have included positive engagement and feedback to the Office of the Police and Crime Commissioner (OPCC), constabulary Public Feedback team, Economic Crime Unit and Communications and Engagement. In addition, the constabulary has a cohort of 14 Treasure Seekers Cadets, adults with learning difficulties, with plans in Q2 of 2024 to further enhance local activity alongside neighbourhood policing teams within local communities.

Other schemes that are designed to specifically include children and young people includes mini police, the Aston project, school beat, an outward bound scheme and the BOOSST programme.

Local Policing Surveys

Every year, the Constabulary consults with members of the public to gather opinions about public trust and confidence in the police. The survey is carried out randomly with members of the public who live in the county and are policed by Gloucestershire Constabulary; and who may or may not have had direct contact with it.

The survey is used to gain a greater understanding of the public's perception of the police, to inform the Neighbourhood Policing plan, and to better understand communities. Results are distributed to senior officers and local Inspectors.

User Satisfaction Survey

Each month, a sample of victims of burglary, violent and hate crimes are invited to take part in a user satisfaction survey. This is conducted over the telephone, and asks victims to rate their satisfaction or dissatisfaction with various elements of the service they received, including: ease of contact, actions taken, follow up, treatment and overall service. It also invites respondents to suggest improvements, or to alert the organisation to failures in service.

Staff Survey

Staff Survey and National Wellbeing Survey

As part of a national arrangement, a staff survey is carried out by Durham University. Introduced in 2014, the latest staff survey was open between April and June 2023, and the results continue to feed into the Constabulary's Supportive Leadership and Wellbeing programme. High level findings are disseminated across the Organisation.

After an Enhanced Operating Model (EOM) was developed and an organisational restructure happened on the 6 June 2023, continuous monitoring of the impact the EOM has had on staff has been undertaken, both at baseline in June 2023 and after 6 months in January 2024. Known as a Pulse Survey data combined with performance monitoring reports evaluates the success of the EOM.

From the Pulse Survey there is some evidence of minor improvements on HSE stress indicators for demands, control, support, relationships, role and change. However, the overall increase can be attributed to high performance in some areas of business, possibly at the expense of others. Where improvements are observed, this is often offset by evidence of new welfare concerns occurring as a secondary impact. There has been an overall increase in the number of Wellbeing Service referrals made to the Wellbeing Advisor Service post EOM go live. In July to September 2023 there were 44 police officer referrals, compared with 20 in Jul-Sept22. Similarly, there

is an overall increasing trend in the utilisation of our Employee Assistance Programme, with a significant spike in call volumes in the months following EOM go live.

The fifth annual survey took place in November 2023. Overseen by Occupational Health, it is strongly supported by the Organisation as it accords with one of three of the Chief Constable's strategic objectives - Magnificent People, which includes further embedded Supportive Leadership & Wellbeing.

Some of the starkest findings from the National Wellbeing Survey were around people's experiences of Challenge and Hindrance Stressors. Challenge stressors reflect people's perceptions of work-related demands, for example, workload, time pressures and levels of responsibility. The average score for officers on challenge stressors was 4.33 (very high) and 3.98 (high) for staff.

Hindrance stressors are factors that hinder performance and hinder ability to do the job well, such as IT systems and ineffective processes. The average score for officers on hindrance stressors was 4.37 (very high) and 3.76 (high) for staff (1-5 scale, as mentioned above).

For both Challenge and Hindrance Stressors, Gloucestershire's results were amongst the worst of all 22 Forces that participated in the survey.

It is also known poor challenge and hindrance stressor scores had a doubly negative effect on wellbeing indicators. In essence these factors explain the "why" behind our higher than average rates of fatigue, anxiety, depression and intention to quit. These results are reflected in the Significant Governance Issues in Section 4.

Safer Gloucestershire

Safer Gloucestershire is a body developed to enhance public safety in the county. It calls on the expertise and leadership of senior managers from a range of agencies across the county, in accordance with the Crime and Disorder Act 1998. It works closely with the Police and Crime Commissioner, local authorities and other partnerships, such as the Health and Well Being Board and the Youth Justice Partnership Board.

Gloucestershire Criminal Justice Board (GCJB)

Local criminal justice boards are partnerships that bring together criminal justice leaders to maintain oversight of the system and promote a collaborative approach to addressing its challenges. Gloucestershire Criminal Justice Board (GCJB) is managed by Gloucestershire's OPCC. It has a number of delivery groups with the overarching aim of reducing reoffending and improving the Criminal Justice System for victims.

Communications and engagement

There are a number of ways in which the Constabulary and OPCC communicate and engage with the public and stakeholders, including:

- The Constabulary's website (Single Online Home - SOH) and OPCC's website

- Media releases and updates
- Appeals for information
- Social media accounts
- News and information updates.
- Your Community Alerts (YCA).
- Campaigns and events, such as the Constabulary and OPCC Open Day
- Face to face through its three community engagement vehicles
- Annual reports, newsletters, stakeholder reports and letters

During 2023/24, the Constabulary continued to work with Channel 5 to produce a national television documentary series – Police: Nightshift 999. The Chanel 5 series is proving popular with audiences, and there have been many favourable comments on social media channels.

Principle C - Defining outcomes in terms of sustainable economic, social, and environmental benefits

Police and Crime Prevention Plan (PCPP)

The Police and Crime Prevention Plan is developed by the PCC and sets the strategic direction for the Office of the Police and Crime Commissioner (OPCC), Gloucestershire Constabulary and other partners. The PCC uses it to hold the Constabulary to account for its delivery in keeping communities safe, the use of resources, for scrutinising the use of public monies and to ensure all working together for a safer Gloucestershire.

