

# Norfolk Police and Crime Panel



Date: **2 February 2016**

Time: **10am**

Venue: **Edwards Room, County Hall, Norwich**

**Panel Members are invited to attend a refresh training session at 10am on Thursday 28 January in the Edwards Room, County Hall, Norwich.**

**Persons attending the meeting are requested to turn off mobile phones.**

## Membership

<b>Main Member</b>	<b>Substitute Member</b>	<b>Representing</b>
Mr William Richmond	Mr Mark Robinson	Breckland District Council
Mr Fran Whymark	Mr Roger Foulger	Broadland District Council
Ms Katy Stenhouse	Ms Kay Grey	Great Yarmouth Borough Council
Mr Brian Long	Mrs Elizabeth Nockolds	King's Lynn and West Norfolk Council
Mr Alec Byrne	Michael Chenery of Horsbrugh	Norfolk County Council
Mr Terry Jermy	Mr Mick Castle	Norfolk County Council
Mr Brian Hannah	Mr James Joyce	Norfolk County Council
Mr Richard Shepherd	Mr Nigel Dixon	North Norfolk District Council
Mr Keith Driver	Mr Paul Kendrick	Norwich City Council
Dr Christopher Kemp	Mr Robert Savage	South Norfolk Council
Ms Sharon Brooks	(no substitute member)	Co-opted Independent Member
Mr Alexander D Sommerville, CPM	(no substitute member)	Co-opted Independent Member

**For further details and general enquiries about this agenda  
please contact the Committee Officer:**

Anne Pickering on 01603 223029  
or email [committees@norfolk.gov.uk](mailto:committees@norfolk.gov.uk)

## **A g e n d a**

- 1. To receive apologies and details of any substitute members attending**
- 2. Declarations of Interest**

### **Norfolk County Council and Independent Co-opted Members**

If you have a **Disclosable Pecuniary Interest** in a matter to be considered at the meeting and that interest is on your Register of Interests you must not speak or vote on the matter. It is recommended that you declare that interest but it is not a legal requirement.

If you have a **Disclosable Pecuniary Interest** in a matter to be considered at the meeting and that interest is not on your Register of Interests you must declare that interest at the meeting and not speak or vote on the matter

In either case you may remain in the room where the meeting is taking place. If you consider that it would be inappropriate in the circumstances to remain in the room, you may leave the room while the matter is dealt with.

If you do not have a **Disclosable Pecuniary Interest** you may nevertheless have an **Other Interest** in a matter to be discussed if it affects:

- your well being or financial position
- that of your family or close friends
- that of a club or society in which you have a management role
- that of another public body of which you are a member to a greater extent than others in your ward.

If that is the case then you must declare such an interest but can speak and vote on the matter.

**District Council representatives will be bound by their own District Council Code of Conduct.**

- 3. To receive any items of business which the Chairman decides should be considered as a matter of urgency**
- 4. Minutes** Page 5
- To confirm the minutes of the meeting held on 8 December 2015.
- 5. Public questions**
- Thirty minutes for members of the public to put their question to the Panel Chairman where due notice has been given.
- Please note that all questions were to have been received by the Committee Team (committees@norfolk.gov.uk or 01603 223814) by **5pm on Monday 25 January 2016.**
- 6. Police and Crime Commissioner for Norfolk's proposed precept for 2016-17** Page 11
- To review the Police and Crime Commissioner for Norfolk's proposed precept for 2016-17.
- 7. OPCCN Commissioning – Quarterly Report** Page 62
- To consider the regular monitoring information.
- 8. Office of the Police and Crime Commissioner for Norfolk - Performance Framework** Page 91
- To consider an update on OPCCN's performance framework in relation to the policing objectives in the Police and Crime Plan.
- 9. Complaints Handling** Page 97
- The Panel is recommended to:
- a) Consider an update on the development of a local model for managing police complaints (Police Integrity Reforms).
  - b) Endorse the suggested response to the Government's public consultation on managing complaints about the conduct of Police and Crime Commissioners.
  - c) Agree the Terms of Reference for a Complaints Handling Sub-Panel.
- 10 Information bulletin – questions arising to the Commissioner** Page 124
- To hold the Commissioner to account for the full extent of his activities and decisions since the last Panel meeting.

## 11. Work Programme

Page 136

To review the proposed work programme

Date Agenda Published: Monday 25 January 2016

**Under the Council's protocol on the use of media equipment at meetings held in public, this meeting may be filmed, recorded or photographed. Anyone who wishes to do so must inform the Chairman and ensure that it is done in a manner clearly visible to anyone present. The wishes of any individual not to be recorded or filmed must be appropriately respected.**

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## Norfolk Police and Crime Panel

**Minutes of the Meeting held on Tuesday 8<sup>th</sup> December 2015 at 10.00 a.m.  
Cranworth Room, County Hall, Norwich**

### **Main Panel Members Present:**

Ms Sharon Brooks	Co-opted Independent Member
Mr Alec Byrne	Norfolk County Council
Mr Brian Hannah	Norfolk County Council
Mr Terry Jermy	Norfolk County Council
Dr Christopher Kemp	South Norfolk Council
Mr William Richmond	Breckland Council
Mr Richard Shepherd	North Norfolk District Council
Mr Alexander D Sommerville, CPM	Co-opted Independent Member
Mr Fran Whymark	Broadland District Council

### **Officers Present**

Mr Greg Insull	Assistant Head of Democratic Services
Mrs Jo Martin	Democratic Services and Scrutiny Support Manager

### **Others Present**

Mr Stephen Bett	Police and Crime Commissioner for Norfolk
Ms Sharon Lister	Performance and Compliance Officer, OPCCN
Mr Mark Stokes	Chief Executive, OPCCN
Mr Ian Sturgess	OPCCN Domestic Abuse and Sexual Violence Reduction Coordinator
Mr Martin Barsby	Business Manager, OPCCN

- 1. To receive apologies and details of any substitute members attending**
  - 1.1 Apologies received from Mr Brian Long, Ms Katy Stenhouse and Mr Keith Driver.
- 2. Members to Declare any Interests**
  - 2.1 None declared.
- 3. To receive any items of business which the Chairman decides should be considered as a matter of urgency**

3.1 None

#### **4. Minutes of the meeting held on 8<sup>th</sup> October 2015**

4.1 The minutes of the meeting held on the 8<sup>th</sup> October 2015 were confirmed by the Panel as a correct record and signed by the Chairman.

The Panel congratulated the Constabulary on receiving a rating of outstanding following an inspection by Her Majesty's Inspectorate of Constabulary (HMIC).

The Panel congratulated the Office of the Police and Crime Commissioner for Norfolk (OPCCN) on receiving a prestigious national award for openness and transparency from CoPaCC, a national organisation which monitors police governance by comparing Police and Crime Commissioners.

#### **5. Public Questions**

5.1 No questions received from the public.

#### **6. Police and Crime Commissioner for Norfolk's 2016-17 budget Consultation**

6.1 The Panel received the suggested approach from Jo Martin, Democratic Support and Scrutiny Team Manager, which included an outline of the Commissioner's proposed approach to his forthcoming budget consultation.

6.2 The following points were raised during the discussion:-

- There would be two public meetings held during the consultation, one at County Hall in Norwich and one in Kings Lynn. Dates would be confirmed shortly.
- In response to a question raised by the Panel, the members were advised that no additional meetings were planned for local councillors; they were encouraged to attend the public meetings and participate within the same arena as the general public when responding to the budget consultation. It was important for councillors to be involved.
- The response to the budget consultation would be published on the constabulary's website as well as the commissioner's website.

6.3 The Panel noted the overview of the forthcoming budget consultation.

#### **7. Police Integrity Reforms – update on managing police complaints**

7.1 The Panel received the suggested approach from Jo Martin, Democratic Support and Scrutiny Team Manager, which included an update from the Commissioner's Office on the development of a local model for managing police complaints.

7.2 The following points were raised during the discussion:-

- The workshops being facilitated by the Home Office were aimed at Commissioners' offices being given the opportunity to talk through the proposed legislation.
- Concerns had been raised at these meetings regarding the possible impact of the appellant functions of the OPCC on Panels. However, more information was due to be received and discussed. A report would be brought to the March meeting for the Panel to consider.
- The Commissioner stated he would not commit to which model he favoured until that further information was available. Model 1: Oversight, was confirmed as definitely happening. Commissioners could consider Options 2 and 3 in addition. More information should be available after the next workshop on the 12<sup>th</sup> January 2016.
- The Panel reiterated what had been mentioned at previous meetings, that a subcommittee/ working group should be formed to consider the implications of the new functions once further information had been provided.

7.3 The Panel noted the update.

## **8. Complaints Monitoring Report**

8.1 The Panel received the suggested approach from Jo Martin, Democratic Support and Scrutiny Team Manager, which provided an update in relation to ongoing complaints to date.

8.2 The following points were raised during the discussion:-

- The complaints being made, although not large in number, were complicated to work through and took up a large amount of time as each complaint, no matter what, must be investigated thoroughly.
- The Panel's complaints handling process included steps to ensure that any vexatious complainants were dealt with appropriately.
- The Independent Police Complaints Commission (IPCC) handling of PCC complaints was a cause for concern as it lacked in consistency which made the process lack legitimacy.

8.3 The Panel noted the update.

## **9. OPCCN Commissioning Strategy – Update on Theme 3 (Domestic Abuse and Sexual Violence)**

9.1 The Panel received the report from the Office for the Police and Crime Commissioner which gave more detail on Theme 3 of his Commissioning Strategy (Domestic Abuse and Sexual Violence). It explained the extent to which Domestic Abuse is present within the county and the extent to which OPCCN is working with partners to deliver an effective response.

9.2 The following points were raised during the discussion:-

- There had been a great deal of progress made within this theme, with campaigns having positive responses from the public. However, there was still a need for more acute support as well as early interventions to prevent incidents from occurring.
- This area was considered to be increasingly important as domestic abuse features in many serious crime cases in one form or another.
- Recognising that abusive behaviour in adults could be a result of early life experiences had led to work with other agencies such as early years and troubled families in an attempt to tackle this issue at source. There are seven Early Help Hubs planned across the districts, these link with the Troubled Families team and will feed into the M.A.S.H (Multi Agency Safeguarding Hub). There had been three locality based domestic abuse coordinators appointed, with a network of champions being developed, 135 having been trained so far.
- An area that had been recognised as problematic was dealing with the needs of perpetrator who are likely to repeat behaviour, including if they move on to another relationship and continue the same behaviour. Caring Dads is an early intervention programme that had been funded to help deal with fathers who displayed aggressive behaviour at home. The programme was seen as important in acting as an intervention, with referrals coming largely from Children's Services. Unfortunately there was a high dropout rate which was likely due to individuals feeling forced to attend. The average cost per perpetrator per programme, is £2.5k.
- It was considered more complicated to deal with the issue of female perpetrators but various initiatives were being looked into.
- Much of the increase in the number of cases for sexual violence and domestic abuse was believed to be as a direct result of an increase in the confidence of victims to come forward. These types of crimes were previously under-reported.
- Training had been provided at all GP surgeries in the county to ensure that medical staff were aware of how to handle a situation related to domestic abuse or sexual violence as it was felt that the GP would in many cases be the first place individuals may go for help.
- Programmes aimed at younger people were being funded such as a Youth Offending Team programme called Step Up, there was also a programme aimed at training foster carers in restorative approaches.
- Working with minority groups such as the Travelling community was challenging as there would be a general reluctance to engage with authorities and a tendency to deal with problems within their own groups. Language could also cause a barrier.



9.3 The Panel expressed how impressed they were with the work being done and thanked Mr Ian Sturgess, OPCCN Domestic Abuse and Sexual Violence Reduction Coordinator for his report.

9.4 The Panel noted the report.

## **10. Information bulletin – questions arising to the Commissioner**

10.1 The Panel received the report from the suggested approach from the Scrutiny Support Manager which summarised for the Panel both decisions taken by the Commissioner and the range of his activity since the last Panel meeting.

10.2 In reference to a question asked of the Chief Constable on the 16 November, the Panel queried what the response was regarding reporting crimes online. The Panel were informed that the Constabulary were adapting to this as they recognised more reporting was coming through social media. A strategy to deal with this was being worked on and the Chief Constable had been asked to provide a report for the accountability forum for further consideration.

10.3 Mr M Stokes, Chief Executive for the OPCCN, gave the Panel a brief update on the work being done in advance of the 2016 Commissioner elections. It was very important that there would be openness and transparency during the elections. Information was available on the Commissioner's website on the role of the Commissioner and the election process. The Commissioners Office had also invited all candidates for a one-to-one meeting with the Chief Executive of OPCCN and the Chief Constable of Norfolk Constabulary to gain an insight into what the role entails.

10.4 The Panel noted the report.

## **11. Norfolk Police and Crime Panel Forward Work Programme 2015- 16**

11.1 The Panel received the report which outlined the Forward Work Programme.

11.2 The Vice Chairman informed the Panel about the Eastern Region PCP trial network meeting which had been attended by the Chairman, Vice Chairman and the Scrutiny Manager. It was felt there was a strong case to form a network as it would provide an opportunity to share best practice amongst Panels and compare best practice across the region.

Mr C Kemp proposed, seconded by Mr A Sommerville that the Norfolk Police and Crime Panel participate in the Eastern Region network at a cost of £500 for the subscription and review how beneficial it had been in a year.

The Panel Agreed.

11.3 The Panel noted the Work programme.

The meeting closed at 11:08am.

**CHAIRMAN**



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**Police and Crime Commissioner for Norfolk's proposed precept for 2016-17**

**Suggested approach from Jo Martin, Democratic Support and Scrutiny Team Manager**

The Panel is recommended to:

- 1) Note the Police and Crime Commissioner for Norfolk's proposed Revenue Budget and Capital Programme for 2016/17, Medium-Term Financial Strategy 2016/17 to 2019/20, and the funding and financial strategies.
- 2) Decide whether or not it supports the Police and Crime Commissioner for Norfolk's proposed precept for 2016/17 and agree the content of the Panel's report which must be made to the Commissioner.

*The Commissioner's budget consultation, setting out two precept options for 2016/17, is due to close on Friday 29 January 2016. Once he has considered the outcome, he will notify the Panel of his preferred precept option.*

- 3) Agree to meet at 10am on 16 February 2016 to review a revised precept proposal, should it decide to veto the precept proposal at today's meeting.

**1. Background**

1.1 The Police Reform and Social Responsibility Act 2011 ("the Act") requires the Police and Crime Panel ("the Panel") to review the Police and Crime Commissioner for Norfolk's proposed precept (the amount he wants to raise from Council Tax) for the forthcoming financial year.

1.2 The Regulations require:

- the Police and Crime Commissioner to notify the Panel of his/her proposed precept by 1 February 2016;
- the Panel to review and make a report to the Commissioner on the proposed precept (whether it vetoes the precept or not) by 8 February 2016;
- where the Panel vetoes the precept, the Commissioner is to have regard to and respond to the Panel's report, and publish his/her response, including the revised precept, by 15 February 2016;
- the Panel, on receipt of a response from the Commissioner notifying it of his/her revised precept, to review the revised precept and make a second report to the Commissioner by 22 February 2016;
- the Commissioner to have regard to and respond to the Panel's second report and publish his/her response by 1 March 2016.

- 1.3 The Panel may only veto the first proposed precept. For that purpose, the Panel must vote in favour of using its veto by the required majority of at least two-thirds of the Panel's membership (8 or more members). Where a veto occurs, the report to the Commissioner must include a statement to that effect.
- 1.4 If the Panel fails to report to the Commissioner by 8 February 2016 the scrutiny process comes to an end. Even if the Panel has voted to veto the proposed precept, the Commissioner may issue it.

## 2. The proposed precept for 2016-17

2.1 The Police and Crime Commissioner for Norfolk ("the Commissioner") is currently consulting on the following two precept options for 2016/17, subject to notification of final tax base figures by district councils and confirmation of the referendum trigger and the final grant settlement by the Government:

- Option 1 – a council tax freeze
- Option 2 – a 1.98% increase in council tax, the maximum permitted without triggering a referendum.

2.2 These options have been determined on the basis that:

- a) The precept needs to be seen not as a one-off decision in relation to next year, but as part of a strategy in relation to policing and crime over the medium to long-term.
- b) The proposals are consistent with the Commissioner's 10 point Pledge and his unchanged priorities, which are captured in the Police and Crime Plan for Norfolk 2015-16.
- c) The Constabulary faces considerable service pressures. While Norfolk remains a very safe county, the Constabulary is having to deal with exponential increases in reports of domestic abuse, rape and serious sexual offences, adult abuse and child abuse and allegations of cyber enabled fraud.
- d) Advice from the Chief Constable has been considered alongside views from the community, key stakeholders and public sector bodies in the police, community safety and local criminal justice areas.

2.3 The Panel will wish to note that the Commissioner's budget consultation is due to close on Friday 29 January 2016. Once he has considered the outcome, the Commissioner will notify the Panel of his preferred precept option by 1 February 2016 (in accordance with the Regulations) and the results of the consultation will be provided separately to the Panel.

2.4 The Commissioner's report to the Panel, setting out his precept options for 2016/17, is attached at **Annex 1** and includes the following detailed supporting information:

- Appendix A (i) Budget and Medium Term Financial Plan 2016/20 (Option 1 and 2)
- Appendix A (ii) Analysis of Known/Expected Changes and Savings
- Appendix A (iii) Analysis of Savings
- Appendix B High Level Analysis of the Net Budget 2016/17
- Appendix C Workforce Information

Appendix D	Proposed Capital Programme 2016/17 to 2019/20
Appendix E (i)	Forecast movement in general and earmarked reserves 2015/16 to 2019/20 (Option 1)
Appendix E (ii)	Forecast movement in general and earmarked reserves 2015/16 to 2019/20 (Option 2)
Appendix F	Prudential Code Indicators 2016/17, 2017/18, 2018/19
Appendix G	Annual Investment and Treasury Management Strategy 2015/16
Appendix H	Minimum Revenue Provision Statement 2016/17
Appendix I	Precept (Option 1) 2016/17
Appendix J	Precept (Option 2) 2016/17

- 2.5 The Panel will wish to note the Commissioner's proposed Revenue Budget and Capital Programme for 2016/17, the Medium Term Financial Strategy 2016/17 to 2019/20 and funding and financial strategies as background information for its consideration of the proposed precept. It is not required to approve the budget or make recommendations on the allocation of resources.
- 2.6 The funding and financial strategies are based on the Provisional PCC Grant Settlement for 2016/17 that was announced by the Home Office on 17 December 2015, local tax base figures and planning assumptions regarding future funding levels, on-going commitments and capital expenditure plans.
- 2.7 In preparing the Revenue Budget and Capital Programme for 2016/17, his Medium-Term Financial Strategy 2016/17 to 2019/20 and funding and financial strategies, the Commissioner and Chief Constable and their respective Chief Finance Officer/Head of Finance have followed the requirements of the Financial Management Code of Practice. Consideration has been given to the robustness of budget estimates and saving proposals, and the level of resources needed to meet the Strategic Policing Requirement and deliver a Police and Crime Plan for Norfolk.
- 2.8 The Chief Finance Officer and Head of Finance have advised the Commissioner and Chief Constable on the level of risk and the adequacy of reserves in preparing the draft budget proposals. These are referred to throughout Annex 1.
- 2.9 The final budget for 2016/17 will be agreed by the Commissioner in February 2016 when the final grant settlement is confirmed and confirmation of tax base collection fund position from billing authorities is received (before 31 January 2016). Should any change be necessary this will be dealt with by a transfer to or from the Budget Support Reserve, and the precept will therefore be unaffected.

### **3. Suggested approach**

- 3.1 The Police and Crime Commissioner for Norfolk and his Deputy will attend the meeting to answer the Panel's questions and will be supported by members of his staff, including his Chief Executive and Chief Finance Officer, and the Deputy Chief Constable.
- 3.2 Norfolk County Council's Head of Budgeting and Financial Management will attend to provide independent financial advice to the Panel if required. He has

considered the financial assumptions underpinning the Commissioner's budget proposals for 2016/17 and beyond and has discussed these with the Commissioner's Chief Finance Officer. The assumptions are considered to be reasonable and realistic in light of the current understanding of future funding levels, but will need to be kept under continued review.

3.3 After the Commissioner has presented his report, and the Panel has received a presentation from his Chief Finance Officer and the Deputy Chief Constable, the Panel may wish to question him on the following areas:

- a) How the two proposed precept options were formulated and the implications of each.
- b) The Commissioner's rationale for selecting his preferred option.
- c) How the preferred precept option aligns with the resources required to deliver the Police and Crime Plan for Norfolk.
- d) Opportunities presented by the reduction in required austerity cuts, following the Chancellor's 2015 autumn statement.
- e) Implications of the introduction of a new Police Funding Formula in 2017/18.
- f) Changes to the use of the Budget Support Reserve, which the Commissioner had previously anticipated would need to be used in its entirety.
- g) Progress with agreed efficiency savings arising from previous and current Comprehensive Spending Review periods, collaboration and the Change Programme.
- h) The implications of the 2016/17 precept proposal for partnership working, collaboration (with Suffolk and regionally) and the Change Programme.
- i) The budget process and key messages received through the public consultation.
- j) Base budget pressures.
- k) Workforce planning.
- l) The affordability of the capital programme, which has been funded mainly from borrowing.
- m) The level of risk and the adequacy of reserves in preparing the draft budget proposals.
- n) The impact on his commissioning strategy and the Community Safety Fund Crime and Disorder Reduction Grants.

#### **4. Possible outcomes from reviewing the proposed precept**

- 4.1 At the end of its review, the Panel must make a report to the Commissioner setting out whether or not it supports the proposed precept for 2016-17. This report must be published.
- 4.2 The Panel could:
- a) Support the proposed precept without qualification or comment.
  - b) Support the proposed precept, but express reservations clearly stating the reasons why and, if appropriate, make recommendations to the Commissioner for his consideration.
  - c) Agree not to support the precept and to set out the reasons why, but fall short of exercising the veto against it.
  - d) Veto the proposed precept, stating whether this is because it is:
    - too high (in which case the revised precept must be lower than the previously proposed precept)
    - too low (in which case the revised precept must be higher than the previously proposed precept).

**The Act requires at least two-thirds of the Panel's membership (8 or more members) to vote in favour of using its veto.**

#### **5. Reviewing a revised precept**

- 5.1 Should the Panel decide to veto the original precept proposal, it is suggested that the Panel should agree to meet at 10am on 16 February 2016 to review the revised precept proposal.
- 5.2 On receipt of a response from the Commissioner notifying the Panel of a revised precept proposal, the Panel must review the revised precept proposal and make a second report to the Commissioner by 22 February 2016. This report may:
- a) Indicate whether the Panel accepts or rejects the revised precept (although rejection does not prevent the Commissioner from issuing the revised precept).
  - b) Make recommendations, including recommendations on the precept that should be issued.
- 5.3 If the Panel fails to make a second report to the Commissioner by 22 February 2016, the Commissioner may issue his revised precept.

#### **6. Action**

- 6.1 The Panel is recommended to:
- 1) Note the Police and Crime Commissioner for Norfolk's proposed Revenue

Budget and Capital Programme for 2016/17, Medium-Term Financial Strategy 2016/17 to 2019/20, and the funding and financial strategies.

- 2) Decide whether or not it supports the Police and Crime Commissioner for Norfolk's proposed precept for 2016/17 and agree the content of the Panel's report which must be made to the Commissioner.
- 3) Agree to meet at 10am on 16 February 2016 to review a revised precept proposal, should it decide to veto the precept proposal at today's meeting.



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# OFFICE OF THE POLICE & CRIME COMMISSIONER FOR NORFOLK

## REPORT TO THE NORFOLK POLICE AND CRIME PANEL 2 FEBRUARY 2016

### PROPOSED PRECEPT FOR 2016/17

#### Executive Summary:

This report outlines precept options for 2016/17, the Revenue Budget and Capital Programme for 2016/17 and the Medium Term Financial Plan (MTFP) 2016/17 to 2019/20.

- Option 1 is a council tax freeze,
- Option 2 is a 1.98% increase in council tax, the maximum permitted without triggering a referendum.

The report contains Appendices that provide more detailed information.

Appendix A (i)	Budget and Medium Term Financial Plan 2016/20 (Option 1 and 2)
Appendix A (ii)	Analysis of Known/Expected Changes
Appendix A (iii)	Analysis of Savings
Appendix B	High Level Analysis of the Net Budget 2016/17
Appendix C	Workforce Information
Appendix D	Proposed Capital Programme 2016/17 to 2019/20
Appendix E (i)	Forecast movement in general and earmarked reserves 2015/16 to 2019/20 (Option 1)
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Appendix G	Annual Investment and Treasury Management Strategy 2016/17
Appendix H	Minimum Revenue Provision Statement 2016/17
Appendix I	Precept (Option 1) 2016/17
Appendix J	Precept (Option 2) 2016/17

**Decision:**

It is recommended that the Police and Crime Panel:

- a) Notes the proposed Revenue Budget and Capital Programme for 2016/17, the Medium Term Financial Plan 2016/17 to 2019/20 and the funding and financial strategies.
- b) Considers the two proposed precept options for 2016/17 which the Commissioner is currently consulting on,
- c) Endorses the Police and Crime Commissioner's preferred precept option for 2016/17, which the Panel will be notified of on 1 February 2016.

***The Commissioner's consultation is due to close on Friday 29 January 2016. Once he has considered the outcome, he will notify the Panel of his preferred precept option.***

**Police and Crime Commissioner**

**Signature:**

**Date:**

## **1. Background**

- 1.1 The decision on the level of the precept/council tax and the Revenue Budget and Capital Programme needs to be made in the context of the recent Spending Review, Home Office funding announcement, and the current economic climate. It should be seen, not as a one-off decision in relation to next year, but as part of a strategy in relation to the changing demands on policing over the medium to long-term. The precept options and the budget proposals within this report are made within the context of a four year strategic and financial planning cycle. The figures contained within the strategy are based upon current information and the stated assumptions.
- 1.2 The PCC's priorities remain unchanged and are captured in the Police and Crime Plan for 2015/16:-
- Reducing priority crime, anti-social behaviour and reoffending
  - Reducing vulnerability, promote equality and support victims
  - Reducing the need for service, through preventative and restorative approaches and more joined up working with partners; protecting the availability of front line resources.
- 1.3 The Constabulary faces significant service pressures, whilst Norfolk remains a very safe county the Constabulary is having to deal with exponential increases in reports of domestic abuse, rape and serious sexual offences, adult abuse and child abuse and allegations of cyber enabled fraud. These are some of the most complex and demanding investigations the service has to undertake and they require a highly skilled work force. As a result Norfolk Constabulary is facing some very different cost pressures which the Chief Constable believes have to be met if the threat is to be managed.
- 1.4 In accordance with the requirements of the Police and Crime Panel (Precepts and Chief Constable Appointments) Regulations 2012, a precept is to be proposed for 2016/17. In doing so, advice from the Chief Constable has been considered alongside views from the community, key stakeholders and public sector bodies in the police, community safety and local criminal justice areas.

## **2. Funding**

### **Overview**

- 2.1 The PCC's Medium Term Financial Plan (MTFP) has been consistent over many years. It provides for pay and price increases, budget growth to meet demand and service pressures, annual inflationary council tax increases, a significant change programme to make the required austerity cuts, and use of reserves to support the budget prior to savings coming on stream.
- 2.2 As set out below, the required austerity cuts will be much lower and this provides the opportunity to move away from cuts to bridge the budget gaps to finding savings for reinvestment to improve performance and meet demand.

- 2.3 The MTFP includes amended plans for the use of reserves previously required to support the budget pending savings coming on stream.

### **Provisional Grant Settlement**

- 2.4 The provisional Home Office grant settlement announcements for policing were made on 17 December 2015. The proposals in this report are based on the provisional settlement, local tax base figures and planning assumptions regarding future funding levels, on-going commitments and capital expenditure plans.
- 2.5 During the course of the last parliament, and through two Spending Reviews, PCCs were required to deal with significant cuts in funding and deliver savings of around 20% in real terms. In the run up to the general election, and subsequently in the lead up to the Spending Review 2015, the expectation given to the police was that further cuts in excess of 25% in real terms would be required over the life of the new parliament and as such all workforce planning had been based on those expectations.
- 2.6 However, due to an improvement in economic forecasts, the Chancellor announced in the autumn statement on the 25th November 2015 that the funding settlement for police would be significantly better than previously expected, and the overall settlement for total police funding would be 'protected' at 2015/16 cash levels. There was a possibility that the funding for local forces would be cut (by top slicing) to meet national policing cost pressures (e.g. counter terrorism). In the end this did not happen as the Home Office has secured significant additional funding from the Treasury.
- 2.7 In the provisional Police Grant Report on 17th December 2015, the Minister of State for Policing stated "For 2016/17 direct resource funding for each PCC, including precept, will be protected at flat cash levels, assuming that precept income is increased to the maximum amount available."
- 2.8 The main policing grants have reduced by 0.6%. The Settlement is not expected to be confirmed until 3 February 2016. Further details are in the table at paragraph 6.1.
- 2.9 The Provisional Settlement also includes forecasts for the rest of the parliament (2017/18, 2018/19 and 2019/20), however we do not have force by force allocations and in any event these will be affected by the new funding formula (see below). In broad terms, funding is protected at current cash levels, assuming PCCs increase their council tax each year.

