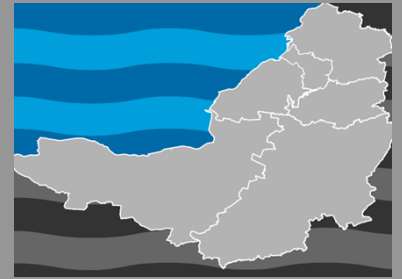


Avon and Somerset Police and Crime Panel



Hosted by Somerset County Council Democratic Services



Wednesday 13 December 2017
10.30 am Town Hall, Walliscote Grove Road, Weston
Super Mare, BS23 1UJ

Membership:

Bath & North East Somerset
Bath & North East Somerset
Bristol City Council
Bristol City Council
Bristol City Council
Mendip District Council
North Somerset Council
North Somerset Council
Sedgemoor District Council
Somerset County Council
South Gloucestershire Council
South Gloucestershire Council
South Somerset District Council
Taunton Deane Borough Council
West Somerset District Council

Cherry Beath
Mark Shelford
Asher Craig
Afzal Shah
Mark Weston
John Parham
Nigel Ashton (Chairman)
Roz Willis
Ann Bown
Neil Bloomfield
Mike Drew
Heather Goddard
Martin Wale (Vice-Chair)
Jane Warmington
Stuart Dowding

Independent Members:

Bryony Ball, Joseph Mullis, Andrew Sharman

Contact Officer: Patricia Jones
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Agenda published: Deadline(pubagenda)
Somerset County Council
County Hall, Taunton
TA1 4DY



RNID typetalk



Agenda

Public Information Sheet

Guidance about procedures at the meeting follows the agenda. This meeting will be open to the public and press, subject to the passing of any resolution under Section 100A (4) of the Local Government Act 1972. This agenda and the attached reports and background papers are available on request prior to the meeting in large print, Braille, audio tape & disc and can be translated into different languages. They can also be accessed via the council's website on www.somerset.gov.uk/agendasandpapers

**** Public Guidance notes contained in agenda annexe ****

1 **Apologies for Absence**

2 **Public Question Time**

Statements or questions should be e-mailed to PLJones@somerset.gov.uk, or sent to the Democratic Services Team, County Hall Taunton TA1 4DY (marked for the attention of Patricia Jones). Statements must be received no later than 12.00 noon on **Tuesday 12th December 2017**. Questions must be received no later than 5 clear working days before the meeting - **5pm on Tuesday 5th December 2017**.

3 **Declarations of Interest**

The Statutory Register of Member's Interests can be inspected by contacting Patricia Jones in the Democratic Services Team on Tel: 07855 284506 or PLjones@somerset.gov.uk.

4 **Minutes from the meeting held on 24th October 2017 (Pages 7 - 28)**

To confirm as a correct record.

5 **Chairman's Business**

6 **Prevent Strategy - Presentation**

7 **Commissioner's Update (Pages 29 - 34)**

8 **Police and Crime Plan (Pages 35 - 40)**

The Panel is invited to consider an addendum to the Police and Crime Plan which reflects recent amendments. In accordance with section 28 (3) of the Police Reform and Social Responsibility Act 2011, the Panel is required to consider the amendments and make a report or recommendations to the Commissioner.

- 9 **Scrutiny of the Budget and Draft Medium Term Financial Plan (Pages 41 - 66)**
- 10 **Scrutiny of Performance/delivery against the Police and Crime Plan - Link
Member Reports**
- 11 **Work Programme (Pages 67 - 68)**
- 12 **Standing Complaints Report (Pages 69 - 72)**

Possible exclusion of the press and public

Recommended - that under Section 100A(4) of the Local Government Act 1972, the public be excluded from the meeting for the consideration of the following item, on the grounds that it involves the likely disclosure of exempt information as defined in Part I of Schedule 12A to the Act (as amended).

- 13 **Complaint Update**
- 14 **Date of Next Meeting**

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Avon & Somerset Police and Crime Panel

Public Information Sheet

Inspection of Papers/Register of Member Interests

You can find papers for all our meetings on our website at www.somerset.gov.uk

Please contact Patricia Jones, Senior Democratic Services Officer on telephone: 01275 885788 if you wish to inspect the papers or the Statutory Register of Member's Interests.

Public Question Time

Members of the public may make a written statement to most meetings, provided that:

- the statement is received by the Democratic Services Team no later than **12.00 noon on the working day before the meeting**; and
- the statement is about a matter the Panel has responsibility for.

Statements should be e-mailed to PLJones@somerset.gov.uk or sent to Somerset County Council, Democratic Services Team, County Hall, Taunton, TA1 4DY.

Any statement submitted should be no longer than one side of A4 paper. For copyright reasons, we are unable to reproduce or publish newspaper or magazine articles that may be attached to statements.

By participating in Public Question Time business, we will assume that you have consented to your name and the details of your submission being recorded in the papers circulated to the committee. This information will also be made available at the meeting to which it relates and placed in the official minute book as a public record.

We will try to remove personal information such as contact details. However, because of time constraints we cannot guarantee this, and you may therefore wish to consider if your statement contains information that you would prefer not to be in the public domain. Statements will not be posted on the council's website.

Process during the meeting:

- Public Question Time is normally one of the first items on the agenda. If a statement concerns a specific item on the agenda, it may be taken just before the item concerned.
- The Chair will call each submission in turn. When you are invited to speak, please make sure that your presentation focuses on the key issues that you would like Members to consider. This will have the greatest impact.
- You may direct any questions or comments through the Chairman. You may not take direct part in the debate.
- Your time allocation may have to be strictly limited if there are a lot of submissions before the meeting.
- You do not have to speak or even attend the meeting at which your submission is being taken. However, if you do not present it, then it will not be read out. It will nevertheless be noted by Members.

Emergency Evacuation Procedure

In the event of a fire alarm sounding, you are requested to leave the building via the nearest available signposted emergency exit and make your way to one of the assembly points around the building. Officers and councillors will be on hand to assist.

Excluding the Press and Public

Occasionally, there will be items on the agenda that cannot be debated in public for legal reasons and these will be highlighted on the agenda as appropriate. In these circumstances, the public and press will be asked to leave the room and the Panel will go into Private Session.

Recording of Meetings

Somerset County Council supports the principles of openness and transparency. It allows filming, recording and taking photographs at its meetings that are open to the public providing it is done in a non-disruptive manner. Members of the public may use Facebook and Twitter or other forms of social media to report on proceedings and a designated area will be provided for anyone who wishing to film part or all of the proceedings. No filming or recording will take place when the press and public are excluded for that part of the meeting. As a matter of courtesy to the public, anyone wishing to film or record proceedings is asked to provide reasonable notice to the clerk so that the Chairman can inform those present at the start of the meeting.

We would ask that, as far as possible, members of the public are not filmed unless they are playing an active role such as speaking within a meeting and there may be occasions when speaking members of the public request not to be filmed.

Avon and Somerset Police and Crime Panel



Hosted by Somerset County Council Community Governance



Minutes of the Police and Crime Panel

Tuesday 24th October 2017

Present:

Local Authority Representatives:

Nigel Ashton and Roz Willis (North Somerset Council), Asher Craig (Bristol City Council), Neil Bloomfield (Somerset County Council), John Parham (Mendip District Council), Jane Warmington (Taunton Deane Borough Council), Martin Wale (South Somerset District Council), Stuart Dowding (West Somerset District Council), Heather Goddard (South Gloucestershire Council), Mark Weston (Bristol City Council).

Independent Members:

Joseph Mullis

Apologies for Absence:

Cherry Beath and substitute Dine Romero (Bath and North East Somerset Council), Bryony Ball (Independent Member), Afzal Shah (Independent Member), Mark Shelford (Bath & North East Somerset Council), Ann Bown (Sedgemoor District Council), Mike Drew (South Gloucestershire Council), Andy Sharman (Independent Member).

Police and Crime Commissioner and Supporting Staff:

Sue Mountstevens (Avon and Somerset Police and Crime Commissioner), John Smith (Chief Executive, OPCC), Julian Gale (Monitoring Officer, Somerset County Council), Mark Simmonds (Chief Financial Officer, OPCC), Joanna Coulon (Criminal Justice and Commissioning Officer, OPCC), Patricia Jones (Senior Governance Advisor, Somerset County Council), Howard Evans (Private Sector Housing Service Leader at North Somerset Council).

1. Public Question Time

None.

2. Declaration of Interest

None.

3. Minutes of the meeting held on 27th June 2017



Resolved – that the Minutes of the meeting held on 27th June 2017 be confirmed as a correct record and signed by the Chairman.

4. Chairman’s Business

Consultation on National Representation for Police and Crime Panels

The Panel noted that most Panels were in favour of forming a Special Interest Group within the Local Government Association (LGA). Further discussions would be held at the PCP National Conference on 6th November 2017 which would be attended by the Vice-Chair and the Senior Governance Officer.

Response to Panel’s letter to the Home Secretary (highlighting funding concerns /increased demands on the force)

The Panel noted the response from Nick Hurd (Minister for Policing and Fire) setting out his plans to lead a programme of engagement with the Police focussing on improved productivity, efficiency and the prudent use of reserves. It was noted that the Commissioner had made further representations to the Minister highlighting the need to progress talks around the complexity of demand and sustainability of the service. The Panel noted this had been evidenced in detail in the Tipping Point document submitted to the Minister to support these discussions.

5. Commissioner’s Update

The Commissioner drew attention to the following key activities set out in detail in her report:-

- Criminal Justice Transformation Programme (CJTP)– funding had now been secured for the appointment of a Senior Responsible Officer who will lead on a programme of work based on recommendations emerging from a whole system review of the service. The Commissioner emphasised the importance of the multi partnership approach which had been adopted to ensure the successful delivery of the project.
- Reducing Offending Board – the Panel noted the support and early intervention workstreams which are being taken forward by a range of agencies including Community Safety Partnerships (CSPs). Whilst acknowledging the extent and severity of local authority cuts, the Commissioner made the point that lack of accommodation and infrastructure for ex-offenders on release from prison inevitably made rehabilitation more complicated.
- Commissioning activity - the Panel was advised that procurement processes are underway for the Sexual Assault Referral Centre (SARC) and the Custody and Courts Referral Service. The Panel was asked to appoint a Link Member for Vulnerability to assist in taking forward work to recommission victim services.
- Service Delivery Assurance – a multi-agency Inquiry Day will be held in March 2018 to review the lessons learnt following the tragic case of Bijan Ebrihami. Relevant agencies will work together to provide the best possible services to vulnerable residents in the community.

- Avon Fire Improvement Board – the Panel noted that the Commissioner had taken up a place on the board set up following the Home Office Inspector’s review of the Avon Fire Authority (AFA). The Commissioner will accept an invitation to join Devon and Somerset Fire Authority once voting rights are established through enabling legislation currently being progressed by the Home Office. The AFA was now officially located at Police and Fire Headquarters in Portishead and a Police enquiry office has opened at Nailsea Fire Station.
- The Commissioner noted a request for progress in Southmead where time is being lost by officers required to report to the Bridewell Station and then travel north.
- Following consultation with the public, discussions are taking place with Councillor Tim Warren to progress the move of the Neighbourhood Teams back to the One Stop Shop at Manvers Street, Bath.
- The Constabulary will make the decision on the precise location of response units in Yeovil.
- Over 100 agencies and 7,500 visitors attended the emergency services open day at Police and Fire Headquarters. The event was a great success.
- The Panel discussed the recent shooting incident in Portishead and acknowledged the widespread road closures which impacted across the region. A joint statement by the Commissioner and Chief Constable was issued to explain the reasons for the on-going closures connected to the subsequent investigation in and around the scene by the Independent Police Complaints Commission (IPCC). Work was in progress with Highways England to arrange a multi-agency exhibition to raise awareness of roles and responsibilities following incidents requiring road closures. The introduction of Smart Motorways had proven to ease congestion and reduce accidents at a number of hot spots.