Medium Term Financial Plan (MTFP)

The Medium Term Financial Plan (MTFP) is developed jointly by the PCC and the Chief Constable, and considers a four year planning horizon. It is reviewed regularly to ensure resources are available to progress the PCPP and to ensure financial sustainability over the short and medium term.

The 2021 HMICFR PEEL report expressed concerns about financial planning, allocating three recommendations within question 12 - planning and managing organisation efficiently, achieving value for money, now and in the future. Subsequently, compilation of the Medium Term Financial Plan and budget has had a significant focus on ensuring that the Organisation has the resources and a plan to ensure that it can live within its means over the medium term.

The budget for 2023/24 relied on £3.8m of reserves to balance and the budget for 2024/25 requires £4.4m of reserves to balance it. In 2025/26, based on current assumptions, there is a funding gap of £5.2m. This means that, all other things being equal, over the financial year 2024/25 the Organisation will have to make plans to reduce its spending in 2025/26 by £5.2m compared to what it would otherwise have needed to maintain its services. This will require a rigorous efficiency programme to not only identify where less can be spent, but also to encourage an efficiency-focused mindset in the Organisation. Such a programme has been put in place, led by a chief officer. Spending on the Organisation's infrastructure (capital) has been increased for 2024/25 to allow a more sustained and coherent approach, as well as some element of catching up on previous years of under-investment.

Commissioner's Fund

The Commissioner's Fund supports activity towards delivery of the Police and Crime Plan's priorities, in the knowledge that the police cannot reduce crime on their own. More widely, the Plan promotes connecting communities with a view to the police and public using their collective assets and working together to bring about changes to make life better and help communities feel safer.

Environmental Standards

The Organisation is fully committed to the protection of the environment and recognises the need for the principles of environmental management and sustainable development to become an integral part of day-to-day activities and future planning. To achieve this, it has developed and implemented an environmental management system (EMS) externally audited against the ISO 14001 standard. It first achieved ISO 14001 certification in 2006 and the most recent recertification was achieved in January 2022. Each certification lasts for three years. It is the only police force to have this.

The carbon management plan is used to quantify carbon emissions and to identify and integrate energy and fuel saving projects into a clear strategy. The carbon management plan has been reviewed, updated and relaunched, using the baseline year 2016/17 with a view to the Organisation meeting its environmental targets, not least of which is to become a carbon neutral organisation by 2035. By reducing carbon emissions through saving energy, the Organisation can potentially realise significant cost savings, support the Government's drive towards a low carbon economy and contribute to the need to avoid climate change. Examples include opting for lower emission engines in our vehicles and pushing technical boundaries of the electrification of our fleet where operationally viable. In 2023 the organisation was able to secure grant funding from the Public Sector Decarbonisation Scheme (PSDS) in order to install air source heat pumps on three sites. On one of the three sites a solar array was also installed and was 80% grant funded by the PSDS. In 2024/ 25 air source heat pumps will be installed at a further five sites having secured funding from the next phase of the PSDS grant.

The Board of the South West Police Procurement Department (SWPPD) collaboration SWPPS have implemented a Sustainable Procurement Policy which

means that tenders contain questions about sustainability which are reviewed and scored by subject matter experts. The policy also ensures that the Social Values Act is part of the procurement process.

Collaboration and Partnerships

The OPCC and the Constabulary are committed to working collaboratively with others where this:

- supports delivery of the Police and Crime Plan
- builds resilience, capability and capacity to provide the best possible overall service to our communities
- enables longer-term operational effectiveness and economy through greater interoperability, integration and/or joint working of policing and public services
- achieves value for money through economies of scale, increased efficiency, greater effectiveness or improved potential for sustainable delivery.

In developing their significant partnerships, the OPCC and Constabulary have in place a framework to maximise the benefits from partnership working, and that its risks are mitigated to an acceptable level. Statutory partnerships are subject to either contractual agreements or are governed by legislation.

Both the PCC and the Chief Constable are members of the South West Police Collaboration Strategic Board, with other PCCs and chief constables in the region.

In line with the expectations outlined in the Policing and Crime Act 2017, Gloucestershire Fire and Rescue Service, the South Western Ambulance Service NHS Foundation Trust, Gloucestershire County Council, the Constabulary and OPCC are members of the Emergency Services Collaboration Board.

The Board aims to explore mutually beneficial operational and strategic opportunities (particularly around prevention, training and facilities) that can be realised with greater collaboration between all blue light services. The PCC chairs the Board.

Principle D - Determining the interventions necessary to optimise the achievement of the intended outcomes

Performance monitoring is undertaken through a series of boards and meetings which report into the Constabulary's Executive Board: including

- The Chief Constable's Performance Board (CCPB)
- Operational Policing Board (OPB), was replaced in January 2023, with Bi

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monthly performance meetings take place with key individuals and departments. This allows for greater scrutiny of departmental performance and allows greater insight into performance

In May 2023, the Chief Constable commissioned a review of existing board, meeting and group structures so that they are correctly defined and named, with appropriate authority and decision making levels, that hierarchy and reporting lines are clear and that they are in line with any changes made in the new operating model. With a largely new Executive team in place, the review has provided the opportunity to include a review of all terms of reference (ToR). The review concluded in the summer of 2023 with the result of being a clear structure and system of meetings to support the Constabulary's business.