### **Grant damping and the Police Funding Formula**

- 2.10 Earlier this year, the Home Office engaged in consultation on changes to the Police Funding Formula. The proposal was for the new arrangements to start for 2016/17, with transitional arrangements, over a period of time, to be decided. However, due to an error in the exemplifications from the Home Office, along with other issues raised during the consultation period, the Home Office has decided to postpone the introduction of a new formula until 2017/18.
- 2.11 Therefore, there were no changes to grant damping for 2016/17 funding and all PCCs core Home Office funding has been subject to the same cash reduction of 0.6% in comparison with 2015/16.

- 2.12 This means that there is only funding certainty for one year, as the new formula could have significant implications for police funding locally. Significant changes in funding would have to taper in over a number of years. Therefore a prudent and flexible approach to financial planning needs to continue.

### **Use of Reserves**

- 2.13 The previous MTFP, considered by the Panel in February 2015, included the use of the Budget Support Reserve, in its entirety (£20m), to finance the budget, pending savings coming on stream.
- 2.14 Given the improved financial settlement, £15m of this Reserve will be used to finance capital expenditure previously funded from internal borrowing. In turn, this will generate revenue budget savings (from reduced 'minimum revenue provision' payments) rising to £1.5m per annum by 2018/19.
- 2.15 Around £6m of the Reserve will remain for use over the medium term. This is particularly important if the budget gaps increase.
- 2.16 The above proposal also reduces the risk of loss of reserves as part of the transition to the new funding formula (expected 2017/18) and delivers revenue savings going forward.
- 2.17 Commentary on the other reserves is set out in section 13 and appendix E.

### **3. Budget and Precept 2016/17 and MTFP**

- 3.1 Appendix A(i) sets out the budget and forecasts for the two Options. A(ii) sets out the expected changes, Appendix A(iii) sets out the savings (the same for both Options) and Appendix B shows a high level analysis of the Net Budget and Forecasts for both Options.
- 3.2 Details of the precept to be levied on the collection authorities is set out in Appendices I (Option 1) and J (Option2).

### **4. Collaboration and the Change Programme**

- 4.1 The Constabulary has a well-established and effective Change Programme. The programme was developed to address the savings requirements arising from the spending reviews of 2010 and 2013 covering the period to 2015/16.
- 4.2 The programme had a number of principal work streams, involving collaboration with Suffolk as well as Norfolk only initiatives.
- 4.3 The table overleaf shows the level of savings that have been made in implementing the Change Programme to date. In total, by the end of 2015/16 some £20.75m of savings specific to Norfolk have already been taken from budgets through the Change Programme.

## Savings delivered via Change Programme to end of 2015/16

Portfolio	Savings achieved to end of 2015/16 £000
In collaboration with Suffolk:-	
Business Support	6,529
Justice Services	931
Protective Services	3,446
Other Collaborative	2,230
Norfolk Only (mainly local policing)	7,614
<b>TOTAL PROGRAMME</b>	<b>20,750</b>

- 4.4 The savings identified above arise from workforce reductions. The scrutiny process (see para 5.2) has, over the years, also delivered considerable savings (e.g. £3.3m in the current year, £1.1m in 2016/17).
- 4.5 Notwithstanding the improved funding outlook, there remains a need for the service to generate savings. Savings are needed to fund pay and price increases over the next 4 years, the overhang of cuts required relating to previous spending reviews, but more importantly so that increasing demand in particular areas of policing can be financed.
- 4.6 As a result, the Chief Constable intends to set in train a New Change Programme although a number of work streams are already in progress locally (Norfolk 2020) and regionally.

### The New Change Programme

- 4.7 In a recent speech on police reform made by the Home Secretary (delivered after the Spending Review announcement), she made it very clear that the decision to protect police funding overall in cash terms did not change the fact that “every force will still need to make savings year on year” and needed to continue with savings plans to make further efficiencies. Clearly there is also a continuing obligation to modernise working practices and ensure the force is fit-for-purpose going forward. Some further legislation is expected on collaboration. Therefore, there is a clear need to continue with a change programme. The change of emphasis from straight cuts to finding savings for reinvestment will be welcome.

4.8 The new change programme will concentrate on three strands.

- Strategic budgeting review (Outcome Based Budgeting)
- Continued work on the Norfolk Local Policing Review, Norfolk 2020 (including working closely with partner agencies), and
- Regional collaboration on new work streams.

**(i) Outcome Based Budgeting**

Norfolk and Suffolk Constabularies are about to embark on a strategic review across both organisations of what is spent on the different activities of both forces, and what outcomes are being delivered. This information will then be assessed against the developing priorities and desired outcomes to ensure the use of the budget available is optimised and supports the continuation of transformation and modernisation of policing. This will take the form of an Outcome Based Budgeting review (OBB) and will help shape the change programme for the medium term.

**(ii) Norfolk Local Policing Review (Norfolk 2020)**

Norfolk 2020 was established to address two major aspects; the change in demands the organisation faces and the financial deficit. The scope is all areas within Local Policing, both Neighbourhood Policing, Safeguarding and Investigations and Command and Control. As such, the more positive financial outlook recently announced has only re-aligned some aspects of the review work, allowing the temporarily established team to work with the organisation to design Neighbourhood Policing for the future, the most efficient and effective deployment model identifying threat, risk and harm, and reorienting the organisation to the changing threats and demands.

The review is using knowledge gained from academic papers evidencing 'what works' in policing. Where this knowledge is unavailable, Norfolk 2020 will establish and run pilots and mini projects to provide an evidence base. In addition the team is working with the jointly funded Better Policing Collaborative programme.

**(iii) Regional Collaboration**

The PCCs and Chief Constables (CC) for the 6 police areas in the East of England together with the CC and PCC for Kent have confirmed their unanimous support for a 'Seven Force Strategic Collaboration Programme'. The costs of the work are being shared by the 7 forces and 3 early work streams being scoped are procurement, vetting and anti-corruption (Professional Standards). In the longer term every function, with the exception of local policing, can be scoped for collaborative working.

**5. Budget process and consultation**

5.1 A joint financial planning process has been on-going over recent months in accordance with a timetable previously agreed by the Norfolk and Suffolk Chief Constables.

- 5.2 An enhanced “scrutiny” process was developed this year that involved Senior Managers attending a Chief Officer Challenge Panel to review strategic issues, savings proposals, growth pressures and capital spend requirements. The process concluded with Norfolk and Suffolk Chief Constables reviewing the outcomes from the panel reviews, and agreeing joint budgets, costs and savings arising from the process to be included in spending plans.
- 5.3 In accordance with the requirements of Section 96 (1) (b) of the Police Act 1996, as amended by section 14 of the Police Reform and Social Responsibility Act 2011, the PCC has an obligation to consult with business rate payers and there is also a general responsibility to consult with the public. Two open public consultation meetings were held in Norwich and King’s Lynn on 13<sup>th</sup> and 18<sup>th</sup> January 2016 respectively.
- 5.4 The Office of the Police and Crime Commissioner has also been running an online poll seeking residents’ views on the levels of council tax for next year.
- 5.5 The results of the consultations will be provided separately to the Panel.

## 6. Home Office Grant 2016/17

- 6.1 The changes in Government funding for 2016/17 are set out in the table below:

	2015/16	2016/17	Reduction	
	£000	£000	£000	%
Council Tax Freeze Grant	1,428	1,428	0	0.0%
Council Tax Support Grant	7,877	7,877	0	0.0%
Police Main Grant	79,446	78,993	453	0.6%
<b>Total all Grants</b>	<b>88,751</b>	<b>88,298</b>	<b>453</b>	<b>0.5%</b>

- 6.2 The Council Tax Freeze Grant of £1.4m relates to the decision of the former Police Authority to freeze the Council Tax in 2011/12. The Council Tax Support Grant of £7.9m has been payable since April 2013 when the Government made significant changes to Council Tax Benefit arrangements, the effect of which was to reduce the taxbase.
- 6.3 The Government has announced that there will be no new Council Tax freeze grant scheme for 2016/17. The Provisional Settlement is predicated on PCCs increasing council tax up to the referendum trigger level (2% or above).
- 6.4 The Home Office has re-allocated (top sliced) £218m from the national grant pot (£176m in the prior year). The main items making up this amount are £80m for the development of the Emergency Services Mobile Communications Programme (ESMCP) to replace Airwave, £55m for the national Police Innovation Fund, £32m to make changes to improve the capability of the Independent Police Complaints Commission (IPCC), £25m for a Police Special Grant contingency fund for police forces that facing significant and exceptional events, and £22m for Major Programmes including the National Police Database Programme.



6.5 Norfolk Constabulary has, as one partner in a regional collaborative, submitted 2 bids to the Home Office Innovation Fund. One of these is for support of the regional collaboration work described in paragraph 4.8 and the second is for the enhancement of an operational ICT system in use by East of England forces but which will be collaborated and run by the Eastern Region Special Operations Unit (ERSOU).

## 7. Council Tax Income

7.1 District Councils calculate the number of dwellings on which council tax can be levied and estimate the collection rate. Variations between actual and estimated income accrue in the District Council collection funds. A surplus or deficit on the collection fund is allocated between the District Council, the County Council and the PCC in proportion to their share of the Band D council tax. In recent years there has tended to be an overall surplus on the collection fund.

7.2 The Council Tax base figures which have been provided by the District Councils are provisional, but reasonably certain, at this stage. The final figures, which are then notified to the Government, will not be available until the end of January 2016.

## 8. Financial Planning Assumptions

8.1 The following financial planning assumptions have been used.

	2016/17	2017/18	2018/19	2019/20
Government grant	-0.5%	-1.5%	-1%	-1%
Council tax base change	2.23%	1.5%	1.5%	1.5%
Collection fund surplus	£1,421k	£0k	£0k	£0k
Pay awards - officers	1%	1%	1%	1%
Pay awards - staff	1%	1%	1%	1%
Non-pay inflation (average)	1.5%	1.5%	1.5%	2%

8.2 It should be noted that inflationary pressures could change over the period of the medium-term and the impact of these changes can be seen in the sensitivity analysis below.

8.3 The following table identifies potential changes to the annual budget (up or down) if the planning assumptions are changed.

	Variation	Variation
		£m
Main Government grants	1.0%	0.8
Legacy council tax grants	1.0%	0.1
Tax base increase	1.0%	0.6
Precept	1.0%	0.6
Pay awards officers (full year impact)	1.0%	0.6
Pay awards staff (full year impact)	1.0%	0.4
Non-pay inflation	1.0%	0.3

### Apprenticeship Levy

8.4 As part of the spending review an additional taxation levy was announced by the Chancellor. The Apprenticeship levy applies to all organisations with a pay bill over £3m, and equates to 0.5% of the tax bill to be paid over each month. The levy will be applied from April 2017.

## 9. Base Budget Pressures

### Pension changes

9.1 A significant budget pressure, flagged in previous budget reports, has been included in the 2016/17 budgets in respect of revised state pension arrangements. A Pensions Bill was published in January 2013, which outlined the Government's intention to a reformed State Pension of £144 per week from April 2017. In June 2013, the Government announced that the implementation date was being brought forward to April 2016. This change is being financed by ending contracted out National Insurance contributions for employers and employees. This has implications for both the OPCC and Constabulary budgets. The cost is estimated to be £2.1m and has been included in the budget from 2016/17.

9.2 In Norfolk, even though traditional types of crime have been falling, there have been significant increases in serious sexual offences, domestic abuse, child sexual exploitation, adult abuse, and internet related (cyber) crime. The Chief Constable anticipates the demands in these areas continuing to rise significantly over the medium-term and beyond and he has updated the Panel at previous meetings. The 2016/17 budget provides for £1.1m of permanent additional resources in the areas of the business currently under pressure. **NB. The forecasts 2017/18 onwards do not include any estimates of additional resources required to meet these changing demands.**

9.3 The table below highlights some of the other significant budget pressures for both 2016/17 and beyond. Full details are in Appendix A (ii).

	2016/17 £m	2017/18 £m
Pay and Price Increases	1.3	1.3
LG Pension Scheme – Employer Contributions	0.3	0.3
Apprenticeships Levy	-	0.5
Single Tier Pension (additional NI)	2.1	2.1
Job Evaluation	1.4	1.0
Safeguarding posts	0.7	0.7
Control Room posts	0.4	0.4
Other Operational Support posts	0.5	-

9.4 A high level analysis of the net budget is shown in Appendix B.

## 10.0 Workforce Planning

10.1 Appendix C shows the changes in the establishment over the period from April 2010.

10.2 Both the PCC and Chief Constable have stressed their desire to do everything possible to protect the front line, in particular local policing. Given the level of savings required there have had to be some reviews of local policing arrangements and this has resulted in a reduction of PCSOs, neighbourhood officers, and sergeant and inspector ranks.

10.3 The Chief Constable has expressed a wish to put police officers back into neighbourhoods should he have sufficient budget flexibility to do this. The strategic intention is to work with partners across the county to build early intervention hubs in each district to reduce first time entrants into the criminal justice system and to build stronger and safer communities.

10.4 The establishment for PCSOs was reduced to 190 in 2015/16 and there are no proposals in this budget to reduce the numbers any further. The Norfolk 2020 review is currently looking at the roles and responsibilities of PCSOs.

10.5 The police staff establishment (which includes operational support as well as back office functions) has reduced by around 20% since 2010 and further savings are built into the budget. With the exception of the Legal Department, every support department is collaborated and considerable savings have been driven out over the period.

## 11. Council Tax Options

11.1 The Chief Constable has been consulted on possible precept options for 2016/17 and has considered these options in the context of the increasing and more complex demand pressures faced by the police, as well as the financial pressures outlined in this report.

11.2 In summary, the 2 budget options for 2016/17 result in the following (cumulative) financial positions by year 4.

	2019/20
Option 1 – Council Tax Freeze each year	
Budget Deficit at year end	£6.7m
Budget Support Reserve at year end	£5.5m
Option 2 – Increase 1.978% each year	
Budget Deficit at year end	£1.8m
Budget Support Reserve at year end	£6.6m

11.3 Given the pressures outlined, and the context of the medium-term financial picture, the Chief Constable has recommended the PCC to raise the precept by 1.98% in 2016/17.

## 12. Capital Programme and Financing

12.1 The proposed outline capital programme has been updated to 2019/20 (see Appendix D). The revenue consequences of the proposed capital programme have been fully taken into account in preparing the MTFP.

12.2 Due to the continuing pace of modernisation, and ensuring that the force is fit-for-purpose, appropriately equipped and has an appropriate estate footprint, there is an increased requirement on the capital programme over the medium-term. This includes significant investment in new ICT programmes such as Body Worn Video.

12.3 The table below summarises the Capital Programme 2016/20 (Appendix D).

	2016/17	2017/18	2018/19	2019/20
	£000	£000	£000	£000
Estates schemes	10,966	6,170	410	10
ICT (Norfolk only)	385	1,496	472	472
ICT (Norfolk share of joint)	3,287	547	799	824
Vehicles and Equipment	1,305	1,015	955	1,041
<b>Total</b>	<b>15,943</b>	<b>9,228</b>	<b>2,636</b>	<b>2,347</b>

**Note:** The 2016/17 total includes £4.056m estimated as being carried forward from 2015/16.

12.4 The Capital Programme for 2016/17 is arranged in 3 tables:-

Table A Schemes approved for 2016/17,

Table B Schemes requiring a business case or further report to the PCC(s) for approval,

Table C Longer term, provisional schemes requiring further development.

12.5 Key aspects of the programme are outlined below.

- Capital costs for ICT include an improved programme of equipment replacement and updating of the technology infrastructure.
- New projects to help modernise the force are set out in the capital programme including Body Worn Video, and investment in additional ICT storage capabilities to cope with the increasing requirements from policing the modern web environment.
- Building Schemes include the one-off costs incurred in relation to the disposal of estate infrastructure that is either too large or not fit for purpose, and replacement with buildings that better meet operational needs and service requirements and cost less to maintain.
- Capital costs for fleet are for replacement vehicles and the equipment used to service them.

### Capital Financing

12.6 The following financing sources have been identified for the outline capital programme.

	2016/17 £000	2017/18 £000	2018/19 £000	2019/20 £000
Grant	600	600	600	600
Capital Receipts	760	850	1,100	-
Revenue	850	850	850	850
Use of Reserves (see para 13.7)	8,493	828	-	896
Internal Borrowing	5,239	6,100	85	-
<b>Total</b>	<b>15,942</b>	<b>9,228</b>	<b>2,635</b>	<b>2,346</b>

### Compliance with the Prudential Code

12.7 The level of borrowing for the Capital Programme needs to be based on capital investment plans that are affordable, prudent and sustainable. Treasury management decisions need to be taken in accordance with best professional practice outlined in a Prudential Code published by CIPFA.

12.8 To demonstrate that objectives of affordability, prudence and sustainability have been achieved, the Prudential Code requires Prudential Indicators to be determined by the PCC. These are designed to support and record local decision making and for comparison over time. They are not designed to be comparative performance indicators. Details of the proposed indicators for 2016/17 are provided in Appendix F. For illustrative purposes the indicators are based on a Council Tax increase in 2016/17 of 1.98%. If other options are chosen, this will not make any material difference to the figures. Progress against the indicators will be monitored throughout the year.

12.9 A number of treasury management indicators were formerly reported as part of the suite of Prudential Indicators. The latest Code of Practice for Treasury Management recommends that these now form part of the Treasury Management Strategy. Accordingly, they are now incorporated in that Strategy, at Appendix G.

### **13. Reserves and Risk Management**

13.1 The PCC's reserves comprise two main categories:

- General Reserve – held to enable the PCC to manage unplanned or unforeseen events. In forming a view on the level of the General Reserve, account is taken of the level of financial control, comparisons with similar bodies and the risk of unforeseen expenditure occurring, such as for major operations.
- Earmarked Reserves – These are reserves held for a specific purpose.

13.2 The PCC complies with the definition of reserves contained within CIPFA's Accounting Code of Practice.

13.3 General and earmarked reserves play a vital role in the financial management and financial standing of the PCC. The current policy of the PCC is to maintain the general reserve at around 3% of net revenue expenditure. This strategy maintains that position.

13.4 Through sound financial management the PCC has set aside earmarked reserves to meet future spending needs. As referenced in the last budget report, two in particular continue to be critical to the financial strategy, namely the Budget Support Reserve and the Invest to Save Reserve.

#### **Budget Support Reserve**

13.5 The Budget Support Reserve is designed to support the budget over the medium term and was key to delivering the austerity cuts.

13.6 The PCC had planned to use approximately £21m (the whole reserve) over the period to 2019/20 to support (part finance) the budget, prior to savings coming on stream.

13.7 Given the improved financial settlement £15m of this Reserve will be used to finance capital expenditure previously funded from internal borrowing. In turn, this will generate revenue budget savings rising to £1.5m per annum by 2018/19, as repayments of 'principal' are not required. At this point in time we will only borrow for 50 year (life) schemes.

13.8 Around £6m of the Reserve will remain for use over the medium term. This is a prudent course of action and particularly important if the budget gaps increase.

## **Invest-to-Save Reserve**

13.9 The Invest to Save Reserve provides funding for initiatives which will generate future savings. Examples include new technology, energy efficiency or carbon reduction and support of the collaboration agenda. At this stage it is intended to retain this reserve as opportunities frequently present themselves.

## **Other Earmarked reserves**

13.10 A description of each of the PCC's earmarked reserves is set out below. Each reserve is periodically reviewed to ensure that the level of funding is still appropriate for the purpose of the reserve.

- **OCC Sinking Fund -Unitary Charge**  
The reserve represents the excess of PFI Government grant over and above the unitary charge for the OCC building at Wymondham during the early years of the contract. The reserve will be written off over the remaining life of the contract.
- **Police Investigation Centres Sinking Fund - Unitary Charge**  
The reserve represents the excess of PFI Government grant over and above the unitary charge for the Police Investigation Centres during the first year of the contract. The reserve will be written off over the remaining life of the contract.
- **Insurance**  
Allows for anticipated future claims beyond the provision included in the budget. The level of the reserve is reviewed by independent actuarial advisers.
- **Job Evaluation**  
This covers the pay protection arising as a result of the job evaluation review. This reserve is not required after 2016/17 and the balance will be transferred to the Budget Support Reserve.
- **Safety Camera Reserve**  
This reserve is held by the Norfolk PCC on behalf of Norfolk Police and Norfolk County Council. Decisions as to allocations are made by the Safety Camera Oversight and Scrutiny Board.
- **PCC Reserve**  
The PCC holds a separate reserve as a contingency.

13.11 A forecast for the use of the reserves is shown in Appendix E (Options 1 and 2).

## **14. Chief Financial Officer's Section 25 Responsibilities**

### **Background**

- 14.1 Section 25 of Part 2 of the Local Government Act 2003, as amended by the Police Reform and Social Responsibility Act 2011, places responsibility on the PCC Chief Finance Officer (CFO) to report on the robustness of the budget estimates, the adequacy of balances and reserves and issues of risk. The PCC CFO confirms that he can provide all the required statutory assurances.

### **Robustness of the Budget**

- 14.2 The budget proposals have been through a rigorous process of assessment by officers, with particular scrutiny of budget holders by Constabulary executive officers, both individually and as a group.
- 14.3 Whilst there are always risks on delivering savings, controls will be maintained on overall numbers of officers and staff meaning that spending levels will be contained overall. Identified savings will be removed from budgets prior to allocation at the start of the financial year.
- 14.4 The purpose and proposed use of reserves is outlined in this report. The PCC CFO has considered the proposed level of reserves and believes that they are adequate for the purposes for which they are intended.

### **Risk and the Budget**

- 14.5 Risk management is a key consideration for the PCC and the Chief Constable. There is an overall risk management strategy. Risk management is embedded throughout and is an integral part of the decision making process. Local risk registers are in use throughout the Constabulary and significant risks are reported to the corporate level.
- 14.6 The Chief Constable's corporate risk register is updated on an ongoing basis and presented regularly for review to the Command Team. A dedicated risk manager is in place to support the process. The Office of the PCC also maintains a strategic risk register and the whole risk management process is overseen by the Audit Committee.
- 14.7 The main risks that may impact upon the delivery of the 2016/17 budget and Capital Programme are:
- Exceptional demands placed upon the service, particularly in relation to major incidents
  - Requirements of new legislation or government directives
  - Achieving the required outcomes from collaboration with other forces
  - Delivering the planned level of savings
  - Maintaining an acceptable level of performance with a shrinking resource base.
- 14.8 To manage these risks it is essential that there is a robust monitoring procedure, and action is taken to offset the risks with a continual review processes.

### **Efficiency**



- 14.9 Implicit throughout all financial planning is the need to deliver efficiency and value for money (VFM) including partnership arrangements. There is a strong VFM focus through representation on a national high level working group and an internal working group and the Audit Committee reviews the VFM strategy and Her Majesty's Inspectorate of Constabulary (HMIC) profiles.

### **Treasury Management Strategy**

- 14.10 Government regulations require the PCC to approve an annual investment strategy prior to the start of the financial year. This is incorporated within an over-arching Treasury Management Strategy. The proposed strategy is shown in Appendix G and was considered by the Audit Committee on 29 January 2016.

### **Minimum Revenue Provision Statement**

- 14.11 The Local Authorities (Capital Finance and Accounting) (England) (Amendment) Regulations 2008 place a duty on local authorities including the PCC to make a Minimum Revenue Provision (MRP) each year that is considered to be "prudent". The regulations are backed up by statutory guidance to which local authorities and PCC are required to have regard. The guidance requires that an annual MRP statement is agreed. The statement for 2016/17 at Appendix H accords with this guidance.

## **15. CONCLUSION**

- 15.1 This report outlines two options for the proposed precept and the medium term financial plan for the period 2016/17 to 2019/20. Either option is a significant improvement on the previous severe outlook.
- 15.2 However, in either option savings are necessary to finance inflation, the overhang of savings required from previous spending reviews and to finance the changing demand.
- 15.3 £15m from the Budget Support Reserve has been invested in the repayment of internal borrowing, releasing significant revenue savings.
- 15.4 The biggest uncertainty in the medium term is a new funding formula for year 2. Whether Norfolk is a winner or a loser there is likely to be a transition over a few years. In the proposals for the now abandoned new formula the Home Office was going to look at various options for transition including a local review of reserves and change plans in order to determine an appropriate transition methodology.
- 15.5 The other uncertainty is inflation. All pay and price increases have to be found from savings.

## 16. OTHER IMPLICATIONS

- 16.1 The allocation of resources in accordance with the annual budget has implications for all areas of business. All of these are referred to in the report except diversity and sustainability. There are no specific diversity impacts. The budget reflects potential reductions in the use of natural resources. All significant projects, business cases and policy decisions are required to be reviewed for sustainability implications.