A summary of the discussion that followed is set out below:-

- There was discussion around the wider mandate of a Police officer in 2017 and the proportion of time allocated to duties seemingly unconnected to the core business of a Police officer. The Commissioner pointed out that early intervention was key and there was a pressing need to develop initiatives such as Reducing Reoffenders Board which required the attendance of Police officers at related meetings. The Panel heard that this type of partnership work had historically cut the workload of a Police officer by reducing reoffending but had fallen away in recent years due to cuts. With match funding from partner agencies, the plan is to develop a dedicated rehabilitation support package to tackle the increasing number of offenders who are reverting to crime.

The Panel also noted the related work being carried out by PCCs nationally around the lack of rehabilitation support and loss of infrastructure which occurs when someone is incarcerated. It was emphasised that these are the main triggers for repeat offending and communication between the prison service and housing providers is key to developing a planned support package. Joseph Mullis agreed to assist John Smith in taking this work area forward.

- It was reported that decisions around the allocation of response units across the force area had been made on the basis of demand following a detailed review. Concerns were expressed that

plans to base the policing team within shared facilities at Shepton Mallet had stalled despite a jointly-funded project manager overseeing the project. The Commissioner agreed to make enquiries and report back.

- Asher Craig reported that work with the Constabulary was on-going to address existing challenges for BAME residents in south Bristol including the disproportionate use of stop and search powers. It was agreed that the results of Bristol's Race Disparity Audit and further details of an event organised by Bristol Race Commission would be circulated to the Panel. It was noted that the outcome of the Government's recently launched audit would be considered alongside the local findings. John Smith agreed to provide the Panel with a statistical analysis of stop and search incidents.
- The Commissioner was asked if her plans around fire authority governance would result in an expansion of her role to that of Police and Fire Commissioner. The Commissioner advised the Panel that this was not an immediate prospect and would also involve a change in legislation.

6. The Tipping Point

The Commissioner introduced a report making a case for a fair funding settlement by detailing the increasing challenge faced in delivering safe and sustainable policing for the communities of Avon and Somerset. It was noted that the evidenced based publication "The Tipping Point" was prepared for the Minister for Policing and Fire following a request for non-anecdotal information on the impact of further cuts.

The key points of the discussion can be summarised as follows:-

- The main grant settlement had reduced by 1.5% year on year, £65 million had been made in savings since 2010 and a further £8 million saved this financial year. The Government's assumption is that PCCs will raise the precept by the full 2% permissible.
- A 1% public sector pay cap has been planned for, but the additional 1% pay increase for Police officers and staff will need to be met from reserves.
- The counter-terrorism threat remains severe and response times are a challenge for armed response teams. Whilst the additional resource of a Specialist Counter Terrorism Firearms Officer is welcomed, these officers will not play a part in the initial response to any unplanned operation. The pressure on unarmed Neighbourhood Policing Teams is an on-going concern and specialist support is needed locally to meet demand. In turn, the increased pressure on Neighbourhood Policing means there is less time to gather intelligence in the community.
- Reported and recorded crime – the Constabulary responding in a more proactive way and has seen a significant increase in complex cases in relation to child sexual exploitation, child sexual abuse, as well as the areas of Female Genital Mutilation and modern slavery.
- Intensive work is underway with partners to develop a better systems approach to mental health and missing people.
- The population growth and demands of a typical day set out in detail at page 32 of the papers demonstrates the strain on resources.
- The workforce is also under strain - 39% of Police officers have sought help with mental health issues. There was general agreement that a primary cause of stress is caused by an

officer prevented from carrying out his duties due to increased demand and time constraints.

- Unless demand is reduced, the potential to become a reactive 999 force and a universal safety net will increase. There was general agreement that clarity and consensus was needed about the service that can be provided going forward. It was suggested that the government needed to be fully aware that if year on year efficiencies continue, the service provided will be significantly different.
- Despite concerted efforts in recent years to address the impact of "damping" (the element of the funding formula which is heavily weighted against the Avon and Somerset Constabulary), no significant progress is likely to be made this parliamentary term.

The Commissioner invited the Chief Financial Officer to talk further about the growing crisis in funding. The following key points were noted:-

- Reasonable assumptions and risk assessments have been made and a significant response is required to meet the challenges ahead. The current flat cash settlement is no longer sustainable - savings were being made year on year to keep pace with pay and inflation rises and the accumulative effect was severe.
- Capital grant funding has reduced by 60% since 2010 and capital programmes have been funded from capital reserves and receipts. Capital receipts that can be raised by selling the remaining surplus space on the estate will inevitably be swallowed up. It was confirmed that Bower Ashton has been sold to the Caravan Club.
- The Treasury has vastly over-estimated the reserve position of the force. The ability to call on reserves is very restricted and by next year useable non-ring-fenced reserves are predicted to fall to just 5% of net annual spend. This will pose a high level of risk in the coming years.
- Fair pay for staff is supported and an additional 1% increase (on top of the 1% cap) will be funded from reserves at a cost of £1.3 million.
- On the basis that there will be no uptake in the settlement, PCCs have asked for increased flexibility to raise the precept by up to 5% without triggering the referendum requirement. It was reported that this translates to £9.00 on a Band E property and would rise £5 million.

The Commissioner and staff were commended on the approach set out in the Tipping Point which provided a solid evidence base to inform the November settlement. It was agreed that the Panel would arrange for the document to be made available on the respective local authority websites. It was noted that a national submission from PCCs and Chief Constables will also be provided to the Minister.

7. Unauthorised Encampments

The Panel considered a report from Howard Evans, Private Sector Housing Service Leader at North Somerset Council, setting out the powers available to tackle the formation of unauthorised camp sites on publicly owned land and the operational issues associated with the implementation of these powers.

It was reported that the Civil Procedure Rules and the Criminal Justice and Public Order Act 1994 (CJPO) provided the quickest form of relief to Local Authorities dealing with illegal sites, subject to the following criteria:-

Part 55 Civil Procedures Rules

- they can only be used by the landowner
- they may be used to regain possession of land and require civil court procedure
- Possession is obtained through enforcement action by county court bailiffs
- the rules do not provide any sanctions for the return of trespassers onto land

Sections 77-78 Criminal Justice and Public Order Act 1994

- used by a local authority on any land within the local authority's area (irrespective of ownership)
- ability to remove identified individuals (named or otherwise) from land
- requires the involvement of the Magistrates Court when unauthorised campers do not leave when directed to do so
- Possession is obtained through enforcement action by county court bailiffs employed by the local authority
- the return of unauthorised occupiers and/or their vehicles to the same location within three months carries criminal sanctions.

It was reported that injunctions are not sought as a remedy on a regular basis because the process is both longer and more limited in its effect. The Panel was advised that injunctions directed at persons unknown lack a power of arrest and enforcement is by paper committal to the magistrate court which invariably takes time.

It was noted that Police also rely on powers set out in the Criminal Justice and Public Order Act and similarly there are limitations on the use of these powers - danger to life and significant disruption to the community or environment must exist before action will be taken.

Below is a summary of the points raised in the ensuing discussion:-

- With reference to the High court case *Croydon-v-Persons Unknown (2016)*, Joseph Mullis drew attention to the additional tools and injunctive powers available to Local Authorities provided for in the Local Government Act 1972 and the Anti-Social Behaviour Act 2014. The Panel noted that nuisance/annoyance was the primary test and that it was possible to serve a notice on persons unknown which included a power of arrest. Breach of the injunction would lead to enforcement action and attendance in court within 14 days. It was emphasised that the process was about protecting communities and agencies working together to achieve the best outcome. It was agreed that the cited case would be sent on to Howard Evans for possible future guidance.
- Councillor Willis expressed concern about the cost to residents, the Police and local authorities following recent experiences in her ward. There was general agreement that

legislative changes to take account of the wider area would ease the impact on local agencies - encampments were frequently moved on only for the process to start again at a different location. This “cat and mouse” scenario was understood to be a regular occurrence.

- It was noted that court and clean-up costs had amounted to £30,000 per site in Councillor Parham’s ward who recommended that a more robust approach could be adopted by the Police, particularly in circumstances involving anti-social behaviour and nuisance. This was noted but it was also recognised that language barriers and the protection afforded by the law to specific groups of people often made a challenging situation more complex.
- Ashely Jones, the Commissioner’s Staff Officer, outlined when and how Sections 61 and 62 of the CJPOA are used by the Police. It was reported that powers are activated when:-
 - the landowner has taken reasonable steps to move the encampment on but this has proved unsuccessful; and
 - damage to the land, threats, harm, harassment or damage to 6 or more vehicles has occurred.

Whilst in theory this enables the Police to evict the campers, it was reported that this was not a typical scenario because the law requires the group to be moved to an alternative transit site located within the local authority area. When this does not exist, an operational decision is often taken to contain the problem and mitigate the risks posed.

A number of Panel Members indicated that this was not a suitable remedy – whilst moving people without their cooperation was manpower intensive, every effort should be made to legally evict the encampment.

- It was noted that the Commissioner had lobbied the Government and Home Affairs Select Committee for legislative changes to bring about the national co-ordinated approach that is lacking. In the meantime, it was hoped that a recently drafted Memorandum of Understanding between the Police and Local Authorities alongside the summit taking place in early 2018, will clarify the roles and responsibilities of each authority and outline the circumstances when the powers available will be used. It was confirmed that transit sites will form part of the discussions.

In conclusion, it was agreed that Panel Members would provide the Commissioner with specific issues relating to their local areas.

8. Scrutiny of Performance/Delivery against the Police and Crime Plan – Link Member Reports

Councillor Craig – Representative Workforce

Councillor Craig reported on the initiatives being developed in support of the objective set out in the Police and Crime Plan – *Diverse communities will be engaged, well-understood and represented in the workforce*. A copy of the report is attached as Appendix 1 to the minutes.

The Panel noted the following key points:-

- At a strategic level, Mark Wilton has been appointed as Director of People and Organisational Development.
- The day to day work of the Representative Workforce Team is led by Esther Wride and PC Kristian Harris with support from the Black Police Association. Continuing engagement by the team at events and initiatives including football matches and career fairs has led to increasing support for Avon and Somerset Police (ASP).
- A targeted recruitment launch will be held at The City Academy on 2nd November 2017 to raise awareness and enable greater engagement in the recruitment process.
- There has been a significant uplift in BAME representation since October 2016 – now 17% of the workforce.
- Training is underway for new community assessors to join the interview panels for new recruits – Search Assessors.
- There are now 35 diversity champions within ASP.
- Stepping Up Programme – this will enable staff at midlevel to step up to leadership challenges.
- Babassa – a support programme providing mentoring opportunities for young people.

Councillor Craig thanked the Commissioner and Chief Constable for their concerted efforts to address the challenges.

Councillor Craig circulated a stop and search information booklet entitled Know Your Rights. A number of Panel Members felt the booklet sent out the wrong message -HMIC was satisfied that 98% of stop and search in Avon and Somerset was justified, demonstrating that officers largely worked within the law and used the power effectively in a targeted and intelligence-led way. It was noted that arrests had increased specifically due to this. The Commissioner stated that the booklet aimed to eliminate the few unlawful instances which taint the overall position. It was noted that the smell of cannabis was no longer a lawful reason to stop.

