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

Annual Governance Statement (AGS)

01 April 2024 – 31 March 2025

There is a statutory requirement to produce 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).

To deliver good governance in the public sector, both governing bodies and individuals working for public sector entities must try to achieve their entity's objectives while acting in the public interest at all times. Acting in the public interest implies primary consideration of the benefits for society, which should result in positive outcomes for service users and other stakeholders. In the police, PCCs and chief constables are corporations sole and are jointly responsible for governance.

The Annual Governance Statement is based on the seven principles of the Framework.

The seven principles are:

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

B. Ensuring openness and comprehensive stakeholder engagement

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

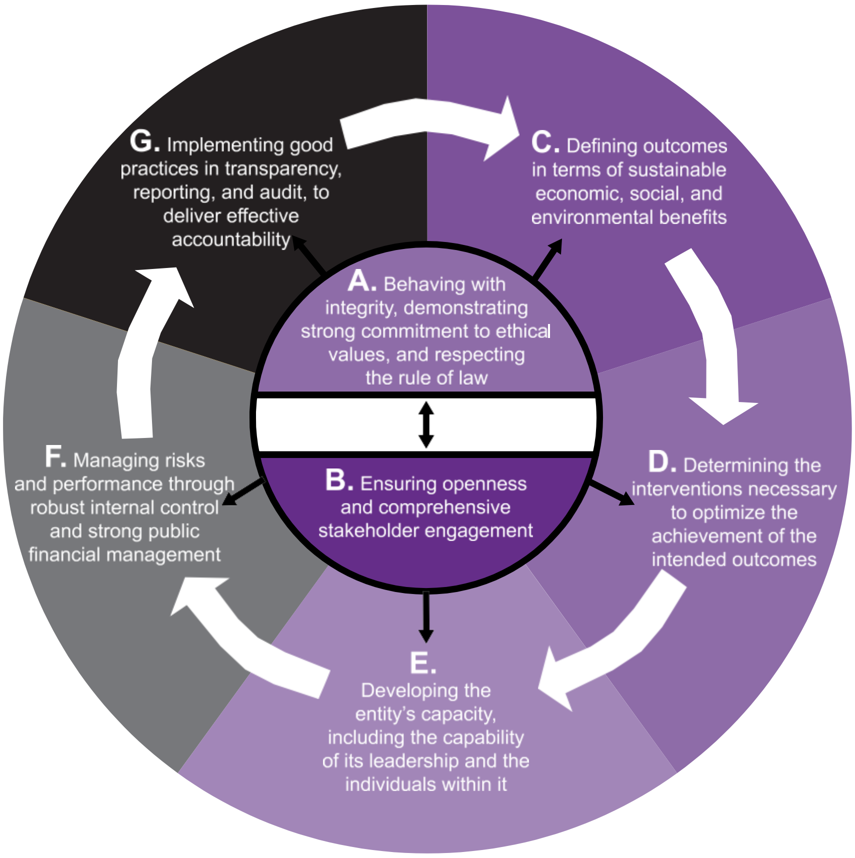
D. Determining the interventions necessary to optimise the achievement of the intended outcomes

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

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

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

The diagram below, taken from the International Framework: Good Governance in the Public Sector illustrates the various principles of good governance in the public sector and how they relate to each other.



Principles A and B permeate implementation of principles C to G. The diagram also illustrates that good governance is dynamic, and that an entity as a whole should be committed to improving governance on a continuing basis through a process of evaluation and review.

Contents

1. Introduction

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

For the purposes of this document, reference is made to 'the Organisation' which includes the Constabulary (under the direction and control of the Temporary 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 Temporary 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 Temporary Chief Constable must ensure that public money is safeguarded, properly accounted for and used economically, efficiently and effectively.

The PCC and Temporary 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 Temporary Chief Constable to support the governance risk management processes.

To do this, the PCC and Temporary 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.

In October 2024, a Temporary Chief Constable was appointed by the PCC following the suspension of the Chief Constable. This came at a time when the Force had no Deputy Chief Constable.

2. The purpose of the Governance Framework

The Governance Framework in place throughout the financial year covers the period from 1 April 2024 to 31 March 2025, 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.