**PUBLIC ACCESS TO INFORMATION:** *Information contained within this submission is subject to the Freedom of Information Act 2000 and wherever possible will be made available on the OPCC website. Submissions should be labelled as 'Not Protectively Marked' unless any of the material is 'restricted' or 'confidential'.*

## Budget Option 1 – Council Tax Freeze

	Line	2016/17 £000	2017/18 £000	2018/19 £000	2019/20 £000
<b>FORWARD PROJECTION OF 2014/15 REVENUE BUDGET:</b>					
Total Revenue Expenditure before savings	1	161,374	162,995	164,633	166,422
Revenue Funding of Capital Expenditure	2	2,769	2,769	2,769	2,769
Total Revenue Income inc Specific Grants	3	(15,802)	(15,818)	(15,833)	(15,849)
Home Office Grant	4	(78,993)	(77,808)	(77,030)	(76,260)
Council Tax Freeze Grant (for no precept increase in 2011/12)	7	(1,428)	(1,428)	(1,428)	(1,428)
Council Tax Support Grant	8	(7,877)	(7,877)	(7,877)	(7,877)
Precept Income	9	(59,479)	(58,929)	(59,813)	(60,710)
<b>DEFICIT / (SURPLUS) BEFORE KNOWN CHANGES</b>	<b>10</b>	<b>563</b>	<b>3,904</b>	<b>5,421</b>	<b>7,067</b>
<b>Known / Expected Changes</b>	11	14,852	6,673	5,644	6,680
<b>Planned use of reserves</b>	12	(9,121)	(918)	0	(896)
<b>REVENUE DEFICIT BEFORE SAVINGS</b>	<b>13</b>	<b>6,294</b>	<b>9,659</b>	<b>11,065</b>	<b>12,851</b>
<b>Norfolk Policing Model (incl. PCSOs)</b>	14	(1,752)	(1,913)	(1,932)	(1,951)
<b>Other Change Programme Savings</b>	15	(2,157)	(2,393)	(2,415)	(2,439)
<b>Other Savings</b>	16	(1,234)	(1,656)	(1,733)	(1,733)
<b>Total Cumulative Permanent Savings</b>	<b>17</b>	<b>(5,143)</b>	<b>(5,962)</b>	<b>(6,081)</b>	<b>(6,123)</b>
<b>REVENUE DEFICIT AFTER SAVINGS</b>	<b>18</b>	<b>1,151</b>	<b>3,697</b>	<b>4,985</b>	<b>6,727</b>
<b>Financed by</b>					
<b>Use of Budget Support Reserve</b>	19	(1,151)			
<b>Savings to be identified</b>	20		(3,697)	(4,985)	(6,727)

## Budget Option 2 – Council Tax increase 1.978%

	Line	2016/17 £000	2017/18 £000	2018/19 £000	2019/20 £000
<b>FORWARD PROJECTION OF REVENUE BUDGET:</b>					
Total Revenue Expenditure before savings	1	161,374	162,995	164,633	166,422
Revenue Funding of Capital Expenditure	2	2,769	2,769	2,769	2,769
Total Revenue Income inc Specific Grants	3	(15,802)	(15,818)	(15,833)	(15,849)
Home Office Grant	4	(78,993)	(77,808)	(77,030)	(76,260)
Council Tax Freeze Grant (for no precept increase in 2011/12)	5	(1,428)	(1,428)	(1,428)	(1,428)
Council Tax Support Grant	6	(7,877)	(7,877)	(7,877)	(7,877)
Precept Income	7	(60,630)	(61,291)	(63,448)	(65,682)
<b>DEFICIT / (SURPLUS) BEFORE KNOWN CHANGES</b>	<b>8</b>	<b>(588)</b>	<b>1,542</b>	<b>1,786</b>	<b>2,095</b>
<b>Known / Expected Changes</b>	9	14,852	6,673	5,644	6,680
<b>Planned use of reserves</b>	10	(9,121)	(918)	0	(896)
<b>REVENUE DEFICIT BEFORE SAVINGS</b>	<b>11</b>	<b>5,143</b>	<b>7,297</b>	<b>7,430</b>	<b>7,879</b>
<b>Norfolk Policing Model (incl. PCSOs)</b>	12	(1,752)	(1,913)	(1,932)	(1,951)
<b>Other Change Programme Savings</b>	13	(2,157)	(2,393)	(2,415)	(2,439)
<b>Other Savings</b>	14	(1,234)	(1,656)	(1,733)	(1,733)
<b>Total Cumulative Permanent Savings</b>	<b>15</b>	<b>(5,143)</b>	<b>(5,962)</b>	<b>(6,081)</b>	<b>(6,123)</b>
<b>REVENUE DEFICIT/(SURPLUS) AFTER SAVINGS</b>	<b>16</b>	<b>0</b>	<b>1,335</b>	<b>1,349</b>	<b>1,756</b>
<b>Financed by</b>					
<b>Savings to be identified</b>	17		(1,335)	(1,349)	(1,756)

## Analysis of Known/Expected Changes (Same for both Options)

	Line	Forecast 2016/17 £000	Forecast 2017/18 £000	Forecast 2018/19 £000	Forecast 2019/20 £000
<b>STATUTORY CHANGES</b>					
Rent and Housing Allowances	1	(200)	(400)	(600)	(800)
Competency Related Threshold Payments	2	(217)	(217)	(217)	(217)
Variation in Bank Holidays (11 in 15/16 then 8, 9, 7 & 8)	3				
Variation in Easter Bank Holiday Numbers	4	(556)	(139)	(417)	(278)
Variation in Christmas & New Year Bank Holiday Numbers	5	134			
Auto-enrolment to Pension schemes	6		342	342	342
Single Tier Pension	7	2,100	2,100	2,100	2,100
Local Government Pension Scheme increase - Norfolk	8	322	322	322	322
Firearms Licensing Income	9	19	66	195	154
Bear Scotland (Legal case)	10	150	150	150	150
Apprenticeship Levy			500	500	500
<b>TOTAL STATUTORY CHANGES</b>	<b>11</b>	<b>1,752</b>	<b>2,724</b>	<b>2,375</b>	<b>2,273</b>
<b>SERVICE DEVELOPMENTS</b>					
Athena - Business As Usual	12	484	148	115	115
Athena - Performance Improvement Fund	13	172	136	136	136
Eastern Region Special Operations Unit	14	248	248	248	248
Multi Agency Safeguarding Hub - Investigation Management Unit	15	84			
Pay and Conditions Harmonisation - pay protection	16	354			
Job Evaluation - staff salaries	17	1,000	1,000	1,000	1,000
Job Evaluation - impact of change programme	18	(60)	(60)	(60)	(60)
Academia (Evidence Based Policing Contract)	19	113	90		
<b>TOTAL SERVICE DEVELOPMENTS</b>	<b>20</b>	<b>2,395</b>	<b>1,562</b>	<b>1,439</b>	<b>1,439</b>
<b>CHANGES SUBJECT TO BUSINESS CASES</b>					
7 Force Collaboration Contribution	21	161			
<b>TOTAL CHANGES SUBJECT TO BUSINESS CASES</b>	<b>22</b>	<b>161</b>			
<b>CAPITAL FINANCING</b>					
Capital Programme Funding	23	8,493	828		896
Minimum Revenue Provision	24	(393)	(226)	21	109
<b>TOTAL CAPITAL FINANCING</b>	<b>25</b>	<b>8,100</b>	<b>602</b>	<b>21</b>	<b>1,005</b>
<b>CHANGES FOLLOWING ENHANCED SCRUTINY BUDGET REVIEW</b>					
<b>Growth Posts</b>					
Temporary	26	478			
Permanent	27	1,122	1,122	1,122	1,122
<b>Non Pay</b>	<b>28</b>	<b>844</b>	<b>663</b>	<b>687</b>	<b>841</b>
<b>TOTAL CHANGES FOLLOWING ENHANCED SCRUTINY BUDGET REVIEW</b>	<b>29</b>	<b>2,444</b>	<b>1,785</b>	<b>1,809</b>	<b>1,963</b>
<b>Total Changes Before Reserve Movement Adjustments</b>	<b>30</b>	<b>14,852</b>	<b>6,673</b>	<b>5,644</b>	<b>6,680</b>
<b>Reserve Funded adjustments</b>					
Academia - Evidence Based Policing Contract (Invest to Save)	31	(113)	(90)		
Job Evaluation Reserve	32	(354)			
7 Force Collaboration Contribution	33	(161)			
Capital Programme Funding	34	(8,493)	(828)		(896)
<b>Total Reserve funded adjustments</b>	<b>35</b>	<b>(9,121)</b>	<b>(918)</b>		<b>(896)</b>
<b>Total Known / Expected Changes (net of reserve movements)</b>	<b>36</b>	<b>5,731</b>	<b>5,755</b>	<b>5,644</b>	<b>5,784</b>

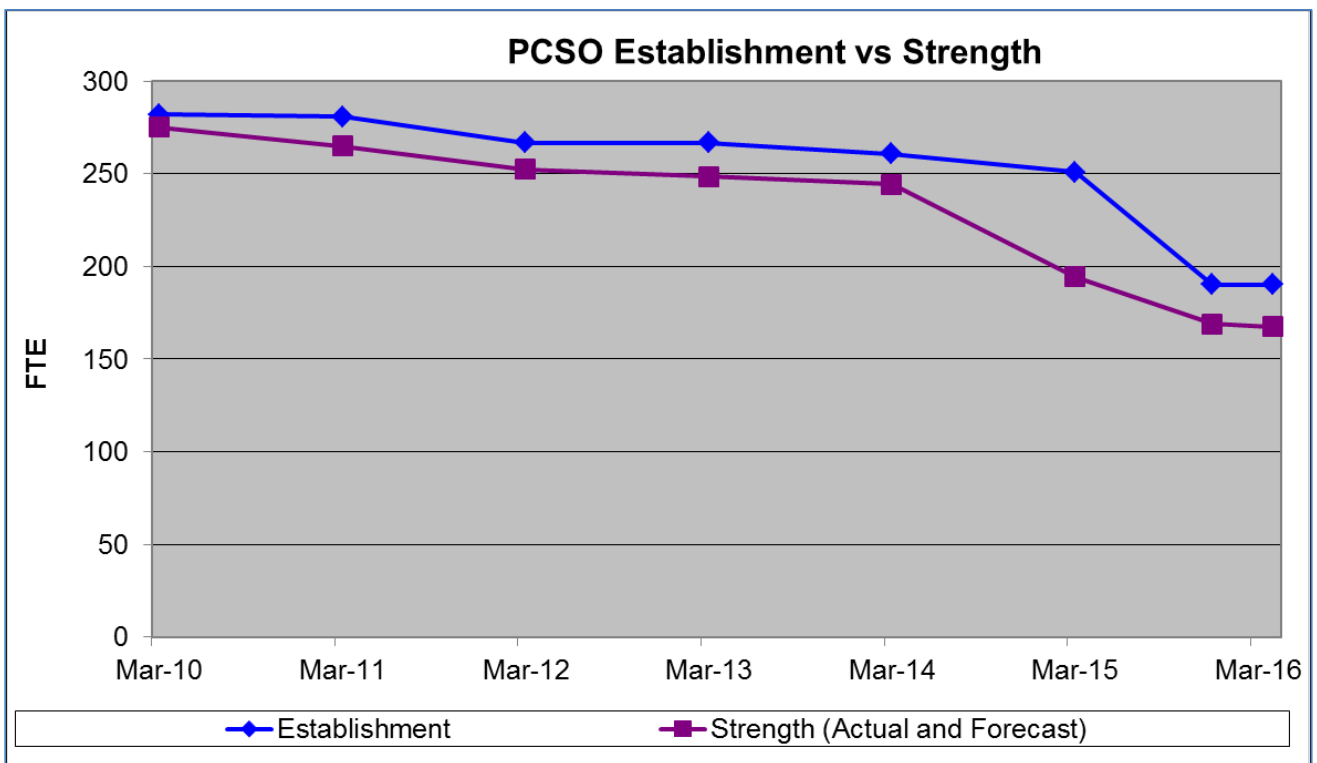
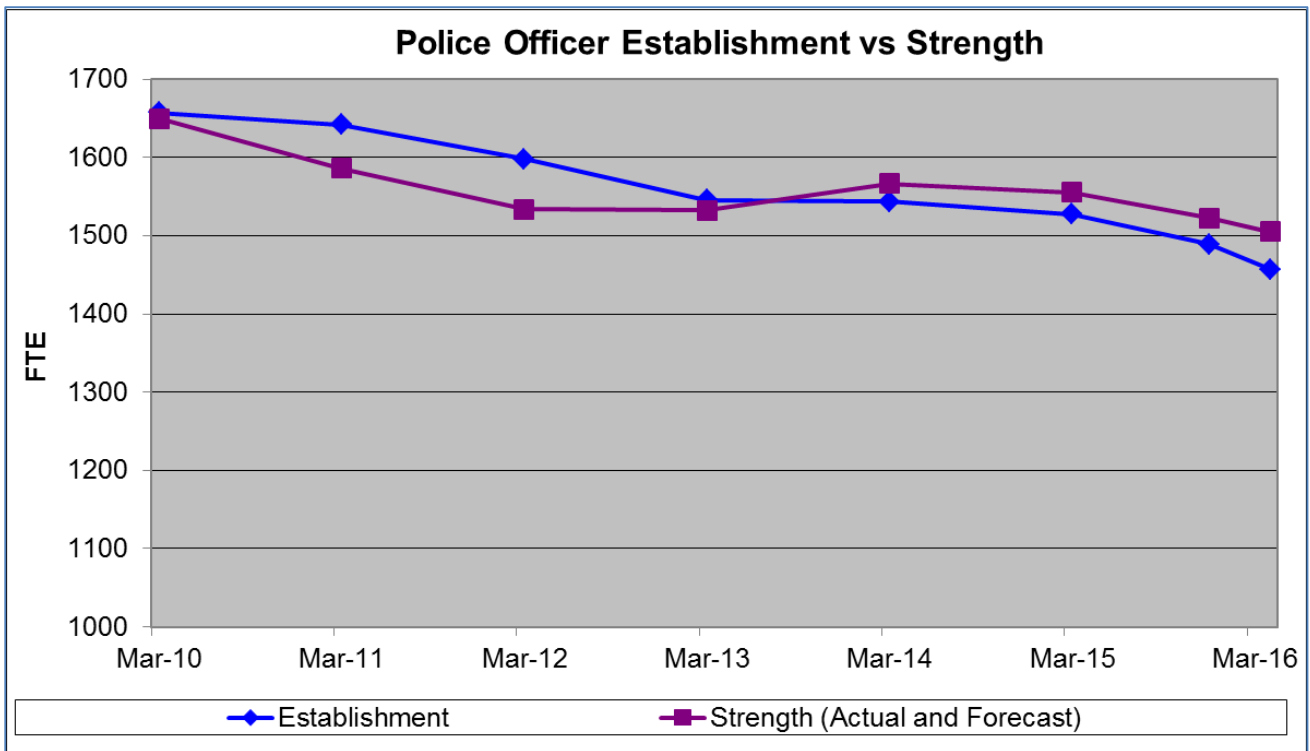
## Analysis of Savings (Same for both Options)

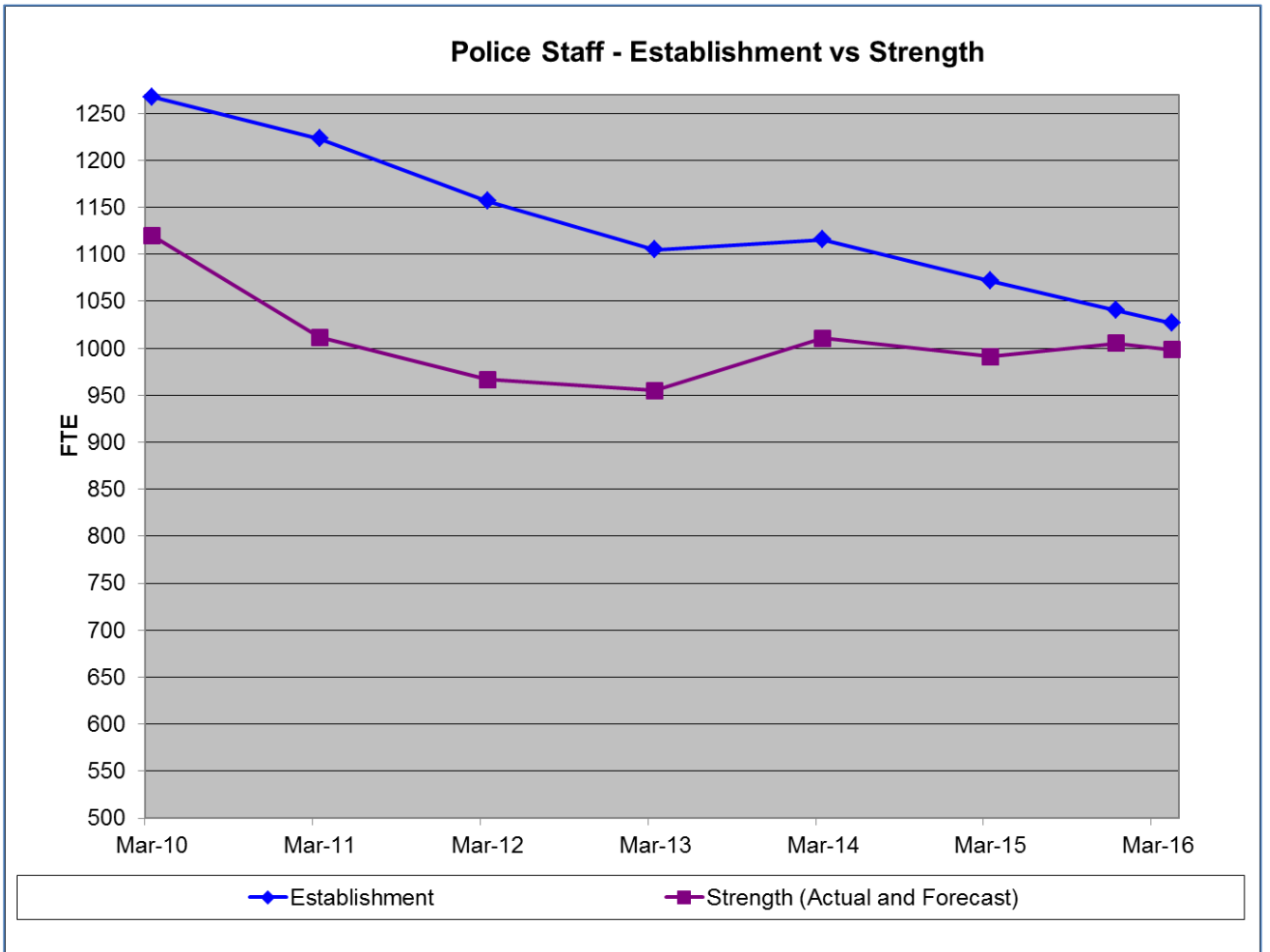
	Line	Forecast 2016/17 £000	Forecast 2017/18 £000	Forecast 2018/19 £000	Forecast 2019/20 £000
<b>Change Programme savings:</b>					
<b>Joint:</b>					
Back Office	1	969	1,167	1,167	1,167
Justice	2	479	479	479	479
Protective Services	3	596	610	609	609
+ 1% Inflation	4		23	45	68
<b>Joint Savings:</b>	<b>5</b>	<b>2,044</b>	<b>2,279</b>	<b>2,300</b>	<b>2,323</b>
<b>Single Force:</b>					
Norfolk Policing Model	6	1,752	1,894	1,894	1,894
+ 1% Inflation	7		19	38	57
<b>Norfolk Policing Model</b>	<b>8</b>	<b>1,752</b>	<b>1,913</b>	<b>1,932</b>	<b>1,951</b>
Public Enquiry Offices	9	96	96	96	96
Community Safety	10	17	17	17	17
+ 1% Inflation	11		1	2	3
<b>Other savings</b>	<b>12</b>	<b>113</b>	<b>114</b>	<b>115</b>	<b>116</b>
<b>Single Force Savings;</b>	<b>13</b>	<b>1,865</b>	<b>2,027</b>	<b>2,047</b>	<b>2,067</b>
<b>Total Change Programme Savings:</b>	<b>14</b>	<b>3,909</b>	<b>4,306</b>	<b>4,347</b>	<b>4,390</b>
<b>Other Savings:</b>					
As per scrutiny - Pay	15	34	34	34	34
As per scrutiny - Non Pay	16	818	920	956	956
Forensic Contract	17	57	57	57	57
ERP - Legacy system savings	18	75	145	186	186
2015/16 Non-pay Inflation - 1%	19	250	500	500	500
<b>Total Other Savings</b>	<b>20</b>	<b>1,234</b>	<b>1,656</b>	<b>1,733</b>	<b>1,733</b>
<b>PERMANENT SAVINGS AGAINST 2015/16 BASE:</b>	<b>21</b>	<b>5,143</b>	<b>5,962</b>	<b>6,081</b>	<b>6,123</b>

## High Level Analysis of the Net Budget 2016/17

Year	OPCCN	PCC's Commissioning	Chief Constable	Capital Financing	Use of Reserves	Net Budget
	£000	£000	£000	£000	£000	£000
<b>2016/17</b>	999	1,018	145,172	10,860	(10,272)	<b>147,777</b>
<b>Option 2 - Precept 1.98% increase</b>						
Year	OPCCN	PCC's Commissioning	Chief Constable	Capital Financing	Use of Reserves	Net Budget
	£000	£000	£000	£000	£000	£000
<b>2016/17</b>	999	1,018	145,172	10,860	(9,121)	<b>148,928</b>

Workforce Information







## Capital Programme 2016/20

Capital MTFP								
PROJECT	Slippage assumed in 2015/16 monitoring	Additional requirement in 2016/17	2016/17 Total Requirement			2017/18	2018/19	2019/20
			Table A	Table B	Table C			
<b>Estates</b>								
Downham Market - Renew Heating Services.	50,000	0	50,000					
North Walsham - New Build.	1,001,000	1,110,000	2,111,000			200,000		
Attleborough - New Build at Fire Station.	435,000	115,000	550,000			50,000		
Kings Lynn - Remodelling.	1,044,000	741,000	1,785,000			1,400,000	100,000	
Hoveton		10,000	10,000					
Bethel Street - Remodelling.	100,000	2,000,000	2,100,000			1,800,000		
Gt Yarmouth - Remodelling.		2,000,000	2,000,000			2,000,000	300,000	
Carbon Management		25,000	25,000			25,000	10,000	10,000
Gorleston - New Build at Beacon Park.	1,135,000	1,200,000		2,335,000		650,000		
Sprowston [Feasibility]		0				45,000		
<b>TOTAL</b>	<b>3,765,000</b>	<b>7,201,000</b>	<b>8,631,000</b>	<b>2,335,000</b>	<b>0</b>	<b>6,170,000</b>	<b>410,000</b>	<b>10,000</b>
<b>ICT</b>								
ICT Replacements - Communications		24,500	24,500			24,500		
ICT Replacements - Desktop Services		360,160	360,160			471,500	471,500	471,500
ESMCP		0				1,000,000		
<b>TOTAL</b>	<b>0</b>	<b>384,660</b>	<b>384,660</b>	<b>0</b>	<b>0</b>	<b>1,496,000</b>	<b>471,500</b>	<b>471,500</b>
<b>Equipment &amp; Vehicles</b>								
Long Term Hire Replacement		224,000	224,000					
Vehicle Replacement Programme	25,000	1,056,000	1,081,000			1,015,000	955,000	1,041,000
<b>TOTAL</b>	<b>25,000</b>	<b>1,280,000</b>	<b>1,305,000</b>	<b>0</b>	<b>0</b>	<b>1,015,000</b>	<b>955,000</b>	<b>1,041,000</b>
<b>Total - Norfolk Only</b>	<b>3,790,000</b>	<b>8,865,660</b>	<b>10,320,660</b>	<b>2,335,000</b>	<b>-</b>	<b>8,681,000</b>	<b>1,836,500</b>	<b>1,522,500</b>
<b>Norfolk Share of Joint Projects</b>	266,110	3,020,775	1,373,795	1,856,590	56,500	546,980	798,630	823,710
<b>Total Norfolk Only plus Norfolk share of Joint</b>	<b>4,056,110</b>	<b>11,886,435</b>	<b>11,694,455</b>	<b>4,191,590</b>	<b>56,500</b>	<b>9,227,980</b>	<b>2,635,130</b>	<b>2,346,210</b>

## Capital Programme 2016/20 – continued

Capital MTFP								
PROJECT	Slippage assumed in 2015/16 monitoring	Additional requirement in 2016/17	2016/17 Total Requirement			2017/18	2018/19	2019/20
			Table A	Table B	Table C			
<b>ICT</b>								
ANPR Cameras	170,000	190,000	360,000					500,000
SNOW -Software Asset Management Software		32,000	32,000					
ViPro Dashbaord (PSD)		7,500	7,500					
Marval Upgrade		12,500	12,500					
Intranet		75,000	75,000					
Constabulary Website		100,000	100,000					
Athena		497,000	203,000	294,000				
Mobile/Smart phone		10,000	10,000			10,000	10,000	
Satellite Navigation		30,000	30,000			30,000	150,000	
Joint ICT Replacements - Servers & Applications		834,000	834,000			404,000	573,000	565,000
ICT Replacements - Network		717,500	717,500			474,100	370,500	342,900
CCR Telephony	301,000	459,000		760,000				
Live Link Project		100,000		100,000				
Marval Extension (BSFOM)		32,000		32,000				
Joint INCA Replacement		200,000		200,000				
Business Data Management (BRC)		800,000		800,000				
Body Worn Video		1,000,000		1,000,000				
ERP Development		100,000		100,000				
ANPR Vehicle Equipment							260,000	
<b>Equipment</b>								
Confidential Waste								
Tasers		50,000	50,000			50,000	50,000	50,000
Automated Filing Solution		100,000			100,000			
<b>TOTAL</b>	<b>471,000</b>	<b>5,346,500</b>	<b>2,431,500</b>	<b>3,286,000</b>	<b>100,000</b>	<b>968,100</b>	<b>1,413,500</b>	<b>1,457,900</b>
Joint Capital Projects - Norfolk	266,110	3,020,775	1,373,795	1,856,590	56,500	546,980	798,630	823,710
Joint Capital Projects - Suffolk	204,890	2,325,725	1,057,705	1,429,410	43,500	421,120	614,870	634,190
	<b>471,000</b>	<b>5,346,500</b>	<b>2,431,500</b>	<b>3,286,000</b>	<b>100,000</b>	<b>968,100</b>	<b>1,413,500</b>	<b>1,457,900</b>

Capital Financing is shown in the Table at paragraph 12.6

## FORECAST MOVEMENT IN GENERAL AND EARMARKED RESERVES 2015/16 to 2019/20 (Option 1 – Council Tax Freeze)

PROJECTION OF RESERVES LEVELS:	Total General Reserve	OCC Sinking Fund	PIC Sinking Fund	Insurance	Operational Contingency	Budget Support	Invest to Save	Job Evaluation	Safety Camera	PCC	Total Earmarked Reserve
	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000
<b>31/03/2015 Actual</b>	<b>4,475</b>	<b>1,840</b>	<b>420</b>	<b>786</b>	<b>400</b>	<b>21,414</b>	<b>1,628</b>	<b>3,200</b>	<b>2,016</b>	<b>1,017</b>	<b>32,721</b>
<b>Proposed Changes 2015/16:</b>											
Transfer between Reserves					(400)	1,317		(917)			
Transfer to Revenue from Reserves		(80)	(18)			(3,016)	(274)	(354)	(1,834)	(350)	(5,926)
Transfer to Revenue from Reserves - Backfund assets						(2,251)			642		(1,609)
Transfer to Revenue from Reserves - 2015/16 capital funding						(2,176)					(2,176)
<b>31/03/2016 Forecast</b>	<b>4,475</b>	<b>1,760</b>	<b>402</b>	<b>786</b>		<b>15,288</b>	<b>1,354</b>	<b>1,929</b>	<b>824</b>	<b>667</b>	<b>23,010</b>
<b>Proposed Changes 2016/17:</b>											
Transfer to Revenue from Reserves		(80)	(18)				(274)	(354)			(726)
Transfer to Revenue from Reserves - capital funding						(8,493)					(8,493)
Transfer from Revenue to Reserves						(1,151)					(1,151)
Transfer between Reserves						1,575		(1,575)			
<b>31/03/2017 Forecast</b>	<b>4,475</b>	<b>1,680</b>	<b>384</b>	<b>786</b>		<b>7,219</b>	<b>1,080</b>		<b>824</b>	<b>667</b>	<b>12,640</b>
<b>Proposed Changes 2017/18:</b>											
Transfer to Revenue from Reserves - capital funding		(80)	(18)			(828)	(90)				(1,016)
Transfer from Revenue to Reserves											
<b>31/03/2018 Forecast</b>	<b>4,475</b>	<b>1,600</b>	<b>366</b>	<b>786</b>		<b>6,391</b>	<b>990</b>		<b>824</b>	<b>667</b>	<b>11,624</b>
<b>Proposed Changes 2018/19:</b>											
Transfer to Revenue from Reserves		(80)	(18)								(98)
Transfer from Revenue to Reserves											
<b>31/03/2019 Forecast</b>	<b>4,475</b>	<b>1,520</b>	<b>348</b>	<b>786</b>		<b>6,391</b>	<b>990</b>		<b>824</b>	<b>667</b>	<b>11,526</b>
<b>Proposed Changes 2019/20:</b>											
Transfer to Revenue from Reserves - capital funding		(80)	(18)			(896)					(994)
Transfer from Revenue to Reserves											
<b>31/03/2020 Forecast</b>	<b>4,475</b>	<b>1,440</b>	<b>330</b>	<b>786</b>		<b>5,495</b>	<b>990</b>		<b>824</b>	<b>667</b>	<b>10,532</b>

## FORECAST MOVEMENT IN GENERAL AND EARMARKED RESERVES 2015/16 to 2018/19 (Option 2 - 1.98% increase)

PROJECTION OF RESERVES LEVELS:	Total General Reserve	OCC Sinking Fund	PIC Sinking Fund	Insurance	Operational Contingency	Budget Support	Invest to Save	Job Evaluation	Safety Camera	PCC	Total Earmarked Reserve
	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000
<b>31/03/2015 Actual</b>	<b>4,475</b>	<b>1,840</b>	<b>420</b>	<b>786</b>	<b>400</b>	<b>21,414</b>	<b>1,628</b>	<b>3,200</b>	<b>2,016</b>	<b>1,017</b>	<b>32,721</b>
<b>Proposed Changes 2015/16:</b>											
Transfer between Reserves					(400)	1,317		(917)			
Transfer to Revenue from Reserves		(80)	(18)			(3,016)	(274)	(354)	(1,834)	(350)	(5,926)
Transfer from Revenue to Reserves								642			642
Transfer to Revenue from Reserves - Backfund assets						(2,251)					(2,251)
Transfer to Revenue from Reserves - 2015/16 capital funding						(2,176)					(2,176)
<b>31/03/2016 Forecast</b>	<b>4,475</b>	<b>1,760</b>	<b>402</b>	<b>786</b>		<b>15,288</b>	<b>1,354</b>	<b>1,929</b>	<b>824</b>	<b>667</b>	<b>23,010</b>
<b>Proposed Changes 2016/17:</b>											
Transfer to Revenue from Reserves		(80)	(18)				(274)	(354)			(726)
Transfer to Revenue from Reserves - capital funding						(8,493)					(8,493)
Transfer from Revenue to Reserves											
Transfer between Reserves						1,575		(1,575)			
<b>31/03/2017 Forecast</b>	<b>4,475</b>	<b>1,680</b>	<b>384</b>	<b>786</b>		<b>8,370</b>	<b>1,080</b>		<b>824</b>	<b>667</b>	<b>13,791</b>
<b>Proposed Changes 2017/18:</b>											
Transfer to Revenue from Reserves - capital funding		(80)	(18)			(828)	(90)				(1,016)
Transfer from Revenue to Reserves											
<b>31/03/2018 Forecast</b>	<b>4,475</b>	<b>1,600</b>	<b>366</b>	<b>786</b>		<b>7,542</b>	<b>990</b>		<b>824</b>	<b>667</b>	<b>12,775</b>
<b>Proposed Changes 2018/19:</b>											
Transfer to Revenue from Reserves		(80)	(18)								(98)
Transfer from Revenue to Reserves											
<b>31/03/2019 Forecast</b>	<b>4,475</b>	<b>1,520</b>	<b>348</b>	<b>786</b>		<b>7,542</b>	<b>990</b>		<b>824</b>	<b>667</b>	<b>12,677</b>
<b>Proposed Changes 2019/20:</b>											
Transfer to Revenue from Reserves - capital funding		(80)	(18)			(896)					(994)
Transfer from Revenue to Reserves											
<b>31/03/2020 Forecast</b>	<b>4,475</b>	<b>1,440</b>	<b>330</b>	<b>786</b>		<b>6,646</b>	<b>990</b>		<b>824</b>	<b>667</b>	<b>11,683</b>

## Prudential Code Indicators 2016/17, 2017/18, 2018/19

### 1. Background

- 1.1 The Prudential Code for capital investment came into effect on 1<sup>st</sup> April 2004. It replaced the complex regulatory framework, which only allowed borrowing if specific government authorisation had been received. The Prudential system is one based on self-regulation. All borrowing undertaken is self-determined under the prudential code.
- 1.2 Under Prudential arrangements the PCC can determine the borrowing limit for capital expenditure. The Government does retain reserve powers to restrict borrowing if that is required for national economic reasons.
- 1.3 The key objectives of the Code are to ensure, within a clear framework, that capital investment plans are affordable, prudent and sustainable. The Code specifies indicators that must be used and factors that must be taken into account. The Code requires the PCC to set and monitor performance on:
- capital expenditure
  - affordability
  - external debt
  - treasury management (now included within Treasury Management strategy)
- 1.4 The required indicators are:
- Capital Expenditure Payment Forecast
  - Ratio of Capital Financing costs to Net Revenue Budget
  - Capital Financing Requirement
  - Net Borrowing for Capital Purposes
  - Authorised Limit for External Debt
  - Operational Boundary Limit for External Debt
  - Incremental Impact of Capital Programme on Band D Council Tax
- 1.5 Once determined, the indicators can be changed so long as this is reported to the PCC.
- 1.6 Actual performance against indicators will be monitored throughout the year. All the indicators will be reviewed and updated annually.