The review also saw two new boards being instigated and one existing board being amended:

- The Constabulary Change Board (CCB), is the formal governance body that is responsible for oversight of current and future strategic projects, it provides scrutiny and accountability of Senior Responsible Owners (SRO), a focus on progress against the strategic objectives and managing the future change pipeline.

It is also responsible for approving investment decisions within existing budget and recommending new investment decisions to the Constabulary Governance Board (CGB) and the Police and Crime Commissioners Governance Board (PCCGB)

- The Infrastructure Development Board (IDB) directs the delivery, planning and strategic management of infrastructure including Estates, Transport Service, Environment, Health and Safety, Occupational Health and Wellbeing across the Constabulary. This will also include IT provision as it relates to and integrates with infrastructure.

It is also responsible for approving infrastructure investment decisions within existing budget and recommending new investment decisions to the Constabulary Change Board (CCB), Constabulary Governance Board (CGB) and the Police and Crime Commissioners Governance Board (PCCGB)

- The People Development Board became the People Management Board, with a remit to direct and deliver the strategic management and operational objectives for people management and development matters across the Constabulary.

It is also responsible for approving people management investment decisions within existing budget and recommending new investment decisions to the Constabulary Change Board (CCB), Constabulary Governance Board (CGB) and the Police and Crime Commissioners Governance Board (PCCGB)

The Constabulary's Governance Board (CGB) has the remit to make decisions within its purview, but also refers relevant matters to the PCC's Governance Board. The CGB is supported by an Information Governance Board, a People Management

Board, and a Change Board. These are in turn supported by relevant working groups and committees. The structure is delivering a clear route to well informed decision making with decisions documented thoroughly.

On 20 September 2023 the constabulary was removed from the HMICFRS enhanced monitoring processes. However, to ensure the expeditious discharge of the final remaining Cause of Concern and progress against areas of improvement identified in our most recent inspection report the Chief Constable has retained a quarterly PEEL Improvement Board. To accelerate and support the improvement work a superintendent has now been dedicated to this important portfolio.

The Chief Constable reports significant performance issues to the monthly PCC's Governance Board, and the PCC may request information on perceived performance issues to come to that meeting.

The Chief Constable holds weekly meetings with his Executive Board, supported by quarterly planning days.

As part of his 'holding to account' role, the PCC and the OPCC's Chief Executive have a weekly meeting with the Chief Constable and his Chief of Staff. There are also regular meetings between the OPCC and the Executive Board.

Regular financial monitoring reports are presented to the Finance Panel and PCC Governance Board. These reports monitor the progress of actual expenditure against budget and the projected outturn for the year. Regular reports are presented on the budget setting for the following year and the preparation of the next Medium Term Financial Plan.

In July 2023, the Chief Constable refreshed the Corporate Strategy so it properly and comprehensively reflected the new Police and Crime Prevention Plan. The Corporate Strategy acts as a conduit between the Police and Crime Prevention Plan and in turn, the Corporate Approach documents, departmental Business Plans and team and personal objectives. The Corporate Strategy also reflects the importance of linking our Force Management Statement (FMS) to the business planning cycle.

In July 2023 the launch of the enhanced operating model saw changes to the structure of the force:

- Local Policing: Local Policing Areas, Crime Management Investigation Standards, Specialist Operations, Crime Prevention and Public Contact
- Crime Command: Criminal Justice, Intelligence, Investigations, Public Protection, Forensic Services
- Professional Standards, Anti-Corruption and Vetting
- Enabling Services: Estates and Support Services, Occupational Health, Safety and Wellbeing, Human Resources, Transport Services, Learning and Development, Legal Services, Finance, Corporate Development, ICT, Public Affairs, Governance and Compliance

Principle E - Developing the entity's capacity, including the capability of its leadership and the individuals within it

The PCC and Chief Constable recognise that people within the Organisation deliver their services, and to be effective in meeting the needs of Gloucestershire's communities, they must ensure that there are enough people with the right skills to meet changing demands. Officer recruitment continued throughout 2023, building on recruitment in 2020, 2021 and 2022. To fully support that, the Force operating model must be as efficient and effective possible and within the budget and the resources available.

The Force and the HMICFRS PEEL 2021 report identified that the current operating model was not working as effectively as it needed to. In 2022 a wholesale review was undertaken to ensure that the operational command structure delivers for the people it serves and for the people we employ.

Findings and recommendations from the review culminated in the Enhanced Operating Model (EOM) going live on 7 June 2023. Since then two formal evaluations of the model have taken place to date (April 2024), with continual monitoring of effectiveness undertaken as business as usual. Utilising the "go live" inception date for reference there is continual assessment of outcomes against the anticipated Business Benefits derived from the implementation of the EOM. The most recent evaluation (February 2024) shows clear improvements in a number of areas relating to operational performance which include, a reduced number of open crimes held by response officers; 999 and 101 calls being answered more quickly; a successful Triage function with almost 90% of incidents assessed within an hour; a significantly improved response time to Grade 2 incidents; an increase in Solved (detected) rates; a reduction in the average length to investigate a crime and a positive shift in terms of both Outcomes 15 and 16.

The increase in police officer numbers is due to both the national Police Uplift Programme (PUP) - to recruit to the numbers seen nationally in 2010 - and funding made available by the PCC to support his manifesto commitment to increase the numbers of Police Officers, PCSOs and Special Constables numbers over the term of his office.