3. Context

The Constabulary has undergone a significant amount of change over the last 12 months; most notably in senior leadership. ACC oversight was significantly reduced due to abstractions, and we did not have an ACC substantively through the Executive Leadership Programme (ELP). Additionally, there were fluctuations in Chief Finance Officer management over the year. Autumn 2024 saw the appointments of:

- Temporary Chief Constable Maggie Blyth
- Deputy Chief Constable Katy Barrow-Grint
- Chief Finance Officer Matt Ulyatt

3.1 Challenges

Gloucestershire Constabulary have challenges on many fronts. These are centred around:

- Funding – long-standing financial challenges have left us exposed and our current and future costs exceed budgets, while still needing investment in key areas such as new technology.
- Reputation – high profile issues and ongoing legacy issues have damaged trust and confidence.
- Performance – we face challenges in operations, workforce and technology, with a refreshed focus on clear performance management to know where or how to focus.
- IT provision – there are large gaps in our IT capability which are hindering operational productivity and efficiency.
- Risks in Crime Command – improvements in capacity and capability are required to improve service outcomes.
- During the last financial year, we have been subjected to both the National Child Protection Inspection (NCPI) and Serious and Organised Crime (SOC) inspections by HMICFRS which require significant work to improve these areas.

3.2. Our Progress

To address the above, we have begun work to:

- Funding – balance our budget, find future savings and instil a ‘cost management’ culture. This includes utilisation of Service Choice

Reviews (SCRs). More information about this can be found in Section 1: Finance.

- Reputation – acknowledge the situation and restore confidence internally and externally – demonstrating leadership and accountability to the public.
- Performance – identify and focus on priority areas, with clear performance measures and monitoring so we can ‘course correct’ in real time.
- Organisation – organise effectively to deliver change, re-structure teams and departments to improve efficiency and effectiveness, and identifying leaders who will drive the work and engage and motivate stakeholders.

Acknowledging the challenges mentioned, and other issues featured throughout this FMS, the Gloucestershire Rapid Improvement Plan (GRIP) has been established as of Q1, 2025/26. This strategic plan has a new mission and priorities, focusing on the top areas of concern. It contains four key external and internal areas where we will deliver ‘excellence in the basics.’

4. Strategic Risk Register

A robust and dynamic Strategic Risk Register sets the culture and tone for the management of threats, concerns and the assurances required across the Constabulary. The engagement of the Senior Leadership Team (SLT) in the risk management process through their ownership and review of strategic risks on a quarterly basis demonstrates a strong commitment to lead and champion risk management “from the top,” and further reinforces the continuing development of a risk management culture. All red risks are reported on a quarterly basis to the Recommendations, Improvement and Learning Board, Audit Committee and Finance Panel.

The four highest risks in the force are seen as Financial Sustainability, Effective ICT, Child Abuse Investigation and the scale of transformation needed. These are monitored quarterly through regular reports and action plans.

Quarter 1 of the Internal Audit Plan for 2025/26 reflects these risks and will cover Financial Sustainability through a review of the Medium-Term Financial Plan, Niche Project Implementation and an ICT Framework Review which will take a high-level view of the ICT strategy, infrastructure, estate, and projects.

The National Child Protection Inspection (NCPI) commenced w/c 2nd December 2024 and concluded 13th December 2024. The draft report arrived on 26 February 2025 and was published on 21 May 2025.

These risks and their current mitigations are set out below.

4.1. Financial Sustainability

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

- A historic lack of investment in capital infrastructure (particularly ICT) has led to a reliance on people to solve issues.
- Recurring spend is now greater than available funding.
- Reserves are being used to balance budget.
- Significant savings are now required, supported by investment in key areas of the organisation (ICT and Change Management) to drive efficiencies in the longer term.
- This investment requires increased borrowing and reserves use, which increases pressure on the revenue budget in future years.
- 2025/26 budget contains pressures of £22.4m, met by funding increases of £10.1m and £12.3m of savings and efficiencies.
- A further £9.1m of savings are forecasted to be required over the life of the Medium-Term Financial Plan

Delivering this level of savings represents a high risk, especially as the level of reserves are projected to reduce significantly from £25.2m at 31.03.24 to £12.5m at 31.03.26. This means in future years the opportunity to use reserves to balance the budget or cover any overspends is significantly reduced.

To mitigate the risk of non-delivery of savings, an efficiency team was established in September 2024 led by a Chief Superintendent and a Gold Group, chaired by the Assistant Chief Officer and attended by the Assistant Chief Constables.