### 2. The Indicators

- 2.1 The **Capital Expenditure Payment Forecast** is detailed in Appendix B. The total estimated payments are:

	2016/17	2017/18	2018/19
	£m	£m	£m
Capital Expenditure Forecast	15.943	9.228	2.635

The PCC is being asked for approval to an overall Capital Programme based on the level of capital financing costs contained within the draft revenue budget.

- 2.2 The **ratio of capital financing costs to net revenue budget** shows the estimated annual revenue costs of borrowing (net interest payable on debt and the minimum revenue provision for repaying the debt), as a proportion of annual income from council taxpayers and government. Estimates of the ratio of capital financing costs to net revenue budget for future years are:

<b>Ratio of Capital Financing Costs to Net Revenue Budget</b>		
2016/17 Estimate	2017/18 Estimate	2018/19 Estimate
7.37%	2.27%	1.87%

The ratio in 2016/17 is higher due to a change in strategy to only fund assets over 50 years from borrowing.

- 2.3 The **capital financing requirement** represents capital expenditure financed by external debt and not by capital receipts, revenue contributions, capital grants or other sources of external funding. Estimates of the end of year capital financing requirement for future years are:

<b>Capital Financing Requirement</b>			
31/03/16 Estimate	31/03/17 Estimate	31/03/18 Estimate	31/03/19 Estimate
£88.919m	£92.233m	£96.484m	£94.473m

The capital financing requirement measures the underlying need to borrow for a capital purpose.

- 2.4 The guidance on **net borrowing for capital purposes** advises that:

*“In order to ensure that over the medium term net borrowing will only be for a capital purpose, the PCC should ensure that net external borrowing does not, except in the short term, exceed the total of capital financing requirement in the preceding year plus the estimates of any additional capital financing requirement for the current and next two financial years.”*

Net borrowing refers to the PCC’s total external borrowing net of any temporary cash investments and must work within this requirement.

- 2.5 The Code defines the **authorised limit for external debt** as the sum of external borrowing and any other financing long-term liabilities e.g. finance leases. It is recommended that the PCC approve the 2015/2016 and future years limits.

For 2016/17 this will be the statutory limit determined under section 3(1) of the Local Government Act 2003.

As required by the Code, the PCC is asked to delegate authority to the Chief Finance Officer (OPCCN), within the total limit for any individual year, to effect movement between the separate limits for borrowing and other long term liabilities. Any such changes made will be reported to the PCC.

<b>Authorised Limit for External Debt</b>			
	2016/17	2017/18	2018/19
	£m	£m	£m
Borrowing	12.761	12.761	12.761
NCC transferred Debt	0.468	0.312	0.156
Other long term liabilities (OCC PFI)	26.217	25.842	25.423
Other long term liabilities (PIC PFI)	36.483	35.875	35.243
Safety net	7.315	7.235	7.151
<b>Total</b>	<b>83.244</b>	<b>82.025</b>	<b>80.734</b>

These proposed limits are consistent with the Capital Programme. They provide headroom to allow for operational management, for example unusual cash movements.

- 2.6 The Code also requires the PCC to approve an **operational boundary limit for external debt** for the same time period. The proposed operational boundary for external debt is the same calculation as the external debt limit without the additional headroom. The operational boundary represents a key management tool for in year monitoring.

Within the operational boundary, figures for borrowing and other long-term liabilities are separately identified again. The PCC is asked to delegate authority to the Chief Finance Officer (OPCCN), within the total operational boundary for any individual year, to make any required changes between the separately agreed figures for borrowing and other long-term liabilities. Any changes will be reported to the PCC.

<b>Operational Boundary Limit for External Debt</b>			
	2016/17	2017/18	2018/19
	£m	£m	£m
Borrowing	12.761	12.761	12.761
NCC Transferred Debt	0.468	0.312	0.156
Other long term liabilities (OCC PFI)	26.217	25.842	25.423
Other long term liabilities (PIC PFI)	36.483	35.875	35.243
<b>Total</b>	<b>75.929</b>	<b>74.790</b>	<b>73.583</b>

**The Office of the Police and Crime Commissioner for Norfolk  
Annual Investment and Treasury Strategy 2016/17**

**1. Introduction**

- 1.1 The Chartered Institute of Public Finance and Accountancy's (CIPFA's) Code of Practice for Treasury Management in the Public Services (the Code) requires local authorities to produce a treasury management strategy for the year ahead. The PCC is required to comply with the Code through regulations issued under the Local Government Act 2003 and has adopted specific clauses and policy statements from the Code as part of its Financial Regulations.
- 1.2 Complementary to the CIPFA Code is the Department for Communities and Local Government's (DCLG's) Investment Guidance, which requires local authorities and PCCs to produce an Annual Investment Strategy. This report combines the reporting requirements of both the CIPFA Code and DCLG's Investment Guidance.
- 1.3 The primary objectives of the PCC's Investment Strategy are to safeguard the timely repayment of principal and interest, whilst ensuring adequate liquidity for cash flow and the generation of investment yield. A flexible approach to borrowing for capital purposes will be maintained which avoids the 'cost of carrying debt' in the short term. This strategy is prudent while investment returns are low and counterparty risk (the other party involved in a financial transaction, typically a bank or building society) remains relatively high.

**2. The Treasury Management Function**

- 2.1 The CIPFA Code defines treasury management activities as "the management of the PCC's cash flows, its banking, money market and capital market transactions; the effective management of the risks associated with those activities; and the pursuit of optimum performance consistent with those risks."
- 2.2 The PCC is required to operate a balanced budget, which broadly means that cash raised during the year will meet its cash expenditure. Part of the treasury management operations ensures this cash flow is adequately planned, with cash being available when it is needed. Surplus monies are invested in low risk counterparties, providing adequate liquidity before considering investment return.
- 2.3 A further function of the treasury management service is to provide for the borrowing requirement of the PCC, essentially the longer term cash flow planning, typically 30 years plus, to ensure the PCC can meet its capital spending obligations. This management of longer term cash may involve arranging long or short term loans, or using internal cash balances on a temporary basis. Debt previously borrowed may be restructured to meet PCC risk or cost objectives.
- 2.4 The PCC has delegated responsibility for treasury management decisions taken within the approved strategy to the PCC CFO. Day to day execution and administration of investment and borrowing decisions, previously carried out by Norfolk County Council, is now undertaken by the Specialist Accountant (Treasury



Management, Cash Management & VAT) based in the Joint Finance Department for Suffolk and Norfolk Constabularies.

2.5 External treasury management services continue to be provided by Capita Asset Services in a joint contract with the PCC for Suffolk. Capita Asset Services provides a range of services which include:

- Technical support on treasury matters and capital finance issues.
- Economic and interest rate analysis.
- Debt services which includes advice on the timing of long term borrowing.
- Debt rescheduling advice surrounding the existing portfolio.
- Generic investment advice on interest rates, timing and investment instruments.
- Credit ratings/market information service for the three main credit rating agencies (Fitch, Moody's and Standard & Poors).

2.6 Whilst Capita Asset Services provide support to the treasury function, under market rules and in accordance with the CIPFA Code of Practice, the final decision on treasury matters remains with the PCC.

2.7 Performance will continue to be monitored and reported to the PCC as part of the budget monitoring report.

### **3. Capita Asset Services Economic Forecast**

#### **Economic Overview**

3.1 UK. UK GDP growth rates in 2013 of 2.2% and 2.9% in 2014 were the strongest growth rates of any G7 country; the 2014 growth rate was also the strongest UK rate since 2006 and the 2015 growth rate is likely to be a leading rate in the G7 again, probably being second to the US. However, quarter 1 of 2015 was weak at +0.4% (+2.9% y/y) though there was a rebound in quarter 2 to +0.7% (+2.4% y/y) before weakening again to +0.5% (2.3% y/y) in quarter 3. The November Bank of England Inflation Report included a forecast for growth to remain around 2.5 – 2.7% over the next three years, driven mainly by strong consumer demand as the squeeze on the disposable incomes of consumers has been reversed by a recovery in wage inflation at the same time that CPI inflation has fallen to, or near to, zero since February 2015. Investment expenditure is also expected to support growth. However, since the August Inflation report was issued, most worldwide economic statistics have been weak and the November Inflation Report flagged up particular concerns for the potential impact on the UK.

3.2 The Inflation Report was also notably subdued in respect of the forecasts for inflation; this was expected to barely get back up to the 2% target within the 2-3 year time horizon. The increase in the forecast for inflation at the three year horizon was the

biggest in a decade and at the two year horizon was the biggest since February 2013. However, the first round of falls in oil, gas and food prices over late 2014 and also in the first half 2015, will fall out of the 12 month calculation of CPI during late 2015 / early 2016 but a second, more recent round of falls in fuel prices will now delay a significant tick up in inflation from around zero: this is now expected to get back to around 1% in the second half of 2016 and not get to near 2% until 2017, though the forecasts in the Report itself were for an even slower rate of increase. There is considerable uncertainty around how quickly pay and CPI inflation will rise in the next few years and this makes it difficult to forecast when the MPC will decide to make a start on increasing Bank Rate.

- 3.3 USA. The American economy made a strong comeback after a weak first quarter's growth at +0.6% (annualised), to grow by no less than 3.9% in quarter 2 of 2015, but then pulled back to 2.1% in quarter 3. The run of strong monthly increases in nonfarm payrolls figures for growth in employment in 2015 has prepared the way for the Fed. to embark on its long awaited first increase in rates of 0.25% at its December meeting. However, the accompanying message with this first increase was that further increases will be at a much slower rate, and to a much lower ultimate ceiling, than in previous business cycles, mirroring comments by our own MPC.
- 3.4 EZ. In the Eurozone, the ECB fired its big bazooka in January 2015 in unleashing a massive €1.1 trillion programme of quantitative easing to buy up high credit quality government and other debt of selected EZ countries. This programme of €60bn of monthly purchases started in March 2015 and it is intended to run initially to September 2016. This appears to have had a positive effect in helping a recovery in consumer and business confidence and a start to an improvement in economic growth. GDP growth rose to 0.5% in quarter 1 2015 (1.0% y/y) but came in at +0.4% (+1.5% y/y) in quarter 2 and +0.3% in quarter 3. However, this lacklustre progress in 2015 together with the recent downbeat Chinese and emerging markets news, has prompted comments by the ECB that it stands ready to strengthen this programme of QE by extending its time frame and / or increasing its size in order to get inflation up from the current level of around zero towards its target of 2% and to help boost the rate of growth in the EZ.
- 3.5 Greece. During July, Greece finally capitulated to EU demands to implement a major programme of austerity and is now cooperating fully with EU demands. An €86bn third bailout package has since been agreed though it did nothing to address the unsupportable size of total debt compared to GDP. However, huge damage has been done to the Greek banking system and economy by the resistance of the Syriza Government, elected in January, to EU demands. The surprise general election in September gave the Syriza government a mandate to stay in power to implement austerity measures. However, there are major doubts as to whether the size of cuts and degree of reforms required can be fully implemented and so Greek exit from the euro may only have been delayed by this latest bailout.
- 3.6 Portugal and Spain. The general elections in September and December respectively have opened up new areas of political risk where the previous right wing reform-focused pro-austerity mainstream political parties have lost power. A left wing / communist coalition has taken power in Portugal which is heading towards unravelling previous pro austerity reforms. This outcome could be replicated in Spain. This has created nervousness in bond and equity markets for these countries which has the potential to spill over and impact on the whole Eurozone project.

- Investment returns are likely to remain relatively low during 2016/17 and beyond;
- Borrowing interest rates have been highly volatile during 2015 as alternating bouts of good and bad news have promoted optimism, and then pessimism, in financial markets. Gilt yields have continued to remain at historically phenomenally low levels during 2015. The policy of avoiding new borrowing by running down spare cash balances, has served well over the last few years. However, this needs to be carefully reviewed to avoid incurring higher borrowing costs in later times, when authorities will not be able to avoid new borrowing to finance new capital expenditure and/or to refinance maturing debt;
- There will remain a cost of carry to any new borrowing which causes an increase in investments as this will incur a revenue loss between borrowing costs and investment returns.

3.7 The following table gives Capita Asset Services central view of UK Base Rate and Public Works Loan Board (PWLB) borrowing rates:

Quarter Ending	Base Rate (%)	PWLB Borrowing Rates (%)		
		5 year	25 year	50 year
Mar 2016	0.50	2.40	3.70	3.60
June 2016	0.75	2.60	3.80	3.70
Sept 2016	0.75	2.70	3.90	3.80
Dec 2016	1.00	2.80	4.00	3.90
Mar 2017	1.00	2.80	4.10	4.00
June 2017	1.25	2.90	4.10	4.00
Sep 2017	1.50	3.00	4.20	4.10
Dec 2017	1.50	3.20	4.30	4.20
Mar 2018	1.75	3.30	4.30	4.20
June 2018	1.75	3.40	4.40	4.30
Sep 2018	2.00	3.50	4.40	4.30
Dec 2018	2.00	3.50	4.40	4.30
Mar 2019	2.00	3.60	4.50	4.40
Increase over the 3 year period	+1.50	+1.20	+0.80	+0.80

#### 4. Investment Strategy 2016/17

- 4.1 Forecasts of short-term interest rates, on which investment decisions are based, suggest that the 0.5% Bank Rate will remain unchanged until the end of the first quarter of 2016. There is a risk that if economic growth weakens, increases in the Bank Rate will be pushed back.
- 4.2 The investment earnings rates which most closely matches our average deposit profile is the 3 month LIBID (London Intra Bank Bid rate for money market trades)

forecast. The suggested budgeted interest rates for the following 3 financial years are as follows:

<b>Financial Year</b>	<b>Budgeted Interest Earnings</b>
2016/17	0.90%
2017/18	1.50%
2018/19	2.00%

4.3 There are 3 key considerations to the treasury management investment process. CLG's Investment Guidance ranks these in the following order of importance:

- security of principal invested,
- liquidity for cash flow, and
- investment return (yield).

Each deposit is considered in the context of these 3 factors, in that order.

4.4 CLG's Investment Guidance requires local authorities and PCCs to invest prudently and give priority to security and liquidity before yield, as described above. In order to facilitate this objective, the Guidance requires the PCC to have regard to CIPFA's Code of Practice for Treasury Management in the Public Sector.

4.5 The key requirements of both the Code and the Investment Guidance are to produce an Annual Investment and Treasury Strategy covering the following:

- Guidelines for choosing and placing investments – Counterparty Criteria and identification of the maximum period for which funds can be committed – Counterparty Monetary and Time Limits (Section 5).
- Details of Specified and Non-Specified investment types (Section 6).

## **5. Investment Strategy 2016/17 - Counterparty Criteria**

5.1 The PCC works closely with its external treasury advisors to determine the criteria for high quality institutions.

5.2 The criteria for providing a pool of high quality investment counterparties for inclusion on the PCC's 'Approved Authorised Counterparty List' is provided below

- (i) **UK Banks** which have the following minimum ratings from at least one of the three credit rating agencies:

<b>UK Banks</b>	<b>Fitch</b>	<b>Standard &amp; Poors</b>	<b>Moody's</b>
Short Term Ratings	F1	A-1	P-1
Long Term Ratings	A-	A-	A3

- (ii) **Non-UK Banks** domiciled in a country which has a minimum sovereign rating of AA+ and have the following minimum ratings from at least one of the credit rating agencies:

<b>Non-UK Banks</b>	<b>Fitch</b>	<b>Standard &amp; Poors</b>	<b>Moody's</b>
Short Term Ratings	F1+	A-1+	P-1
Long Term Ratings	AA-	AA-	Aa3

- **Part Nationalised UK Banks** – Royal Bank of Scotland Group (including Nat West). These banks are included while they continue to be part nationalised or they meet the minimum rating criteria for UK Banks above.
- **The PCC's Corporate Banker** – If the credit ratings of the PCC's corporate banker (currently Barclays Bank plc) fall below the minimum criteria for UK Banks above, then cash balances held with that bank will be for account operation purposes only and balances will be minimised in terms of monetary size and time.
- **Building Societies** – The PCC will use Building Societies which meet the ratings for UK Banks outlined above.
- **Money Market Funds (MMFs)** – which are rated AAA by at least one of the three major rating agencies. MMF's are 'pooled funds' investing in high-quality, high-liquidity, short-term securities such as treasury bills, repurchase agreements and certificate of deposit. Funds offer a high degree of counterparty diversification that include both UK and Overseas Banks.
- **UK Government** – including the Debt Management Account Deposit Facility & Sterling Treasury Bills. Sterling Treasury Bills are short-term (up to six months) 'paper' issued by the UK Government. In the same way that the Government issues Gilts to meet long term funding requirements, Treasury Bills are used by Government to meet short term revenue obligations. They have the security of being issued by the UK Government.
- **Local Authorities, Parish Councils etc.** – Includes those in England and Wales (as defined in Section 23 of the Local Government Act 2003) or a similar body in Scotland or Northern Ireland.

- 5.3 All cash invested by the PCC in 2016/17 will be either Sterling deposits (including certificates of deposit) or Sterling Treasury Bills invested with banks and other institutions in accordance with the Approved Authorised Counterparty List.
- 5.4 The Code of Practice requires local authorities and PCCs to supplement credit rating information. Whilst the above criteria relies primarily on the application of credit ratings to provide a pool of appropriate counterparties for use, additional market information will be used to inform investment decisions. This additional market information includes, for example, Credit Default Swap rates and equity prices in order to compare the relative security of counterparties.
- 5.5 The current maximum lending limit of £10m for any counterparty will be maintained in 2016/17 to reflect the level of cash balances and to avoid large deposits with the DMO.
- 5.6 In addition to individual institutional lending limits, “Group Limits” will be used whereby the collective investment exposure of individual banks within the same banking is restricted to a group lending limit of £10m.
- 5.7 The Strategy permits deposits beyond 365 days (up to a maximum of 2 years) but only with UK banks which meet the credit ratings at paragraph 5.2. Deposits may also be placed with UK Part Nationalised Banks and Local Authorities for periods of up to 2 years.
- 5.8 A reasonable amount will be held on an instant access basis in order for the PCC to meet any unexpected needs. Instant access accounts are also preferable during periods of credit risk uncertainty in the markets, allowing the PCC to immediately withdraw funds should any concern arise over a particular institution.

## **6. Investment Strategy 2016/17 – Specified and Non-Specified Investments**

- 6.1 As determined by CLG’s Investment Guidance, Specified Investments offer “high security and high liquidity”. They are Sterling denominated and have a maturity of less than one year. Institutions of “high” credit quality are deemed to be Specified Investments. From the pool of high quality investment counterparties identified in Section 5, the following are deemed to be Specified Investments where the period of deposit is 364 days or less:
- Banks: UK and Non-UK;
  - Part Nationalised UK Banks;
  - The PCC’s Corporate Banker (Barclays Bank plc)
  - Building Societies (which meet the minimum ratings criteria for Banks);
  - Money Market Funds;
  - UK Government;
  - Local Authorities, Parish Councils etc.

- 6.2 Non-Specified Investments are those investments that do not meet the criteria of Specified Investments. From the pool of counterparties identified in Section 5, they include:
- Any investment greater than 364 days.
- 6.3 The categorisation of 'Non-Specified' does not in any way detract from the credit quality of these institutions, but is merely a requirement of the Government's guidance.
- 6.4 The PCC's proposed Strategy for 2016/17 therefore includes both Specified and Non-Specified Investment institutions.

## **7. Borrowing Strategy 2016/17**

- 7.1 Capital expenditure can be paid for immediately by applying capital receipts, capital grants or revenue contributions. Capital expenditure in excess of available capital resources or revenue contributions will add to the PCC's borrowing requirement. The PCC's need to borrow is measured by the Capital Financial Requirement, which simply represents the total outstanding capital expenditure, which has not yet been paid for from either capital or revenue resources.
- 7.2 For the PCC, borrowing principally relates to long term loans (i.e. loans in excess of 364 days). The borrowing strategy includes decisions on the timing of when further monies should be borrowed.
- 7.3 The main source of long term loans is the Public Works Loan Board (PWLB), which is part of the UK Debt Management Office (DMO). The maximum period for which loans can be advanced by the PWLB is 50 years.
- 7.4 External borrowing currently stands at £13.39m, this includes a transferred debt balance of £0.62m. At 31 March 2015 there was an additional £24.21m internal borrowing requirement relating to unfunded capital expenditure financed from temporary cash resources. The net internal borrowing requirement is estimated to be £23.53m at 31 March 2016 and £27.54m at 31 March 2017. The new internal borrowing requirement is estimated at £0.32m for 2015/16 and £5.0m for 2016/17. The internal borrowing requirement does not include the funding requirement in respect of assets financed through PFI.
- 7.5 The challenging and uncertain economic outlook outlined by Capita Asset Services in Section 3, together with managing the cost of "carrying debt" requires a flexible approach to borrowing. The PCC, under delegated powers, will take the most appropriate form of borrowing depending on the prevailing interest rates at the time, taking into account the risks identified in Capita Asset Services economic overview (Section 3).
- 7.6 The level of outstanding debt and composition of debt, in terms of individual loans, is kept under review. The PWLB provides a facility to allow the restructure of debt, including premature repayment of loans, and encourages local authorities and PCCs to do so when circumstances permit. This can result in net savings in overall interest

charges. The PCC CFO and Capita Asset Services will monitor prevailing rates for any opportunities during the year.

- 7.7 The PCC has flexibility to borrow funds in the current year for use in future years. For example, the PCC CFO may do so under delegated powers where a sharp rise in interest rates is expected and so borrowing early at fixed interest rates may be economically beneficial or meet budgetary constraints. Whilst the PCC CFO will adopt a cautious approach to any such borrowing, where there is a clear business case for doing so borrowing will be undertaken to fund the approved capital programme. Risks associated with any advance borrowing will be subject to appraisal in advance and subsequent reporting through the established reporting process.
- 7.8 PWLB borrowing has become less attractive in recent years, due to its policy decision to increase the margin payable over interest rates (Gilts). In response, the Local Government Association is currently in the process of setting up a “Municipal Bond Agency.” While it is hoped that the Agency’s borrowing rates will be lower than those offered by the PWLB, this is by no means guaranteed. Initially it is unlikely that the Agency will be able to offer the same degree of operational flexibility as the PWLB regarding loan advances and repayments. The PCC will continue to use the most appropriate source of borrowing at the time of making application, including; the PWLB, commercial market loans and the Municipal Bond Agency.

## 8. Treasury Management Prudential Indicators

There are four treasury related Prudential Indicators. The purpose of the indicators is to restrict the activity of the treasury function to within certain limits, thereby managing risk and reducing the impact of an adverse movement in interest rates. However, if these indicators are too restrictive, they will impair the opportunities to reduce costs/improve performance. The Indicators are:

- **Upper Limits on Variable Interest Rate Exposure** – This identifies a maximum limit for variable interest rates based upon the debt position net of investments. It is recommended that the PCC set an upper limit on its variable interest rate exposures for 2016/17, 2017/18 and 2018/19 of 100% of its net outstanding principal sums.
- **Upper Limits on Fixed Interest Rate Exposure** – Similar to the previous indicator, this covers a maximum limit on fixed interest rates. It is recommended that the PCC set an upper limit on its fixed interest rate exposures for 2016/17, 2017-2018 and 2018-2019 of 100% of its net outstanding principal sums.



- **Maturity Structures of Borrowing** – These gross limits are set to reduce the PCC’s exposure to large fixed rate sums falling due for refinancing and require upper and lower limits. It is recommended that the PCC sets the following limits for the maturity structures of its borrowing.:

	<b>Lower Limit</b>	<b>Upper Limit</b>
Under 12 months	0%	15%
12 months and within 24 months	0%	15%
24 months and within 5 years	0%	45%
5 years and within 10 years	0%	75%
10 years and above	0%	100%

- **Total Principal Funds Invested for Greater than 364 Days** – This limit is set with regard to the PCC’s liquidity requirements. It is estimated that in 2016/17, the maximum level of PCC funds invested for periods greater than 364 days will be no more than £10m.

## MINIMUM REVENUE PROVISION STATEMENT 2016/17

### Introduction

1. The PCC is required to make a charge against the revenue budget each year in respect of capital expenditure financed by borrowing or credit arrangement. The annual charge is set aside for the eventual repayment of the loan and is known as the Minimum Revenue Provision (MRP). This is separate from any annual interest charges that are incurred on borrowing.
2. The Local Authorities (Capital Finance and Accounting) (England) (Amendment) Regulations 2008 amend the way in which MRP can be calculated so that each authority must consider what is “prudent”. The regulations are backed up by statutory guidance which gives advice on what might be considered prudent.

### Options for Making Prudent Provision

3. Four options are included in the guidance, which are those likely to be most relevant for the majority of authorities. Although other approaches are not ruled out, authorities must demonstrate that they are fully consistent with the statutory duty to make prudent revenue provision.

#### Option 1 - Regulatory Method

Authorities may continue to use the formulae put in place by the previous regulations.

#### Option 2 - Capital Financing Requirement Method

This is a technical calculation based upon taking 4% of the level of outstanding debt as signified by the previous year’s balance sheet.

#### Option 3 – Asset Life Method

This is to make provision over the estimated life of the asset for which the borrowing is undertaken. This could be done by:

- (a) Charging MRP in equal instalments over the life of the asset
- (b) Charging MRP according to the flow of benefits from an asset where the benefits are expected to be different between years (CIPFA guidance is awaited for this methodology)

#### Option 4 - Depreciation

The asset is depreciated in accordance with standard accounting methods

4. The regulations make a distinction between capital expenditure incurred before 1 April 2008 and capital expenditure incurred from 1 April 2008 in terms of the options available.
5. Options 1 and 2 are to be used for capital expenditure incurred pre April 2008. Options 3 and 4 are to be used for Capital expenditure incurred post April 2008.

## Recommendations

6. In order to avoid complexity and to spread the charge to the revenue budget over the life of the asset, it is recommended that for MRP purposes the PCC continues with the current approach, namely that:
  - Capital expenditure incurred before April 2008 is treated in accordance with option 1 of the regulatory guidance; and
  - Capital expenditure incurred from April 2008 is treated in accordance with option 3(a) of the regulatory guidance.