Investment agreed for 2023/24 includes:

- Investing in the establishment of a Victims' Hub which will not only meet the statutory requirements of services to victims but streamline the service from both a provider and victim perspective, without reducing the Commissioner's support to victim charities and services
- Investing in more call handlers and dispatchers in the Force Control Room (FCR) to improve call response times on 101 and 999, within a context of nationally increasing use of these emergency numbers

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- Innovating in the use of Special Constabulary and Volunteer PCSOs (VPCSOs) to work with their employed colleagues in new ways and bring the best of volunteering into the emergency sector.
- On the 29 September 2023, the Chief Constable declared a critical incident for domestic abuse (DA). This was not related to one specific case or one specific team, but in recognition of continued systemic shortcomings across the constabulary that meant DA was not always given the priority it deserved and was not investigated as effectively as it needs to be. In support of this, Op Salus was instigated to be a whole system change in the organisations response to DA therefore improving investigations relating to domestic abuse and support for DA victims.

The operation has several work streams, some of which, such as the mandated DA Matters training has been supported with funding from the DA Perpetrators funding streams.

Full details of the above, together with the continued investment in officer numbers and critical infrastructure, are included within the PCC budget report.

The PCC has a staffing structure within the OPCC to ensure it has the necessary capability and capacity to deliver his statutory functions, which includes commissioning services for victims and witnesses. The Chief Executive manages the OPCC and reviews the workload and capacity of the Office.

The Constabulary has developed 'Our approach to people' based upon five strands:

- Supportive Leadership and Wellbeing
- Better Together – ensuring the team is diverse, representative and inclusive Workforce Development.
- Recognition and appreciation
- An employer of choice.

The Organisation has made a commitment to all staff to make Supportive Leadership and Wellbeing central to everything that it does:

- A Supportive Leadership course has been developed
- The Constabulary has a Wellbeing Board
- An external assistance programme, including counselling services, is provided for all officers and staff
- All officers and staff in the Constabulary and the OPCC have personal development reviews (PDRs).

Principle F - Managing risks and performance through robust internal control and strong public financial management

All strategic decision-making is carried out in accordance with the Corporate Governance Framework.

The main decision making meeting for the operational element of the Organisation is the Constabulary Governance Board, which receives business cases for all projects initiating significant change and reports on the financial position of the organisation. These arrangements ensure that key decisions are taken at the appropriate level and are referred to the PCC when required.

The main decision making meeting for non-operational matters, the budget or anything considered 'novel, contentious or repercussive' for the Constabulary and OPCC is the PCC's Governance Board. All significant decisions by the PCC are made at this meeting, and are recorded and published. At each meeting an update is provided by the Constabulary, including updates on performance in areas where issues have been identified.

The joint Finance Panel meets monthly and is attended by both the Constabulary's and OPCC's Chief Finance Officers, the Head of Finance Officer, the Deputy Chief Constable, the Assistant Chief Officer, the Chief Technology Officer and the OPCC Chief Executive. The meeting is held to discuss and review financial matters and financial decisions are referred to the PCC's Governance Board.

There are a number of Constabulary Boards that have aspects of performance included within their terms of reference, including:

- Chief Constable's Performance Board (CCPB).
- Operational Policing Board (OPB), was replaced in January 2023, with Bi monthly performance meetings take place with key individuals and departments. This allows for greater scrutiny of departmental performance and allows greater insight into performance
- Information Governance Board (IGB)
- Change Board
- Infrastructure Development Board
- Strategic Development Forum (SDF).
- People Management Board (PDB).

Independent Joint Audit Committee

The PCC and the Chief Constable have a long standing, established Joint Audit Committee. Its purpose is to provide them with independent assurance of the adequacy of the risk management framework and the associated control environment, and to provide independent scrutiny of the financial and non-financial performance to the extent that it affects exposure to risk and weakens the control environment. The Committee receives reports from the internal auditor and the external auditor, and other reports as required.

In September 2023 Mike Nadin resigned from the Committee after seven years. The Committee thanked him for his long service and wished him well. Subsequently Duncan Edwards and Fiona Lloyd were recruited to the committee. This increased the committee from three to four as it was felt that due to the complexity of the force and OPCC at the current time a team of four was stronger and more sustainable than three.

Duncan brings a wealth of experience in Internal Audit and Fiona is an experienced accountant having worked for both public and private enterprise.

CIPFA guidance for Audit Committees suggests that an annual report is a helpful way to hold the committee to account and sets out a number of aspects that should be considered. The Chair of the Audit Committee, Sally-Anne Barnes prepared an annual report covering the period 1 April 2023 to 31 March 2024 which contained details of:

- Internal audits received
- Attendance of members at meetings of the committee
- Attendance at other constabulary and PCC meetings
- Bespoke briefing presentations requested by the committee
- Budget briefings attended
- Visits undertaken, and
- Training undertaken by members

The report from the JIAC also helps the PCC discharge his statutory duties in holding the force to account, managing risk and in approving annual accounts and audit opinions and was presented to the Constabulary Governance Board.

Financial management and control

Financial control has been maintained and operated in respect of the resources under the control of the PCC and the Chief Constable. The system of internal financial control provides assurance that assets are safeguarded, that transactions are authorised and properly recorded, and that material errors or irregularities are either prevented or should be detected within a timely period.

The Organisation's financial management arrangements conform to the five principles in the CIPFA Statement on The Role of CFOs in Policing, March 2021:

1. The Chief Finance Officers of the PCC and of the Chief Constable are key members of the Leadership Team helping the Organisation to develop and implement strategy and to resource and deliver the PCC's strategic objectives sustainably and in the public interest
2. The Chief Finance Officers must be actively involved in, and able to bring influence to bear on, all material business decisions (subject to the operational responsibilities of the Chief Constable) to ensure immediate and longer term implications, opportunities and risks are fully considered, and align with the overall financial strategy
3. The Chief Finance Officers must lead and encourage the promotion and delivery of good financial management so that public money is safeguarded at all times and used appropriately, economically, efficiently and effectively
4. The Chief Finance Officers must lead and direct a finance function that is resourced to be fit for purpose
5. The Chief Finance Officers must be professionally qualified and suitably experienced.

