



Gloucestershire Constabulary Office of the Police and Crime Commissioner (OPCC) Annual Governance Statement (AGS)

01 April 2022 – 31 March 2023

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 2022 to 31 March 2023, 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

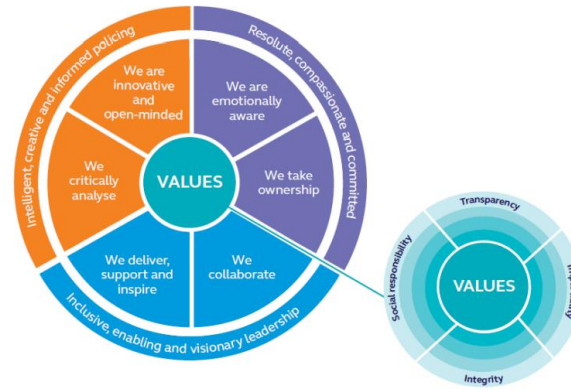
Principle A - Behaving with integrity, demonstrating strong commitment to ethical values, and respecting the rule of law

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: [Policies & procedures - Gloucestershire's Office of the Police and Crime Commissioner \(goucestershire-pcc.gov.uk\)](https://www.goucestershire-pcc.gov.uk/policies-procedures)

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

Constabulary values and governance principles

Values from the College of Policing



- 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. The Code includes the nine policing principles, and the 10 standards of professional behaviour. It includes the National Decision Model (NDM) to help officers and staff to make decisions which are consistent with these principles and expected behaviours.

The 2021 HMICFRS PEEL inspection rated the Constabulary as ‘Good’ for treating people fairly and with respect, stating that: “The Force works well with communities. It is improving its understanding of the use of force and it understands and is improving the way it uses stop and search.” It also observed a number of the scrutiny panels referenced below and noted: “It has also put in place effective external scrutiny arrangements.”

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

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- 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 has 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 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 has been 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, including an Anti-Corruption Unit which undertake investigations in relation to complaints made by members of the public and internal misconduct matters.

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.

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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).

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.

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 2021/22 can be found here: <https://www.gloucestershire-pcc.gov.uk/download/10663/?tmstv=1678194261>

Budget consultation

The late notification of the central grant and precept limitation once again significantly restricted the opportunity for detailed consultation on the proposed increase. At the end of December 2022, the OPCC's website provided information to the public on the budget and formally asked two questions:

Question 1

Do you think Gloucestershire Constabulary has sufficient funds to addresses concerns raised around crime in this survey?

73% of responses said no. Based on the margin of error, we can therefore determine that when asked whether the Constabulary has sufficient funding to address concerns around crime raised in this survey, between 69% and 77% of respondents believe it does not, and between 23% and 31% believe that Gloucestershire Constabulary does have sufficient funding.

Question 2

If more money were available to the Constabulary, where would you want it spent?

The highest responses were to increase the number of officers. Full details of the responses were provided to the Police and Crime Panel in the PCC's budget report.

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:

- 136 Special Constables (across all ranks).
- 125 Volunteer Police Cadets (VPC).
- 64 Cadet Leaders.
- 237 Police Support Volunteers (PSV). This is the highest number across the five south west regional forces, with a further 25 pending. This figure includes a brand new initiative of 11 Volunteer Police Community Support Officers (VPCSOs).

The Constabulary has also introduced a new, diverse and inclusive Work Experience programme for young people across Gloucestershire which began in January, with 168 places allocated in 2023.

In quarter two of 2023 (September), - the Mini Police Programme for children aged 8-11 (pre-Cadets) was launched across Gloucestershire - another Constabulary first. As at March 2024, there are two PCSOs leading this initiative, with the aim to increase this to six. 24 schools are involved, with 14 on the waiting list, and 778 year 5 pupils have received input from the mini-police team. Feedback forms have been completed by those pupils involved and the initial evaluation shows that there are clear indications of an increased awareness of the role of the police. A more detailed evaluation of the pilot stage will be undertaken.

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. The Constabulary also conducts surveys of victims of vehicle crime and Anti-social behaviour following their initial contact with the Force Control Room (FCR). The results are presented in various ways within the Organisation to monitor performance.

Staff 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 2021, and the results continue to feed into the Constabulary's Supportive Leadership and Wellbeing programme. High level findings are disseminated across the Organisation.