## Norfolk PCC Precept 2016/17 Option 1 – Council Tax Freeze

				£		
Budget Requirement				147,777,009		
Less Government Funding				88,298,054		
To be met from council tax (incl. surplus)				<u>59,478,955</u>		
<b>Billing Authority</b>	<b>Precept Amount</b>		<b>Surplus on Collection Fund</b>		<b>Total Payments Due</b>	
	£		£		£	
Breckland	8,584,144		647,053		9,231,197	
Broadland	9,326,261		31,000		9,357,261	
Kings Lynn & West	10,009,851		141,222		10,151,073	
Norwich	7,166,434		104,439		7,270,873	
Great Yarmouth	5,579,554		96,701		5,676,255	
North Norfolk	7,921,872		229,864		8,151,736	
South Norfolk	9,469,706		170,855		9,640,561	
	<u>58,057,821</u>		<u>1,421,134</u>		<u>59,478,955</u>	
<b>Vaulation Band</b>			<b>Council Tax 2016/17</b>			
			£			
A			139.20			
B			162.40			
C			185.60			
D			208.80			
E			255.20			
F			301.60			
G			348.00			
H			417.60			
(i)	As in previous years instalment payments will be made to the PCC by the district councils on the day that they receive their government grant instalments. This will minimise the cash flow effect on the collection authorities.					
(ii)	Where a surplus on collection of 2015/16 council tax has been estimated, the District Council concerned will pay to the PCC its proportion of the sum by ten equal instalments, as an addition to the May 2016 to February 2017 precept payments.					
(iii)	Where a deficit on collection of 2015/16 council tax has been estimated, the District Council concerned will receive from the PCC its proportion of the sum by ten equal instalments, as a reduction to the May 2016 to February 2017 precept payments.					

## Norfolk PCC Precept 2016/17 Option 2 – 1.9827% increase in Council Tax

			£			
Budget Requirement			148,928,156			
Less Government Funding			88,298,054			
To be met from council tax (incl. surplus)			<u>60,630,102</u>			
<b>Billing Authority</b>	<b>Precept Amount</b>		<b>Surplus on Collection Fund</b>		<b>Total Payments Due</b>	
	£		£		£	
Breckland	8,754,347		647,053		9,401,400	
Broadland	9,511,178		31,000		9,542,178	
Kings Lynn & West	10,208,322		141,222		10,349,544	
Norwich	7,308,527		104,439		7,412,966	
Great Yarmouth	5,690,183		96,701		5,786,884	
North Norfolk	8,078,944		229,864		8,308,808	
South Norfolk	9,657,468		170,855		9,828,323	
	<u>59,208,968</u>		<u>1,421,134</u>		<u>60,630,102</u>	
<b>Vaulation Band</b>			<b>Council Tax 2016/17</b>			
			£			
A			141.96			
B			165.62			
C			189.28			
D			212.94			
E			260.26			
F			307.58			
G			354.90			
H			425.88			
(i)	As in previous years instalment payments will be made to the PCC by the district councils on the day that they receive their government grant instalments. This will minimise the cash flow effect on the collection authorities.					
(ii)	Where a surplus on collection of 2015/16 council tax has been estimated, the District Council concerned will pay to the PCC its proportion of the sum by ten equal instalments, as an addition to the May 2016 to February 2017 precept payments.					
(iii)	Where a deficit on collection of 2015/16 council tax has been estimated, the District Council concerned will receive from the PCC its proportion of the sum by ten equal instalments, as a reduction to the May 2016 to February 2017 precept payments.					

## OPCCN Commissioning – Quarterly Report

### Suggested approach from Jo Martin, Democratic Support and Scrutiny Team Manager

The Panel is recommended to:

- 1) Consider the update from the Office of the Police and Crime Commissioner for Norfolk (OPCCN) about its commissioned services, and;
- 2) Agree what recommendations (if any) it wishes to make to the Commissioner.

#### 1. Background

- 1.1 When it met in October 2015, the Panel considered a report that provided an overview of the range of services being commissioned by OPCCN. It set out how the services supported the delivery of the Police and Crime Plan for Norfolk, as well as demonstrating how they related to OPCCN's Commissioning Strategy. It included interim data (where available) for ongoing projects and final data for completed projects.
- 1.2 The Commissioner provided a further report for the Panel's December 2015 meeting, which focused in more detail on Theme 3 of his Commissioning Strategy (Domestic Abuse and Sexual Violence).
- 1.3 As a result, the Panel agreed that it would be helpful to receive regular (quarterly) update reports from OPCCN, to track the progress being made across all four Commissioning Strategy themes.

#### 2. Purpose of today's meeting

- 2.1 The purpose of the item on today's agenda is to allow the Panel to consider a regular (quarterly) update report from OPCCN about its commissioned services. This is attached at **Annex 1**. It describes the outcomes and outputs that commissioned services are delivering and progress made since October 2015.
- 2.2 The Panel will be aware that the Police and Crime Plan should determine, direct and communicate the Commissioner's priorities during their period in office and must set out for the period of issue:
  - a) The Commissioner's police and crime objectives for the area, including the strategic direction over the period for which the Commissioner has been elected and including:

- Crime and disorder reduction in Norfolk
  - Policing within Norfolk
  - How Norfolk Constabulary will discharge its national functions.
- b) The policing that the Chief Constable will provide;
  - c) The financial and other resources which the Commissioner will give the Chief Constable in order that they may do this;
  - d) How the Commissioner will measure police performance and the means by which the Chief Constable will report to the Commissioner.
  - e) Information regarding any crime and disorder reduction grants that the Commissioner may make, and the conditions (if any) of those grants

2.3 The Commissioner's stated priorities, captured in the Police and Crime Plan for Norfolk 2015/16, are:

- Reducing priority crime, anti-social behaviour and reoffending
- Reducing vulnerability, promote equality and support victims
- Reducing the need for service, through preventative and restorative approaches and more joined up working with partners; protecting the availability of front line resources.

2.4 The Commissioner will attend the meeting to answer the Panel's questions and will be supported by members of his staff. After he has presented his report, the Panel may wish to question him on the following areas:

#### Supporting Victims and Witnesses

- a) The latest data showing the volume of client assessments and referrals to support services through Victim Support.
- b) The latest data showing the volume of restorative justice referrals and interventions set through Victim Support.
- c) Progress being made with the Online Panel.

#### Domestic Abuse and Sexual Violence

- d) Any changes to the extent to which Domestic Abuse and Sexual Violence is present within the county, including the geographic spread of reported incidents.
- e) The latest data showing the volume of referrals to Leeway and the number of clients successfully leaving the service.
- f) The latest data showing the number of GP referrals to Leeway.
- g) The latest data showing the number of clients receiving treatment through the Sue Lambert Trust.
- h) The growth profile of expected referrals through the Victim Support – Domestic Abuse Standard/Medium Risk triage service (new contract).

- i) The updated data relating to the new service level agreement for The Harbour Centre (Sexual Assault Referral Centre – Child Advocates).
- j) The impact being made by Domestic Abuse Change Champions, recruited by Domestic Abuse Co-ordinators in Early Help Hubs.
- k) The first quarter reports showing progress in delivering intended outcomes by:
  - The Magdalene Group – Looked After Children
  - One Voice 4 Travellers – Domestic Abuse Awareness Project
  - The Pandora Project – 1:1 support for children
  - Victim Support – early help for young people aged 4-18
  - Fresh Start Beginnings – therapeutic work with children and young people
- l) The impact (outputs) of the following projects, which the report provides updated data for:
  - Fresh Start New Beginnings - therapeutic work with children and young people
  - Home-Start, King's Lynn & West Norfolk
  - MensCraft – Safer Norfolk Medium Term Grant
  - The Pandora Project 2014-15
  - Sweet Arts
  - The Magdalen Group Safer Norfolk Medium Term Grant
  - Widows and Orphans Relief Development Norfolk

#### Mental Health, Drugs and Alcohol

- m) The updated data showing the volume of calls and incidents handled through the mental health team in the Police Control Room.
- n) Progress being made with starting the West Norfolk Mind project.
- o) The latest data illustrating progress with delivering intended outcomes by HART and ongoing levels of demand.
- p) The latest data illustrating progress with delivering intended outcomes by the Keystone Development Trust and ongoing levels of demand.

#### Rehabilitation of Offenders

- q) Progress being made with the new service level agreement for Prolific and Persistent Offenders and the Matthew Project Norfolk 180 Link Worker.
- r) The intended outcomes of LEAP – Enhanced Offender Employment Agency.
- s) The first quarter reports from, and progress in delivering intended outcomes by:
  - The Keystone Development Trust (Thetford)



North Lynn Discovery Centre  
Ormiston Children & Families Trust  
Open Road West Norfolk  
YMCA Norfolk  
Break  
Benjamin Foundation  
Henderson Trust  
The Princes Trust  
Appleseed Social Enterprises Limited  
Hope into Action  
NR5 Project  
Your Own Place CIC

### Community Safety

- t) The impact (outputs) from the following projects, which the report provides updated data for:
- East Norwich Youth Project
  - New Routes Integration
  - Norfolk Community Law Service
  - North Lynn Discovery Centre
  - The Base Community Trust
  - The Bridge Plus
  - Thetford Community Association

## **3. Action**

3.1 The Panel is recommended to:

- 1) Consider the update from the Office of the Police and Crime Commissioner for Norfolk (OPCCN) about its commissioned services, and;
- 2) Agree what recommendations (if any) it wishes to make to the Commissioner.



If you need this report in large print, audio, Braille, alternative format or in a different language please contact Jo Martin on 0344 800 8011 or 0344 800 8011 (Textphone) and we will do our best to help.

## OPCCN Commissioning – Quarterly Report

Dr Gavin Thompson – Senior Policy and Commissioning Officer

The Panel note the range of services commissioned by the Office of the Police and Crime Commissioner for Norfolk (OPCCN), the impact these services have to deliver the objectives of the Police and Crime Plan and OPCCN Commissioning Strategy and progress made since the previous report in October 2015.

<b>1.</b>	<b>Background</b>
1.1	At its meeting in October, the Police and Crime Panel received the first quarterly report on services commissioned by the OPCCN. This covered all services/projects commissioned by the OPCCN, including those that have been completed, and contained output/outcomes data for each service where these were available.
1.2	This report provides the latest data (where available) on the impact of commissioned services and includes data on services that were not available for the October meeting. In particular, data on services commissioned as part of the Children and Young People Grant Round in March 2015.
<b>2.</b>	<b>Impact of Commissioned Services</b>
2.1	<p>The outputs/outcomes for each commissioned service are set out in sections 3 to 7, which groups services into the four themes of the OPCCN Commissioning Strategy 2014-16, and are...</p> <ol style="list-style-type: none"> <li>1. Victims and Witnesses.</li> <li>2. Domestic Abuse and Sexual Violence.</li> <li>3. Mental Health, Drugs and Alcohol.</li> <li>4. Rehabilitation.</li> </ol>

### 3. Victims and Witnesses

Service	Commissioned/ Start Date	Outputs/Outcomes	Update/ Outturn
Victim Support – Victims Assessment, Referral and Support Services	2015/16	01/04/15-30/09/15 <ul style="list-style-type: none"> <li>○ 18,545 referrals made.</li> <li>○ 2,254 cases received a needs assessment</li> <li>○ 219 cases immediate needs met.</li> <li>○ 626 cases referred for further support (574 Victims Support, 52 external providers)</li> </ul>	U
Norfolk Pact – target hardening for victims of crime	2013/14 - 2015/16	01/10/14 -31/01/2015 <ul style="list-style-type: none"> <li>○ 101 customers, who are victims or a range of offences, dwelling burglary, theft and domestic violence.</li> <li>○ 226 Target hardening measures have been actioned, including, locks, security lighting, smoke alarms, window locks.</li> </ul>	O
Victim Support - Restorative Justice Hub Norfolk	2014/15 – 2015/16	August 14 – November 15 <ul style="list-style-type: none"> <li>○ Service start up and development.</li> <li>○ Awareness raising with police and partners.</li> <li>○ 142 referrals.</li> <li>○ 6 restorative justice interventions.</li> </ul>	U
Victim Support – Online Panel	2014/15 – 2015/16	<ul style="list-style-type: none"> <li>○ Engagement on PCC policy and budgetary decisions.</li> <li>○ Series of focus groups with DA victims.</li> </ul>	U

#### 4. Domestic Abuse and Sexual Violence

Service	Commissioned/ Start Date	Outputs/Outcomes	Update/ Outturn
Leeway – Independent Domestic Abuse Advocate (IDVA) Service – Provides 1:1 support throughout Norfolk for High Risk Domestic Abuse Victims	01/04/2015-31/03/2018	<p>Date for period:01/04/15-30/09/15</p> <ul style="list-style-type: none"> <li>○ Recruited and trained 10 x IDVA's including Specialist Court IDVA.</li> <li>○ 976 referrals in first two quarters of 2015/16 – 75% accepted service.</li> <li>○ Currently 802 clients in service.</li> <li>○ 632 clients have made a successful exit from service between 01/04/15 and 30/09/15.</li> <li>○ Attended all Multi Agency Risk Assessment Conferences (MARAC) (4 per month, held in Norwich (2), Great Yarmouth and King's Lynn).</li> <li>○ Supported Norfolk Constabulary in delivering 30 Claire's Law Disclosures (victims right to ask and right to know).</li> </ul>	U
Leeway – General Practitioner (GP) Training	01/01/2014-31/03/2015	<ul style="list-style-type: none"> <li>○ Delivered specialist, one hour domestic abuse awareness training sessions to 116 GP Practices across Norfolk reaching more than 1550 attendees, all of which were medical staff, including GP's.</li> <li>○ Referrals from health increased from 17 in 2014 to 158 in 2015.</li> </ul>	O
Sue Lambert Trust (SLT)			
<ul style="list-style-type: none"> <li>○ Refurbishment of St Julian House</li> </ul>	01/04/2014-31/03/2015	<ul style="list-style-type: none"> <li>○ Two new consulting rooms and a group room.</li> <li>○ Provided 14 additional councillors and 4 support workers enabling SLT to increase service delivery to victims.</li> <li>○ Counselling amounted to open tenure, clinical intervention to assist victims to cope and recover.</li> </ul>	O
<ul style="list-style-type: none"> <li>○ Short Term Closed Counselling</li> </ul>	2015/16	<ul style="list-style-type: none"> <li>○ Client number in treatment remains consistent at 170 clients per week.</li> </ul>	U

Service	Commissioned/ Start Date	Outputs/Outcomes	Update/ Outturn
Victim Support - Domestic Abuse Standard/Medium Risk Triage	01/04/2014-31/03/2015	<ul style="list-style-type: none"> <li>○ During 2014/15, 2782 referrals were made to Victim Support and received telephone contact from a support worker.</li> <li>○ Safety planning undertaken for all referrals as necessary.</li> <li>○ Risk assessments adjusted where evidence of heightened risk present.</li> <li>○ Referral to other specialist support agencies e.g. Leeway Domestic Abuse Services.</li> </ul>	O
	New Contract 01/04/2015-31/03/2018	<ul style="list-style-type: none"> <li>○ Expected referrals, both based on current growth profile for 2015/16 will be approximately 6000.</li> <li>○ An additional 0.5 fte has now has now been appointed to assist with increased demand.</li> <li>○ 2 phone call attempts made to contact every referral.</li> </ul>	U
The Harbour Centre – Sexual Assault Referral Centre – Child Advocates	01/04/2014-31/03/2015	<ul style="list-style-type: none"> <li>○ Employ and train two Child Advocacy Support Workers.</li> <li>○ 104 children referred for advocacy support.</li> <li>○ 16 acute cases.</li> <li>○ 88 historic cases.</li> <li>○ 17 referred for specialist additional counselling.</li> <li>○ 11 children supported to court.</li> </ul>	O
	New Service Level Agreement 01/04/2015-31/03/2016	<ul style="list-style-type: none"> <li>○ 79 children referred for advocacy between 01/04/15-31/12/15.</li> <li>○ 20 acute cases.</li> <li>○ 59 historic cases.</li> <li>○ 16 children referred for counselling.</li> </ul>	U
Domestic Abuse (DA) Co-ordinators in Early Help Hubs – joint initiative with Norfolk County Council	2015/16	<ul style="list-style-type: none"> <li>○ Three locality based Specialist Domestic Abuse Co-Ordinators recruited in May 2015.</li> <li>○ 150 Domestic Abuse Change Champions recruited and fully trained by the Co-Ordinators.</li> <li>○ Target number of Change Champions trained per annum is 150.</li> </ul>	U

Service	Commissioned/ Start Date	Outputs/Outcomes	Update/ Outturn
Magdalene Group - Looked After Children - Child Sexual Exploitation Worker to support the Reaching Out on Sexual Exploitation (ROSE) prevention, early intervention and support programme for young people at risk, or who have experienced sexual exploitation to cope and recover	01/04/2015-31/03/2018	Q1 <ul style="list-style-type: none"> <li>○ 151 Missing Children (can be same young person missing on more than one occasion) have been referred of which 28 have been referred for Child Sexual Exploitation.</li> <li>○ Of the 151 referrals 98 went missing were contacted offered a return home interview.</li> <li>○ Of the 98, 24 return home interviews were carried out.</li> <li>○ 8 x Child Exploitation and Online Protection 'Think U Know' training courses have been delivered to 93 professionals, including Norfolk Youth Offending Team, Norfolk Healthy Schools, Children's Services, Action for Children and Oakfield Hospital.</li> </ul>	U
Menscraft – Caring Dads Programme	01/04/2014-31/03/2016	2014/15 <ul style="list-style-type: none"> <li>○ Recruited and trained eight Caring Dad's Programme Facilitators.</li> <li>○ 17 Week Caring Dads Programme delivered in Great Yarmouth.</li> <li>○ 34 Delegates recruited onto programme – following referrals from Children's Services.</li> <li>○ Five people completed the programme.</li> <li>○ All of the five delegate's partners have reported improved parenting skills and behaviour towards their children.</li> </ul>	O
		2015/16 <ul style="list-style-type: none"> <li>○ Commenced second programme July 2015.</li> <li>○ 12 Delegates recruited to the programme, currently ongoing.</li> </ul>	U

Service	Commissioned/ Start Date	Outputs/Outcomes	Update/ Outturn
One Voice 4 Travellers – Domestic Abuse Awareness Project –to support children and young people of domestic abuse victims and substance misusers into positive behaviour	01/04/2015-31/03/2016	Q1 <ul style="list-style-type: none"> <li>○ 4 x 1.2.1. Programmes established</li> <li>○ Two group workshops have taken place with 10 young people from this community attending. Workshops are 12 weeks in total and attendees have identified as being from the traveller/gypsy community; all attendees are at risk of offending and have been witness to and/or been affected by domestic violence with many introduced to or come into contact with drugs/substance users.</li> <li>○ First workshop; 75% of the attendees are fully attending outcomes including increased confidence, raised self-esteem, greater understanding and importance of confidentiality, child/vulnerable adult protection.</li> <li>○ 11 young people attended external presentations and from this reported; improved understanding of impact of drug misuse on their well-being, greater knowledge around developing coping strategies to help deal with drugs/alcohol, understanding of the importance of asking for help and recognising the signs of self-destruction.</li> <li>○ Three external presentations given to Safe House, Women’s Aid, Citizen’s Advice, Norfolk &amp; Suffolk Care support, DAAT and CAD.</li> </ul>	○
Pandora Project – To provide 1:1 support for children who have witnessed domestic abuse and the training of staff to deliver ‘escape the trap’ training	01/04/2015-31/03/2016	Q1 <ul style="list-style-type: none"> <li>○ Recruited Children’s worker.</li> <li>○ Weekly support sessions held with eight children.</li> <li>○ Support delivered around family issues such as conflict at home, coping strategies when in difficult situations.</li> <li>○ Parents of children have reported an increase in positive behaviour after engaging with the children’s worker.</li> </ul>	○

Service	Commissioned/ Start Date	Outputs/Outcomes	Update/ Outturn
Victim Support – To provide early help for young people aged 4-18 years whose exposure to domestic/relationship abuse or risk of places them at risk of harm and long term adverse outcomes	01/04/2015-31/03/2017	Q1 <ul style="list-style-type: none"> <li>○ 67 referrals received – 49 received personalised needs assessment with 11 who went on to have ongoing structured support.</li> <li>○ Partner engagement – Presentation given to central social work team, 22 staff members.</li> <li>○ Partner awareness – Delivered to 5 teachers, 10 professional support workers and 30 young people.</li> <li>○ Delivered educational sessions at Acle High School on Healthy and unhealthy relationships and DV.</li> <li>○ Six 'Relationship Abuse' education sessions in secondary school as part of PSHE course.</li> <li>○ The 'My Star' system of measuring outcomes is being used and this demonstrated 100% of young people reported an increase in a sense of safety.</li> </ul>	O
Fresh Start Beginnings - Funding to work therapeutically with children and young people who disclose sexual abuse, providing, help advice and support to their parents and non-abused siblings	01/04/2015-31/03/2016	Q1 <ul style="list-style-type: none"> <li>○ 15 assessments made to children/young people who are victims of sexual violence/abuse and their families.</li> <li>○ 33 individual therapeutic support sessions held and 15 treatment feedback sessions.</li> <li>○ Support work ongoing with 6 parents.</li> <li>○ 6 Families have moved on from support feeling in a better positions than before.</li> </ul>	O
The Magdalene Group Norfolk – Looked After Children's Project	01/01/2015-31/12/2015	April 2015 - August 2015 <ul style="list-style-type: none"> <li>○ 161 Befriending and target support work sessions to 50 young people.</li> <li>○ 42 return home interviews conducted with 37 young people.</li> <li>○ 9 youth outreach sessions delivered to 72 young people.</li> <li>○ 3 creative courses delivered to 13 young people.</li> <li>○ Works with the Multi Agency Safeguarding Hub (MASH) on a daily basis by attending morning briefing meetings.</li> </ul>	U
Dawn's New Horizon – support Survivors of Domestic Abuse and Sexual Violence (SV) and their families	2014/15	<ul style="list-style-type: none"> <li>○ Engaged with 5 clients and their families on a weekly basis with how to cope with DA and/or SV.</li> </ul>	O



Service	Commissioned/ Start Date	Outputs/Outcomes	Update/ Outturn
Fresh Start New Beginnings – Funding to work therapeutically with children and young people who disclose sexual abuse, providing, help advice and support to their parents and non-abused siblings	2014/15	<ul style="list-style-type: none"> <li>○ 16 hours per week of therapeutic service delivered to 16 young people.</li> <li>○ Children now have health coping strategies in place to use in stressful situations.</li> <li>○ Children reported seeing a more positive future as they work through their issues.</li> <li>○ Children reported feeling less at risk to victimisation.</li> </ul>	○
Home-Start, King's Lynn & West Norfolk – Funding to provide support for vulnerable families with young children recovering from DA issues	2014/15	<ul style="list-style-type: none"> <li>○ 17 families supported including 42 children.</li> <li>○ 17 families matched with befriending volunteer.</li> <li>○ All 17 families have reported improvements in areas including parenting skills, child and family well-being and family management.</li> <li>○ Improved family dynamics with 6 families feeling ready to close support and move on.</li> <li>○ 95% of parents reported better self-esteem and emotional health and felt less isolated.</li> <li>○ All families felt better able to manage their children's behaviour.</li> <li>○ 90% of families reported using more local services to help with stress and conflict in the family.</li> </ul>	○
MensCraft – Safer Norfolk Medium Term Grant – Caring Dads Pilot Project	2014/15	<ul style="list-style-type: none"> <li>○ 5 fathers attended the full programme</li> </ul>	○
Pandora Project – supporting victims of domestic abuse in the West of the County. Funding towards Project Manager	2014/15	<ul style="list-style-type: none"> <li>○ 120 women supported on a one to one basis, all moved on to be supported by the Freedom programme (currently running in Swaffham, Hunstanton and King's Lynn).</li> </ul>	○
Sweet Arts – funding to support a new project of working with women in refuges in Norfolk	2014/15	<ul style="list-style-type: none"> <li>○ 76 women engaged in creative arts and well-being sessions.</li> </ul>	○

Service	Commissioned/ Start Date	Outputs/Outcomes	Update/ Outturn
<p>The Magdalen Group – Safer Norfolk Medium Grant Programme – To provide a drop in service that offers a safe and positive place for women involved with street prostitution, victims of trafficking, Child Sexual Abuse (CSA), DA and SV</p>	<p>2014/15</p>	<ul style="list-style-type: none"> <li>○ Delivered 65 drop-in sessions with attendance up to 33 women. Worked with 85 individuals in total but 46 women attended regularly.</li> <li>○ Delivered 117 befriending sessions overall with 29 women (some was one to one targeted befriending support) and 62 young people.</li> <li>○ 15 prevention sessions held for young people at risk of or victims of child exploitation.</li> <li>○ Women have reported to have increased knowledge and confidence around every day living.</li> <li>○ 24 women reported an increase in their confidence and self-esteem in this period, using the star outcome form.</li> <li>○ 3 women have returned to voluntary work or employment.</li> <li>○ Throughout the length of this grant 36 women have been signposted and supported to access housing, health, drug and alcohol and other identified services.</li> </ul>	<p>○</p>
<p>Widows and Orphans Relief Development (Word) Norfolk – support minority communities around domestic violence and hate crime. Funding for development of workshops</p>	<p>2014/15</p>	<ul style="list-style-type: none"> <li>○ Held three Hate Crime training sessions with 40 people attending (both men and women).</li> <li>○ Held Safety and Policing session (including drug and related crime awareness and its effects to individuals and families) 31 attended.</li> <li>○ 4 workshops held with trainer (a registered doctor attended one) on domestic violence and the effect of drugs/alcohol – between 12 and 23 people attending each session.</li> </ul>	<p>○</p>

## 5. Mental Health, Drugs and Alcohol

Service	Commissioned/ Start Date	Outputs/Outcomes	Update/ Outturn
Mental Health Team in Police Control Room (40% Funded by PCC – 60% Funded by Home Office)	2013/14-2015/16	<p>2013/14</p> <ul style="list-style-type: none"> <li>○ Scoping project carried out to look at the benefits for an integrated mental health team within the Police Control Room (Wymondham).</li> </ul> <p>2014 onwards...</p> <ul style="list-style-type: none"> <li>○ 1 Mental Health Supervisor and 3 Mental Health Staff, recruited through secondment to work within the Control Room to provide Generic and specific advice for critical and non-critical calls and repeat demand.</li> <li>○ Provide service 365 days a year, from 08:00hours until 22:00 hours.</li> <li>○ Nurses have remote access to Norfolk &amp; Suffolk Foundation Trust (NSFT) systems and 'care first' systems – Information sharing agreement in place.</li> </ul> <p>To date....</p> <ul style="list-style-type: none"> <li>○ 31,000 calls reviewed by nurses.</li> <li>○ 8742 related to domestic incidents.</li> <li>○ 1388 related to concerns for safety.</li> </ul> <p>Mental Health Issues recorded...</p> <ul style="list-style-type: none"> <li>○ 241 Dementia.</li> <li>○ 246 Low Level Mental Health Issues.</li> <li>○ 463 Personality Related.</li> <li>○ 806 Psychosis.</li> <li>○ Police attendance has been averted on 162 occasions. This means due to the nurse's advice and alternative action the police have not had to respond and the individual received more appropriate and timely interventions</li> </ul>	U

Service	Commissioned/ Start Date	Outputs/Outcomes	Update/ Outturn
Benjamin Foundation – new pilot service to support young people aged 16–25 with a history of substance misuse to make the transition from supported accommodation to independent living	2015/16	<ul style="list-style-type: none"> <li>○ Successful first quarter engaging 18 mentors and the first two day training session held on safeguarding, working restoratively, introduction to mentoring, introduction to youth work and financial confidence.</li> <li>○ Substance misuse training commenced in June 2015.</li> <li>○ Feedback from the two-day training was overwhelmingly positive, with individuals keen to be involved with the project and feeling well prepared to be mentors.</li> </ul>	U
Great Yarmouth Refugee and Outreach Support (GYROS) - Local drug and alcohol services, interpretation, translation and one-to-one support for BME communities	2015/16	<ul style="list-style-type: none"> <li>○ 23 individuals engaged in the first 6 months.</li> <li>○ 12 people from migrant communities referred into mainstream drug and alcohol services.</li> </ul>	U
Herring House Trust (HHT) – provision of support pathway from street homelessness through to dependency treatment within the High Support Unit	2015/16	<ul style="list-style-type: none"> <li>○ Collaborative working with HHT Pathway Worker to refer Making Every Adult Matter (MEAM) clients in need of treatment support.</li> <li>○ Active engagement with Norfolk Recovery Partnership (NRP) for treatment and healthcare services for all service users supported through this scheme.</li> <li>○ Access to High Support Unit accommodation for service users in treatment support.</li> <li>○ Development of a Great Yarmouth Housing First Group – established to bring together all statutory and voluntary agencies to provide accommodation and wrap around services for hard to reach groups.</li> <li>○ 12 outreach sessions held with 21 individuals delivering key skills such as cooking and budgeting.</li> </ul>	U
Learning, Education and Accommodation Project (LEAP) – Project Manager for The Feed and associated training programme	2015/16	<ul style="list-style-type: none"> <li>○ 6 individuals have gained accredited certificates in basic food hygiene and 4 individuals in health and safety at work.</li> <li>○ 5 beneficiaries have undertaken a GOALS motivational two-day programme focused on self-esteem, assessment of current circumstances, setting clear actions towards the life they want, which was provided within the Flourish programme.</li> </ul>	U