All relevant financial information held by the Constabulary is available to the Chief Finance Officer for the PCC, and all significant decisions and commitments, with financial implications, are reported to the OPCC.

Risk Management Processes

The Risk Review Group, chaired by the Deputy Chief Constable or Head of Governance and Compliance' considers the Strategic Risk Register high risks and risks within departments identified in local business plans, this is done on a quarterly basis, however any urgent red risks are considered by exception if outside of the quarterly meeting timetable.

Every quarter a red risk report is provided to board and committee members with a high-level overview of the top red risks and any new strategic risks that have recently been added to the strategic risk register, for noting and discussion.

Summary of red risks on the Strategic risk register

SRR001 - Finance (revised wording March 2024) There is a risk that we will not be able to achieve £5.24 million permanent savings by 1 April 2025. Inflation is running as high, if not higher in some cases, as MTFP projections. **Mitigation** - Achievability/necessity of the savings will be assessed as part of P3 reporting. The first task is to find savings for 2024/25, which is £400,000. 2023/24 The Constabulary will break

even, using some reserves. 2024/25 £400k savings to be made will look at vacancy management, there is an efficiency group (chaired by the Constabulary CFO) who report into a gold group. 2025/26 - there is a gap of £5m, there will be a review of SLAs and a continued budget review.

SRR012 Biometrics – There are a large volume of outstanding PNC impending prosecutions awaiting input. As a result PNC is unable to automate the retention of biometrics for these records, and in some cases means biometrics have been prevented from weeding under the Protection of Freedoms Act. Biometric comparison being delayed or not permitted resulting in an unidentified crime i.e. the constabulary still holds the DNA on the database until it is deleted and the risk is that when searches are run the biometrics may display a hit and that would be unlawful. **Mitigation** – Additional Custody Sergeants are due to be appointed who will be able to manage some of the Bail Whiteboard backlog (646 overdue bail records) contributing to the impending's list. The PNC Supervisor is exploring if there is any availability from the LEDS fund to provide a temporary resource in the Phoenix team to undertake manual resolution of the impending's on PNC (8000 records to review).

SRR013 Domestic Abuse (DA) - There is a risk of operational and reputational damage if victims, witnesses and perpetrators if the constabulary does not respond efficiently and effectively to domestic abuse incidents. **Mitigation** - There is now project support in place for the DA Critical incident. The team are considering DA team proposals which will include the use of RVR (Rapid Video Response), which is a virtual response team for DA. DA Matters training by Safe Lives has now concluded with over 900 Officers (including Chief Officers) and staff trained. The training will continue with our own in-Force Trainers and will also become part of BAU for new recruits.

SRRO15 – Rape and Serious Sexual Offences (RASSO). There is a risk that staffing levels in the RASSO team are too low to undertake investigations of sexual offences. **Mitigation** - As a constabulary we still run with a split RASSO responsibility with DA RASSO offences being investigated by CID, Non-DA RASSO offences by the RASSO team and Children under the age of 13 RASSO offences managed by the Child Abuse Investigation Team (CAIT). The introduction of a dedicated DA team will impact on this allocation further. To mitigate the national Op Soteria direction for specialist staff to own and investigate RASSO Offences the constabulary have mandated that all DC, DS and DIs must complete the RISDP training modules. This training is scheduled to conclude in May/ June 2024 in line with the Home Office guidance. Further consideration will be required as to who completes the newly redesigned Specialist Assault Investigators training which has recently been released by the College of Policing and is aimed at specialist RASSO investigators. Recruitment of Detectives remains a problem with approximately 33% of the establishment not recruited.

SRR021 Legal/Financial Claim against the Constabulary (and all Forces nationally) in relation to discrimination on the grounds of age, equal pay, indirect race and sex discrimination. There is no solution to the financial impact until it is known whether the Home Office are going to cover the costs. **Mitigation** - Compensation Claims - In addition to the remedy, claimants have lodged claims for compensation for injury to feelings. Claims are separated into two litigation cases; Aarons and Ors claims

bought by Leigh Day representing individual officers in a group claim. Roderick and Slade, claims bought by Penningtons on behalf of the Police Federation. These claims were brought after the finding of discrimination by the Court of Appeal in McCloud and Sergeant. Aarons & Ors - Government Legal Department settled the injury to feelings claims for Aarons on behalf of Chief Officers without seeking any financial contributions. Pecuniary loss claims have been stayed until the remedy is bought into force from 1 October 2023. The settlement of the injury to feelings claims for Aarons sets a helpful precedent. Therefore no liability in respect of compensation claims is recognised in the accounts. This risk will be revised in May 2024 and a new risk description set up re: pensions remedy.

SRR029 Officers within the Child Abuse Investigation Team (CAIT) are under increasing demand and have been heavily under-resourced for a sustained period of time, which is now manifesting in significant health and wellbeing issues particularly emotional and psychological health. **Mitigation** –The CAIT are currently managing approximately 400 live complex and serious child abuse investigations, 16 of which require a Senior Investigating Officer. The ongoing abstraction of CAIT staff to Operation Iowa has caused consequential issues in the management of these investigations. Operation Iowa also has resourcing issues with staff performing multiple key roles that would normally be performed by individual officers, for example the Deputy SIO is also the Disclosure Officer and Action Allocator. Crime Command SLT have been unable to identify sufficient additional resource to assist from within the Constabulary, and with limited support available from the MCIT and the ROCU, discussions are ongoing within the Gold group to explore the option of utilising external agency staff, which will come at a significant financial cost.