4.2. Effective ICT

The ICT infrastructure of the organisation is out of date compared to other police forces. Significant investment is being made to update our systems, specifically Niche (a case management system) and GRS (a rostering system). There remains a risk that the new systems will not be implemented on time or effectively.

The governance of the Niche programme was reviewed in the year and an Assistant Chief Constable was appointed as the sole Senior Responsible Officer (SRO) with the Chief Technology Officer as the lead supplier. Independent of this, a Constabulary Change Board, chaired by the Assistant Chief Officer oversees all major change projects.

4.3. National child protection Inspection

His Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) undertook an inspection of the Constabulary's child protection arrangements in December 2024 and the report was published on 21st May 2025. It concluded that arrangements were inadequate in three areas: leadership of child protection arrangements, responding to children at risk of harm and investigating child abuse, neglect and exploitation.

Graded Judgements across the five areas inspected are set out below:

Outstanding	Good	Adequate	Requires improvement	Inadequate
		Working with safeguarding partners	Risk assessment and referrals	Leadership of child protection arrangements
				Responding to children at risk of harm
				Investigating child abuse, neglect and exploitation

The inspector concluded that

> *"The constabulary doesn't have effective governance arrangements for child protection across its area. Leaders aren't clear as to how the constabulary is improving its performance on child protection. Nor are they clear on their strategic work on improving outcomes for children."*
>
> *"There are serious concerns with the way the constabulary records reports of vulnerable missing children. It doesn't properly record missing children when it should. It has been aware of these concerns for some time but has been too slow in addressing them."*
>
> *"The constabulary needs to improve how it manages, supervises and carries out investigations when children are abused, neglected or exploited. Officers and staff don't always take a child-centred approach when investigating incidents involving children. We regularly found delays in starting investigations, with enquiries often not pursued." Michelle Keer, HM Inspector of Constabulary, May 2025.*

The Force took immediate action to address the weaknesses identified following the inspection in December 2024.

Leadership

- **New leadership team:** T/CC Blyth, DCC Barrow-Grint and ACC Richard Ocone
- **New 12 month plan:** Gloucestershire Rapid Improvement Plan (GRIP)
- **Clear performance framework:** 4 pillars associated to GRIP – Investigate Crime, Safer Communities, Efficient Organisation and Ethical Leadership

- **Improved governance:** Force Performance Group, Crime and Vulnerability Performance Board
- **Enhanced communications:** Sergeants, middle managers and senior leaders' events with T/CC Blyth and wider members of the COG. T/CC weekly blog. ACC Ocone communications (internal and external) at point of NCPI, this included a letter to all supervisors.
- **Better learning and preparedness:** Establishment of Corporate Development functions, creation of 'Recommendations, Improvements and Learning (RIL)' Board
- **Stakeholder management:** Regular, face to face meetings with senior HMICFRS leadership to update on progress being made.
- **Investment:** Identification of deficits in ICT advancement. Recruitment of new Chief Technology Officer and approach to Home Office for 'Turnaround' investment.

Missing Children

- **Process change:** Immediate changes in December 2024 to address recording deficits identified by HMICFRS. Immediate increases in the numbers of recorded missing children
- **Improved capability:** Establishment of new Missing Person (MIST) team on 6 May 2025. Consisting of 1PS and 6PC's this team is focused on recording, responding and retrieving missing persons. They also focus on reducing the risk of future episodes by effective debriefing and working with partners.
- **Improving identification of exploitation:** MIST aligned to Child Exploitation Team to safeguard missing children subject to exploitation
- **Tracking performance:** GRIP – via FPG and CVP board
- **Improved tasking:** Daily and monthly tasking focused on missing children led by an ACC or Chief Superintendent
- **Daily grip:** High risk missing children overseen by a superintendent from the outset ensuring progression and focus
- **National 'Missing' conference:** Hosted the NPCC national 'Missing' conference at Cheltenham – opened by ACC Ocone

Effective Investigations

- **Performance framework:** Investigate crime pillar of the GRIP, includes areas such as improving supervisory oversight, crime reviews, speeding up investigative timeliness, improving victim updates and securing better victim outcomes
- **Greater scrutiny:** Through improved governance
- **Training:** Substantial 12 month training programme agreed to ensure increased ratios of accredited officers in line with College of Policing programmes. Delivery of 'DA Matters' nationally recognised training programme already completed since inspection
- **Officer uplift:** 20 officers re-posted from volume crime teams into specialist crime teams including CAIT and Indecent Images of Children