Councillor Willis and Joseph Mullis – Mental Health

Joseph Mullis and Councillor Willis reported on their findings following a visit to Police Headquarters and Bridgwater Custody Suite to assess the progress of a two year mental health triage pilot launched in September 2016:-

- The service aimed to provide immediate access to a trained mental health team with ability to triage, screen for assessment and support the Police with decision making/referrals to specialised teams and organisations.
- The number of people taken into custody following a S136 detention has fallen dramatically, with a number of reporting periods seeing no custody detentions at all. While this is progress, finding a suitable health-based setting remains a challenge due to a lack of dedicated wards/beds.
- Reference was made to the current funding arrangements set out in paragraph 5 and the need to plan for the future to ensure the service achieves its potential.
- Since its launch in September 2016 and up to December 2016, the service has dealt with over 500 referrals. Anticipated benefits include:-
 - a reduction in the volume of individuals detained under the Mental Health Act, easing demand on health-based places of safety and ensuring beds are available for those most in need;

- a reduction in presentations to A&E by persons in mental health crisis through early intervention;
 - improved engagement with mental health services by people regularly in contact with the emergency services/a reduction in repeat caller demand;
 - Early identification of individuals not known to mental health services to prevent them reaching crisis point;
 - Multi-agency collaboration that will lead to significantly improved professional relationships between Health, Police, Fire and Ambulance. Increased levels of mental health awareness in frontline staff and jointly delivered training.
- Jill Shepherd, previously Chief Officer of Bristol CCG, has been appointed as the Programme Manager for the S136 work. The first meeting of the new governance group will take place on 20th November.

Councillor Parham – Cyber Crime

With reference to a report tabled at the meeting, Councillor Parham updated the Panel on initiatives and preventative work underway in relation to cyber crime. A copy of the report is attached as Appendix 2 to the Minutes.

Councillor Willis – Vulnerability

The Commissioner noted that the new Link Member for Vulnerability is Councillor Willis.

10. Panel Funding – Indemnity Mechanism

The Panel considered a report of the Senior Governance Advisor setting out the background to the Panel's governance arrangements and provisions in place to address any shortfall in funding as determined by the Leader's Joint Selection Committee in 2012.

The Panel noted that a principle of indemnity had been agreed by the LJSC which requires the Constituent Authorities to offset a shortfall should the Panel's running costs exceed the available funding. However it was noted that the method by which this would work in practice was not subsequently finalised, the most likely reason being that the Panel had operated within budget since 2012. There was no suggestion that an overspend situation was imminent but it was sensible to have the detail of the mechanism in place having been agreed by the Constituent Authorities.

There was general agreement that in the event of a deficit, the amounts discussed at the pre-meeting based on population estimates and a deficit of £10,000, would secure an equitable method of contribution.

11. Work Programme

The Panel noted the following amendments to the Work Programme:-

Prevent Strategy - Presentation 13th December 2017

12. Standing complaints Report

The Panel considered and a report of the Chief Executive (OPCC) providing an oversight of all complaints made against the Commissioner. It was noted there had been no further complaints since the last meeting.

13. Exclusion of the Press and Public

Recommended - that under Section 100A(4) of the Local Government Act 1972, the public be excluded from the meeting for the consideration of the following item, on the grounds that it involves the likely disclosure of exempt information as defined in Part I of Schedule 12A to the Act (as amended).

14. Complaint Update

It was agreed that further efforts would be made to obtain clarification from BCC on the resolution method adopted for an outstanding complaint.

15. Date of next Meeting

- 17th November 2017 10am-1.30pm (Budget training Police Headquarters)
- 13th December 2017 10.30am (formal Panel meeting)

(The meeting ended at 1.00pm)

Chairman -

ACHIEVING A REPRESENTATIVE WORKFORCE

POLICE AND CRIME PANEL MEMBERS UPDATE

The objective set in the Police and Crime Plan is:



Diverse communities will be engaged, well-understood and represented in the workforce

Strategic level

- The Constabulary has now appointed a Director of People and Organisational Development – Mark Milton. Mark joins Avon and Somerset from South Wales and Gwent Police, where he’s worked as Director of Support Services for the past six years. He is also Vice Chair of the Chartered Institute of Personnel and Development Police Forum and recently became a Fellow of the CIPD. He is the OPCC’s Chief Officer Group lead for the “Right People, right equipment and right culture” priority and means that someone at a strategic level within the organisation is leading this area of work.
- The new Director of People and the Deputy Chief Constable are holding a Diversity and Inclusion workshop next week to assess all of the Constabulary’s work on Equalities and Diversity including how to better engage the staff associations and the organisation around this priority. We welcome this move and the OPCC will be attending and contributing to the day.

Tactical level

Representative Workforce Team – day to day work on the representative workforce priority continues to be led by Esther Wride and newly appointed PC Kristian Harris as well as support from the Black Police Association. There is continued engagement by the team and a growing number of ASP supporters at events and initiatives across the force from football matches to careers fairs.

NEW Targeted Recruitment Launch

The biggest change ahead of opening police officer recruitment next month is the Targeted Recruitment Launch at the City Academy, November 2. Following success in Greater Manchester, Avon and Somerset will be holding a community event to help raise awareness and enable greater engagement in the recruitment process at a community level. *You should have both received an invitation to the event?*

HR

- Police officer recruitment – Since October 2016 – January 2018, it is predicted that BAME representation within new and ‘to be’ trained recruits is at approximately **17%**
- Police officer interview processes – Training is underway for new community assessors to join the interview panels of police officer recruitment. This is called ‘**Search Assessors**’. The



OUR PRIORITIES

Q ACHIEVING A REPRESENTATIVE WORKFORCE

accredited scheme is run by the College of Policing. Following this week's course and another course in January, if all candidates are successful (it's a pass/fail course) there will be 30% BAME assessors for future police officer interview processes.

- Diversity Champions – there are now 35 people within Avon and Somerset Police (ASP) who are diversity champions. This means they have received training to understand the complex recruitment processes within policing and received mentor training. The idea is that the champions will work with/mentor people (max 2) applying for police officer and staff roles.
- Registered Interest – people who are interested in becoming a police officer can now register for interest. The representative workforce team are holding 'keep in touch' workshops and running workshops with those who were unsuccessful to look at other options. There is currently over 90 BAME people on the interested register.
- The representative workforce team are currently working to divert people who were unsuccessful in their police officer process but passed their Specials Assessment to become Specials.
- **Stepping Up** – ASP would very much like to support Bristol City Councils Stepping Up programme and the opportunity has been advertised internally. Esther is currently working with a small number of colleagues who are considering applying. We are hopeful that at least one or two candidates will put themselves forward for the scheme.
- **Police Now** - Police Now recruits and trains outstanding graduates so they can become police officers. The recruitment process is a lot faster than the normal recruitment process and offers a better range of diversity of candidates. Following an intense summer programme, ten graduate Police Now candidates are working as Beat Managers across Avon and Somerset.
- **Babassa** – the Bright Ideas presentation event has been held and the police are supporting 4 young people with their pitches. This autumn a number of mentoring opportunities are being offered to young people across roles within ASP. Esther continues to be engaged with 'spotlight sessions' with young people who have been through their job awareness training. The project is at a midway point and it is being reviewed. It is fair to say that the PCC and Chief Constable were disappointed with the event and the support for the young people.

Community Engagement

- Greater promotion of community based projects such as: Ride Along is underway.
- The new Citizen Academy in Bristol which offers people an insight into policing in Avon and Somerset is being evaluated ready for a new programme next year
- Mini police has launched – The new scheme is an extension of the Volunteer Police Cadet scheme aimed at a younger age range. It launched last week for Year 5 pupils at Oasis Academy Connaught, Knowle West. Following evaluation of this scheme it is hoped to be rolled out to wider areas of the force.

What is the OPCC doing?

- Following a successful recruitment process the new **Scrutiny of Police Powers Panel** which reviews the use of Taser, stop and search, body worn video and the use of force and soon



OUR PRIORITIES

ACHIEVING A REPRESENTATIVE WORKFORCE

'spit guards,' is up and running. A key driver for the Panel is was to increase transparency and public knowledge about the safeguards and complexity in relation to the use of police powers and maintain public trust and confidence. There are 18 members and 50% are BAME. A Chair and two Vice Chairs have been appointed by the panel and a press release will go out shortly. Their next meeting is in December and they will discuss their role scrutinising the use of 'spit guards.'

- Following consultation with the new scrutiny panel and in relation to the OPCC's duties on stop and search we have refreshed the 'Know Your Rights' materials and introduced a new Z-card leaflet which has been circulated to the Local Policing Directorate. We have also taken on the responsibility for updating the new stop and search website www.stopandsearchthetruth.com created by the Constabulary and the previous Stop and Search Independent Advisory Group. Soon there will be information on here regarding body worn video, making complaints. We are also looking at opportunities to be more transparent with stop and search data on the site.
- Four people have begun shadowing the PCC, attending panels, events and having sessions with the OPCC to better understand the role of the PCC. The PCC is keen to enable the opportunity for people to shadow her to encourage a greater diversity of candidates at the next election in 2020. The scheme will be reviewed and evaluated next June following one whole year of engagement.
- Police Transformation Bid – we were unsuccessful in the Home Office Police Transformation Fund for our representative workforce proposal working with all partners from the Bristol Manifesto Strategic Leaders Group, however we will continue to look out for other funding streams and ways we can boost this important area of work.
- **Community Engagement** – Following the terror attacks in Manchester and London the PCC has continued to engage with local diverse communities particularly in Bristol. We have carried out some workshops with the Black South West Network, the Somali Forum and held a surgery at the Malcolm X Centre. Sue will hold her next surgery at Easton Community Centre on November 23. We are currently reviewing our approach to community engagement particularly our activities in relation to our harder to reach communities.

How you can help?

We welcome input from you and if you are thinking of ways you can help with this priority please let us know.

CONTACT

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OUR PRIORITIES

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Cyber Crime – Link Member report 24th October 2017

1. Capability and Capacity

The Digital Investigation Unit (DIU) now consists of

1 DS

2 DC – Cyber Investigators

3 Digital Media Investigators (DMI)

1 Cyber Protect Officer

21 embedded secondary role Digital Media Investigators (investigators in other roles that also undertake the role of a DMI – a further 4 are being trained to cover some identified gaps in investigations and Intelligence department.)

2. Prevention

This remit is mainly covered by the ROCU (Zephyr) who have received significant investment in this area to deliver on a regional basis. Any opportunities for prevent intervention are referred to the ROCU by the DIU. A good example of this is Operation HOOKAROON which is an investigation into 2 x 16 year olds that have engaged in defrauding a major phone to phone banking system. Currently a joint investigation is being conducted with the National Cyber Crime Unit (NCCU) and referrals for prevent opportunities will be made.

3. Protect

A Cyber protect Officer is now in post since 31.05.2017 (2 year funded position)

The role of the cyber protect officer is to:

Complete presentations to SMEs, Community groups (vulnerable), Schools, Parents and Teachers in regards to online safety and Cyber Crime.

To date – the following audience numbers have received presentations:

Young people	Parents	Public Sector/ Charity	Business	Community Groups	Internal
81	60	29	36	42	94

The Cyber Protect officer is also participating in the Cop Shop within the Galleries twice a week over December to engage with the community in relation to cybercrime and online safety as well as providing support on installing apps safely with adequate controls in the run up to Christmas.

Review Niche cases and offer over-the-phone support in relation to online safety

The officer also provides advice and crime prevention advice over the telephone and the most frequent calls are victims of fraud in relation to software service fraud, romance fraud and telephone scams.

Domestic	Fraud	Computer misuse/hacking	Sextortion	Harassment	Sexual offences
6	11	6	3	1	6

Review Action Fraud Statistics and Technology news to inform latest support and community messages. Trends are identified and used to feed into the regional cyber protect bulleting or to inform media communications.

Maintain an online internal blog on the latest cyber trends and social media applications and how these may affect the landscape within policing. These inform the force on techniques, best practices and new developments enabling officers to stay current in respect of digital trends.

4. Pursue

The central DIU team log all cases where assistance is given to investigations or the investigation is undertaken in total by the DIU. This assistance is recorded by department, area and crime type so that gaps in knowledge / use of the DIU can be identified as well as capturing good practice when dealing with crime types.