National police Wellbeing Survey

The third annual survey took place in November 2021. It is strongly supported by the Organisation as it accords with one of the Chief Constable's three basecamps - Supportive Leadership and Wellbeing. Feedback from the survey will also inform basecamp two (Standards Matter) and basecamp three (Better Together).

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

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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 2022/23, the Constabulary has worked 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, with the Chief Constable and the Constabulary having the main responsibility for delivering its outcomes.

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 for 2022/23 enabled financial sustainability. The plan incorporated the growth plan and reduces the medium term gap to £4.4m, with a balanced budget in 2025/26. The MTFP has been clearly aligned to the priorities of PEEL recovery and is reflected in the Police and Crime. The Constabulary's Corporate Strategy is similarly sympathetic to these priorities.

The HMICFRS recommendation that the Force should develop a sustainable and affordable medium-term financial plan to enable it to provide policing services that meet future demand, based on reasonable assumptions about future income and expenditure, was discharged by HMICFRS on 1 December 2022.

A second recommendation for the Constabulary to ensure it has enough capacity to manage its finances effectively, and for its senior leaders to exercise proper governance and oversight of financial management was also discharged on 1 December 2022.

The final recommendation contained within PEEL question 12 has been addressed throughout 2022 by the work of the Continuous Improvement and Innovation (CII) Project, which has reviewed the Force's current operating model. As a result, the Enhanced Operating Model (EOM) has been designed, and implementation began in June 2023.

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. Through our approach to electrification, we already lead by example to influence partners and the public, with more than 21% of our fleet electrified.

The Board of the South West Police Procurement Department (SWPPD) collaboration has agreed to implement the Sustainable Procurement Policy.

Collaboration and Partnerships

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

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- 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, Gloucestershire County Council, the Constabulary and OPCC are members of the Emergency Services Collaboration Board. In 2022 membership was extended to include the South West Ambulance Service Trust (SWAST).

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)
- The Operational Performance Board (that includes Accountability Reports from Force leads, where performance issues require a deep dive review and to provide a mechanism for escalation for review at the Chief Constable's Performance Board).

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 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

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Board, a People Management Board, a Change Board and a Performance 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.

In 2022, the monthly PEEL Recovery meeting to oversee progress against the 'Causes of Concern was absorbed into the CCPB. The meetings receive updates from the Silver Project leads.

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. 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 May 2022, 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.

The Constabulary's structure works to keep people in Gloucestershire safe from harm through these areas:

- Crime Command: Forensic Services, Intelligence, Covert Policing, Special Branch, Serious Organised Crime, Investigations, Serious Crime, Major Crime Investigation Team, Public Protection Unit and Multi-Agency Safeguarding Hub
- Local Policing: Criminal Justice, Custody, Neighbourhood Policing, Force Control Room, Community Harm Reduction, Operations Planning and Specialist Operations, Force Response Unit, Police Staff Volunteers, Police Volunteer Cadets and Special Constabulary
- Enabling Services: Change Team, Communications and Engagement, Analysis Research and Planning. Digital and Data Services, Estates and Support Services, Finance and Procurement, Fleet and Transport Services, Governance and Compliance, Legal Services, People Services (includes training, learning and development).
- Professional Standards and Anti-Corruption.

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 2022, building on recruitment in 2020/21. 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 the EOM has been evaluated twice, against a robust benefits framework, leading to the production of two reports. The first was shared across the organisation on 1st November 2023 and the second is intended for publication at the end of March 2024. Both reports illustrate that performance continues to improve across the Constabulary, together with a series of lessons to be learnt and areas identified for continuous improvement. Whilst there is still work to do, both of the evaluations and the more recent 2024 HMICFRS PEEL inspection recognise that the new operating model has effectively mitigated the concerns raised in the 2021 PEEL Inspection.

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
- 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.

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 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 Deputy Chief Finance Officer, the Deputy Chief Constable and the 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).
- Information Governance Board (IGB).
- Transformation Delivery Board (TDB).

- Demand, Efficiency, Change and Innovation Board (DECI).
- Strategic Development Forum (SDF).
- People Development 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.

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

Mechanisms for management of risk are embedded in the operational and organisational activities of the Organisation. The primary objective of the risk management process is to manage threats in a way that reduces the likelihood of them occurring and minimises their impact should they materialise.

The Strategic Risk Register is developed through the analysis of risks held on the Constabulary's, OPCC's, departmental, operational and functional delivery plans. The Strategic Risk Register is presented for scrutiny at every Joint Audit Committee meeting.