SRR030 Stage 1 Charging Model against national and local timescales. There are two distinct components that potentially cannot be delivered in time. The technical component which failed the first round of testing in 2019 and very likely therefore to be same now in Version 8, requiring development work to fix. **Mitigation** - The new stage 1 Charging Model has been operational since 14 November 2023. All new business processes to enable the local CPS to provide in-custody (red) charging decision have been fully implemented with the local CPS in full compliance with the new Stage 1 Charging model. *The local CPS have complimented the force on its application of the new way of working* compared to the D&C and A&S. There are some minor technical configuration issues regarding to how the UNIFI TWIF operates which cannot be designed out. This has been accepted by the local CPS and a “work around” has been agreed until UNIFI is replaced by NICHE (called technical False Reds). The Memorandum of Understanding with CPS Direct has also worked very well where over 90% of the charging decision are being provided within the 3hour SLA.

Other Risk Management practices

Risk Management processes are also embedded in the operational and organisational activities of the Organisation, including:

- Health and Safety Assessments

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- Business Planning
- Environmental ISO14001 Assessment
- Insurance Policies
- Major projects, which use the Prince 2 project management methodology, and the associated risk assessment and management disciplines.

Principle G – Implementing good practices in transparency, reporting, and audit to deliver effective accountability

The PCC and the Chief Constable are committed to ensuring they are open and transparent in the way that they conduct business, and have effective working relationships with the internal auditor, the external auditor and HMICFRS.

Internal Audit

The South West Audit Partnership (SWAP) acts as the Organisation’s internal auditors. The PCC and the Chief Constable commissioned the services of SWAP for 2023/24 and an annual plan was developed in conjunction with the Joint Independent Audit Committee to audit a range of business areas during the year. Reports from these audits were scrutinised at the Joint independent Audit Committee. The Head of Internal Audit is required, under the Public Sector Internal Audit Standards (PSIAS) and linked in with the Chartered Institute of Internal Audit IPPF Standard 2450, to provide an annual opinion on the overall adequacy and effectiveness of the of the organisations’ framework of governance, risk management and internal control.

In the Internal Audit Opinion 2023/24 report to the Audit Committee on 14 June 2024, the Head of Internal Audit is stating “On the balance of our 2023/24 audit work for Gloucestershire Constabulary and OPCC, enhanced by the work of external agencies, I am able to offer a Reasonable Assurance opinion in respect of the areas reviewed during the year.”

During 2023/24 SWAP undertook 8 audits (plus 2 support activities) across various areas of the Organisation, with 3 audits remaining in progress at the time of drafting this AGS and the Internal Audit Opinion. Of the audits completed, 3 had “reasonable assurance” opinions, 1 (Risk Management) had a “substantial assurance” opinion and 2 had a “limited assurance” opinion. Two further audits were advisory and therefore were not assessed for an opinion.

29 recommendations for remedial action (of which 4 are priority 1, 13 are priority 2 and 12 are priority 3) have been made by SWAP and accepted by management, with action plans for the delivery of improvements put in place. These will be monitored by the Governance Team as well as through follow-up work by SWAP where relevant.

External Auditors

The External auditors completed their work on the 2022/ 2023 accounts of the Chief Constable and the OPCC and issued the following statement on 22 March 2024:

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We have audited the financial statements of the Police and Crime Commissioner for Gloucestershire (the 'Police and Crime Commissioner' or the 'PCC') and its subsidiary the Chief Constable (the 'group') for the year ended 31 March 2023, which comprise the Group Comprehensive Income and Expenditure Statement, the PCC Comprehensive Income and Expenditure Statement, Movement in Reserves Statement for the PCC Group, Movement in Reserves Statement for the PCC, PCC and Group Balance Sheet, PCC and Group Cash Flow Statement and notes to the accounts, including a summary of significant accounting policies, and include the Police Pension Fund financial statements comprising the Gloucestershire Police Pension Fund Account, Gloucestershire Police Pension Net Assets Statement] and notes to the Gloucestershire Police Pension Fund Accounts The notes to the financial statements include a summary of significant accounting policies. The financial reporting framework that has been applied in their preparation is applicable law and the CIPFA/LASAAC Code of Practice on Local Authority Accounting in the United Kingdom 2022/23.

In our opinion, the financial statements:

- give a true and fair view of the financial position of the group and of the Police and Crime Commissioner as at 31 March 2023 and of the group's expenditure and income and the Police and Crime Commissioner's expenditure and income for the year then ended;
- have been properly prepared in accordance with the CIPFA/LASAAC Code of Practice on Local Authority Accounting in the United Kingdom 2022/23; and
- have been prepared in accordance with the requirements of the Local Audit and Accountability Act 2014

Police Pensions Board

A South West Police Pension Board has been set up for the five forces in the region. The Board is established by the Scheme Managers (Chief Constables) for the five forces under the powers of Section 5 of the Public Service Pensions Act 2013 and has an independent chair. Its purpose is to assist Scheme Managers in their duty to ensure compliance with scheme regulations and the requirements of the Pensions Regulator. The Constabulary's Chief Finance Officer represents the Chief Constable and the PCC at the meeting.