In the last 6 months, **662** new cases have been worked on by the DIU

Regional / National Issues / opportunities

Presence on:

- Cyber Regional Users Group (Tactical) – DS DIU
- Cyber Regional Users Group (Operational) – Manager – Complex Crime
- Cyber Regional Users Group (Strategic)– DSupt Complex Crime, Investigations
- Two weekly regional meeting / call with ROCU and regional forces to share intelligence and emerging threats / trends
- National Digital Media Coordination meeting
- National DIAG (Digital Investigation advisory group)

Issues being progressed are:

Regional interactivity / virtual team

Standardised DIU profiles and remits allowing interoperability

Progression of new techniques / sharing of best practice

Open source capability

Forensic interaction

Gloucester – Operation Crystalise which will form part of the national Digital Investigation and intelligence work stream. Ensuring embedding of DMI capabilities and Digital evidence opportunities throughout the force activity.

Embedding the Cyber Pathways framework

Currently reviewing all training delivery in force with CLAD to ascertain and ensure that DMI opportunities are woven throughout as part of business as usual

The DIU feed into the two weekly ROCU cyber protect briefing to share issues and emerging trends. This document is widely circulated amongst individuals and businesses outside of policing.

Strategic threat assessment:

Key risks highlighted that are directly relevant to the Digital Investigation Team include;

Risk 3- shortage of specialist capabilities due to an increase in the use of technology by criminals resulting in cyber enables offending rapidly becoming normalised. Challenge = keeping pace and providing appropriate specialist capabilities to maximise opportunities.

- To mitigate this we have provided tailored training inputs to the following departments;
Call Centre, IAU (two separate training inputs 6 months apart), Live Cell, All Investigations staff, Telecoms SPOC office, CAB (Covert Authorities Unit), PSD, IRIS, TSU.
Partner agency; Threshold Team, Social Services.
Still to be delivered; Response, RPU/Tri Force, Cold Case team
- The DIU have commenced a force wide training mapping project, with the intention of reviewing all training products that ASC provide (delivered at all levels; new recruits to SIO's), to ensure that every course has a digital perspective. This is with the long-term aim of bringing all ASC staff up to a new baseline standard in respect of digital investigation.
- Early next year we are aiming to deliver a force digital awareness week- to make digital everyone's daily business
- The Force Cyber Profile is in the process of being created (DIU and Intel).
- Op Crystallise (National DII project)- we are currently reviewing our internal processes against this framework, so we are able to identify any additional opportunities we can explore/deliver
- Obtaining access to BERLA, NUIX from DFU
- Exploring 'ethical hacking' to see if we are able to consider this for ongoing proactive investigation
- Consideration of using Cyber volunteers e.g. Cyber Bobby van?
- Long term vision- expand the team so more of these specialist skills can be shared
- Force Open Day- stand

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Addendum to the Minutes – 24th October 2017
Agenda Item 10

Indemnity Mechanism Contributions based on shortfall of £10,000

Constituent Authority	Population	Contribution (£)	Total
Bristol	454,200	2745	
South Gloucestershire	277,600	1678	
North Somerset	208,154	1258	
Bath and North East Somerset	184,874	1117	(6798)
Somerset County	529,972	1601	(3202)
South Somerset	161,243	487	
Sedgemoor	114,588	346	
Taunton	110,187	333	
Mendip	109,279	330	
West Somerset	34,675	105	
			£10,000

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Attendance List 2017/18

Members	27 th June	24 th October	17 th November	13 th December	1 st February	March
Ashton	P	P	P			
Ball	A	A	P			
Beath/ Romero	A A	A A	A A	A		
Bloomfield	P	P	A			
Bown	P	A	A			
Craig	P	P	A			
Dowding	P	P	A			
Drew	P	A	A			
Goddard	P	P	P			
Mullis	P	P	A			
Parham	P	P	A	A		
Shah	P	A	P			
Shelford	P	A	A			
Sharman	P	A	P			
Wale	P	P	P	A		
Warmington	P	P	P			
Weston	A	P	P			
Willis	P	P	P			

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AVON AND SOMERSET POLICE AND CRIME PANEL

COMMISSIONER'S UPDATE REPORT

13 DECEMBER 2017

The following briefing provides an update for Panel Members on key activities since the last Panel meeting on 24 October 2017.

Police and Crime Plan Update

As reported at the last meeting, the OPCC and the Constabulary have agreed that there should be a minor update of the existing 2016-21 Plan to be published in January 2018. This will be followed by a more thorough refresh in time for publishing at the start of the 2019/20 financial year. The light refresh will include referencing key findings of the Constabulary's Strategic Threat Assessment (2017) and implications for resourcing, as well as update the position on Collaborations. The draft addendum will be presented to Members for consideration at this meeting under a separate agenda item.

Commissioning and Partnership Working

A&S Criminal Justice Transformation Project

As Panel Members will recall, the Commissioner was awarded Home Office Police Transformation Funding to deliver a whole system review of the local criminal justice service, with the aim to improve the experience of victims and drive locally-tailored service transformation. Funding has been secured from criminal justice partners, match-funded by the Commissioner for the appointment of a Senior Responsible Officer for a two-year period to lead and deliver a programme of work to take forward recommendations of the review and associated work to transform the local criminal justice service. Following a recruitment process, the successful candidate will take up post in the new year. The Criminal Justice Transformation Project Steering Group has agreed an implementation plan and priorities, setting out the initial focus of work for the SRO upon appointment. The scope goes beyond recommendations of the review report to focus on multi-agency issues with potential to make the biggest impact, maximise emerging opportunities, and in recognition that a number of recommendations have been superseded. Reviewing recommendations of the Lammy Review on disproportionality in the criminal justice system has been identified as an early priority for the SRO.

Avon and Somerset Reducing Reoffending Board

Members will recall that Behavioural Insights were commissioned to undertake an offender recall piece of work to build a picture of recalls to custody in Avon and Somerset and to identify recommendations to ensure that when an offender is recalled to custody, this is managed in a way that supports rehabilitation and desistance from crime and minimises harm. Behavioural Insights presented their final report to the Reducing Reoffending Board on 9 October. It was agreed that a small group – a Reducing Reoffending Integrated Commissioning group – that has been meeting over recent months to steer this work, will come together again to consider and begin to implement the recommendations.

The OPCC has also recently been approached by Crest Advisory (a consultancy working with a small number of PCCs across the country) to develop options for local flexibility to strengthen delivery of criminal justice services. The work will focus on current arrangements in relation to low-level probation, including oversight of the CRC contract and broader offender management services and co-commissioning of offender management services. Crest will be working closely with a range of criminal justice agencies and aim to have their report complete by the end of November.

Work continues between the Constabulary, National Probation Service and Community Rehabilitation Company to review, refresh and reinvigorate the approach to Integrated Offender Management. Similarly significant work has been undertaken to finalise a Reducing Reoffending Strategy and performance framework. Crest will be assisting with the performance framework element of the work.

Following the last meeting of the Board the OPCC (in the capacity as chair of the Board) wrote to all partners to set out and reaffirm key workstreams and to request that partners consider resources available to support these, as this is posing a significant challenge. A number of Community Safety Partnerships have also tabled Reducing Reoffending at recent meetings – primarily to discuss the strategy and how local work will support the Avon and Somerset wide approach.

Victim Services Recommissioning

The initial suite of victim services commissioned by the OPCC when responsibility was devolved from the Ministry of Justice in 2013 are now in their final year of three year contracts. The OPCC has invoked the clause to extend the services for an additional year (2018/19) and work has now commenced to recommission these services. The first key piece of work in this process is to commission and deliver a needs assessment – bids have come in and are in the process of being evaluated. A Victims Recommissioning Board has also been established and it has been agreed that the panel link member for vulnerability will sit on this Board.

Joint Commissioning Work

SARC Services

Bids are currently being evaluated for the provision of Sexual Assault Referral Centres (SARCs) across the South West. NHS England is the lead commissioner working with local OPCCs. Members will recall that this stage has come after an engagement process and will see enhanced services across the region. The Panel will be updated in the new year on the decision following the standard processes to award the contract. The new service will commence in October 2018 allowing a 6 month mobilisation period.

Custody and Courts Referral Service Consultation

The formal procurement process for the Custody and Courts Referral is now in the final evaluation stage. This new service sees the OPCC working with NHS England to jointly commission a single integrated referral service covering police custody, courts and voluntary attendances across Avon and Somerset. The successful provider of this service is due to be

announced in December with mobilisation due to start on January ready for service launch on 1st April 2018.

Mental Health

Members will recall that Partners across the Avon and Wiltshire area have recently been engaged in a system wide review of S136. The review was facilitated by the Alexander Group and involved partners and service users from across the system. The involvement of Alexander Group has now come to an end with health partners taking on programme management and strategic governance. The first revised governance group chaired by Julia Ross of BNSSG CCGs took place on 20th November where it was agreed that implementation should be complete by 1st April 2018.

Child Sexual Exploitation

On 30 October, the OPCC hosted a film screening at the Watershed in Bristol to showcase three films which have been produced by young people receiving support from the Barnardo's BASE service. The films are of three spoken word performances, using poets to deliver the words and expressions of the young people as survivors of sexual abuse, through the viewpoint of the older self, giving strength to the younger self. Young people led all stages of the project, from recruiting the production company, identifying poets, supporting filming and organising the launch event. Board Members can view the films at the following link: www.youtube.com/AvonandSomersetPCC

Commissioner's Community Action Fund (CCAF)

The Police Community Trust met at the end of October to allocate grants for Quarter 3 of 2017/18. A total of **£41,127** was awarded to 18 of the 23 applicants to the Commissioner's Community Action Fund (CCAF). The Trust will meet to make their decisions for Q4 applications in late January 2018. The timetable for the remaining deadlines and decisions dates for this financial year is set out below:

Application Deadline	Decision Date
1 December '17	End of January '18

Governance, Scrutiny and Inspections

HMICFRS Inspections

The 2017 PEEL Effectiveness Inspection 'hot debrief' took place at the end of November and the findings will be known in February 2018. The PEEL Efficiency inspection report was published in November with the Constabulary graded as 'good'. The report answers how well the force understands demand, uses its resources and plans for the future. The Constabulary was found to have an 'outstanding' understanding of demand and was rated as 'good' for use of resources and planning. Thematic reports were recently released on modern slavery and domestic abuse, and the PEEL Legitimacy Inspection report is expected to be published in the coming weeks. The completion of all recommendations made within inspection reports is monitored within the Police and Crime App, and scrutinised at the Joint Audit Committee, and the Constabulary have a well-established working group, overseen by the Deputy Chief Constable to ensure actions are progressed.

Service Delivery Assurance – Vulnerability

Work is ongoing by the OPCC team have been designing a service delivery assurance process to provide assurance on behalf of local people that necessary lessons have been learnt from the troubling and tragic case of Bijan Ebrahimi, and that processes that the Constabulary and partners have in place in relation to understanding, preventing and protecting our most vulnerable local residents have been put in place.

A multi-agency enquiry day will be held in March 2018. The purpose of this will be to hear from key agencies including Avon & Somerset Constabulary, Bristol City Council and Stand Against Racism and Inequality (SARI) about the individual lessons which have been learnt from Bijan Ebrahimi's case, but also crucially to understand how the agencies now work together to share information, carry out early intervention and to protect vulnerable residents within Bristol. Other activity to inform the design of the enquiry day will be carried out – looking at force-wide process and practices, and all will inform a report to be published subsequently.