Financial risks more than £25k and higher than amber RAG status are reported to the Finance Panel and the PCC Governance Board.

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.

There are seven significant risks on the Strategic Risk Register at the moment:

1. There is a risk relating to the disruption or loss of the Gloucestershire police network because of malware infection. This can lead to the loss or compromise of data or the denial of service (no network). Controls are in place to mitigate this risk, including access controls, backing-up systems, scanning and testing.
2. There is a risk that our Crime Data Integrity/VSA issues will cause reputational damage to the organisation, specifically that by failing to record crime in an accurate, comprehensive and timely fashion the Constabulary provides a poor victim service. Significant mitigation has been put in place, including the long term plan to solve this issue in a sustainable way. The Crime Standards Bureau (CSB) became fully functional in September 2022. Improvement in compliance with the Victims' Code of Practice (VCoP) is also expected to assist and is being undertaken in a phased approach.
3. End of support for the Windows operating system in use on Force devices results in loss of support, security breach, and inability to run Office 365 and associated applications. The risk remains, however has been greatly reduced by the replacement programme. There are fewer than 30 active devices in use, all in specific and non-standard build environments. Work continues to develop, test and deploy versions of software locally that works with Windows 10.
4. There is a 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. The Secretary of State for the Home Office negotiated a settlement on behalf of the various chief constables and themselves with regards to the 'Aarons and others' claims. No settlement was reached for those 'Aarons and others' claimants who were also seeking compensation for other pecuniary or financial loss and/or declaratory relief. The

outcome of the Employment Tribunal (ET) is awaited to make a decision on this proposal. The Constabulary has 508 claimants as part of the Roderick and Slade claims. There is hope that the Home Office will cover the national costs, however the National Police Chiefs' Council (NPCC) has yet been unable to obtain an indemnity from the Home Office to date.

5. There is a risk that the budgeted assumptions for inflation made during the budget preparation period are exceeded by contract inflation actually charged during the year. This will lead to overspending the base budget by price before any increase in activity. Pay awards and most contract inflation has been established throughout 2022/23 and is now known. It has been absorbed and reflected in future budget estimates. Inflation is coming down slowly and it is possible the peak of this wave may have passed. Whether there is another wave is a planning risk for the future.
6. Investigatory Powers Commissioner's Office (IPCO) audit findings - There is a risk that the Force fails to implement and address the recommendations from IPCO resulting in loss of reputation from media coverage, which could impact on performance & reduced confidence in the Constabulary audit findings. Gloucestershire policies are nearing completion, requirements of an interim data repository have been submitted to ICT for consideration and solution Training and CPD once the ICT return their storage solution, will take place, although engagement with the Learning and Development department is well underway. A detailed timeline until end of 2022 was in place as is a quarterly timeline from 2023 to go live date April 2024. This work has been commissioned as a project and has a dedicated Project Manager assigned to it.
7. Biometrics – There is a large volume of outstanding PNC impending prosecutions awaiting processing. As a result, the Police National Computer (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 is being delayed or not permitted resulting in an unidentified crime. A process is in place for the RUI Whiteboard managed by crime management and investigatory standards (CMIS) and this will continue. The process for the aspect of Bail is now further understood after various meetings with subject matter experts to understand the process and correct access and changes in processes. The Bail Manager now has the correct access, processes and support is being put in place. The PNC impending figures increased in December 2022. It appears that the current rise in impending's may be due to the new bail processes that came on 28 October 2022 and has had an impact on older bail on the bail whiteboards, resulting in duplication on PNC for the charge on the new custody record. Work is ongoing to establish the causes and solution for this. The Continuous and Improvement and Innovation team is looking at the support the Bail manager needs for business as usual longer term and this will be progressed in due course to ensure the processes are maintained going forward. Work is also required on addressing the backlog which is not in the remit of the Bail Manager but the correct process to prevent further increases must be established first.

Other Risk Management practices

Risk Management processes are also embedded 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.

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 2022/23 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.