HMICFRS Inspection Programme

Between May 2023 and October 2023, the Constabulary was subject to the formal assessment part of the programme. The outcome of the inspection was published in a report in March 2024. The Constabulary was assessed as:

Providing a service to victims of crime	Not graded
Recording data about crime	Outstanding
Police Powers and treating the public fairly and respectfully	Good
Preventing and deterring crime and anti-social behaviour and reducing vulnerability	Adequate

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Responding to the public	Inadequate
Investigating crime	Requires Improvement
Protecting vulnerable people	Requires Improvement
Managing offenders and suspects	Requires Improvement
Building, supporting and protecting the workforce developing and looking after its workforce and encouraging an ethical, lawful and inclusive workplace?	Adequate
Leadership and force management	Requires Improvement

During 2022/23, the Force was also inspected as a part of the below thematic inspections. Thematic reports are not graded by HMICFRS:

- Joint case building by the police and Crown Prosecution Service
- Activism and Impartiality

Additionally the below joint Criminal Justice Inspectorate Inspection (CJJI) took place in June 2023. This is a joint inspection with Ofsted, the CQC and HMICRS inspecting the Constabulary and Gloucestershire County Council Child protection services:

- JTAI (Joint Targeted Area Inspection)

3. Review of effectiveness

The PCC and the Chief Constable have responsibility for conducting, at least annually, a review of the effectiveness of the Governance Framework, including the system of internal control. The review of effectiveness is informed by the work of senior officers and staff who have responsibility for the development and maintenance of the governance environment, the annual report from the Internal Auditor, and by comments made by the external auditors and other review agencies and inspectorates. In compiling this statement, the PCC, the Chief Constable, the Chief Executive and the Chief Finance Officers are satisfied that the arrangements for governance, risk management and control are sufficient.

4. Significant governance issues

It is considered that there are four significant control issues:

Finance

The Finance team engineered a new model to underpin the Medium Term Financial Plan (MTFP) and budget for 2023/24, which showed how the PCC's manifesto

commitments could be substantially met during his period in office and still create medium term financial sustainability. This model has once again been used to develop the MTFP for the period 2024/25 to 2027/28.

The methodology and assumptions used to build the MTFP reveals that there are significant financial challenges to be addressed in the medium term. The 2024/25 budget is underpinned by £4.4m of reserves and requires the dynamic management of police staff vacancies in order to release £3.6m. Without the further use of reserves in 2025/26, it will be necessary to reduce spending by £5.2m in order to remain within the projected available funding envelope.

Mechanisms have been put in place for 2024/25, such as the Staff Establishment Management Panel (SEMP - to actively manage police staff vacancies) to ensure that the Organisation delivers effective services within the funds available. Further controls have been put in place in areas of spend such as police overtime, which was a pressure in 2023/24.

To find further efficiencies for 2024/25 and beyond, two groups have been set up: Gold Group to oversee strategic service level reviews, with the aim of producing longer-term efficiencies through adjusting service levels; and the Budget and Efficiencies Working Group, to review opportunities for efficiencies at a more tactical level.

Furthermore, the MTFP will be kept under active review, alongside the capital programme, treasury strategy and reserves strategy, to ensure that they all continue to be based on reasonable assumptions. As economic and political circumstances change then it may be appropriate to either loosen or tighten some assumptions to ensure that the financial gap to be addressed is as up to date as it can be.

His Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) 2021 PEEL Inspection findings – Removal from enhanced monitoring

Following the PEEL HMICFRS inspection of 2021, the Constabulary was awarded five grades of inadequate - the lowest HMICFRS grade - against 10 areas inspected. This resulted in it being placed under greater scrutiny by HMICFRS, with enhanced levels of interaction and ongoing inspection, known as the engage process. The key areas of concern primarily focused around crime recording, investigation standards, victim care, the Force Control Room and some elements of strategic planning, including financial planning.

On the 20 September the Constabulary was removed from the HMICFRS engage process with HMI Williams noting in her letter to the Chief Constable that:

“In conclusion, I am pleased that Gloucestershire Constabulary is continuing to make good progress since our PEEL inspection. I am satisfied that it has made sufficient progress to address concerns in relation to strategic planning, crime recording, vulnerability, and the investigation of crime. Although the constabulary still has work

to do in relation to call handling and answering 999 and 101 calls, I am reassured by the plans that you have put in place to continue this journey of improvement.

However, please note that the force's performance in this area is still a cause of concern and, as such, I will be closely monitoring performance. I would expect to see considerable improvements in this respect over the next six months. We will continue to monitor the constabulary's progress through our PEEL continuous assessment"

Therefore, the performance of the Force Control Room will remain as a significant governance issue and the title of the above entry is amended to reflect the 999 and 101 call handling performance.

Force Control Room (FCR) 999 and 101 performance

Between May and October 2023 the Constabulary was subject to its Bi-Annual PEEL inspection. The new PEEL 23-25 report superseded the existing Cause of Concern (CoC) for the FCR with the below:

'The Constabulary needs to improve the time it takes to answer emergency and non-emergency calls' It makes two recommendations:

- 'Make sure it can answer a greater proportion of emergency calls more quickly to provide a better service for the public'
- 'Make sure it can answer a greater proportion of non-emergency 101 calls so that caller abandonment levels are reduced and kept as low as possible'

Progress against the continues to be monitored under the existing FCR Improvement Plan with workstreams relating to:

- People, culture and performance
- Resource planning
- Partnership demand
- Vulnerability (THRIVE+)
- Diary appointment
- IT systems
- Development of a fall back control room
- Communications and engagement
- Front of House
- Environment and facilities
- Digital desk

The Constabulary has focused heavily on stabilisation and improvement work within the Force Control Room to ensure a sustainable platform for future and is able to demonstrate strong, and sustained, performance improvement in the answering of emergency calls. Internal force data sources show that since 2022 call answering times have reduced substantially. In the six months since the HMIs assessment of September 2023 the mean 999 answer time has averaged 6.7 seconds and the 10

second SLA has been met in 88.9%¹ of 999 calls. Abandonment rates have reduced to 18.2% which compares favourably to 29.2% for the same time period 12 months earlier.