Scrutiny of Police Powers Panel

The third Scrutiny of Police Powers Panel meeting will take place on 19 December 2017, this time at Patchway Police Centre, with the newly elected Chair and two Vice Chairs appointed and having planned the agenda and meeting format. Cases are randomly selected during each meeting and at the beginning of the next meeting there will be a Constabulary update on use of police powers, use of force, and Stop and Search statistics, including the new publication of data. Panel members review Body Worn Video (BWV) camera footage of incidents of Stop and Search within the 3 categories of under 16s, BME and removal of more than a Jacket, outer garment or gloves, noting whether or not the Grounds for the Stop and Search were appropriate as well as the Officer handling of the situation. Stop and Search grounds are also reviewed for the appropriateness of encounters where there is no BWV footage. Panel members will be given statistics for 3 months from 1 September to 30 November 2017 for Taser use, stop and searches. Spit guard use will be a review item for the future meeting agenda in 2018. The Panel's reports are published on the PCC's website at:

<http://www.avonandsomerset-pcc.gov.uk/Openness/Scrutiny/Scrutiny-of-the-use-of-Police-Powers.aspx>

Independent Residents' Panel

The Independent Residents' Panel (IRP) scrutinised completed cases of complaints - made by members of the public against Avon and Somerset Police - at their meeting on 7 December 2017. The themes selected by the Panel were complaint allegations under the IPCC category of 'Other neglect or failure in duty' (the largest number of complaint allegations for Avon and Somerset Constabulary, 458 allegations this financial year, 1 April to 30 September 2017) and 'Other irregularity in procedure' (23 from 1 April to 30 September 2017). Also, particular attention was given during the complaint case reviews to ensuring that the Complaints Investigation Officer updated the complainant at least every 28 days. Also, as standard practice, a selection of complaints are reviewed that have been resolved by the 'informal/early resolution' method. During October 2017 the total number of successfully completed informally resolved complaints was 32. There were also 74 formally recorded complaints. The Panel's reports are published on the PCC's website at:

<http://www.avonandsomerset-pcc.gov.uk/Openness/Scrutiny/Independent-Residents-Panel.aspx> .

Out of Court Disposals Scrutiny Panel

The Out of Court Disposals Scrutiny Panel will meet on 6 December to scrutinise cases involving drug misuse. The Panel report, together with the Constabulary response to recommendations, will be published at the following link: <http://www.avonandsomerset-pcc.gov.uk/Take-Part/Out-of-Court-Disposal-Scrutiny-Panel.aspx>

Independent Custody Visiting Scheme

Recruitment is currently taking place across all 3 custody unit panels (Keynsham, Bridgwater and Patchway). The support of Panel Members in promoting current and future volunteering opportunities would be welcome. The closing date for this round of recruitment is Friday 1st December 2017 with the induction training taking place in late January 2018. Further information about the scheme can be found at the following link: <http://www.avonandsomerset-pcc.gov.uk/Take-Part/Custody-Visiting.aspx>

Regional Update

The Regional PCCs and Chief Constables have agreed to develop proposals for increased regional collaboration for Specialist Capability policing such as Major Crime, Serious Organised Crime and Specialist Operations. A proposal for a more integrated regional employment and business model is also being developed. This proposal will be discussed at a meeting later this month and is supported by the Commissioner and the Chief Constable.

National Update

The Commissioner was asked to give evidence in relation to Police Funding at the Home Affairs Select Committee on 14 November and described the issues set out in the Tipping Point paper especially around the challenges of increased costs and increased pressures on partners. The PCC and the Chief Constable also met with the Policing Minister and with local Members of Parliament to discuss funding and other issues.

The Constabulary has secured £3.2m funding from the Home Office to carry out a multi-agency data analytics project in Avon and Somerset. The Chief Fire Officer for Devon and Somerset Fire and Rescue Service has been seconded as the Programme Director.

The OPCC was notified in mid-September of the success of its bid to provide early legal, financial, HR and other technical advice to support Police and Crime Commissioners (PCCs) and Fire and Rescue Authorities (FRAs) to consider options for joint working between Police and Fire under the powers of the Police and Crime Act 2017 and inform possible future business case development. A contract is in the process of being awarded and the OPCC will commence work with the contractors imminently. The final report will be published before the end of the current financial year.

Through this work the OPCC is liaising with a number of other OPCCs and the Home Office. The Home Secretary has now approved the Essex PCC's business case to become the country's first Police, Fire and Crime Commissioner. A number of other PCCs are progressing business cases to take on governance of their local Fire and Rescue Services.

Contact Officer - John Smith, Chief Executive

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POLICE AND CRIME PANEL

13th DECEMBER 2017

POLICE AND CRIME PLAN 2016-21 ADDENDUM

1. OVERVIEW

1.1 In November 2016, the Avon and Somerset Police and Crime Commissioner published her statutory Police and Crime Plan for her second term in office, required under the Police Reform and Social Responsibility Act 2011.

1.2 The plan sets out the Commissioner's strategic priorities of:-

- Protect the most vulnerable from harm;
- Strengthen and improve your local policing teams;
- Ensure Avon and Somerset Constabulary has the right people, the right equipment and the right culture; and
- Work together effectively with other police forces and key partner agencies to provide better services to local people.

1.3 The statutory Avon and Somerset plan covers the period 1 October 2016 to 31st March 2021. Progress in delivering the Police and Crime Plan is formally reported as part of the Commissioner's Annual Report in June each year and will be monitored on an ongoing basis, and evaluated at each Police and Crime Board (bi-monthly). Significant events in the last twelve months have impacted on the delivery of the Plan and therefore the OPCC have developed an addendum that reflects these.

1.1 The Police and Crime Panel are presented with this paper to accompany the addendum for their review.

1.2 Following the review of the addendum by the Panel, the OPCC will publish it on the OPCC website alongside the Police and Crime Plan.

2. RECOMMENDATIONS

2.1 The Panel is asked to review the addendum to the Police and Crime Plan for 2016-21.

Contact Officer:

Karin Takel, Strategic Planning and Performance Officer
Tel: 01275 816067

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13th December 2017

1. BACKGROUND

1.1. The Police and Crime Plan is a statutory requirement for all Police and Crime Commissioners (PCCs) that must be set out the:-

- Commissioner's police and crime objectives
- Policing that the Chief Constable is to provide
- Financial and other resources which the Commissioner is to provide
- Means by which the performance will be measured and reported
- Any crime and disorder reduction grants which the Commissioner is to make.

1.2. The current Police and Crime Plan was published in November 2016 and covers the period until 31 March 2021. Since publication of the Plan, a number of key events have taken place that impact on its delivery and reset the context for the strategic direction set.

1.3. In response to the key changes in the local and national environment, this addendum has been produced to reflect key information that those who read or implement aspects of the Plan should consider alongside it.

1.4. A new Plan will be produced in due course to cover the remainder of the PCC term that reflects these changes. A new Police and Crime Needs Assessment will be developed in 2018 and following this robust assessment, a Plan for 2019-21 will be readied for publication in April 2019. This will be subject to Police and Crime Panel approval in early 2019.

1.5. At this stage, it is not anticipated that the strategic priorities (SPs) themselves will undergo significant change; they are likely to remain as:

- Protect the most vulnerable from harm (SP1)
- Strengthen and improve your local policing teams (SP2)
- Ensure Avon and Somerset Constabulary has the right people, right equipment and right culture (SP3)
- Work together effectively with other police forces and key partners to provide better services to local people (SP4).

2. KEY CHANGES AND THE IMPACT ON THE POLICE AND CRIME PLAN

2.1. The table below sets out key changes that have occurred since the Plan was published and their impact on the priorities within the Police and Crime Plan.

Date of Change	Change	Impact
November 2016	Decision to withdraw from the Tri-Force Enabling Services Programme	Financial Approach set out within SP4
March 2017	Westminster terror incident	Rise in national terror threat to critical – increased pressure on ability to deliver against the

		Strategic Policing requirement
April 2017	Publication of the State of Policing report	Strategic Priorities – alignment and resonance with national policing issues
May 2017	Manchester terror incident	Rise in national terror threat to critical – increased pressure on ability to delivery against the Strategic Policing requirement.
June 2017	London Bridge terror incident AND Finsbury Park terror incident	
	PCC and CC write to local MPs	Financial Ability to respond to rise in national threats and to protect frontline policing.
September 2017	Internal production of Strategic Threat Assessment. AND Production and publication of the Tipping Point document AND Announcement of 1% bonus for Police Officer pay	Articulation of key strategic threats and the relationship between these, the financial resources to-date and projected and the delivery of the Police and Crime Plan.
	London Underground train terror incident	Rise in national terror threat to critical – increased pressure on ability to delivery against the Strategic Policing requirement.

Decision to withdraw from the Tri-Force Enabling Services Programme

The Programme Board wished to revise the scope of the programme. The consequence of this was that the programme no longer represented value for money for Avon and Somerset Constabulary. There were concerns around the level of savings that could be achieved in specified timescales. The Constabulary diverted change management resource to internal programmes established to deliver required savings to close budgetary gaps.

The PCC and Constabulary’s appetite for collaboration continued however, and discussions have resumed in recent months and work is ongoing to develop some potential strategic solutions around specialist capabilities which will be mutually beneficial for and acceptable to all parties.

UK Terror incidents (March, May, June, and September 2017)

When terror incidents have occurred in other parts of the country, and indeed outside of the UK, the Police and the communities within Avon and Somerset have been affected.

Should a terror incident occur in Avon and Somerset, officers and staff are prepared and we are sure they will respond with the same dedication we have seen from emergency services colleagues in recent months.

Following these terror incidents our communities have required reassurance, and visibility is an important part of that. People are comforted by the sight of a police officer, and the local

community networks and relationships of our PCSOs are fundamental to helping people feel safe and informed.

There is no sign of an end to the national and international surge in incidents that we have been experiencing and so the national threat of a terrorist incident remains severe. Meeting the public expectation of policing response to such incidents presents a significant budgetary challenge. Increasing resources directed at responding to national threats without increased funding naturally diverts resources from elsewhere and inhibits the progress that could otherwise be made in delivering other aspects of the Police and Crime Plan.

Publication of the State of Policing report

This document outlined key national issues for Policing which have strong resonance within Avon and Somerset. Key themes within it lend support for continuing with current strategic direction as set out within the Plan.

Letter to local MPs

This letter set out our concerns about resourcing and emphasised the need for extra funding to support an uplift in Firearms Officers, and protect frontline policing. At the same time we acknowledged the rapid changes and increased complexity in the profile of crime we're dealing with today and the consequent demand this also places on policing services.

Production and publication of the Tipping Point document

The PCC and Chief Constable wrote a letter and report for Nick Hurd, Police and Fire Minister to articulate the Constabulary was facing a tipping point.

The report summarised the threats, risks and consequences facing the Constabulary at a time of diminishing financial resources and increasingly complex criminality and operational demand.

It reflected the forecasted impact on the policing service of further funding cuts (a 'flat cash' settlement from the government is equivalent to a funding cut in real terms). It explained the increasing demand on police time and increasing complexity of crime and that increasing threats (extremism, globalisation, organised crime and drugs, exploitation and abuse) while relatively invisible to communities, has a substantial community impact if the police are unable to tackle them effectively. The Constabulary's ability to safeguard communities, protect the vulnerable, and manage major incidents of this kind is being severely tested.

The PCC and Chief Constable feel that current police funding is simply not sustainable and wished to make clear the perceived consequences of funding choices to both policy makers and the public.

The PCC called for investment in policing, funding to strengthen our neighbourhood policing teams in order to focus on prevention, tackling terrorism before it happens.

The impact of no funding increase will place delivery of the priorities within the Police and Crime Plan at risk. This could result in local people receiving a reduced policing service as resources will be stretched even further. There are limited remaining opportunities to improve efficiency as all

that could be done has been achieved or is already planned and expected benefits built into the budget. The Police will prioritise being able to respond to national threats and to protecting the most vulnerable from harm, and therefore the impact is most likely to be felt in neighbourhoods as proactive and visible policing would reduce by necessity.

One-off 1% pay bonus for Police Officers

The PCC and Chief Constable are both supportive of plans that would increase public sector pay. However, without the Government providing any additional finance, this has placed even more strain on the budget. The 1% bonus will draw on approximately £1.1million from reserves, of which the useable proportion (that not committed to capital projects and liabilities) are already predicted to be exhausted within the next two years.