The Head of Internal Audit reported directly to the Joint Internal Audit Committee on the 30th June 2023. Their report included the following:

“On the balance of our 2022/23 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. “

External Auditors

The External auditors completed their work on the 2021/ 2022 accounts of the Chief Constable and the OPCC and issued the following statement in March 2023:

“We have audited the financial statements of the Chief Constable for Gloucestershire (the 'Chief Constable') for the year ended 31 March 2022 which comprise the Comprehensive Income and Expenditure Statement, the Movement in Reserves Statement, the Balance Sheet, the Cash Flow Statement and notes to the financial statements, including a summary of significant accounting policies, and include the police pension fund financial statements comprising the Fund Account and the Net Assets Statement and notes to the Gloucestershire Police Pension Fund Accounts. 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 2021/22.

In our opinion, the financial statements:

- give a true and fair view of the financial position of the Chief Constable as at 31 March 2022 and of its 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 2021/22; and
- have been prepared in accordance with the requirements of the Local Audit and Accountability Act 2014.”

The external auditors are also required to issue an opinion on the Chief Constable’s arrangements for securing economy, efficiency and effectiveness in its use of resources. The results of this work were presented to the Joint Independent Audit Committee in December 2023. In summary, the key findings include:

- **Financial Sustainability:** it was found that the significant weaknesses identified in 2021/22 had been addressed and that the PCC and Chief Constable had in place appropriate arrangements to manage the risks faced in respect of financial resilience.
- **Governance:** it was found that the OPCC and Constabulary had put in place effective governance arrangements. However, the OPCC website had not been improved since the findings in 2020/21. Progress has been made on this with a revised website and content going live in Q1 2024.
- **Improving Economy, Efficiency and Effectiveness:** improvement findings were identified in respect of call handling and the management of domestic abuse. Since the report was issued, both 999 and non-emergency call handling times have improved, and further improvements are underway. A focused effort to improve the Constabulary’s approach to domestic approach continues, with early signs of positive impact in Q1 2024. A further recommendation in regard of financial reporting the Police and Crime Panel is being acted upon.

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 November 2020 and June 2021, the Constabulary was subject to the formal assessment part of the programme. The outcome of the inspection was published in a report in October 2021. The Constabulary was assessed as:

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Area inspected	Findings
Providing a service to victims of crime	Inadequate
Engaging with and treating the public with fairness and respect	Good
Preventing crime and anti-social behaviour	Good
Responding to the public	Inadequate
Investigating crime	Inadequate
Recording data about crime	Inadequate
Protecting vulnerable people	Inadequate
Managing offenders and suspects	Adequate
Disrupting Serious Organised Crime	Good
Meeting the Strategic Policing Requirement	Ungraded nationally
Protecting the public against armed threats	Ungraded nationally
How good is the force at building, developing and looking after its workforce and encouraging an ethical, lawful and inclusive workplace?	Good
How good is the force at planning and managing its organisation efficiently, making sure it achieves value for money, now and in the future?	Inadequate

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

- Serious Youth Violence
- Race disparity in criminal justice decision making
- Homicide prevention.

Additionally the below joint Criminal Justice Inspectorate Inspection (CJJI) took place. 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 two significant control issues:

His Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) 2021 PEEL Inspection findings

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. 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.

As the early findings of the PEEL inspection started to filter through to the Constabulary in May 2021, and then at a hot debrief in June 2021, the Chief Constable moved quickly to declare the situation a critical incident for the Force. That critical incident has remained in place throughout 2022/23 and at the time of this statement.

The Chief Constable took on responsibility for chairing the two most influential boards in driving recovery from the findings of the inspection - The PEEL Recovery Board and Chief Constable's Performance Board - that met on the same day on a monthly basis. Their relationship is important, with one driving overall Constabulary performance understanding and improvement whilst the other focuses on the specific issues generated by the inspection with a number of strands including crime management and investigative standards, the Force Control Room, limited duties personnel and operation flex. The latter element is led by both the Constabulary's Assistant Chief Constable focused on short term measures to alleviate some of the pressures being created by the current demand on our services.

The Constabulary moved swiftly and decisively to address the inspection's findings, with many improvements either already in place or with planned activity in the months ahead.

On 3 February 2023, the Police and Crime Panel supported the PCC's proposal to increase the Precept by 5.36%. The investment supported the improvement work mentioned above and the PCC's manifesto commitments of:

- Putting more police on the streets
- Tackling anti-social behaviour
- Making it quicker and easier to contact the Constabulary in times of need
- Investing in the Citizens in Policing (CiP) programme to build new links and partnerships within communities
- Innovative use of the Special Constabulary and Volunteer Police Community Support Officers (VPCSOs) to bring the best of volunteering into the emergency sector
- Continuing to support community projects aimed at reducing crime and anti-social behaviour through the Commissioner's Fund.