Service	Commissioned/ Start Date	Outputs/Outcomes	Update/ Outturn
Mancroft Advice Project (MAP) - support to young people to raise awareness of legal highs	2015/16	<ul style="list-style-type: none"> <li>○ 40 young people have received one to one legal highs advice.</li> <li>○ 15 young people are reporting a reduction in use.</li> <li>○ 16 practitioners received specialist legal highs training.</li> <li>○ 16 practitioners feel empowered to give legal highs advice and keep their knowledge up to date.</li> </ul>	U
North Lynn Discovery Centre - Activities Tutor to provide specific support for young people presenting to the Discovery Centre drop-in with substance misuse issues	2015/16	<ul style="list-style-type: none"> <li>○ 34 young people engaged to date in a range of activities to include arts and craft, gardening, cycle repairs and maintenance and other social development activities.</li> <li>○ Young people also have accessed job search support, interview technique sessions, Curriculum Vitae (CV) writing and support in finding jobs and liaising with employers.</li> <li>○ 4 individuals receiving external support</li> <li>○ Young people have reported... <ul style="list-style-type: none"> <li>- An increase in confidence.</li> <li>- Understanding of self-discipline.</li> <li>- Learning to work as a team and tolerance of other people's views.</li> <li>- Learning to deal with issues masked by substance use.</li> <li>- An increase in communication skills.</li> </ul> </li> </ul>	U
St Martins Housing Trust - engaging service users with substance misuse issues in activities based around their well-being and life skills	2015/16	<ul style="list-style-type: none"> <li>○ 2 Building Better Habits courses ran with 5 attendees.</li> <li>○ Music sessions held for 13 individuals and gym sessions for 21 attendees.</li> <li>○ 2 Trusted Tenants courses for 7 people.</li> <li>○ 2 Taste courses for 10 people.</li> <li>○ Individuals attending the Building Better Habits courses reported an increase in motivation to take responsibility for their drug and alcohol misuses by the end of the course, together with an improvement in their emotional and mental health.</li> <li>○ A greater range of opportunities have been opened up to these individuals with people attending music and gym sessions and a range of courses.</li> <li>○ Participants reported greater knowledge of how to cook different foods and prepare a healthy meal on a budget and learnt how exercise (or lack of) affects the body.</li> <li>○ 2 participants have moved into their own tenancy and 1 who was being evicted has been supported into a new tenancy.</li> </ul>	U

Service	Commissioned/ Start Date	Outputs/Outcomes	Update/ Outturn
The Vauxhall Centre Angling Project – Development of an angling group	2015/16	<ul style="list-style-type: none"> <li>○ 2 psychosocial angling events for adults.</li> <li>○ 6 free family fishing events, 3 hours sessions.</li> <li>○ Saturday Fishing Club for young people – run over 6 sessions.</li> <li>○ Attendees increased their social interaction and took the opportunity to integrate back into their local community.</li> <li>○ Individuals reported feeling an increase in self-confidence, as well as learning new skills at the event including problem solving and decision making skills.</li> <li>○ Supported adults and children with learning and behavioural issues on 10 occasions.</li> </ul>	U
West Norfolk Mind - to build resilience in vulnerable individuals, targeting those at increased risk of social isolation and mental health distress due to their alcohol or substance misuse	2015/16	<ul style="list-style-type: none"> <li>○ Project revised – delayed start date.</li> </ul>	U
H.A.R.T. (Hope, Art & Recovering Together) to support people with alcohol and substance misuse issues to prevent offending and victimisation	2014/15	<ul style="list-style-type: none"> <li>○ Art &amp; Craft sessions run on a Tuesday and Friday, with an average of 20 attendees per session.</li> <li>○ Art work completed by members viewed and sold at events which is a confidence boost for all those involved.</li> <li>○ Increased support for members by attending other aspects of HART e.g. recovery café.</li> <li>○ Members are said to have reported increased confidence and many feel more able to integrate back into the community outside of HART.</li> </ul>	O

Service	Commissioned/ Start Date	Outputs/Outcomes	Update/ Outturn
Keystone Development Trust – funding to contribute to setting up recovery café in Thetford to help people with mental health, drugs and alcohol issues	2014/15	<ul style="list-style-type: none"> <li>○ Set up Recovery café with the help of Norfolk Recovery Partnership.</li> <li>○ Ran 4 taster sessions at the NRP, local library and local hostels.</li> <li>○ Ran 21 rehab drop in sessions based around arts and making positive life changes (five hour sessions).</li> <li>○ Ran art based stalls at The Norfolk Recovery Partnership and Flagship Housing’s Family day selling participants’ work.</li> <li>○ Employed an individual for the post of Project Co-ordinator (Feb 2015) who has undertaken induction and specific training and 5 volunteers who received intensive support, supervision and training.</li> <li>○ Individuals have formed strong friendships increasing their peer support network throughout their recovery.</li> <li>○ Supported members to stay in work and encouraged others to take up opportunities to further develop skills.</li> <li>○ Participants reported feeling an improvement in their own behaviour which much less aggressive attitudes and feeling less anti-social.</li> <li>○ Five volunteers have been supported through process – four out of the five are family members of people who suffer from substance misuse issues and the other suffers from depression. They have all received training and supported to progress into further training and employment.</li> <li>○ Evaluations undertaken with the participants is said to have shown an increase in self-esteem, better mental health, improved social skills and less addictive behaviour.</li> </ul>	○

## 6. Rehabilitation (including the prevention of offending)

Service	Commissioned/ Start date	Outputs/Outcomes	Update/ Outturn
Norfolk Youth Offending Team (NYOT) – to fund core costs of NYOT for 3 Years 01/04/2015-31/03/2018. To prevent children and young people from offending and engaging Restorative Justice (RJ) practices	2015/16	<ul style="list-style-type: none"> <li>○ A reduction in number in first time entrants in the criminal justice system. Target set by Norfolk Youth Justice Plan and agreed by Norfolk Youth Justice Board.</li> <li>○ To reduce re-offending rates, targets set as above.</li> <li>○ To lower the use of custody rates, targets set, as above.</li> </ul>	U
4 Women Centre – Norwich – to support core costs to increase capacity and capability to support vulnerable women	01/07/2014-30/06/2016	<ul style="list-style-type: none"> <li>○ 2014 - 200 women aged 17+ were engaged with covering Crisis Intervention, Counselling, Abstinence Support, Domestic Abuse Advice and Support, Information, advice and guidance on employment, career opportunities.</li> <li>○ Support for women attending family court hearings, 3 women have avoided custodial sentences based on engagement with 4 Women Centre.</li> <li>○ Conditional Caution – 4women set up the first ever Norfolk women's Conditional Caution.</li> </ul>	U
Prolific and Persistent Offenders (Integrated Offender Management) Norfolk 180 (Constabulary)		<ul style="list-style-type: none"> <li>○ New service level agreement in development.</li> </ul>	U
Matthew Project Norfolk 180 Link Worker			
Henderson Trust - Earlham - support for vulnerable young people at risk of or already engaged in anti-social behaviour. Intensive support to individuals and their families	18/11/2013-18/11/2016	<ul style="list-style-type: none"> <li>○ Target of 50 Primary clients over project period.</li> <li>○ Expected - 200 secondary contacts (family members, friends of primary contacts) over project period.</li> <li>○ Each primary client receives the following... <ul style="list-style-type: none"> <li>✓ Initial assessment and containment of issues.</li> <li>✓ Support to enter into employment, education or training.</li> <li>✓ Support to enter stable accommodation.</li> <li>✓ Support into positive diversionary activities.</li> <li>✓ Support to raise awareness of positive relationships.</li> <li>✓ Support into programmes to reduce alcohol/drug use.</li> </ul> </li> </ul>	U



Service	Commissioned/ Start Date	Outputs/Outcomes	Update/ Outturn
LEAP - Enhanced Offender Employment Academy	01/07/2015-30/06/2016	<ul style="list-style-type: none"> <li>○ 11 clients have received an initial assessment and have an action plan.</li> <li>○ 6 clients have attended coaching sessions and 4 have 'dropped in'.</li> <li>○ 1 client offered work experience.</li> </ul>	U
4 Women Centre – Personality Disorder Programme (Pilot) for women with a diagnosis/identified professionally as having traits of emotionally unstable, personality disorder along with co-morbid diagnosis of generalised anxiety, dependency and depressive illness	12 week Project April 15-June 15	<ul style="list-style-type: none"> <li>○ 15 women signed up to Pilot.</li> <li>○ 3 Project groups and 1:1 client support.</li> <li>○ 3 Modules for each group covering Me, Myself and I: Keeping Safe, Women's Emotional Support (WES).</li> <li>○ 12 completed pilot project and participated consistently.</li> <li>○ A number of recommendations were identified from the programme including, long term delivery of therapeutic interventions to enable sustained recovery, greater need for Multi Agency Partnerships in particular mental health.</li> </ul>	O
North Lynn Discovery Centre – To run the 'Whatyasay' Project in the West of the County targeting young people at risk of offending and to engage them in positive activities and guidance	01/04/2015-3/03/2016	<ul style="list-style-type: none"> <li>○ 6 Sessions held at Kings Lynn and West Norfolk Youth Advisory Board to engage young people to design layout of Discovery Double Decker Youth Bus.</li> <li>○ 18 mobile sessions held during school holidays (Southery x 12; Emneth x 1; Hunstanton x 2; Terrington x 2; Dersingham 1).</li> <li>○ 16 outreach town sessions delivery first aid training to young people in partnership with the SOS Safe Haven bus.</li> <li>○ Over 100 young people engaging in positive activities.</li> <li>○ 5 Young people came forward to become volunteers and help with delivery of project.</li> <li>○ 2 Adult volunteers come forward to deliver project at Hunstanton.</li> </ul>	O

Service	Commissioned/ Start Date	Outputs/Outcomes	Update/ Outturn
Ormiston Children & Families Trust – To deliver 2 community groups to cope and recover and non-violence resistance programmes	01/04/2015-3/03/2016	Project starting later than expected due to recruitment issues, grant monitoring report available for next quarter.	U
Open Road West Norfolk – To provide 10 places for vulnerable young people (16-18 years) to gain practical skills, recognised qualification and life skills	01/04/2015-3/03/2016	Results under review.	U
YMCA Norfolk – To fund the 'Right Direction Programme' to deliver diversionary engagement and education activities for young people at risk of offending or re offending whilst resident in YMCA's Norwich Services	01/04/2015-3/03/2016	<ul style="list-style-type: none"> <li>o Part time (22.5 hrs) Engagement Officer recruited.</li> <li>o Daily activities organised for children and young people at risk of offending.</li> <li>o Five x fortnightly activities held including visit to NCFC, two sports sessions and a health and wellbeing session; beauty and image session.</li> <li>o One x six week outdoor adventure course including a residential overnight camp.</li> <li>o 1;2;1 mentoring sessions, covering topics such as impact and consequences of crime, long term effects on future employment.</li> <li>o Early part of programme concentrated on relationship building and trust with the activities based on improving confidence, team building and having new experiences.</li> </ul>	U

Service	Commissioned/ Start Date	Outputs/Outcomes	Update/ Outturn
Break- Project to support Norfolk's Looked After Children and Care Leavers practically and emotionally to make positive life decisions	01/04/2015-31/03/2018	<ul style="list-style-type: none"> <li>○ 15 children and young people have been selected for support from a Support Worker.</li> <li>○ Each child has received three sessions per week (this will reduce over time)</li> <li>○ Five of these children also receive fortnightly support from a volunteer mentor.</li> <li>○ Five mentors have received induction training and courses on brain development in adolescents, safeguarding, and online bullying/counter transference.</li> <li>○ 15 out of 15 have received person centered plans and allocated a support worker</li> </ul> <p>Outcomes:</p> <ul style="list-style-type: none"> <li>○ Three young people currently living in care are moving to supported accommodation</li> <li>○ Three young people moving from residential children's home to semi-independent living</li> <li>○ One young person moved from supported to independent living</li> <li>○ One young person supported in building family relations and now moved back home</li> </ul>	U
Benjamin Foundation – To fund the 'Time for Positive Choices' programme providing personal development, support and positive activities programme for vulnerable young people in Thetford	01/04/2015-31/03/2017	<p>For the Thetford and surrounding areas:</p> <ul style="list-style-type: none"> <li>○ Nine Volunteer Life Coaches recruited and trained.</li> <li>○ Nine young people successfully matched with Life Coaches.</li> <li>○ 23 Young people signed up for Workshop Days (referred from Youth Offending Teams, Early Help, Family Intervention Partnership and schools).</li> <li>○ Three day work shop for the Choices Programme was delivered 4-8 August 15.</li> <li>○ Support Worker recruited to provide confidential for young people taking part in the programme.</li> <li>○ Eight young people attended a residential activity 26-28 August 15 at Eaton Vale Activity Centre, Norwich.</li> </ul>	U

Service	Commissioned/ Start Date	Outputs/Outcomes	Update/ Outturn
Henderson Trust – To fund the expansion and capacity of the 'REACH' project, which offers intensive and tailored 1:1 support for young people	01/04/2015- 31/03/2017	<ul style="list-style-type: none"> <li>o Supported 63 additional clients (goal was 25).</li> <li>o 93 Young people supported with supplementary activities.</li> <li>o Extended links made with third party providers.</li> <li>o 114 hours of intensive 1;2;1 support delivered.</li> <li>o Outcomes 'star' introduced to new and existing clients.</li> <li>o Counselling sessions for clients has reported to have increased their emotional well-being and improved mental health.</li> </ul>	U
The Princes Trust – Funding to expand the 'Positive Steps' programme	01/04/2015- 31/03/2016	<ul style="list-style-type: none"> <li>o 13 Young people catered four.</li> <li>o Five out of these 13 young people still engaged with Princes Trust programmes.</li> <li>o Five young people attended 'Get into Construction' programmes and all received Construction Skills Certification Scheme Card.</li> <li>o Of these two are in employed and 1 has provisional offer of employment in construction business.</li> <li>o One young person is now training as a plumber.</li> <li>o Three young people have reported improvement in their communication, teamwork and coping skills.</li> </ul>	U

Service	Commissioned/ Start Date	Outputs/Outcomes	Update/ Outturn
<p>Appleseed Social Enterprises Limited – Working with Offenders to prevent re-offending and the rehabilitation of offenders. Also support homeless people who need rehabilitation</p>	<p>2014/15</p>	<ul style="list-style-type: none"> <li>o Established outdoor resource centre including; the headquarters hut, polytunnel, chicken runs and eco-loo.</li> <li>o Appleseed is delivering a contract with Orbit Housing Association to provide a service both for 10 clients and 10 local residents to attend Appleseed over 24 weeks ending in Autumn 2015.</li> <li>o 15 clients visiting weekly for sessions.</li> <li>o Appleseed successfully completed a 12 week programme of sessions with 7 clients drawn from the local area one day per week ending in December 2014. Each participant received 72 hours of learning.</li> <li>o Second 12 week programme completed with 8 new clients which ended April 2015.</li> <li>o The group reported an increased engagement with clients including ex-offenders, those experiencing mental health issues and those from minority communities.</li> <li>o Ex-offenders have reported a greater feeling of support and encouragement and have refrained from re-offending.</li> </ul>	<p>o</p>
<p>Hope into Action – working with offenders to prevent re-offending and rehabilitate offenders</p>	<p>2014/15</p>	<ul style="list-style-type: none"> <li>o The group reported an increased engagement with clients including ex-offenders, those experiencing mental health issues and those from minority communities.</li> <li>o Ex-offenders have reported a greater feeling of support and encouragement and have refrained from re-offending.</li> <li>o The group have reported that; <ul style="list-style-type: none"> <li>-Six tenants have felt ready to move on (one to university and three to independent accommodation).</li> <li>-Ten tenants who are ex-offenders have abstained from crime.</li> <li>- Four tenants found employment, 3 maintained employments.</li> <li>- One tenant signed off JSA after being on benefits for over 18 months.</li> <li>- Two tenants attended employability training courses and tenancy awareness courses.</li> <li>- Five tenants have taken up volunteering placements.</li> <li>- Two tenants secured places in higher or further education.</li> <li>- Six tenants with histories of substance misuse have engaged with drug reduction programmes.</li> <li>- Eight tenants have improved relationships with family members</li> </ul> </li> </ul>	<p>o</p>

Service	Commissioned/ Start Date	Outputs/Outcomes	Update/ Outturn
NR5 Project – funding towards a dedicated working in North Norfolk to deliver person centred support to both offenders and victims of crime	2014/15	<ul style="list-style-type: none"> <li>○ 14 clients supported. Clients reported improved mental health after person centred support from health providers.</li> <li>○ Lady re-housed in social housing and signposted to an Arts sessions and Yoga session to increase her well-being.</li> <li>○ Gentleman helped to secure new accommodation after being assaulted and hospitalised. Help was also provided around his drinking problem.</li> </ul>	○
The Prince's Trust – 'Positive Steps' Programme supporting offenders and young people at risk of offending aged 16-30 years. Funding towards cores costs to deliver programme	2014/15	<ul style="list-style-type: none"> <li>○ Worked with 62 ex-offenders/those at risk of offending on a variety of Prince's Trust programmes.</li> <li>○ A third of the clients engaged on a further Prince's Trust programme which reduces the risk of young people entering the criminal justice system.</li> <li>○ Individuals have developed life skills such as responsibility for their own actions and work experience.</li> </ul>	○
Your Own Place CIC – working with young people at risk of offending and re-offending to teach them life skills	2014/15	<ul style="list-style-type: none"> <li>○ Interactive workshops undertaken throughout the week (27 – 30 October) involving; how to budget, cooking, employability, financial support.</li> <li>○ 11 referrals received for eight places from the Youth Offending Team and Children's Services.</li> <li>○ The course was delivered to four young people two of whom were on a Youth Offending order and two were care-leavers or looked after children. 100% of the young people involved are said to have reported increased confidence in most areas including; how to budget, maximise their income and avoid debt, how to be a responsible tenant and their housing options.</li> </ul>	○

## 7. Community Safety

Service	Commissioned/ Start Date	Outputs/Outcomes	Update/ Outturn
Black Culture and Heritage Norfolk – Community groups planning and delivering community events for Black and Minority Ethnic (BAME) communities to break down barriers of social isolation	2014/15	<ul style="list-style-type: none"> <li>○ 15 community events based across Norfolk, including workshops, cultural community celebratory events and talks.</li> <li>○ Events attended by 750 people, approx. 45 to 70 people at each event.</li> <li>○ Funding empowered and enabled communities to celebrate Black History Month and share their heritage and culture with the wider Norfolk residents.</li> <li>○ Promoted greater cultural cohesion and understanding.</li> </ul>	○
East Norwich Youth Project – funding to contribute to Lead Youth Worker	2014/15	<ul style="list-style-type: none"> <li>○ Provided engagement opportunities based on informal education and learning, arts, crafts, music based, sports and cooker.</li> <li>○ 45 Clubs across Norwich.</li> <li>○ Approx. 1400 children and young people attend the above clubs.</li> <li>○ 250 young people within the Earham district benefit from services.</li> <li>○ Individuals have taken on leadership roles to take a more active role in the club and share their own opinions and thought about the clubs progress and what to offer.</li> <li>○ Increased skill set from trying and learning new activities including; DJing, photography and singing. Many have reported these workshops have sparked a new interest and they have found something they wish to pursue.</li> </ul>	○
Integrate Youth For Christ – diversionary/engagement activities for children/young people at risk of becoming involved with ASB and truancy	2014/15	<ul style="list-style-type: none"> <li>○ Weekly café in Banham 20:00-22:00 hours.</li> <li>○ 30-40 children and young people attended each week.</li> <li>○ Young people supported who are disengaged at school.</li> <li>○ Group has reported:               <ul style="list-style-type: none"> <li>-improved relationships between young people and local residents</li> <li>-greater engagement from disengage young boys.</li> </ul> </li> </ul>	○

Service	Commissioned/ Start Date	Outputs/Outcomes	Update/ Outturn
New Routes Integration – provide support to newly arrived refugees and asylum seekers who have become isolated and have lack of information and skills to integrate fully into the community	2014/15	<p>Mid-term report</p> <ul style="list-style-type: none"> <li>○ Provide workshops for men and women around language support, information about local services and opportunities.</li> <li>○ Provide 1:1 mentoring and befriending sessions.</li> <li>○ Two weekly sessions of the International Men’s Workshops now running.</li> <li>○ 23 relationships developed for mentoring/befriending partnerships.</li> <li>○ 3 mentees achieved employment with support of their mentors.</li> <li>○ 4 mentees have enrolled on training programmes.</li> <li>○ All mentees have attended English Language courses.</li> <li>○ 6 mentees participating in GCSE courses.</li> <li>○ Increased access for newly dispersed asylum seekers to health/other appointments.</li> <li>○ Increase BME volunteers with 25 trained to date.</li> </ul>	○
Norfolk Community Law Service – funding to support migrant workers who need support in obtaining benefits that they are entitled to and services available to them	2014/15	<ul style="list-style-type: none"> <li>○ Employed a part time Migrant Worker Advice Co-Ordinator.</li> <li>○ Twice monthly drop in sessions held in Norwich and Great Yarmouth.</li> <li>○ 143 individuals attended drop in sessions.</li> <li>○ 87 people had 1:1 appointments.</li> <li>○ Use of Skype and video conferencing being developed to conduct initial assessments quicker.</li> <li>○ Vulnerable migrants are said to have reported they are more aware of their rights and able to access benefits they are entitled to.</li> <li>○ Clients helped to obtain residence documents confirming their rights in the UK. Individuals are said to have reported that this has led to increased confidence and sense of security.</li> <li>○ Successfully challenged a number of welfare benefit decisions on behalf of clients therefore leading to increased income and greater knowledge and sense of security on their entitlements (42 challenges successful).</li> </ul>	○



Service	Commissioned/ Start Date	Outputs/Outcomes	Update/ Outturn
North Lynn Discovery Centre – funding to support children and young people up to 25 year many of whom are deprived and live chaotic lifestyles	2014/15	<ul style="list-style-type: none"> <li>○ Catered to 275 individuals offering an accessible service to all, over 100 people registered at some sessions.</li> <li>○ Supported young people back into education or training.</li> <li>○ Continued support to 96 young people even after they have achieved work or training etc.</li> <li>○ 35 young people with jobs (19 of which sustained).</li> <li>○ Provided 4 job subsidy placements and engage with over 120 employers.</li> <li>○ Found 8 young people homes.</li> <li>○ 15 young people in education, training and apprenticeships.</li> <li>○ 6 young people on to the Princes Trust Team programme.</li> </ul>	○
The Base Community Trust – Children and young people at risk of ASB or involvement of crime. Offer positive engagement activities	2014/15	<ul style="list-style-type: none"> <li>○ 12 week Rolling programme of activities introduce for age group of 11-14 years. Activities carried out on 3 Saturdays of each month.</li> <li>○ 81 young people have been involved in the programme.</li> </ul>	○
The Bridge Plus - supports BAME communities. Funding contribute to core operating costs	2014/15	<ul style="list-style-type: none"> <li>○ Partnered with Great Yarmouth BAME Group to deliver two events attended by over 600 people.</li> <li>○ Supports 8-10 people a week by providing information and guidance addressing issues such as housing, employment, education and benefits.</li> <li>○ Supported a Norwich based BAME Group.</li> </ul>	○
Thetford Community Association – providing diversionary activities for children and young people at risk of ASB	2014/15	<ul style="list-style-type: none"> <li>○ 51 football coaching sessions.</li> <li>○ 285 gardening sessions delivered benefiting 15 young people.</li> <li>○ 3 volunteers recruited.</li> <li>○ Individuals reported increased knowledge about learning to grow fruits and vegetables and how to tend to a garden / allotment.</li> <li>○ Increased number of young people participating with 'English as a second language' helping to break down barriers within the community.</li> <li>○ Individuals reported greater confidence and an increased sense of team playing.</li> <li>○ 66 young people TCA has had contact with have also attended the Benjamin Foundation's Meet Up Cafe</li> </ul>	○



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**Office of the Police and Crime Commissioner for Norfolk -  
Performance Framework**

**Suggested approach from Jo Martin, Scrutiny Support Manager**

The Panel is recommended to:

- 1) Consider an update on the Office of the Police and Crime Commissioner for Norfolk's (OPCCN's) performance framework in relation to the policing objectives in the Police and Crime Plan, and;
- 2) Agree what recommendations (if any) it wishes to make to the Commissioner.

**1. Background**

- 1.1 The Police and Social Reform Act 2011 ("the Act") requires the Police and Crime Commissioner ("the Commissioner") to issue a Police and Crime Plan ("the Plan") within the financial year in which the election is held.
- 1.2 The Police and Crime Plan should determine, direct and communicate the Commissioner's priorities during their period in office and must set out for the period of issue:
  - a) The Commissioner's police and crime objectives for the area, including the strategic direction over the period for which the Commissioner has been elected and including:
    - Crime and disorder reduction in Norfolk
    - Policing within Norfolk
    - How Norfolk Constabulary will discharge its national functions.
  - b) The policing that the Chief Constable will provide;
  - c) The financial and other resources which the Commissioner will give the Chief Constable in order that they may do this;
  - d) How the Commissioner will measure police performance and the means by which the Chief Constable will report to the Commissioner.
  - e) Information regarding any crime and disorder reduction grants that the Commissioner may make, and the conditions (if any) of those grants
- 1.3 Performance against the Police and Crime Plan objectives has been reported to the Panel in a number of ways; through the Commissioner's Annual Report, through the regular reporting of Police Accountability Forum agenda items and more recently through regular updates on OPCCN's commissioned services.
- 1.4 The Panel is aware that OPCCN has been seeking to develop a holistic performance framework that will track progress against the full range of objectives contained within the Police and Crime Plan, as well as performance indicators relating to the Office itself. The Panel asked to be kept up-to-date with progress.

## 2. Purpose of today's meeting

- 2.1 The purpose of the item on today's agenda is to consider an overview of the development of a new performance framework for the Commissioner's policing objectives. This is being developed by OPCCN with Norfolk Constabulary to enable progress against the policing objectives contained within the Police and Crime Plan to be measured. A report from OPCCN is attached at **Annex 1**.
- 2.2 The Police and Crime Commissioner for Norfolk will attend the meeting to answer the Panel's questions and will be supported by members of his staff.
- 2.3 After the Commissioner has presented his report, the Panel may wish to question him on the following areas:
- a) How the picture of crime and offending has changed since the performance targets in the original Police and Crime Plan for Norfolk were set.
  - b) The implementation of the new assessment framework by her Majesty's Inspectorate of Constabulary (HMIC) and PEEL inspection methodology.
  - c) How adaptable the framework will be to any future changes to policing objectives.
  - d) The timescale for publishing the framework and how accessible it will be.
  - e) The difference in the level of data that will be available to both internal and external users.
  - f) How the data will be used internally.
  - g) How the framework will be implemented.

## 3. Action

- 3.1 The Panel is recommended to:
- 1) Consider an update on the Office of the Police and Crime Commissioner for Norfolk's (OPCCN's) performance framework in relation to the policing objectives in the Police and Crime Plan, and;
  - 2) Agree what recommendations (if any) it wishes to make to the Commissioner.



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**Office of the Police and Crime Commissioner for Norfolk (OPCCN)  
Performance Framework**

Summary:

This report provides an overview on the performance framework being developed with Norfolk Constabulary to measure progress against the policing objectives contained within the Police and Crime Commissioner's Police and Crime Plan.

**1. Background / National Context**

1.1 The Police and Crime Plan sets out nine policing objectives for Norfolk Constabulary, each of which has an attributable numerical performance target as set out below:

- Reduce priority crime by 18% over a five year period;
- Increase detection rates for serious sexual offences to 35% over a five year period;
- Increase detection rates for serious violent offences to 68% over a five year period;
- Reduce the number of collisions in which people are killed or injured on Norfolk's roads to less than 320 by 2015/16;
- Increase public satisfaction to 80% by 2015/16;
- Reduce Anti-Social Behaviour by 40% over a five year period;
- Increase the detection rates for incidents of domestic abuse to 55% over a five year period;
- Reduce the re-offending of the most prolific offenders by 50% by 2015/16;
- Reduce violent and sexual crime within key night-time economy (NTE) areas to 450 or less per year by 2015/16.

1.2 The numerical targets above were set in the first Police and Crime Plan at the end of 2012 and, since that time, the picture of crime and offending has changed both within the county and indeed nationally.