3. NEXT STEPS

3.1. This addendum to the Plan will be considered at the Police and Crime Board on 1 December 2017 and Police and Crime Panel Meeting on 13 December 2017 and subsequently published alongside the Police and Crime Plan 2016-21 on the OPCC website.

Contact Officer:

Karin Takel, Strategic Planning and Performance Officer
Tel: 01275 816067

Avon & Somerset Police & Crime Commissioner

Medium Term Financial Plan

2018/19 – 2022/23

This is the current draft of the Medium Term Financial Plan, reflecting the current known and assumed position at the time of writing. This will be discussed with the PCC and Chief Constable at the Police & Crime Board on 1 December 2017. There are planning assumptions and forecasts presented here that may change before the final plan is published in February 2018, as government funding announcements are made and strategic decisions are taken by the PCC.

Executive Summary

This Medium Term Financial Plan (MTFP) sets out the extent of our forecast financial challenge over the next five years, and prepares the way for the continued transformation and change required of us in order to meet this challenge and continue to operate within ever tightening fiscal constraints.

	Actual	Forecast				
	17/18 £'000	18/19 £'000	19/20 £'000	20/21 £'000	21/22 £'000	22/23 £'000
Total funding	277,552	277,562	278,845	280,290	281,904	283,688
Less; budget requirement	278,830	288,861	294,695	301,317	308,200	314,297
Deficit before savings	1,278	11,299	15,850	21,026	26,297	30,609

The key assumptions that underpin this forecast position are:-

- Our **funding is forecast to grow by £6.1m/2.2%** p.a. by 2022/23, driven by:-
 - Main police grant funding will shrink by 1.5% p.a. – a cumulative **reduction of £11.6m/7.3%** p.a. by 2022/23;
 - Council Tax funding will grow, driven by annual increases to our tax base of 1.5% p.a., and increases to the precept of 1.99% p.a. – an **increase in this funding of £17.7m/17.4%** p.a. by 2022/23;
- Our **budget requirement is forecast to increase by £36.7m/13.2%** p.a. by 2022/23, driven by key cost assumptions:-
 - Annual uplift to officer and staff pay of 2% p.a. – an **increase in cost of £24.3m** p.a. by 2022/23;
 - Annual increases to non-pay costs of 2.5% for the next two years (3.5% for utilities/fuel costs), reducing to 2.0% (3.0% for utilities/fuel) to keep track with rising inflation pressures – an **increase in cost of £5.2m** p.a. by 2022/23;
 - Increases in the amount of capital funding we have set aside to support ongoing investment, and to replace other sources of capital funding which are expected to diminish over the medium term – an **increase in cost of £3.0m** p.a. by 2022/23;
 - Increases resulting from unavoidable commitments and growth, including an increase in the number of officers being recruited into the force in order to maintain current establishment levels – an **increase in cost of £1.4m** p.a. by 2022/23;
 - Increases to costs resulting from the transition of services back from our Southwest One joint venture and the introduction of our collaboration with Multi-Force Shared Service (MFSS) – an **increase in cost of £1.5m** p.a. by 2022/23 – all of which is expected to be covered by specific savings achieved as a result of this transition.

This forecast represents a worsening position than previously presented, driven primarily by increases in our pay uplift assumptions and increases in non-pay cost inflationary pressures, without any increases in our assumptions around funding to compensate.

The forecast position presents a challenge. It comes after 8 years of continued austerity, in which we have already realised savings of £74m/25%, and at a time of increasing demand and pressure on policing.

Avon & Somerset has supported the work led by the Association of Police and Crime Commissioners (APCC) and National Police Chiefs Council (NPCC) to put forward the case for why policing needs greater

investment. Whilst we remain hopeful that this case will result in an improvement to the forecast position outlined above, we must also acknowledge:-

- the affordability challenges for public sector spending within which this case has been made; and
- the continued need to ensure that our services are provided as efficiently and effectively as they can be – recognising that calls for further investment are not going to be as impactful unless we can demonstrate this clearly.

To that end we are continuing to plan for further transformation and change, much of which will bring about savings which will help us in meeting the financial challenge set out above. These initiatives include:-

- Transition of our main back office systems and many back office transactional services into the MFSS collaboration – delivering savings which should at least cover the increased costs outlined above (**target of £1.2m** w/e from 2018/19);
- Restructure of our Enabling Services, and continue rationalisation across our estate and fleet portfolios – realising improvements in the service, and savings in their delivery (**target of £6.6m** w/e from 2019/20);
- Review of our victims and safeguarding services (**target of £0.15m** w/e from 2018/19);
- Reductions in our use of the National Police Air Service (NPAS) which we are hopeful of realising a reduction in the costs of this (**target of £0.3m** w/e from 2018/19);
- Re-financing of our PFI contracts which we hope will unlock recurring savings over the remainder of the life of these arrangements (target TBC);

The above alone will not realise the full extent of savings required, and this means that we will need to consider short-term options to help us transition through 2018/19 whilst we develop longer-term options for our future.

Continued transformation also requires capital investment. Continued investments in our digital transformation, as well as across our estates and fleet transformation, require funding to implement. Capital funding is increasingly under pressure to provide for our ambition, at the same time as maintaining and replacing our existing asset base. Our capital programme is under development at the time of writing this report, and will be more fully included in later versions.

Reserve levels stood at £44.3m as reported in the March 2017 annual accounts, of which £15m are ring fenced for PFI funding flows and other specific use. This level is a reduction of £7.0m/13.7% over the preceding 12 months. We forecast continued reductions in our reserves as they are utilised to support our ongoing transformation and investment. By the end of the March 2022 we forecast total reserves will stand at £23.7m but only £12 million not ring-fenced to PFI and other specific uses. (This would be a further reduction of £20.3m/46%). At this level of reserves, we approach the minimum prudent level.

Our current 17/18 financial outturn forecasts an underspend of £4.5m/1.6%. This creates an opportunity to increase our transformation and change reserve levels at the year end to help support the delivery of changes and management of risk (including budgetary) in 2018/19.

	18/19 £'000	19/20 £'000	20/21 £'000	21/22 £'000	22/23 £'000
Deficit before savings	11,299	15,850	21,026	26,297	30,609
Savings plans	(5,650)	(8,250)	(8,250)	(8,250)	(8,250)
Use of reserves subject to PCC approval	TBA	-	-	-	-
Residual deficit	5,649	7,600	12,776	18,047	22,359

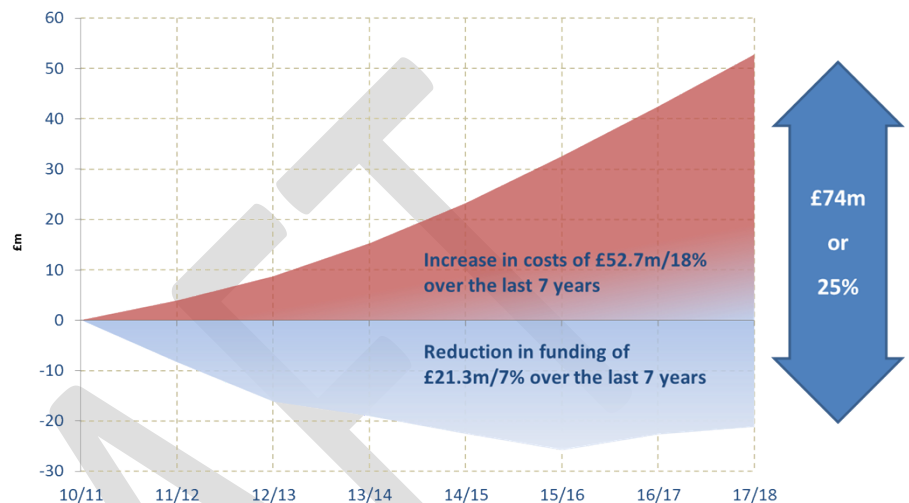
Options for further closing this deficit position are outlined in the draft report below.

Context

The context within which this MTFP has been prepared is one of significant uncertainty and change. We face increasingly complex challenges to keep communities, vulnerable victims and individuals safe, and tackle criminality, the impact of globalisation and extremism. We face these challenges at a time of significant political and economic uncertainty, after having already faced 8 years of austerity across our financial position.

Compared to 2010 Avon & Somerset now receives £21.3m less in overall funding.

During the same period we have seen our costs increase by £52.7m as we've managed the impacts of inflation, as well as having to account for specific cost changes (e.g. apprenticeship levy) and make provision to continue to support change and transformation.



Since 2010 therefore we have already had to find £74m/25% of savings. Our forecasts predict that, unless something fundamental changes, we will continue to see our funding fall short of increases in our costs, requiring us to realise savings in order to balance our annual budgets.

2018/19 will be a year of significant change within Avon & Somerset. We will:-

- Continue the Constabulary's digital transformation with the roll out of personal issue laptops to officers and staff, supported by Wi-Fi capability throughout our estate and vehicles;
- Implement a new neighbourhood policing model across our communities;
- Introduce new ways of bringing student police officers into the Constabulary in step with the College of Policing's new Professional Educational Qualification Framework (PEQF);
- Transition our main back office systems and transactional services that provide HR, resource management, procurement and finance functions across to Multi-Force Shared Service (MFSS);
- Transition our Technology Services function back from Southwest One, and bring this contract to a conclusion at the end of its 10 year life;
- Restructure our enabling services functions to release increased efficiency and effectiveness in their delivery, and to realise savings on a recurring basis;
- Continue to enhance our business intelligence and insights, utilising our investment in business analytics capabilities and enhancing this to include insight into our partners data;
- Bring forward opportunities to rationalise our estate and fleet, delivering a modern, sustainable, flexible and efficient property and fleet portfolio that supports both an effective Constabulary and the communities it serves; and
- Continue our investment in enhancing our leadership capabilities, improving staff health and wellbeing, and furthering our ambition to increase the diversity of our workforce.

It is in this national and local context that this MTFP has been prepared.

Funding

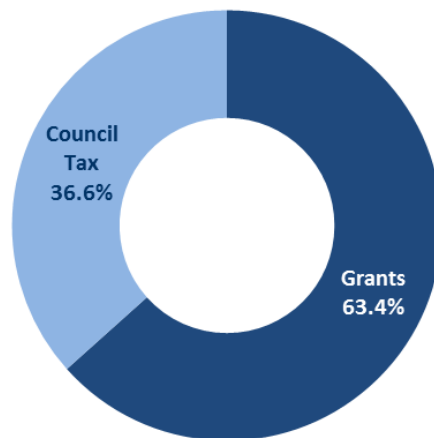
The PCC receives two main sources of funding:-

- Government grant funding; and
- Council tax funding.

Over the medium term we expect there to be modest growth in our total funding, with an increase of £6.1m/2.2% by the 2022/23 financial year.