- **Officer uplift (2):** Planning is underway to post further officers to specialist crime teams to focus on the highest risk domestic abuse and all but the most minor child offences
- **Staff uplift:** Posting of more staff into the Multiagency Safeguarding Hub to improve the delivery of strategy meetings, Claire's Law and Marac.
- **National best practice:** Seeking advice and guidance from national experts such as the Vulnerability Knowledge and Practice Programme and Op Hydrant
- **Child Sexual Exploitation conference:** Planning for delivery of a CSE conference in autumn 2025 to include national speakers
- **Internet Watch Foundation:** Communications campaign to raise awareness of online offending.

4.4. Scale of Transformation

The organisation is undergoing a significant amount of changes in relation to:

- improving performance through the GRIP process
- achieving significant savings, £12m in 2025/26 with more in future years requiring significant reductions in staffing and contract expenditure
- Implementing major new IT systems, including Niche and GRS which will require changes in working practices

There is a risk that lack of capacity to deliver the level of change at the same time will mean all the intended level of change will not be delivered to the quality or time planned.

5. The Governance Framework

Having an effective corporate governance framework is critical. It is the mechanism through which we set and direct our priorities, hold ourselves to account and manage risk effectively. If our governance framework is ineffective, we run the risk of reputational damage, regulatory failure and financial difficulty.

The model by which we deliver the framework should organise our operational, financial, change, risk management and reporting processes. This ensures that boards receive the intelligence that they need to conduct effective decision making and accountability and business units are able to align their activity to corporate strategy and priorities.

To translate our governance framework into real world action and behaviour, the model that arranges it needs to be supported by defined roles and responsibilities, authorities, lines of communication and lines of reporting. Our stakeholders should be able to answer the questions below, with an understanding of why:

- "Can I do this?"
- "Whose decision is it if not mine?"

- "What do I need to do to get a decision from them?"
- "What do they need me to tell them about the progress I'm making?"

The PCC and the Temporary 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 Constabulary website.

The Temporary Chief Constable has supplemented this with a Governance Directory, known as the Gloucestershire Constabulary Corporate Approach, which includes the 2023/24 HMICFRS PEEL inspection. This 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 Temporary Chief Constable and the OPCC Chief Executive have commissioned a review of force corporate governance structures and processes in the context of recent changes to leadership and the launch of the Gloucestershire Rapid Improvement Plan. The review aims to design process and structures for governance that are more efficient and more effective than current arrangements.

The current governance structures are layered, with multiple boards taking place. We are not consistent in our understanding of what a board is and what it is not. We have no understanding of the true cost of our governance and there is inconsistent understanding of governance of risk.

There is little clarity on delegation, leading to a lack of confidence in decision making authority and a tendency to escalate. The need to escalate means that it takes a long time for final decisions to be reached and the constabulary is therefore slow to react to risks and opportunities.

The gap between the current state and the aims of the review suggests that there are some fundamental challenges to be addressed.

1. What balance do we want to strike between agile flexibility and centralisation of risk management?
2. What balance do we want to strike between centralised control and autonomy at both board and business unit levels?
3. How do we build trust in our governance processes so that we do not recreate layers of boards and sub meetings to provide us with additional assurance?
4. How do we want to embody the ethical policing principles of courage, respect & empathy and public service in our governance?

A detailed implementation plan will be created at the start of the new financial year. With implementation planned between October and December 2025, outputs will include:

1. Creating/ amending templates and other key documents, such as risk appetite statement, benefit framework and scheme of delegation.
2. Amending policies if required.
3. Building new products and tools for data, tasking, decision recording.
4. Testing the process, possibly including table-top exercises.
5. Setting up benefit and KPI monitoring.
6. Creating and delivering a training/ development plan.
7. Communications activities.
8. Transition to BAU ownership of processes, tools and templates, products and monitoring.

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

Complaints

- The PCC and Temporary Chief Constable 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 undertakes 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 in line with the Policing and Crime Act 2017. 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.

- Any complaints against the Temporary Chief Constable would be dealt with by the PCC. The Police and Crime Panel handles complaints made against the PCC in line with the Gloucestershire Police and Crime Panel Complaints Protocol, which can be found here.

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

Whistleblowing

There are policies in place for whistleblowing, which include fraud, business interests and gifts and hospitality.