1.3 Policing demand has changed over recent years and the Chief Constable for Norfolk Constabulary has presented to the Norfolk Police and Crime Panel over the last twelve months on changing crime and incident profiles.

1.4 The implementation of the new assessment framework by Her Majesty's Inspectorate of Constabulary (HMIC) which assesses police forces by answering a series of questions on effectiveness, efficiency and legitimacy has identified that Norfolk Constabulary is 'outstanding' for its efficiency in keeping people safe and reducing crime<sup>1</sup> and 'good' on how effective it is at protecting from harm those who are vulnerable, and supporting victims.<sup>2</sup>

1.5 The HMIC PEEL inspection methodology approach uses a wide range of performance measures to answer questions and make these assessments and this concept has been considered when developing the new performance framework.

<sup>1</sup> HMIC PEEL: Police Efficiency 2015, An inspection of Norfolk Constabulary, October 2015

<sup>2</sup> HMIC PEEL: Police Effectiveness 2015 (Vulnerability), An inspection of Norfolk Constabulary, December 2015

- 1.6 Measuring a performance target in isolation without contextual information can be misleading. For example, just measuring a detection rate for one type of offence does not take account of the length of time taken to progress the case through the criminal justice system or the level of service received by the victim.
- 1.7 It is more informative to provide a suite of performance measures that provides the whole picture around the offence type or subject area. In more recent years, numerical targets have been dropped and the last set of national policing targets (for increasing public confidence and targets in response times) were removed by the Home Secretary in 2010. The recommendations for Police and Crime Commissioners (PCCs) contained within the Home Secretary's review on police targets asks PCCs to consider the potential negative impact of setting numerical targets in their Police and Crime plans.<sup>3</sup>
- 1.8 In order to provide a more comprehensive way of measuring progress against policing objectives, a new performance framework has been under development in consultation with Norfolk Constabulary. This paper seeks to provide members of the Norfolk Police and Crime Panel with an update on the progress that has been made to date and the planned phases of implementation throughout 2015/16.

## **2. Performance Framework**

- 2.1 The new framework has been designed so that it will be adaptable to any future changes to policing objectives within any new or revised Police and Crime Plan.
- 2.2 The framework captures the areas of the policing objectives currently set within the Police and Crime Plan and includes a wide range of performance measures to provide an indication of progress that will allow for contextual information to be assessed and considered alongside numerical data.
- 2.3 The framework takes account of policing activities and has also been designed to capture business functions of the workforce in areas such as financial constraints, training of staff and workforce planning.
- 2.4 The framework presents the performance indicators within five domain areas. These domains are a combination of operational policing threat areas and policing objectives set within the Police and Crime Plan.
- 2.5 The domains have been adapted from the 4P's contained within CONTEST which is the government's counter-terrorism strategy<sup>4</sup> and a fifth domain (Professionalism) has been introduced. An outline of the domains is described below:
  - *Prepare* – through partnership engagement, enhancing capability and effectiveness through development of specialist knowledge and skills;
  - *Prevent* – by preventing people engaging in crime;
  - *Protect* – by strengthening safeguards, protecting vulnerable people and increasing awareness;
  - *Pursue* – by prosecuting and disrupting individuals and criminal groups;
  - *Professionalism* – by improving levels of policing service and embedding the Code of Ethics in policing.

<sup>3</sup> The use of targets in policing, Home Office review conducted by Chief Superintendent Irene Curtis, August 2015

<sup>4</sup> CONTEST: The United Kingdom's Strategy for Countering Terrorism, July 2011

2.6 At present there are over 1000 performance indicators that are being used to feed into the performance framework and these are routine pieces of information that are already collated for a wide range of policing purposes, which when pooled together, provides a broader overview of policing in Norfolk.

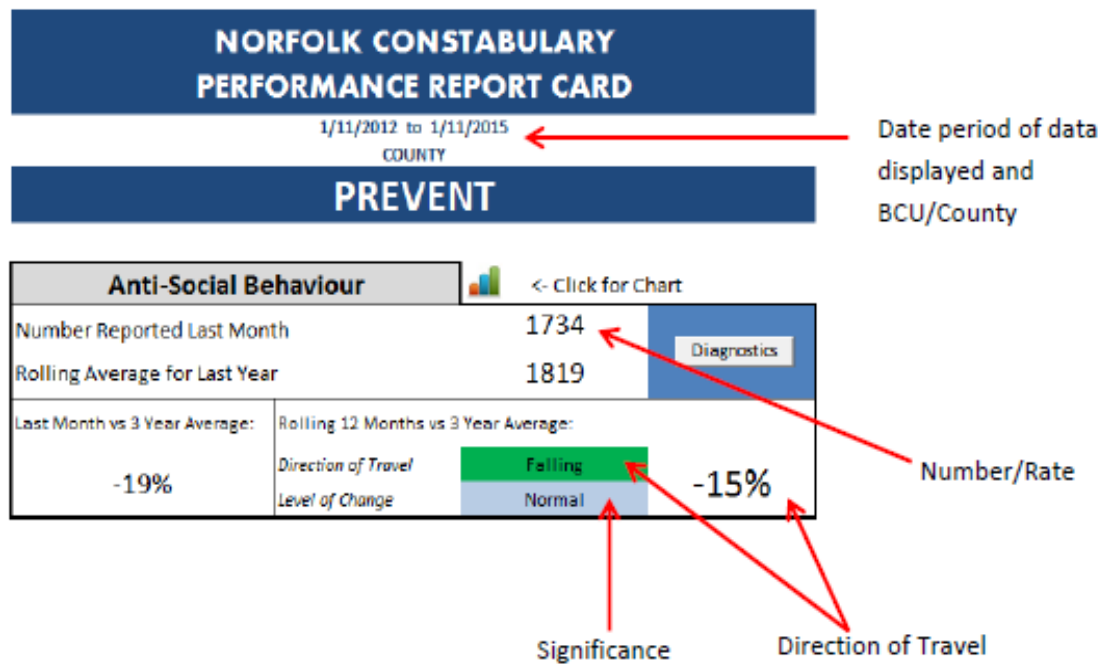
### 3. Publication of the Performance Framework

3.1 The new framework has three levels so it can be utilised by the OPCCN, the Constabulary and the public and will be accessible through the OPCCN website.

3.2 Level 1 is a strategic performance report card that will allow both external and internal users to view performance in the areas of the policing objectives set within the Police and Crime Plan. This report card will be updated monthly and published on the OPCCN website.

3.3 Level 1 data will include details such as number of crimes, incidents or individuals recorded, broken down by month and compared with the previous 12 months and in comparison to a three year average. The data will also show if performance is improving or deteriorating (described as 'direction of travel') and presented in a statistical format so that it identifies real changes in performance that require attention and possible intervention.

3.4 An example of how the data at Level 1 will be presented is shown below using a false dataset for demonstrative purposes:



3.5 Level 2 is a geographical breakdown that presents the same information as Level 1 but at a geographical level. This information will be updated monthly and published on the OPCCN website.

3.6 Level 3 is a diagnostic breakdown which is designed to explain and respond to changes in performance. This level will also include partnership data and contain sensitive information to allow police and partners to police the county and as such will not be published on the OPCCN website. Where a particular issue is being highlighted as a poor performing area, Level 3 data would be used to explain what has happened and what steps the police are taking to address the issues.

#### **4. Performance and Scrutiny**

- 4.1 The Police Accountability Forum (PAF) meets bi-monthly whereby the PCC holds the Chief Constable to account publicly and reviews and monitors progress against the Police and Crime Plan. The performance framework data will be used in performance reports presented by the Chief Constable to the PCC at these meetings and will allow the PCC to assess what the Chief Constable is doing to address any poor performing areas. These meetings are open to the public and the papers presented are published on the OPCCN website.
- 4.2 The Performance Framework data will be utilised for PCC Annual Reports and provide contextual information to any public consultations for future Police and Crime Plan changes.

#### **5. Framework Implementation**

- 5.1 The framework is being implemented through a series of phased approaches:

Phase 1 is live testing of the framework with the current indicators and fine tuning operating procedures and moving onto the service framework system.

Phase 2 is the go live date which is scheduled for 1 April 2016.

Phase 3 includes the adoption of business information from the Enterprise Resource Planning (ERP) system which includes workforce planning, officer training, staff and officer sickness absences.

Phase 4 includes the adoption of partnership datasets.

#### **6. Financial Implications**

- 6.1 There are no financial implications associated with this report.

#### **7. Recommendations**

- 7.1 The Panel is recommended to consider the information contained within this report.



If you need this report in large print, audio, Braille, alternative format or in a different language please contact Jo Martin on 0344 800 8011 or 0344 800 8011 (Textphone) and we will do our best to help.



## Complaints Handling

### Suggested approach from Jo Martin, Democratic Support and Scrutiny Team Manager

The Panel is recommended to:

- a) Consider an update on the development of a local model for managing police complaints (Police Integrity Reforms).
- b) Endorse the suggested response to the Government's public consultation on managing complaints about the conduct of Police and Crime Commissioners.
- c) Agree the Terms of Reference for a Complaints Handling Sub-Panel.

## 1. Background

- 1.1 The Panel will be aware that the Government has identified the need to expand the role of Police and Crime Commissioners ('Commissioners') within the police complaints system and intends to bring forward legislation to enable them to take on responsibility for key parts of that system. It was agreed that a Sub-Panel should be established to consider the development of a local model for managing police complaints, and the likely impact on both the Commissioner's Office and the Panel's own resources.
- 1.2 Since the Panel last met on 8 December 2015, the Government has also set out proposals to amend the system for complaints relating to the conduct of Commissioners themselves. To ensure that a consistent approach is developed locally across these changes, it is suggested that the Sub-Panel should now consider both sets of proposals.

## 2. Purpose of today's meeting

- 2.1 The purpose of the item on today's agenda is to enable the Panel to consider the latest information about both sets of proposals and agree the Terms of Reference for a Complaints Handling Sub-Panel.
- 2.2 A series of workshops has been facilitated by the Home Office to discuss the development of the legislation, which the Commissioner's Office has attended. The last workshop was on 12 January 2016. It focussed mainly on the police complaints system but briefly covered the newer proposals around Commissioner complaints. An update is attached at **Annex 1** of this report.
- 2.3 The Government's proposed changes to Commissioner Complaints are set out in the consultation document attached at **Annex 2** of this report. The Sub-Panel

discussed the consultation document with the Commissioner's Office at its first meeting on 19 January 2016. Suggested responses were agreed for the Panel to endorse at today's meeting and these are included.

- 2.4 The Sub-Panel also discussed its Terms of Reference, which are attached at **Annex 3** of this report for the Panel to agree. Given the uncertain timescale for publication of legislation and/or statutory guidance, the deadlines and timetable for the Sub-Panel are unclear at this stage.

### 3. Action

- 3.1 The Panel is recommended to:

- a) Consider an update on the development of a local model for managing police complaints (Police Integrity Reforms).
- b) Endorse the suggested response to the Government's public consultation on managing complaints about the conduct of Police and Crime Commissioners.
- c) Agree the Terms of Reference for a Complaints Handling Sub-Panel.



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**Office of the Police and Crime Commissioner  
Police Integrity Reforms**

**Summary:**

This report provides an update on the Home Office proposals on Police Reform namely a local model for managing police complaints.

**1. Background / National Context**

- 1.1 This paper follows on from the last Norfolk Police and Crime Panel Paper presented on 8 December 2015.
- 1.2 The draft of the new Police and Crime Bill is expected to have its first reading in early February 2016 and receive Royal Assent in November 2016.
- 1.3 A series of workshops have been facilitated by the Home Office, which the OPCCN has attended to discuss sections of the draft Bill around complaints handling. The last workshop was on 12 January 2016.

**2. Progress on Developing a Local Model for police complaints**

- 2.1 Meetings are taking place with colleagues in Suffolk OPCC to discuss the three proposed models as the Professional Standards Department is a collaborated unit between Norfolk and Suffolk Constabularies.
- 2.2 Further meetings are scheduled in April/May 2016 with members of the Joint Professional Standards Department so that the potential implications and implementation challenges can be explored.
- 2.3 There are no changes to the functions of the complaints model which will be expressed as duties in the Police and Crime Bill are shown in the table below:

Function	Expressed as Duties	Model 1: Oversight	Model 2: Informal Resolution & Recording	Model 3: Communication
Oversight of the Local Complaints System & Acting as an Appeal Body	Right of the complainant to review the steps taken to resolve their complaint.	PCC	PCC	PCC
Receiving, Initial Contact (including Informal Resolution) & Recording	Duty to contact a complainant to understand how their complaint might be best resolved.	Force	PCC	PCC
Contact	Duty to record. Duty to update a complainant on the progress of the complaint.  Duty to inform the complainant of the outcome of the complaint and their right to appeal.	Force	Force	PCC

- 2.4 The appellant function outlined in 2.3 as Model 1 is not an 'opt in' and will be a mandatory requirement.
- 2.5 Work is underway to collate information around the current appeals function performed by Norfolk Constabulary with a view to understanding the resourcing implications for the PCC.
- 2.6 Once the draft Bill is available the PCC will have a clearer understanding of what

their role in the appellant function will be.

### **3. Police and Crime Panel Implications**

- 3.1 The Home Office have provided reassurance that the legislative change in relation to appeals moving across to the PCC will not facilitate a further route of complaint to the Police and Crime Panel.
- 3.2 All appeals heard by the PCC and their subsequent decision will be final and any complainant who is dissatisfied with the outcome would have to seek a Judicial Review. There will be no mechanism to submit a complaint about the PCC if they are dissatisfied with the outcome of their appeal.
- 3.3 Once a model has been proposed for the local handling of police complaints a paper will be provided to the Complaints Handling Sub-Panel that will explore the additional areas of oversight and scrutiny that will be required.

### **4. Financial Implications**

- 4.1 The financial implications for the changes to the handling of the local police complaints system are as yet unknown. Full details will be included in future reports to the Sub-Panel.

### **5. Recommendations**

- 5.1 It is proposed that a further paper is provided to the Complaints Handling Sub-Panel in due course with regards to the local model to be adopted by the PCC for the management of police complaints.
- 5.2 The Panel is recommended to consider the information contained within this report.



If you need this report in large print, audio, Braille, alternative format or in a different language please contact Jo Martin on 0344 800 8011 or 0344 800 8011 (Textphone) and we will do our best to help.



**Letter to PCP Chairs:**

**17 DEC 2015**

**PUBLIC CONSULTATION ON PROPOSALS FOR POLICE AND CRIME COMMISSIONERS COMPLAINTS**

As you will be aware the Government has identified the need to expand PCCs' role within the police complaints system and intends to bring forward legislation to enable PCCs to take on responsibility for key parts of that system. I am writing today to let you know that, in tandem with these changes, the Government has today published a public consultation setting out proposals for changes to the system for complaints made against a PCC, which will achieve a more transparent and easily understood complaints system.

The Government is proposing changes to the system for non-serious complaints (i.e. non-criminal), which are handled by your Panels (PCPs) through the process for "informal resolution", as set out in the Police Reform and Social Responsibility (PRSR) Act 2011 and the Elected Local Policing Bodies (Complaints and Misconduct) Regulations 2012.

The PCC role continues to develop within the criminal justice system, which has included taking on responsibility for key functions such as the commissioning of local victim's services. Further, the Government has set out proposals to enable PCCs to take on the governance of fire and rescue services and, as mentioned above, key parts of the police complaints system. With PCC responsibilities increasing, we need to ensure that the system governing PCC complaints is effective and transparent, and your Panels play a fundamental role in that process. The proposed changes to the complaints system ensure the fundamental principle of the PCC policy, that of accountability to the electorate is not undermined.

The Government proposes changes in three broad areas:

1. Clarifying, through non-statutory guidance, what constitutes a complaint, ensuring PCPs take forward complaints about a PCC's conduct rather than their policy decisions.

2. Providing PCPs with greater investigatory powers to seek evidence pertinent to a complaint.
3. Clarifying, through non-statutory guidance, the parameters of “informal resolution” and setting out that, where agreement cannot be reached, it is open to PCPs to make recommendations on the expected level of behaviour of a PCC, and that they have powers to require the PCC to respond.

The PRSR Act 2011 makes provision for the Home Secretary to appoint members of Police and Crime Panels in Wales directly. If panels in Wales decide to use powers to investigate a complaint, the Home Secretary is likely to be responsible for appointing the independent investigator. Further details of how this will work will be confirmed in light of responses to the consultation.

I welcome your views on the proposed changes through your experiences as a Chair of a Police and Crime Panel. I am aware that, in particular, there has been dissatisfaction regarding limitations placed on your Panels regarding investigation of complaints, and how to resolve complaints where agreement cannot be reached between the complainant and the PCC. I would, therefore, be particularly interested in your views on the proposed changes to the investigation of complaints, and the clarification regarding your powers to make recommendations.

Further details on the consultation can be found in the consultation document and I look forward to your responses. If you require further details about the consultation proposals please do not hesitate to contact David Livesey or Palvi Makwana at [PCCComplaintsConsultation@homeoffice.gsi.gov.uk](mailto:PCCComplaintsConsultation@homeoffice.gsi.gov.uk).

I have written in similar terms to all PCCs and Chief Executives of PCC offices.

*Kind regards*

*MP*

**The Rt Hon Mike Penning MP**



Home Office

# Complaints about Police and Crime Commissioners

## Public Consultation

December 2015

# **Complaints about Police and Crime Commissioners**

## Public Consultation

December 2015





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# Scope of the consultation

**Topic of the Consultation:** This consultation seeks views on proposed changes to the complaints about the conduct of Police and Crime Commissioners (PCCs).

**Scope of the consultation:** This consultation focuses on the complaints process for Police and Crime Panels (PCPs) when seeking to resolve non-serious (i.e. non-criminal) complaints made against a PCC. Legislative changes would be required to implement some of the proposals identified below.

**Geographical scope:** England and Wales.

**Financial assessment:** Attached at Annex A.

## Basic information

**To:** This consultation is open to the public.

**Duration:** This consultation closes on 10 March 2016.

**Enquiries:** [PCCComplaintsConsultation@homeoffice.gsi.gov.uk](mailto:PCCComplaintsConsultation@homeoffice.gsi.gov.uk)

**How to Respond:** Information on how to respond to this consultation can be found on [www.gov.uk/home-office](http://www.gov.uk/home-office)

Responses can be submitted online through [www.gov.uk](http://www.gov.uk) or by post by sending responses to:

Police and Crime Commissioner Complaints consultation  
Home Office  
Police Strategy and Reform Unit  
6th Floor Fry Building  
2 Marsham Street  
London  
SW1P 4DF

**Additional ways to become involved:** Please contact the Home Office (as above) if you require information in any other format, such as Braille, large font or audio.

**After the consultation:** Responses will be analysed and a 'response to consultation' document will be published.

## Responses: Confidentiality & Disclaimer

The information you send us may be passed to colleagues within the Home Office, other Government departments and related agencies for use in connection with this consultation.

Information provided in response to this consultation, including personal information, may be subject to publication or disclosure in accordance with applicable access to information frameworks (primarily the Freedom of Information Act 2000 (FOIA), the Data Protection Act 1998 (DPA) and the Environmental Information Regulations 2004).

If you want certain information you provide to be treated as confidential, please be aware that, under the FOIA, there is a statutory Code of Practice with which public authorities must comply and which deals, amongst other things, with obligations of confidence.

In view of this you should explain to us why you regard any information you have provided as confidential. If we receive a request for disclosure of the information we will take due account of your explanation, but we cannot give an assurance that confidentiality will be maintained in all circumstances. An automatic confidentiality disclaimer generated by your IT system will not, of itself, be regarded as binding on the department.

The department will process your personal data in accordance with the DPA and, in the majority of circumstances; this will mean that your personal data will not be disclosed to third parties.

# Introduction

The Government's response to the consultation on Improving Police Integrity<sup>1</sup> identifies the need to expand PCCs role within the Police complaints system. The Government acknowledges that PCCs, as directly elected individuals, are best placed to respond to the needs of their electorate about the changes they should make to the complaints system. The Government intends to bring forward legislation to enable PCCs to take on responsibility for key parts of the complaints system.

In tandem with the reform to police complaints the Government proposes making changes to the system for complaints made against a PCC, creating a more transparent and easily understood complaints system. These changes would relate to non-serious complaints (i.e. non-criminal), serious complaints (those which relate to, or may relate to, criminal matters) will continue to be considered by the Independent Police Complaints Commission (IPCC), with no changes in that area. The proposed changes will require amendments to the Police Reform and Social Responsibility Act 2011 (PRSR Act 2011), and the Elected Local Policing Bodies (Complaints and Misconduct) Regulations 2012.

## Scrutiny of PCCs

Police and Crime Panels (PCPs) perform a scrutiny function for PCCs, providing both support and challenge to PCCs on the exercise of their functions, and acting as a critical friend. As set out in the PRSR Act 2011, and further explained in the Policing Protocol Order 2011, the role of the Panel is to provide checks and balances in relation to the performance of the PCC.<sup>2</sup>

PCPs are currently responsible for handling non-serious complaints made about a PCC, and resolving these through the process for "informal resolution", as set out in the PRSR Act 2011 and the Elected Local Policing Bodies (Complaints and Misconduct) Regulations 2012.<sup>3</sup>

The Government is committed to reforming the police complaints system, making that process more transparent and easier to navigate. The PCC role is also continuing to develop – within the criminal justice system, PCCs have already taken on responsibility for the commissioning of local victims' services, and across the country are working with local partners to bring drive and focus to the delivery of shared agendas to meet local needs and priorities. The Government is committed to building on the success of the PCC model by further strengthening their role; for example, the government is proposing to enable PCCs to take on the governance of fire and rescue services as part of driving greater collaboration between emergency services.<sup>4</sup> With PCCs taking on a greater role in the

<sup>1</sup> Improving Police Integrity Consultation - reforming the police complaints and disciplinary systems: [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/411970/improving\\_police\\_integrity\\_reforming\\_the\\_police\\_complaints\\_and\\_disciplinary\\_systems.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/411970/improving_police_integrity_reforming_the_police_complaints_and_disciplinary_systems.pdf)

<sup>2</sup> The Policing Protocol: [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/117474/policing-protocol-order.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/117474/policing-protocol-order.pdf)

<sup>3</sup> Elected Local Policing Bodies (Complaints and Misconduct) Regulations 2012, section 28 of Part 4: [http://www.legislation.gov.uk/ukxi/2012/62/pdfs/ukxi\\_20120062\\_en.pdf](http://www.legislation.gov.uk/ukxi/2012/62/pdfs/ukxi_20120062_en.pdf)

<sup>4</sup> Consultation on emergency services collaboration: <https://www.gov.uk/government/consultations/enabling-closer-working-between-the-emergency-services>

handling of complaints made against their police force, and with the responsibilities held by a PCC increasing, the time is right to amend the system for complaints made against a PCC. The Government proposes changes in three broad areas:

1. Clarifying, through non-statutory guidance, what constitutes a complaint, ensuring PCPs take forward complaints about a PCC's conduct rather than their policy decisions.
2. Providing PCPs with greater investigatory powers to seek evidence pertinent to a complaint.
3. Clarifying, through non-statutory guidance, the parameters of "informal resolution" and setting out that, where agreement cannot be reached, it is open to PCPs to make recommendations on the expected level of behaviour of a PCC, and that they have powers to require the PCC to respond.

# The Government's proposed changes for PCC complaints

The proposed changes to the complaints system ensure the fundamental principle of the PCC policy that of accountability to the electorate is not undermined. The proposals will improve the transparency of the complaints procedure and deliver more satisfactory outcomes for complainants.

## Clarity on what constitutes a complaint

The Police Reform and Social Responsibility Act 2011 and the Elected Local Policing Bodies (Complaints and Misconduct) Regulations 2012 define that a complaint to be handled by the PCP should relate to the conduct of the PCC. There is some scope for interpretation of this whereby the complaint could be made regarding the conduct of a PCC in making a policy decision. This creates difficulties in determining whether a complaint should or should not be taken forward and regularly results in complaints relating to policy decisions being taken forward.

**The Government intends to provide PCPs with further guidance on what constitutes a complaint. This will supplement the regulations and set a clear marker for what should and should not be classed as a complaint.** This will ensure complaints about conduct rather than policy decisions are taken forward. The Government believes, as the PCC is a directly elected public office holder, the guidance for conduct should be framed around the Nolan principles.<sup>5</sup> The seven Nolan principles of selflessness, integrity, objectivity, accountability, openness, honesty and leadership set the ethical standards expected of public office holders and will robustly tie the procedures of informal resolution as mentioned in the regulations to matters of conduct rather than policy.

The Elected Local Policing Bodies (Complaints and Misconduct) Regulations 2012 also refer to a PCP's handling of vexatious complaints. Those working on complaints have indicated that a disproportionate amount of time can be spent in managing vexatious complaints which will in part be minimised in defining what is meant by a complaint. In the Government's response to its 'Improving Police Integrity' consultation, there was a commitment to look into reforms that would make it easier for forces to handle persistent and vexatious complainants. **We propose to consider whether any measures to make it easier for forces and PCCs to handle vexatious complaints should be extended to PCPs, so as to give PCPs greater flexibility to manage these complaints and to ensure a consistent policy across complaints systems.**

<sup>5</sup> Nolan Principles - The 7 Principles of Public Life:

<https://www.gov.uk/government/publications/the-7-principles-of-public-life/the-7-principles-of-public-life--2>

## Powers to Investigate

Through the Police Reform and Social Responsibility (PRSR) Act 2011, PCPs are explicitly prohibited from “investigating” complaints. Due to this PCPs may lack the opportunity to gather evidence and facts pertinent to a complaint and provide a satisfactory outcome for the complainant and PCC. In contrast greater investigatory actions may be limited due to the lack of time and resources available to a PCP. **The Government proposes to amend the PRSR Act 2011 to remove the restriction on the PCPs’ ability to investigate.** This will provide PCPs greater flexibility to establish evidence and provide a satisfactory outcome for both the complainant and PCC.

If PCPs intend to use investigatory powers, **the Government proposes to amend the Elected Local Policing Bodies (Complaints and Misconduct) Regulations 2012 to allow for investigation through the appointment (by the PCP) of an independent individual to gather evidence relating to the specific complaint, and the conduct of the PCC, and present a recommendation report to the PCP.**

The Government believes that the majority of complaints should continue to be resolved without independent investigation, but recognises that in some cases this may restrict the PCP to an undesirable extent. It is important to separate the investigatory aspects of complaint handling from the PCP, to ensure that any political differences between the Panel and the PCC are not used as a basis for complaint investigation. The Government recognises the need to restrict the investigations to the terms of the individual complaint to ensure evidence gathering is proportionate and necessary. The guidance, referred to above, should ensure that only complaints regarding the conduct of a PCC could reach the stage of independent investigation. The regulations would include duties for PCPs to ensure proportionality and necessity of evidence gathering.

The Government believes that a monitoring officer would be best placed to perform the role of the independent investigator to establish evidence for a complaint. Under regulation 7 of the Elected Local Policing Bodies (Complaints and Misconduct) Regulations 2012, a PCP may delegate any of its functions (other than arrangements set out in Part 4 of those Regulations; informal resolution and those where it is appropriate to apply the requirements of the regulations) to the chief executive of the PCC. Expanding this role would seem the most natural step, and would fit with the Chief Executive’s monitoring officer responsibilities for ensuring the PCC meets legislative requirements. Having said this, the Government recognises that different opinions exist in this area, with some parties indicating that such a responsibility could place the chief executive in an unenviable position as they would, in effect, be investigating their employer. We therefore propose that it would also be open to the PCP to appoint a monitoring officer from one of the local authorities within the police force area to act as an independent investigator. The costs associated with any investigation would be born, either by the Office of the PCC (in the event of the PCC’s chief executive being appointed), or the PCP if they chose to appoint a monitoring officer from a local authority.

## Informal Resolution

Through Schedule 7, paragraph 3(2) of the Police Reform and Social Responsibility Act 2011 a PCP is restricted to informal resolution of any non-serious complaint made against a PCC. Paragraph 3(5) of Schedule 7 defines informal resolution as “encouraging, facilitating, or otherwise assisting in, the resolution of the complaint otherwise than by legal proceedings...”



The Government understands that some aspects of the informal resolution procedure, when considering the PRSR Act 2011 alongside the Elected Local Policing Bodies (Complaints and Misconduct) Regulations 2012, have been misinterpreted, and that on some occasions PCPs have felt that the regulations have restricted them from resolving complaints as they would have wished. In particular some PCPs have expressed the belief that their options were restricted if the PCC and the complainant could not agree on a method of informal resolution.