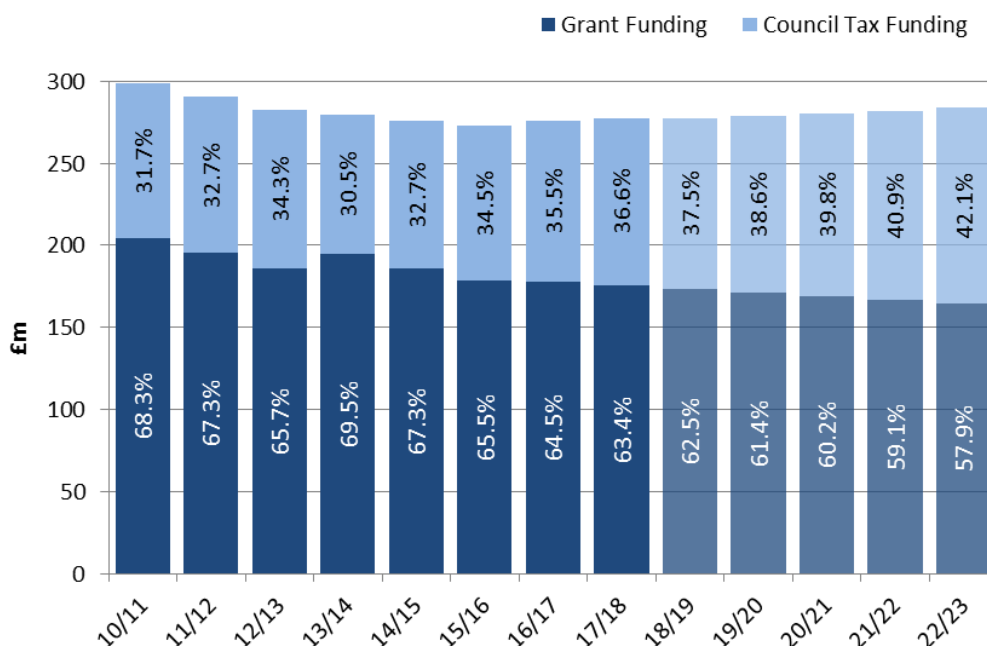
Underlying this forecast is a shift in the profile of our funding, resulting from increases to our council tax income offset by reductions in our grant funding.

Figure 1: 17/18 Profile of funding



	Actual	Forecast				
	17/18 £'000	18/19 £'000	19/20 £'000	20/21 £'000	21/22 £'000	22/23 £'000
Grant funding	175,914	173,525	171,172	168,854	166,572	164,323
Council tax funding	101,638	104,037	107,672	111,436	115,332	119,365
TOTAL funding	277,552	277,562	278,845	280,290	281,904	283,688

Figure 2: Actual and forecast profile of total funding



Grant Funding

The forecasts for our future grant funding focus on three areas:-

- Main grant funding;
- Legacy council tax grant funding;
- Victims grant funding.

There are other sources of grant funding (e.g. Counter Terrorism grant funding) but these are all passed straight through to the Chief Constable to support specific activity within the Constabulary.

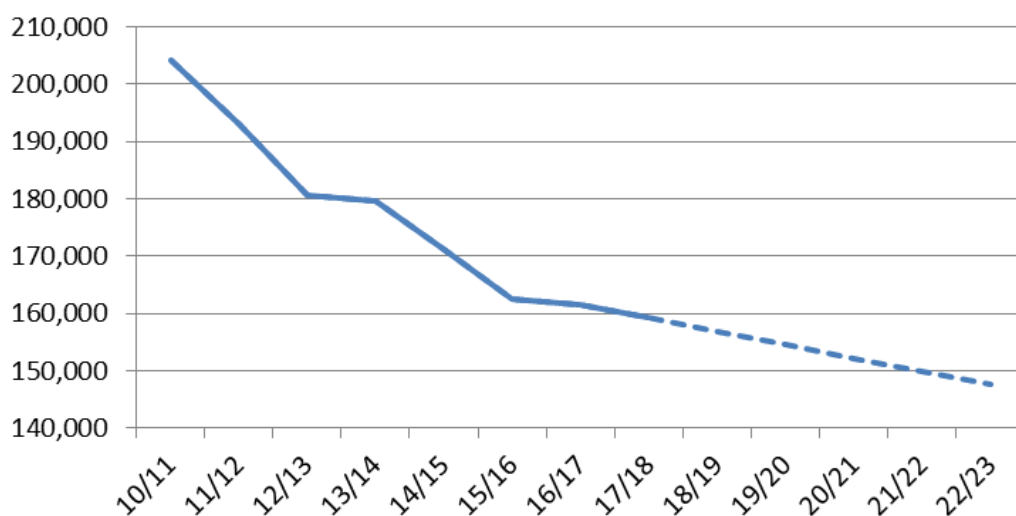
	Actual	Forecast				
	17/18 £'000	18/19 £'000	19/20 £'000	20/21 £'000	21/22 £'000	22/23 £'000
Main grant funding	159,254	156,865	154,512	152,195	149,912	147,663
Legacy council tax funding	14,709	14,709	14,709	14,709	14,709	14,709
Victims grant funding	1,951	1,951	1,951	1,951	1,951	1,951
TOTAL grant funding	175,914	173,525	171,172	168,854	166,572	164,323

Main grant funding – Over the course of the MTFP we forecast that grant funding will reduce by 1.5% p.a. This assumption has been made as an extrapolation of the annual reduction seen in our 2017/18 settlement (an annual reduction of 1.5%). At the time of writing this report we have not yet been provided with the detailed police funding settlement information (expected mid-December), and therefore this forecast reflects our best estimate at this stage.

This projection means we forecast that our grant funding will reduce from £159.3m in 2017/18 to £147.7m by 2022/23 – **a reduction of £11.6m/7.3% over the next five years.**

When considered against our 2010/11 baseline (including other grants which have been consolidated into our main grant funding), this forecast will mean a cumulative reduction in main grant funding of £56.6m/27.7% over a 12 year period.

Figure 3: Actual and Forecast Main Grant Funding 2010/11 – 2022/23



In making this projection we have not assumed any change to the current formula for the distribution of funding. We will continue to monitor the developments nationally in this area.

Legacy council tax grant funding – This grant funding is analysed separately from the main grant funding, and is the combination of:-

- funding that is paid in recognition of historic council tax freezes (therefore only payable to those PCC’s who froze council tax in relevant years); and
- funding which reflects the abolition of council tax benefit and the replacement of this with local council tax discount schemes (payable to all PCC’s to replace funds previously paid through as council tax income).

The 17/18 value of this funding is £14.7m, and this is **forecast to remain frozen for the duration of the MTFP**.

Victims grant funding – This grant is awarded to PCC’s annually from the Ministry of Justice to support the commissioning of victims services, including £906k pass through to the Chief Constable to support the Lighthouse Victims service provision, with the remainder retained by the PCC to support the commissioning of wider victims services. This funding has remained substantially frozen since it was introduced 2015/16, and we have assumed that it will remain **frozen across the MTFP period**.

Council Tax Funding

The value of council tax income received in any one year is determined by three key factors:-

- The value of the **precept** set by the Police and Crime Commissioner;
- The **tax base** (no. and profile of properties) from which council tax will be collected;
- Effectiveness of collection in previous year generating **surplus or deficit on the collection fund**.

	Actual	Forecast				
	17/18	18/19	19/20	20/21	21/22	22/23
Precept (£p)	£181.81p	£185.42p	£189.11p	£192.88p	£196.72p	£200.63p
Tax base (No.)	548,800	557,032	565,388	573,868	582,476	591,214
Precept Income (£’000)	99,775	103,287	106,922	110,686	114,582	118,615
Surplus/ Deficit (£’000)	1,863	750	750	750	750	750
Total Council Tax (£’000)	101,638	104,037	107,672	111,436	115,332	119,365

As a result of the assumptions we are making across these three factors we forecast that our **council tax funding will increase by £17.7m/17.4% over the next five years**.

Precept – The value of the precept is defined by the rate applicable to an average band d property. Currently Avon & Somerset have the median average band d precept value of all PCC’s across England and Wales - £181.81p.

In considering the level of precept to set the PCC will have consideration of:-

- The views of the public, as expressed to her through a range of ongoing public engagement activity (see survey results in chart below);
- The views of the Police and Crime Panel, who have a power of veto over the precept; and
- The Governments council tax referendum principles which establish the level above which a local referendum must be held in order to approve a proposed increase to the value of the precept.

Survey Data – views on Police Precept

(This survey data is based on a rolling 3000 responses per annum.)

- Overall support for raising the police precept by 2% (or more) remains robust with current survey results showing that 50% supporting the 2% rise and a further 32% of those surveyed supporting a rise of up to 10%.
- 13% of those surveyed indicated for keeping the precept the same (no increase).

For the past four years the PCC has approved annual increases to the precept of 1.99% p.a.

Our planning assumption at time of writing is to continue to raise the precept by 1.99% p.a. over the life of this. The table below sets out the impact of these changes:-

	Actual	Forecast				
	17/18 £p	18/19 £p	19/20 £p	20/21 £p	21/22 £p	22/23 £p
Av. Band D Precept	£181.81p	£185.42p	£189.11p	£192.88p	£196.72p	£200.63p
Annual Increase %		+1.99%	+1.99%	+1.99%	+1.99%	+1.99%
Annual Increase £p		+£3.62p	+£3.69p	+£3.76p	+£3.84p	+£3.91p

Tax base – This is the number of properties against which tax can be collected, expressed as a weighted average at band D, and adjusted for a collection rate. In our area we have 9 billing authorities, and we therefore have to collate this from them all. There are a number of factors which can impact on the growth in this figure, with volume of new house building being the single biggest factor.

We have seen strong growth in our local tax base over recent years. In 2017/18 our tax base stood at 548,800, after growth of 2.04% compared to the previous year:-

	16/17 No.	17/18 No.	Change No.	Change %
Bath & North East Somerset	62,735	63,996	+1,262	+2.0%
Bristol	120,946	124,083	+3,137	+2.6%
North Somerset	75,608	77,204	+1,597	+2.1%
South Gloucestershire	90,205	90,777	+572	+0.6%
Unitary (“Avon”) authorities	349,493	356,060	+6,567	+1.88%
Mendip DC	38,546	39,323	+777	+2.0%
Sedgemoor DC	38,697	39,400	+704	+1.8%
South Somerset DC	58,543	59,313	+770	+1.3%
Taunton Deane BC	39,073	40,843	+1,770	+4.5%
West Somerset DC	13,482	13,860	+378	+2.8%
District (“Somerset”) authorities	188,340	192,740	+4,400	+2.34%
TOTAL Tax Base	537,833	548,800	+10,967	+2.04%

As the above table demonstrates we see fairly significant variation across our billing authorities which make this number subject of potential variation. Given this uncertainty we have projected an assumed

growth of 1.5% p.a., which is lower than the growth experienced in each of the last four years. However, current estimates from local collecting authorities indicates a forecast growth of 1.6% this year.

Collection fund surplus – This represents our share of any surplus or deficit on the collection fund as calculated by our 9 collecting authorities. In each of the past four years all of our local collecting authorities have generated a surplus, with the combined value of these ranging from £1.8m - £2.0m, however the forecast for this year is materially lower at circa £750k in total across all billing authorities (3 Somerset authorities have not yet submitted their estimates)

There is no guarantee of this trend and level continuing, and with the role out of universal benefit, and wider economic challenges hitting household budgets there may be some challenges in maintaining collection levels and achieving surpluses like those experienced in recent years. For the purposes of planning we are making the **assumption that our share will be £0.75m p.a. over the medium term.**

As our local collecting authorities confirm their calculations we will refine this assumption further.

The budget requirement

The budget requirement accounts for how the PCC will commit expenditure that enables the provision of policing and community safety across Avon & Somerset.

The budget requirement broadly falls into three areas:-

	Forecast				
	18/19 £'000	19/20 £'000	20/21 £'000	21/22 £'000	22/23 £'000
PCC's Office budget requirement	1,358	1,373	1,393	1,423	1,458
PCC's Commissioning budget requirement	3,438	3,438	3,438	3,438	3,438
Chief Constables budget requirement	284,065	289,884	296,486	303,339	309,401
TOTAL budget requirement	288,861	294,695	301,317	308,200	314,297

PCC's Office budget requirement

This budget reflects the costs of the PCC and her immediate office that enables and supports the fulfilment of the full range of duties of the Police and Crime Commissioner.