Decision Making

The Organisation is committed to open and accountable decision-making, supported by procedures which 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, the Temporary Chief Constable, and their senior officers. Decisions made at this forum are publicly available on the OPCC's website.

5.2. Principle B - Ensuring openness and comprehensive stakeholder engagement

The PCCs annual reports are available here.

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 began on Thursday 9 May 2024. The Police and Crime Prevention Plan was refreshed to reflect the new term and was published in March 2025.

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

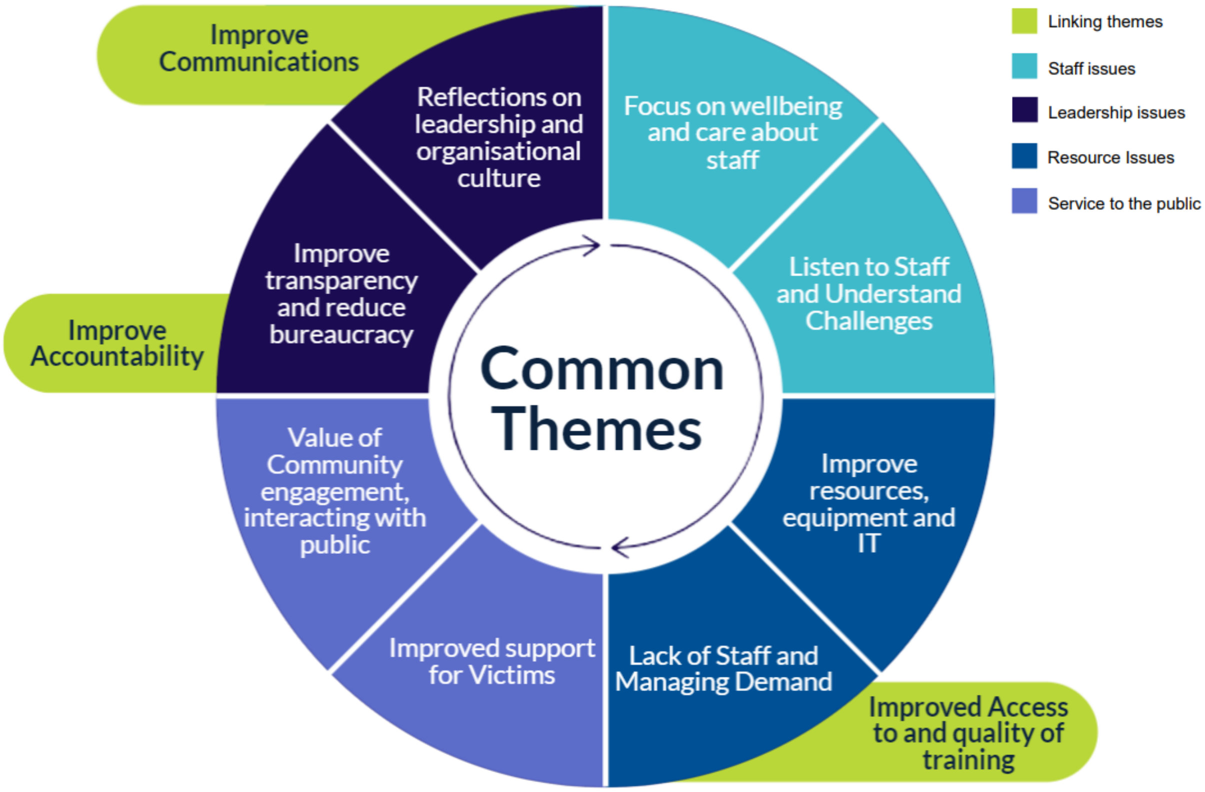
Executive and the PCC's Chief Finance Officer. More information about Gloucestershire Police and Crime Panel, which is administered by Gloucestershire County Council, can be found here.

Staff Survey and National Wellbeing Survey

The OPCC administered a survey in 2024. A report of the survey findings was provided to the Gloucestershire Police and Crime Panel in March 2025. This report can be found here.

In summary, however, the survey was commissioned as a result of the PCC wanting to prioritise confidence in and within policing in the new Police and Crime Prevention Plan.