On the 20 March 2024 the ACC Crime Justice and Vulnerability wrote to HMICFRS asking that HMICFRS to conduct fieldwork examining the progress made in the Force Control Room to revisit the Cause of Concern. On the 16 May 2024 an initial meeting was held between the FCR Chief Superintendent and the HMICFRS Force Liaison Lead to present further progress and initiate the review of the Cause of Concern.

Operation Salus – Constabulary response to Domestic Abuse (DA)

The Constabulary's response to domestic abuse has been declared as a critical incident. This was not related to one specific case or one specific team, but in recognition of continued systemic shortcomings across the constabulary that meant DA was not always given the priority it deserved and was not investigated as effectively as it needs to be. In support of this, Op Salus was instigated to be a whole system change in the organisations response to DA therefore improving investigations relating to domestic abuse and support for DA victims.

Under the Chair of the ACC Crime Justice and Vulnerability, a gold structure has been instigated. An 'Approach to Tackling Domestic Abuse' document has been developed and sets the framework for delivery. It is supported by the Gloucestershire Constabulary's Domestic Abuse (DA) Plan, which is consistent with the HM Government Tackling Domestic Abuse Plan's, and includes objectives for delivery based on:

- **Prioritise Prevention:** Reduce the amount of domestic abuse, domestic homicide and suicides linked to domestic abuse, by stopping people from becoming perpetrators and victims to begin with
- **Supporting Victims:** Help victims and survivors of domestic abuse by giving them the confidence to report abuse and support them throughout the victim's journey through the criminal justice system
- **Pursuing Perpetrators:** Reduce the amount of people who are repeat offenders and make sure that those who commit this crime feel the full force of the law
- **A Stronger System:** Improve the systems and processes that underpin the response to domestic abuse across society.

Delivery will seek to address the analytical judgements published in Violence Against Women and Girls National Strategic Threat and Risk Assessment 2023, and Gloucestershire Constabulary's VIAWG Delivery Plan 2023.

Delivery will be achieved through established boards and groups and within the Gloucestershire Constabulary performance & governance framework.

¹ Data as of February 2024

Wellbeing

Wellbeing has remained a prominent point of concern and investment in 2023 for the Constabulary, following an increasingly challenging environment both internally and across wider society. The cumulative effects of the national and local picture are evident in the local findings of the National Wellbeing Survey and the EOM Pulse Survey.

A detailed evaluation report into the findings the EOM Pulse Survey made six recommendations to the Constabulary that seek to address the findings:

1. Explore and address disparity in workload manageability in Stroud and Tewksbury compared with wider Response
2. Explore and address the significant disparity in workload manageability between Triage, and investigative functions
3. Corporate communications need to directly respond to issues raised in a genuine “you said, we did” response which validates the experiences and views of the workforce
4. Conduct a deep dive in the data surrounding support for emotional demands of work to identify areas for targeted intervention including developing the skills of managers
5. Seek to understand and address the way in which conflict and poor behaviour is managed in the FCR
6. Explore the understanding of, effectiveness of, and compliance with the SLA’s developed as an EOM product. Seek opportunities for departments to gain greater insight in to the demands and barriers faced by other departments

To address the findings of the National Wellbeing Survey the Constabulary has continued to utilise the plethora of resources offered by Oscar Kilo, including the application of the Blue Light Wellbeing Framework. A comprehensive review of the framework was undertaken in 2023, with a self-assessed synopsis below.

Area	Under Developed	In Development	Fully Developed
Absence Management	0%	0%	100%
Creating the environment	0%	0%	100%
Leadership	0%	7%	93%
Mental Health	0%	12%	88%
Occupational Health	0%	27%	73%
Personal Resilience	0%	14%	86%
Protecting the workforce	0%	21%	79%

The framework has helped to inform the Wellbeing Delivery plan, and a peer review has been scheduled for 2024 with Humberside. Priority areas for development as indicated by the tool include:

- Management of organisational change
- Consistent and effective use of Personal Development Record (PDR) and job chats with emphasis on wellbeing

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- Development of Occupational Health clinical governance procedures and policies
- Improving capacity and culture around taking adequate work breaks
- The development of a published trauma protocol

Future organisational changes are anticipated to address some of the Hindrance Stressors, for example:

- Replacement of the Constabulary's outdated core records management system with Niche - In the longer term an improvement to wellbeing can be anticipated, through a reduction in hindrance stressors, but the experiences of forces already using Niche indicate that the period of transition will be challenging
- Introduction of Office 365 – In the longer term this is anticipated to improve wellbeing through a reduction in hindrance stressors but, again, has the potential to create short term change pressures
- Right Care Right Person – has the potential to reduce the levels and nature of demand

Signed

M Blyth
T/Chief Constable of Gloucestershire Constabulary

C Nelson
Police and Crime Commissioner for Gloucestershire

R Greenwood
Chief Executive of the Office of the Police and Crime Commissioner

Date: 24 January 2025