This equated to:

- 115 extra police officers
- 19 extra PCSOs
- 178 extra police staff
- 200 additional Special Constables
- 100 new Volunteer PCSOs.

Regular updates from the Force have been provided to HMICFRS via the Chief Constable's and PCCs attendance at the Police Performance Oversight Group (PPOG) meeting and check point meetings and via a number of Insights meetings with Force Leads and the HMICFRS Force Lead Liaison (FLL) to demonstrate progress against the Causes of Concern.

Budget

In its most recent published assessment in 2021, following a change of direction in its assessment in some key areas, HMICFRS rated Gloucestershire Constabulary as inadequate for efficiency, and value for money.

This assessment was based on two findings, the first that: "Budgets and plans were not balanced over the medium term." To counter that criticism, we have progressed the following:

- The budget for 2022/23 was balanced with a savings requirement commensurate with the national funding settlement expectation that forces will find their element of an £80M savings requirement. That savings requirement was met in full
- The budget for 2023/24 has been balanced with a savings requirement of £600k which will be managed through the Efficiencies and Savings workstream that has successfully delivered on the 2022/23 target
- The pressure in the medium term has been much reduced from £5M to £3.1M
- The MTFP has been refreshed in terms of recognising the likely need to invest in infrastructure
- The pressure in the medium term can also be reduced through LEAN process reviews and taking the opportunities for releasing savings and efficiencies created by new technologies.

The second of the two findings was that: "There was not a strong enough link between the budget, the medium term planning and demand analysis."

To counter that criticism we have progressed the following:

- In setting the budgets for 2023/24, the finance team worked closely with the business planning team and further developed the links between resource allocation and the risk assessment which supports the development of the Force Management Statement (FMS)
- The investments are in the areas of highest rising demand and areas where we would otherwise fail inspection: the Victims' Hub, 999s and other calls for service from all quarters

- During 2022/23 the Force has worked to identify ways of closing the gap in the previous MTFP and has done that by reconsidering its planned investments in the future and responsibly closing its financial gap before considering where and how to invest
- Further reviewed the budget in detail to identify any opportunity to immediately reduce costs, and reviewed all income lines to ensure they are budgeted where they are ongoing
- Commissioned feasibility studies on building conditions, ICT data architecture reviews and environmental condition surveys to understand the capital infrastructure requirement before looking at transformation projects
- Managed inflationary pressures and pay award demands
- Further developed the contract register to ensure value through delivery of effective procurement
- Taken opportunities to diversify income streams through the use of external funding and specific grant applications, taking the pressure of investment off council tax.

5. Revenue

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. The plan includes a savings requirement in the 23/24 financial year of £1.2M, reducing to a savings target of £0.2M by 25/26. The Constabulary is working towards fully allocating those savings targets.

Therefore, the HMICFRS recommendation that the Force should develop a sustainable and affordable medium-term financial plan that will enable it to provide policing services that meet future demand, based on reasonable assumptions about future income and expenditure was discharged by HMICFRS on 1 December 2022.

The Finance team increased its professional and advisory team as well as systems support. These areas will provide the Organisation with better qualified and more available financial advice, and more ability to reshape financial reporting and deliver information in a way that meets customer need.

Consequently the recommendation to ensure enough capacity to manage its finances effectively and that its senior leaders exercise proper governance and oversight of financial management was discharged on 1 December 2022.

The final recommendation contained within PEEL question 12 to make sure that financial plans are aligned with workforce, IT, estates and other corporate plans, and that all are accurately informed by a sound understanding of likely future demands for its services have been addressed throughout 2022 by the work of the Continuous Improvement and Innovation (CII) Project, which has reviewed the Force's current operating model. As a result, the Enhanced Operating Model (EOM) was designed with implementation taking place in June 2023. Since then the EOM has been evaluated twice, against a robust benefits framework, leading to the production of two reports. The first was shared across the organisation on 1st November 2023 and the second is intended for publication at the end of March 2024. Both reports illustrate

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that performance continues to improve across the Constabulary, together with a series of lessons to be learnt and areas identified for continuous improvement. Whilst there is still work to do, both of the evaluations and the more recent 2024 HMICFRS PEEL inspection recognise that the new operating model has effectively mitigated the concerns raised in the 2021 PEEL Inspection.

Signed

R Hansen
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: 22/03/2024