The broad qualitative findings of the survey are shown below:



Broad quantitative findings were as follows:

- 60% of the workforce feel proud to work for the Constabulary
- Morale was on average 4/10 for all respondents (in some departments it was as low as 3/10)
- Overall respondents didn't feel confident providing feedback at all levels and even less confidence in the difference providing feedback would have.
- Respondents were not at all confident that the constabulary are reducing reoffending and preventing/deterring crime
- Respondents disagreed that senior leaders consistently model the Constabulary's values and standards
- 15.6% of respondents bullied or harassed in last 12 months

Since the report was published, activity has commenced to respond to the recommendation which include activity for the Constabulary and OPCC. The new Culture Board chaired by the DCC is leading oversight of this activity.

Gloucestershire Constabulary takes part in the annual wellbeing survey run by Oscar Kilo, the national police wellbeing service.

5.3. 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, a statutory document as per the Police reform and Social Responsibility Act 2011. It 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 Temporary Chief Constabulary to account for the Constabulary 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.

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 2025. 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 2024 the organisation was able to secure grant funding from the Public Sector Decarbonisation Scheme (PSDS) in order to install air source heat pumps at Compass House (custody suite). A solar array will also be installed. The works were completed in March 2025 and final commissioning is in progress and will be finished by 7th May 2025.

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 overallservice 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,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 and collaboration are subject to either contractual agreements or are governed by legislation.

Both the PCC and the Temporary Chief Constable are members of the South West Police Collaboration Strategic Board, with other PCCs and chief constables in the region. This Board oversees performance and scrutinises the South West Regional Crime Unit (ROCU) as well as other collaborations such as the Tri-Force collaboration between Wiltshire, Avon & Somerset and Gloucestershire which includes the firearms training facility for the three forces.

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.

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

There is a lack of a performance culture, historic issues and new pressures

- Out of Engage but not ‘out of the woods’

- Multiple priorities ‘all things to all people’ with limited awareness of culture
- Risks in Crime Command
- Lack of workforce planning
- Gaps in technological capability – underinvestment and lacking basic capabilities
- Organisational performance not given attention it needs
- Functions that drive the development of the organisation not joined up
- Efficiency Programme in place but need efficiency for performance as well as for savings

Performance monitoring is undertaken through a series of boards and meetings which report into the Chief Officer Group: including

- The Deputy Chief Constable’s Force Performance Group (FPG)

- 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 Services, 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 Management Board has 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.

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.

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

The PCC and Temporary 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.

5.6. 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 published on the OPCC's website. 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, the Assistant Chief Officer, and the OPCC Chief Executive. The meeting is chaired by the OPCC Chief Executive and is held to discuss and review financial matters and financial decisions are referred to the PCC's Governance Board as well as to scrutinise financial activity.

Joint Independent Audit Committee (JIAC)

Its purpose is to provide 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.

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, prepared an annual report covering the period 1 April 2024 to 31 March 2025 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 Temporary 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.

Risk Management Processes

The Risk Review Group, chaired by the Deputy Chief Constable 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 PCCGB and JIAC 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.

Other Risk Management practices

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

- Health and Safety Assessments
- 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.

Improvements are required in respect of our management of risk as currently there is no consistent application. Boards such as Constabulary Change Board do not hold risk registers or routinely include risk on the agenda. This means that risk is considered at the level of individual business cases and not at the strategic, aggregated level. There is often misalignment between the risk appetite of boards and business functions, leading to tension which can prevent decision being reached and can result in board decisions not being actioned.

Our approach to risk is being reviewed in parallel to a review of the Governance Framework.

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

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

Internal Audit

The South West Audit Partnership (SWAP) acts as the Organisation's internal auditors. Reports were scrutinised at the Joint independent Audit Committee.

In the Internal Audit Opinion 2024/25 report to the Audit Committee on 20 June 2025, the Assistant Director – Emergency Services for SWAP Internal Audit

Services is stating “On the balance of our 2024/25 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. It should be noted, however, that due to the limited scope of the internal audit plan, this opinion applies only to the specific areas examined and does not extend to wider organisational assurance” Reasonable Assurance is the same opinion as that issued in 2023/24.

To date, during 2024/25 SWAP has undertaken 5 audits (plus 2 support activities) across various areas of the Organisation, with a further 4 audits remaining in progress, 1 audit at reporting stage and 1 audit at scoping stage at the time of drafting this AGS. Of the audits completed, 1 had a “reasonable assurance” opinion, and 1 had a “limited assurance” opinion. Three further audits were follow up pieces and therefore were not assessed for an opinion.