The Government proposes introducing non-statutory guidance clarifying that informal resolution is not reliant on the agreement of both parties, though this should remain the preferred outcome. Where a PCP is unable to reach an informal resolution which is agreeable to both parties it remains open to PCPs to use their powers as set out in sections 28(6) and 29(3) of the PRSR Act 2011, which set out that PCPs have a free standing power to make recommendations and may require a PCC to respond in writing to any recommendations made by them. The guidance will make clear that in relation to complaints any recommendations should be based on the conduct of the PCC and aimed at preventing future complaints from arising, there is an obvious link here to the definition of what constitutes a complaint. Recommendations on conduct should be based on the Nolan principles.

The Government believes that the ability to make recommendations, rather than impose sanctions, is an appropriate power for PCPs as, ultimately, the accountability of the PCC lies with the public, and not with the PCP.

# Consultation questions

## Complaint definition and guidance

1. To what extent do you agree or disagree that the seven Nolan principles of selflessness, integrity, objectivity, accountability, openness, honesty and leadership should frame the concept of conduct of a PCC:
  - **Strongly agree**
  - Agree
  - Neither agree nor disagree
  - Disagree
  - Strongly disagree
2. To what extent do you agree or disagree that the Government should extend measures being developed to make it easier for forces and PCCs to handle vexatious complaints to PCPs:
  - **Strongly agree**
  - Agree
  - Neither agree nor disagree
  - Disagree
  - Strongly disagree

## Complaint investigation

### 3. Question for PCPs only:

How many complaints about a PCC did you receive in the financial year 2014-15?

**0 – 10**

11 – 20

21 – 50

50 - 100

100 +

### 4. Question for PCPs only:

Of those complaints, how many have you considered where you would have benefited from the ability to investigate the complaint? **It depends what is meant by investigation, but to date the Panel has needed to do a detailed assessment of one complaint in order to determine how to proceed.**

### 5. Question for PCPs and PCC Chief Executives only:

How much investigation, in terms of hours worked, would you expect it to take to investigate a complaint? **Once the paperwork has been assembled, approximately 3 to 4 hours.**

6. To what extent do you agree or disagree that PCPs should be given greater investigatory powers to investigate a complaint (either directly or through the appointment of an independent investigator)?
  - Strongly agree
  - **Agree**
  - Neither agree nor disagree
  - Disagree
  - Strongly disagree
  
7. To what extent do you agree or disagree that PCPs should be given the power to investigate complaints themselves, rather than appoint someone to do it:
  - Strongly agree
  - Agree
  - **Neither agree nor disagree**
  - Disagree
  - Strongly disagree
  
8. Please explain your answer to question 7. **We need clarification on what is meant by investigation and whether adequate resources will be made available to support the function.**
  
9. What do you think the benefits are of PCPs investigating complaints themselves, rather than appointing someone else to do it? **It is difficult to answer, as it is unclear whether the question is suggesting that a Member (or Members) of the Panel should carry out an investigation. If that is the case, it should be recognised that Panel Members are not necessarily selected or trained for such a specific role and the Panel may not have the skills or experience to carry out this function.**
  
10. What do you think the disadvantages are of PCPs investigating complaints themselves, rather than appointing someone to do it? **As above - Panel Members may not have the skills or experience to carry out this function.**
  
11. To what extent do you agree or disagree that PCPs should be able to appoint an independent investigator?
  - Strongly agree
  - **Agree**
  - Neither agree nor disagree
  - Disagree
  - Strongly disagree
  
12. To what extent do you agree or disagree that the choice of monitoring officer (either from a local authority, or from the Office of the PCC) should fall to the Panel?
  - **Strongly agree**
  - Agree
  - Neither agree nor disagree
  - Disagree
  - Strongly disagree
  
13. To what extent do you agree or disagree that the monitoring officer for the investigation of a complaint should be appointed from the Local Authority?
  - Strongly agree
  - Agree
  - **Neither agree nor disagree**
  - Disagree
  - Strongly disagree

14. To what extent do you agree or disagree that the monitoring officer for the investigation of a complaint should be the chief executive of the PCCs office?
- Strongly agree
  - **Agree**
  - Neither agree nor disagree
  - Disagree
  - Strongly disagree
15. Do you feel that the role of independent investigator should be fulfilled by someone other than the PCC's monitoring officer, or a monitoring officer from a local authority within the police force area? If so please indicate who you think should perform this role: **Another suitably skilled and qualified professional who has the ability to undertake the delegated role, such as; a local authority complaints officer, an appropriate OPCC officer or suitably qualified lawyer.**

## Informal resolution guidance

16. To what extent do you agree or disagree that PCPs' existing powers to make recommendations on the expected level of behaviour of a PCC are sufficient?
- Strongly agree
  - Agree
  - Neither agree nor disagree
  - **Disagree**
  - Strongly disagree
17. To what extent do you agree that, when making recommendations as part of the informal resolution of a complaint, PCPs should tie these recommendations to the expected level of conduct based on the seven Nolan Principles of selflessness, integrity, objectivity, accountability, openness, honesty and leadership?
- **Strongly agree**
  - Agree
  - Neither agree nor disagree
  - Disagree
  - Strongly disagree





## Police and Crime Commissioner Complaints: **Assessment of the likely financial effect of proposed change**

### Section 1.01 Proposals

As set out in the public consultation, which this assessment accompanies, the Government is considering issuing further guidance, and making some minor legislative changes, relating to the process for handling complaints made about a Police and Crime Commissioner (PCC).

There are three elements to the Government's proposed changes:

1. Clarifying, through non-statutory guidance, what constitutes a complaint, ensuring PCPs take forward complaints about a PCC's conduct rather than their policy decisions.
2. Providing PCPs with greater investigatory powers to seek evidence pertinent to a complaint (this will require legislative change).
3. Clarifying, through non-statutory guidance, the parameters of "informal resolution" and setting out that, where agreement cannot be reached, it is open to PCPs to make recommendations on the expected level of behaviour of a PCC, and that they have powers to require the PCC to respond.

### Section 1.02 Likely impact

The Government does not believe that any of the above proposals, when taken individually or as a package, reach the threshold for requiring a full IA as there will not be any impact on businesses or third sector organisations and, whilst there may be some impact on local authorities the possible additional expenditure will fall considerably short of the £5million threshold.

1) Guidance on what constitutes a complaint:

Through revising guidance on what does and does not constitute a complaint the Government will make clear that issues relating to policy decisions of a PCC should not be viewed as complaints. This is the position described in current legislation, but we are aware that some Panels have taken forward policy issues as complaints. Offering greater clarity on this area may, therefore, result in fewer complaints being taken forward by PCPs, as such this guidance may result in savings for Panels. It is not the role of Government to monitor the complaints made against PCCs, and as such we are not aware of the number, or the nature, of non-serious complaints made against PCCs. It is therefore impossible to quantify this possible saving

2) Powers to investigate complaints:

The consultation recognises that in some instances it would be helpful for PCPs to have powers to investigate complaints. The Government remains clear that where a complaint can be resolved without investigation this should remain the default option, so in the majority of complaints no additional expense should be incurred.

The consultation sets out the Government view that investigation should not be taken forward by the PCP itself, but instead PCPs should be vested with powers to appoint an independent monitoring officer to conduct any investigation and make a report to the PCP. The Government sets out two options for this, either appointing the monitoring officer from the Office of the PCC (OPCC), and in so doing expanding the role they can already hold in relation to complaints, or appointing a monitoring officer from a local authority within the police force area. The consultation sets out the Government's view that the final decision on who to appoint should be for individual PCPs to make, but seeks views on this matter.

The Police Reform and Social Responsibility Act 2011 make provision for the Home Secretary to appoint members of Police and Crime Panels in Wales directly. If panels in Wales decide to use powers to investigate a complaint, the Home Secretary is likely to be responsible for appointing the independent investigator.

Government does not envisage investigations into these low-level complaints as being particularly burdensome, as the parameters of the investigation will be tightly drawn around the conduct of the PCC relating to the specific complaint, these will not be wide-ranging investigations into general PCC behaviour. Investigations will be at the discretion of the PCP.

Where responsibility falls to the OPCC monitoring officer this work should be absorbed into part of their normal day-to-day responsibilities – as set out above, the Government believes that most complaints will not require investigation, and where they do this should not be an overly involved process. Where a PCP delegate's investigatory responsibility to a local authority monitoring officer it is likely that the PCP will be obliged to reimburse the monitoring officer for the expenses incurred during any investigation. As set out above we do not envisage these investigations being lengthy, but the cost of individual investigations is hard to quantify at this time. In addition to question 5 of the consultation (which seeks to gather data on the likely cost of investigations) officials will engage with partners during the public consultation to gain a better sense of how much individual investigation are likely to cost. Further the Government consultation seeks further details from PCPs on how many cases they would have sought to investigate during the last financial year, this will allow Government to gain a better sense of the overall cost to the public purse of this policy,

however, as noted above, the decision to investigate a complaint will be at the discretion of the PCP.

### 3) Clarification on informal resolution

Through revising guidance on what action a PCP is able to take in relation to informal resolution we will make clear that it is open to PCPs to make recommendations on the expected level of behaviour of a PCC, and that they have powers to require the PCC to respond. This is the position described in current legislation, but we are aware that some Panels have regarded this course of action as prohibited. Offering greater clarity on this area will not incur any additional costs.



<b>Norfolk Police &amp; Crime Panel</b>
<b>Terms of Reference for review of:</b>  Complaints handling
<b>Scrutiny by a sub-Panel / task and finish group</b>
<b>Membership of sub-Panel / task and finish group</b>  Dr Christopher Kemp, South Norfolk Council Mr Alexander D Sommerville, CPM, Co-opted Independent Member  <b>Also to attend:</b> Mark Stokes, Chief Executive, OPCCN Sharon Lister, Performance & Compliance Officer, OPCCN  <b>Support Officer:</b> Jo Martin, NCC
<b>Background &amp; reasons for review</b>  In May 2015 the Queen’s Speech included proposals for a Police Reform and Criminal Justice Bill, which would continue the reform of policing and enhance the protection of vulnerable people.  Prior to publication of the Bill (anticipated in early 2016), the Government ran a detailed consultation on proposed changes to the police complaints system. OPCCN participated in Home Office workshops and during 2015 kept the PCP updated on likely changes to the handling of police complaints, including the potential impact on both OPCCN and the PCP.  When the Panel met in October 2015, it agreed that Dr Kemp and Mr Sommerville should work with OPCCN to consider how the police complaints process might work in practice once the legislation was published. On the 8 December 2015, the Panel described this more formally as a sub-Panel / working group to consider the implications of the new functions once further information had been provided by the Home Office (following a workshop on 12 January 2016).  The Government also launched a consultation on managing PCC complaints on 17 December 2015.  To ensure consistency across complaints systems, it seemed appropriate for the sub-Panel to also discuss the potential impact of proposed changes to PCC complaints on both OPCCN and the PCP.
<b>Purpose and objectives</b>  1) To discuss how the handling of police complaints might work in

practice, and the likely impact of new PCC functions on both OPCCN and PCP resources.

- 2) To discuss the impact of the Government's proposed changes to PCC complaints handling, and the likely impact on both OPCCN and PCP resources.

### **Issues and questions to be addressed**

#### Handling police complaints

- The police complaints model set out in draft Police and Criminal Justice Bill.
- New PCC duties set out in the draft Police and Criminal Justice Bill.
- Norfolk PCC's preferred local model for handling police complaints.
- How the local model will work in practice.
- The likely impact on both OPCCN and PCP resources
- Likely amendments that will need to be made to the PCP Rules of Procedure.

#### Handling PCC complaints

- The proposed changes to managing PCC complaints set out in the Government consultation
- Responses to the consultation questions.
- The likely impact of changes on both OPCCN and PCP resources
- Likely amendments that will need to be made to the PCP Rules of Procedure.
- New PCP duties set out in future legislation.

### **Planned outcomes**

- A report/reports to the PCP confirming the new PCC duties and outlining; the Commissioner's preferred model for handling of police complaints, the potential impact on both OPCCN's and the PCP's resources, any likely amendments that will need to be made to the PCP Rules of Procedure.
- A report/reports to the PCP; outlining a suggested response to the Government consultation on managing PCC complaints, confirming the new PCP duties when legislation is published and any likely amendments that will need to be made to the PCP Rules of Procedure.

**Style and approach**

- Sub-Panel / Task & Finish Group meetings as required, following the timetable and publication of legislation and / or statutory guidance.
- Regular update reports and recommendations to be made to the PCP.

**Deadlines and timetable**

Depending on the timetable and publication of future legislation and / or statutory guidance, it is anticipated that the following interim reports will need to be made to the PCP:

2 February 2016 - suggested responses to the consultation on managing PCC complaints (deadline is 10 March 2016).

22 March 2016 - update

15 June 2016 - update

**Terms of reference**

**To be agreed by sub-Panel / task and finish group**

**To be endorsed by PCP**

**Date**

19 January 2016

2 February 2016

## Information bulletin – questions arising to the Commissioner

### Suggested approach from Jo Martin, Democratic Support and Scrutiny Team Manager

This information bulletin summarises for the Panel both the decisions taken by the Commissioner and the range of his activity since the last Panel meeting.

#### 1. Background

- 1.1 The Police Reform and Social Responsibility Act describes the Police and Crime Panel's role as including to "review or scrutinise decisions made, or other action taken, by the PCC". This is an opportunity for the Panel to publicly hold the Police and Crime Commissioner for Norfolk ("the Commissioner") to account for the full extent of his activities and decisions since the last Panel meeting.

#### 2. Summary of the Commissioner's decisions and activity since the last Panel meeting

- 2.1 A summary of both the decisions taken by the Commissioner and the range of his activity since the last Panel meeting are set out below.

##### a) Decisions taken

All decisions made by the Commissioner, except those containing confidential information, are recorded and published on the Commissioner's website. Decisions made since the last Panel meeting, up until the 22 January 2016, are listed at **Annex 1** of this report.

##### b) Items of news

Items of news, covering the Commissioner's activity and including the key statements he has made, are recorded and published on his website. A summary of those items published since the last Panel meeting, up until the up until the 22 January 2016, are listed at **Annex 2** of this report.

##### c) Police Accountability Forum meetings

Agendas for these meetings are published on the Commissioner's website. Items discussed at the most recent meeting are set out at **Annex 3** of this report.

d) Norfolk and Suffolk Collaboration Panel meetings

Agendas for these meetings are published on the Commissioner’s website. Items discussed at the most recent Collaboration Panel meeting are set out at **Annex 4** of this report.

e) Other out-of-county activity between 8 December 2015 and 2 February 2016:

<b>STEPHEN BETT – PCC, NORFOLK</b>	
	The Commissioner has been county based during this period.
<b>JENNY McKIBBEN – DEPUTY PCC, NORFOLK</b>	
<b>Date</b>	<b>Activity</b>
8/12/15	London – Speaking at CESI Conference followed by attendance at Police Reform Summit
14/12/15	London – Revolving Doors Agency Awayday
12/1/16	Cambridgeshire – Eastern Region Alliance Summit
19/1/16	London – Revolving Doors Agency Board Meeting
20/1/16	London – APCC General meeting
26/1/16	London – Meeting with Andrew Selous MP, Minister for Prisons and Rehabilitation as Parliamentary under Secretary of State at the Ministry of Justice

f) Audit Committee


The Audit Committee is independent of the Police and Crime Commissioner (PCC) and Norfolk Constabulary. The Committee considers the internal and external audit reports of both the PCC and the Chief Constable and provides advice on good governance principles and appropriate risk management arrangements. The Committee took the decision to hold its meetings in public this year. Items discussed at the most recent meetings are set out at **Annex 5** of this report.

3. **Suggested approach**

3.1 The Commissioner has been invited to attend the meeting to respond to your questions, and will be supported by members of staff and the Chief Constable.

4.0 **Action**

4.1 The Panel is recommended to put questions to the Commissioner, covering the areas at paragraph 2.1 of this report, to publicly hold him to account for the full extent of his activities and decisions since the last Panel meeting.

	<p>If you need this report in large print, audio, Braille, alternative format or in a different language please contact Jo Martin on 0344 800 8011 or 0344 800 8011 (Textphone) and we will do our best to help.</p>
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## **Annex 1 Commissioner's Decisions**

### **Decisions at Police Accountability Forum Meeting – 16 September 2015**

*Decision 2015-21*

The PCC made a number of decisions at this meeting based on the content of the reports under consideration. Decision notice attached at **Annex 6**.

(Decision 2015-22 not published.)

### **Appointment of Legally Qualified Chairs**

*Decision 2015-23*

### **Victim Support – Domestic Abuse Victims Gateway Triage Service**

*Decision 2015-24*

### **Funding for Menscraft – Delivering Caring Dads Programme – Programme 2**

*Decision 2015-25*

### **The Sue Lambert Trust – Supporting the extension of service provided to victims of sexual violence and abuse**

*Decision 2015-26*

### **Sexual Abuse Victims Support Fund – Grant Awards for 2014-15 and 2015-16 Fund 1 Round 2**

*Decision 2015-27*

### **Creation of a Joint Athena Investigations Hub Function**

*Decision 2015-28*

The PCC approved the business case to establish a joint Athena Investigations Hub for Norfolk and Suffolk.

Further detail about each decision can be viewed on the Commissioner's website at the following address:

<http://www.norfolk-pcc.gov.uk/transparency/decisions>

Alternatively, Panel Members can request this information in hard copy by contacting the Committee Officer.

## Summary of the Commissioner's activity

### Cautious welcome for spending review announcement

The Commissioner has cautiously welcomed the Chancellor's spending review announcement of no cuts to the policing budget: "No cuts is obviously good news...but the devil is always in the detail."

25 November 2015

### Gateway to employment: unlocking potential

The Commissioner calls on the business community to play their part in keeping the county safe by breaking down barriers to employment for ex-offenders.

1 December 2015

### Fund for survivors of sexual abuse allocated

A national fund, overseen by Norfolk's Police and Crime Commissioner, has been distributed to organisations supporting survivors of sexual abuse.

4 December 2015

### Norfolk rated 'good' for protecting the vulnerable

The Commissioner has welcomed the latest report from HMIC which focuses on how effective police forces are at protecting the vulnerable and supporting victims.

15 December 2015

### Police Council Tax increase – what do you think?

The Commissioner prepares to launch his annual police budget consultation. Have you say when the survey goes live on 4 January 2016.

22 December 2015

### Dates for your diary

In preparation for setting the 2016/17 police budget, the Commissioner and Chief Constable will be holding two public meetings in January.

22 December 2015

### Volunteer for Norfolk Crimestoppers

Norfolk Crimestoppers is calling for volunteers to help keep the county safe. The charity currently has a network of over 600 people across the UK who work on a voluntary basis

2 January 2016

### Have your say from today

The Commissioner has today launched a public consultation on whether the police Council Tax precept should rise or be frozen.

4 January 2016

### Increase or freeze police element of council tax? – more ways to have your say

Almost 1000 people have already had their say on whether to increase or freeze the policing element of Council Tax by completing an online survey – but there are other ways to have your say....

11 January 2016

Domestic abuse: PCC to quiz police at public meeting

With police nationally taking over 100 calls about domestic abuse each hour, the PCC wants reassurance that police locally are doing everything they can to support and protect those calling for help

13 January 2016

Further details about each of the news items can be viewed on the Commissioner's website at the following address:

<http://www.norfolk-pcc.gov.uk/news/latest-news>



## List of items discussed at the most recent Police Accountability Forum meeting

<b>Date: 18 January 2016</b>	
Subject	Summary
<b>Public agenda</b>	
Budget Monitoring Report 2015/16 to 30 November 2015 (Month 8)	<ol style="list-style-type: none"> <li>1. This report covers the financial overview of the PCC's Budget, Constabulary Revenue Budget and the Capital Programme as at 30 November 2015.</li> <li>2. The Commissioner approved the total revenue budget and capital programme for 2015/16 in February 2015.</li> <li>3. This report presents the latest budget monitoring information and outturn forecasts for the financial year 2015/16, based upon actual spending to the end November 2015 and known future commitments.</li> <li>4. Final income and expenditure will be influenced by operational demands, the weather and by the progress with the significant and ongoing change programme.</li> </ol> <p><b>Recommendation:</b> It is recommended that the Commissioner notes the report.</p>
Athena Update Report	<p>This report summarises the current status of the Athena implementation project, progress to date and the overall risks and issues since go live on the 19th October 2015.</p> <p><b>Recommendation:</b> The PCC to note the contents of the report.</p>
Strategic Performance Overview	<p>A summary of performance against the 2015/16 policing priorities.</p> <p><b>Recommendation:</b> For discussion.</p>
Protective Services Command Update	<p>This report provides an update from Protective Services Command identifying key performance information and significant operational or organisational issues.</p> <p><b>Recommendation:</b> It is recommended that the Police and Crime Commissioner notes the contents of this report.</p>

Liaison and Diversion Service Update	This report provides an update from Joint Justice Command in relation to the provision of Liaison and Diversion Services in the Police Investigation Centres in Norfolk and Suffolk which commenced in April 2015.  <b>Recommendation:</b> This report is submitted for information
Community Resolution – 16 July 2015 to 30 November 2015	Summary of the use of Community Resolutions in relation to types of criminality.  <b>Recommendation:</b> To note the contents of the report.
Emerging Operational / Organisational Risks	<b>Oral report.</b>
<b>Private agenda</b>	
Estates Strategy Update	Exempt report - not published.
CPS / Norfolk Constabulary Rape And Serious Sexual Offences pilot update	Exempt report - not published.

Next meeting – 24 March 2016 (10am – Filby Room, Norfolk Police HQ).

The public reports can be viewed on the Commissioner’s website at the following address, under “Transparency/Public Meetings”:

<http://www.norfolk-pcc.gov.uk/transparency/public-meetings>

Alternatively, Panel Members can request hard copies by contacting the Committee Officer.

**List of items discussed at the most recent Norfolk and Suffolk Collaboration Panel meeting**

The most recent Collaboration Panel meeting (scheduled for 1 December 2015) was cancelled.

The date of the next Collaboration Panel meeting is due to be confirmed.

**List of items discussed at the most recent Audit Committee meeting**

The items discussed at the most recent Audit Committee meeting (25 November 2015) were reported to the last Panel meeting (8 December 2015).

The next Audit Committee meeting is due to take place on Thursday 10 March 2016 at 2 pm in the Filby Room, Jubilee House, Falconers Chase, Wymondham.



# OFFICE OF THE POLICE & CRIME COMMISSIONER FOR NORFOLK

**ORIGINATOR:** Chief Executive

**DECISION NO.** 2015/21

**REASON FOR SUBMISSION:** For Decision

**SUBMITTED TO:** Police and Crime Commissioner

**SUBJECT:**

Decisions made at the Police Accountability Forum Meeting – 16 September 2015

**SUMMARY:**

At the Police Accountability Forum Meeting held on 16 September 2015, where the PCC holds the Chief Constable to Account, the PCC made a number of decisions based on the content of the reports under consideration.

**RECOMMENDATION:**

The PCC approves the decisions outlined within the reports and summarised below.

**OUTCOME/APPROVAL BY:** PCC

The decisions from the Police Accountability Forum are recorded formally below.

**Signature**

*A.W. Bett*

**Date** 11/11/15

## DECISIONS

### 1. *Agenda Item 4 – Budget Monitoring Report 2015/16 to 31 July 2015 (Month 4)*

The PCC noted the report and approved the following recommendations:

- a) The additions to the Capital Programme as follows:
- £25k (£44k joint) moved from Table B for the Constabulary Intranet project
  - £23k (£40k joint) for the Cybercrime project funded from revenue contributions to capital budget.
  - £80k for the purchase of an office at Fakenham funded from revenue contributions to capital budget
  - £10k moved from Table B (£500k budget) for feasibility work at Hurricane Way, Norwich
  - £5k for feasibility work at Sprowston, Norwich which was funded from revenue contributions to capital budget – brought forward from the £50k budget earmarked in 2017/18
  - £130k for Hoveton police station funded from revenue contributions to capital budget – brought forward from 2016/17
  - £113k (£200k joint) for ERP system project funded by transfer from Invest to Save reserve i.e. using the contingency for the project as agreed by the PCCs.
- b) An amended Capital Programme totalling £8.878m for 2015/16 for Table A projects.

### 2. *Agenda Item 11 – Estates Strategy Update:*

*The PCC gave approval to:*

- a) *Acle Police Station – that consultation was progressed with Broadland District Council planners to seek future residential re-development on the site and to report back with proposed plans for further approval.*
- b) *Wymondham OCC Mast Letting – the rent review with a communications provider.*
- c) *Hunstanton Police Station Mast Letting – the rent review with a communications provider*
- d) *Asbsetos Management Contract – extend the asbestos management contract by the current provider to a maximum period until 9 May 2018.*

**PUBLIC ACCESS TO INFORMATION:** *Information contained within this submission is subject to the Freedom of Information Act 2000 and wherever possible will be made available on the OPCC website. Submissions should be labelled as 'Not Protectively Marked' unless any of the material is 'restricted' or 'confidential'. Where information contained within the submission is 'restricted' or 'confidential' it should be highlighted, along with the reason why.*

**APPROVAL TO SUBMIT TO THE DECISION-MAKER** (this approval is required only for submissions to PCC and DPCC).

**Chief Executive**

I am satisfied that relevant advice has been taken into account in the preparation of the report and that this is an appropriate request to be submitted to the PCC.

**Signature:**

A handwritten signature in black ink, appearing to be 'M. A.', written over a horizontal line.

**Date**

2-11-15

**Norfolk Police and Crime Panel  
Forward Work Programme 2015-16**

	<b>Main items of business</b>	<b>Invited to attend</b>
10am Tuesday 16 February 2016, County Hall	<b>Reserve date – to review a revised precept for 2016-17, if vetoed (the Panel must review and report by 22 February 2016)</b>	Commissioner and Deputy Commissioner, supported by members of the Commissioner's staff and Chief Constable

**Forward Work Programme 2016-17**

	<b>Main items of business</b>	<b>Invited to attend</b>
10am Tuesday 22 March 2016, County Hall	<p><b>Update from the Complaints Handling Sub-Panel</b></p> <p><b>Police and Crime Plan Performance Report</b></p> <p><b>Commissioned Services – quarterly report</b></p> <p><b>PCC Complaints update</b></p> <p><b>Appointment of Co-opted Independent Member (consider draft application pack, timetable for recruitment and appoint a selection panel)</b></p> <p><b>Information bulletin – questions arising to the Commissioner</b></p> <p><b>Forward work programme for 2016-17</b></p>	Commissioner and Deputy Commissioner, supported by members of the Commissioner's staff and Chief Constable
	May 2016 - PCC and local elections	
To be confirmed	<b>Informal meeting with newly elected PCC</b>	



<p>10am Wednesday 15 June 2016, County Hall</p>	<p><b>Balanced Appointment Objective</b></p> <p><b>Panel Arrangements and Rules of Procedure – Review</b></p> <p><b>Appointment of Co-opted Independent Member (consider appointment recommendation from the sub-panel)</b></p> <p><b>Police and Crime Plan for Norfolk - Refresh</b></p> <p><b>Commissioned Services – Quarterly report</b></p> <p><b>Update from Complaints Handling Sub-Panel</b></p> <p><b>PCC Complaints update</b></p> <p><b>Norfolk PCP funding</b></p>	<p>Commissioner and Deputy Commissioner, supported by members of the Commissioner’s staff and Chief Constable</p>
<p>10am Wednesday 14 September 2016, County Hall</p>	<p><b>(To be agreed)</b></p> <p><b>Update from the Complaints Handling Sub-Panel</b></p> <p><b>Commissioned Services – Quarterly report</b></p>	<p>Commissioner and Deputy Commissioner, supported by members of the Commissioner’s staff and Chief Constable</p>
<p>10am Tuesday 22 November 2016, County Hall</p>	<p><b>(To be agreed)</b></p> <p><b>Update from the Complaints Handling Sub-Panel</b></p> <p><b>PCC Complaints update</b></p>	<p>Commissioner and Deputy Commissioner, supported by members of the Commissioner’s staff and Chief Constable</p>

The identified items are provisional only. The following meetings will be scheduled only if/when required:

- confirmation hearings

**For information**

Norfolk County Community Safety Partnership Scrutiny Sub Panel – this Sub Panel meets at least annually; it will meet next on 3<sup>rd</sup> March at 11am at County Hall, Norwich

Scheduled Police Accountability Forum Meetings are due to take place on the following dates (agendas will be made available via the Commissioner's website):

- Thursday 24 March 2016
- Tuesday 17 May 2016
- Tuesday 12 July 2016
- Tuesday 13 September 2016
- Wednesday 16 November 2016

(Most at 10 a.m. in the Filby Room, Jubilee House, Wymondham – check OPCCN website for details)

Scheduled 2016 Norfolk and Suffolk Collaboration Panel meetings to be advised (agendas will be made available via the Commissioner's website).