Six actions (of which 3 are priority 2 and 3 are priority 3) have agreed between SWAP and 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.

In fulfilling this requirement the PCC and Chief Constable should have regard to the Code of Practice for Internal Audit in Local Government in the United Kingdom issued by CIPFA. The Statement on the Role of the Head of Internal Audit in Public Service Organisations issued by CIPFA sets out best practice and should be used to assess arrangements to drive up audit quality and governance arrangements.

External Auditors – to be updated when received

6. 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:

Date	Area	Grade
	Providing a service to victims of crime	Not graded

May -Oct 2023	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
	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
The HMICFRS inspections the Force have been subject to since 01/04/24 to 31/03/25 are:		
July 2024	Serious and Organised Crime	Inadequate
December 2024	National Child Protection Inspection	Report

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

7. Action Plan

Gloucestershire Constabulary Force leadership has changed recently, and planning is advanced to put in place lasting foundations and deliver focused improvements in the short term. We are doing this through a single plan: the Gloucestershire Rapid Improvement Plan (GRIP). This plan will require new ways of working and leading to be successful.

The GRIP prioritises key external and internal areas where we will deliver 'excellence in the basics' in order to secure rapid improvements.

Gloucestershire Constabulary

Gloucestershire Rapid Improvement Plan 2025-2026

Our mission

Prevent. Investigate. Protect. Solve.

Our vision for the future

Gloucestershire Constabulary's vision for 2025/26 is to achieve *excellence in the basics*. Crime will be **prevented**, and **investigated**, and we will improve our positive outcomes for victims. We will **protect** all our communities so that they feel safer, and we will increase the number of crimes we **solve**. Working as one team, we will do this by stabilising our organisation, promoting ethical leadership, and achieving organisational efficiency.

Our priorities

Investigate crime

- To be equipped to investigate crime
- To deliver high investigative standards
- To improve our victim satisfaction
- To keep children and young people safe.

Safer communities

- To appropriately respond to calls for service
- To reduce the impact of crime on our communities
- To build trust and confidence with our communities
- To disrupt crime and manage offenders.

Efficient organisation

- To deliver the agreed 2025/26 budget
- To understand and manage our capability to meet demand
- To deliver planned technology solutions
- To build a culture of continuous improvement.

Ethical leadership

- To build internal trust and confidence across the organisation
- To improve wellbeing for our workforce
- To demonstrate professional standards and behaviours
- To increase workforce productivity and capability.

Areas for development for 2025/26

Action Number	Issue identified and objective	Owner	Status & Target Date
1	Review of Governance - Not a consistent understanding of where decisions are taken and what authority different boards have. Review planned to address, hierarchy of decision making, necessity for each board and their terms of reference.	OPCC Chief Executive/Chief Superintendent: Corporate Development	Draft Terms of Reference and project prepared. Target date October – December 2025
2	Improvements are required in respect of accountability and management of risk by risk owners	Deputy Chief Constable	Improvements will be managed in parallel to the review of Governance with a target date October – December 2025
3	Inadequacy in arrangements for Child Protection identified by HMICFRS in December 2024	ACC Ocone, Crime, Justice and Vulnerability	Improvements fully implemented as set out in the GRIP – March 2026
4	Investigate Crime • Equipped to investigate • Higher Investigative standards • Victim Satisfaction • Keep young people safe	ACC Ocone, Crime, Justice and Vulnerability	March 2026
5	Safer Communities	ACC Lawton	March 2026

Action Number	Issue identified and objective	Owner	Status & Target Date
	• Response to calls for service • Reduce crime impact • Build community trust and confidence • Disrupt crime / manage offenders		
6	Efficient Organisation • Deliver budget • Understand / manage demand • Culture of continuous improvement • Deliver technology	ACO Saunders	March 2026
7	Ethical Leadership • Internal trust and confidence • Improve workforce wellbeing • Professional standards and behaviours • Increase workforce productivity / capability	ACC Mathieson	March 2026

Signed

M Blyth
Temporary Chief Constable of Gloucestershire Constabulary

M Ulyatt
Chief Finance Officer, Gloucestershire Constabulary

C Nelson
Police and Crime Commissioner for Gloucestershire

P Robinson
Chief Finance Officer, Office of the Police and Crime Commissioner

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

Date: 19 December 2025