	Forecast				
	18/19 £'000	19/20 £'000	20/21 £'000	21/22 £'000	22/23 £'000
17/18 Base budget	1,354	1,354	1,354	1,354	1,354
Pay and inflationary adjustments	23	38	58	88	123
Growth	15	15	15	15	15
Annual budget requirement	1,392	1,407	1,427	1,457	1,492
Savings	(34)	(34)	(34)	(34)	(34)
Proposed budget	1,358	1,373	1,393	1,423	1,458

17/18 Base Budget – The 17/18 base budget was set at £1,354k. This budget supports the PCC, and a team of 17 Full Time Equivalent (FTE) staff who support her in the range of activities undertaken in the fulfilment of her statutory duties.

Pay and inflationary adjustments – Applying the same assumptions to the OPCC budgets as those used for the Chief Constables budgets (see below for more detail) identifies an inflationary pressure over the MTFP period. This predominantly relates to increased costs for both pay and non-pay items.

Growth – The budget includes provision for the expected shared costs of a new regional OPCC officer role, the costs of which will be shared across the 5 south west regional forces.

Savings – In reviewing the budget, the Chief Finance Officer for the PCC has identified savings from budget in 18/19 totalling £34k. The result of this is that the proposed budget for 18/19 shows a very small net growth from the 17/18 base position.

PCC's commissioning budget requirement

This budget supports the commissioning of services from external organisations.

	Forecast				
	18/19 £'000	19/20 £'000	20/21 £'000	21/22 £'000	22/23 £'000
17/18 Base budget	3,488	3,488	3,488	3,488	3,488
Annual budget requirement	3,488	3,488	3,488	3,488	3,488
Savings	(50)	(50)	(50)	(50)	(50)
Proposed budget	3,438	3,438	3,438	3,438	3,438

This budget is used by the PCC to commission core services across the following areas:-

	2018/19 £'000
Drug and alcohol referral services	565
Victims services (inc SARC, but exc those within Constabulary)	1,724
Appropriate adult services	52
Mental health triage service in A&S call centre	159
Restorative justice services	179
Police and crime grants for community safety and other 3 rd party work	760
TOTAL	3,438

In addition to the above new Independent Sexual Advisors (ISVA) services will be procured, utilising £80k of new funding from NHS England.

As identified above the commissioning budget only provisions for those victims services commissioned from other organisations. The funding provided to the Chief Constable for the provision of the Lighthouse victims services (£906k confirmed for 2018/19), is captured within the Chief Constables budget requirement set out below.

Chief Constables budget requirement

This budget reflects the majority of the overall budget requirement, providing funds to support the Chief Constable and the Constabulary in the provision of policing services to the communities of Avon & Somerset.

Constabulary Budget	Forecast				
	18/19 £'000	19/20 £'000	20/21 £'000	21/22 £'000	22/23 £'000
17/18 Base budget	272,710	272,710	272,710	272,710	272,710
Residual savings balance from prior year	+1,278	+1,278	+1,278	+1,278	+1,278
Restated 17/18 Base budget	273,988	273,988	273,988	273,988	273,988
Pay & staffing adjustments	+4,091	+9,448	+14,436	+19,569	+24,452
Non-pay inflationary adjustments	+1,047	+2,133	+3,050	+4,094	+5,091
Cost of capital adjustments	+1,004	+1,923	+2,448	+2,948	+2,948
Growth and commitments	+3,934	+2,391	+2,563	+2,740	+2,921
Cumulative increase in costs	+10,077	+15,896	+22,498	+29,351	+35,413
Budget requirement (before savings)	284,065	289,884	296,486	303,339	309,401

17/18 Base Budget – Our budget for 2017/18 included an in-year savings target in order to balance. During the course of the year we have recognised savings against this target, some of which were time limited (e.g. relating to one off savings), and some of which permanent (e.g. savings from the return of Southwest One business services). However, it has also been necessary to recognise some cost pressures (e.g. uplift in Microsoft licences costs) and in-year growth (e.g. introduction of new strategic roles). The result of these changes to date means that the current savings target stands at £1,278k. It is therefore necessary to build in this balance onto our base budget position in order to project forward a true budget requirement. Including this balance on our base budget, results in an adjusted base budget position of £273,998k.

This base budget makes provision for an establishment of:-

Budgeted Establishment	Core Funded FTE	Externally Funded FTE	Collaboration FTE	TOTAL FTE
Police Officers	2,214	103	328	2,645
Police Community Support Officers	329	12	-	341
Police Staff	1,977	114	305	2,396
TOTAL Budgeted establishment	4,871.8	229.6	633	5,382

Pay & staffing adjustments – Pay and employee related costs represent the single biggest area of spend for the Constabulary, representing nearly 80% of our total costs. It should therefore be expected that this area of spend is where we forecast the biggest change to our costs over the MTFP period.

- **Pay Awards** – Our budget projections must make provision for annual increases to pay, in line with anticipated future pay awards. Since 2010 public sector pay restraint has seen the pay of our officers and staff initially frozen, and then uplifted by 1% p.a. More recently the Government has signalled a change in this course, recognising the numerous calls for this pay restraint to be eased. The announcement of the 2017 officer pay award (a 1% increase coupled with a 1% bonus) reflects this emerging change, and it is therefore important that our forecasts reflect this:-

Annual pay uplift (w/e 1 st September)	Forecast				
	18/19 £'000	19/20 £'000	20/21 £'000	21/22 £'000	22/23 £'000
Annual % uplift	+3%	+2%	+2%	+2%	+2%
Officers cumulative pay uplift	+3,257	+6,138	+8,893	+11,704	+14,571
Staff cumulative pay uplift	+2,051	+4,081	+5,914	+7,783	+9,690
TOTAL cumulative pay uplift	+5,308	+10,219	+14,807	+19,487	+24,261

Our current planning assumption is that pay will increase by 2% p.a. throughout the life of the MTFP period. The only variation on this is to assume 3% uplift in 18/19, reflecting the assumption that the current 1% bonus is built into base (this wasn't budgeted for in 17/18), and that a further 2% annual pay award is added to this.

The result of these assumptions is that our **costs will increase by £24,261k p.a. by 2022/23** – making this the single biggest increase in our costs recognised in this MTFP.

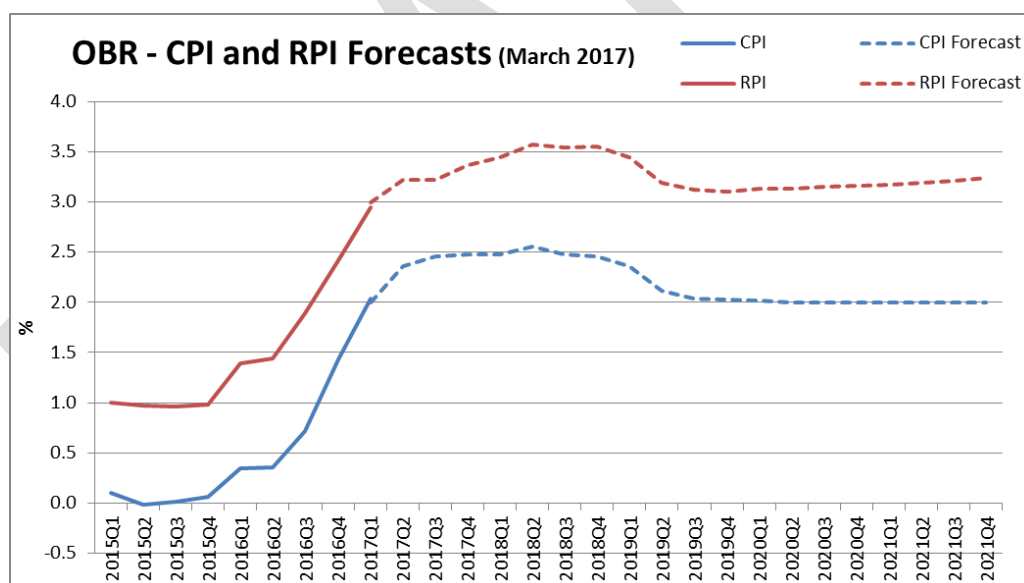
- **Change to officer and staff unit cost** – We have reviewed the current profile of officers and staff against the budgeted pay cost (adjusting for average where there are vacancies), and in so doing we recognise that in many areas the unit cost per officer/staff is less than in the budget. This is the consequence of the turnover of officers and staff, and reflects the profile of individuals within the pay scales. The result of this analysis is that we are able to reduce our unit cost in most areas of our pay, resulting in a **reduction to our pay budgets in 18/19 of £1,262k p.a.** As this is an adjustment to base, this change is reflected across the MTFP period.
- **Adjustment to vacancy factor** – In our 16/17 budget we increased the pay top slice factor on PC's from 1% (which is the normal factor applied to our officer budgets) to 2%. This was intended as a temporary adjustment, recognising the level of PC vacancies at the time and the length of time it would take to close the gap. It was therefore our intention to “unwind” this adjustment back to a 1% vacancy factor over two years, with an effective rate of 1.5% in 17/18 and a 1% factor in 18/19. The MTFP reflects this, with a **cost of £459k p.a.** to return the vacancy factor to 1%.
- **Injury and Medical pension adjustments** - The cost of injury awards made at the point at which an officer is retired on medical grounds are paid for out of the Constabulary's budget. The annual current budget for this stands at £6,141k (about 2.3% of our annual budget), but our spend in 17/18 is forecast to be nearly £200k greater than this reflecting the number of recipients of injury awards now being paid. In order to account for this pressure, and reflect future increases in both numbers and value of the awards (the value is linked to CPI), we forecast to **increase this budget over the life of the MTFP by a further £1,474k p.a.**
- **LGPS Pensions deficit lump-sum** – Last year the Somerset County Council Local Government Pension Scheme was reviewed by our actuaries. The result of this was to adjust both the % contribution made by us as the employer (increased from 11% to 13.2%), and to make changes to the annual value of the lump-sum payment made. The adjustments for the rate change were

reflected in our 17/18 budget, but the lump-sum change requires us to make 2% uplifts each year. We have therefore reflected the cost of this within our MTFP, **adding £446k p.a. to our base budget by 2022/23;**

- **Overtime adjustments** – An annual adjustment is made to the budget to reflect the number of bank holidays which fall within any one particular financial year. Owing to the date on which Easter falls each year as well as whether Christmas falls on a weekend, this can vary from one year to the next. Whilst there is variation across the MTFP period (e.g. 18/19 has 7 bank holidays, whereas 2021/22 has 10 bank holidays) the overall impact across the life of the MTFP is negligible as our 17/18 base budget and the 2022/23 financial year both have 9 bank holidays.
- **Housing allowance and comp grant adjustments** – Adjustment is made to our budget to reflect the forecast reduction in officers who continue to receive housing allowance and comp grant. In 2018/19 we’re forecasting a reduction of £533k in costs, and by **2022/23 we expect this reduction to have increased to £927k p.a..**

Non-pay inflationary adjustments – It has been our policy over the past few years to restrict the inflationary uplifts made to our non-pay budgets. This has been possible through low inflationary pressures and strong financial and budgetary control throughout the organisation. Wider economic factors are now placing strain on our non-pay budgets, and we forecast that these pressures are likely to increase over the short to medium term.

Figure 4: Office of Budget Responsibility CPI and RPI forecasts to 2021



In light of these current and forecast pressures we have adjusted our assumptions for the future:-

- **General Non-Pay** – we have assumed an annual uplift in our non-pay costs of 2.5% p.a. in each of 2018/19 and 2019/20, reducing to 2.0% p.a. in each year thereafter. These assumptions **add £4,478k p.a. onto our current budgets by 2022/23;**
- **Utilities and Fuel** – we have assumed an annual uplift in our utilities and fuel costs of 3.5% p.a. in each of 2018/19 and 2019/20, reducing to 3.0% p.a. in each year thereafter. These assumptions **add £713k p.a. onto our current budgets by 2022/23;**

We have also made assumptions around our interest receivable balances. Over the course of the MTFP we are assuming a phased uplift in the return we can expect from our investments from current low levels up to 0.5% in 2018/19 and 2019/20, rising again to 0.75% in 2020/21 and 2021/22 and achieving 1.0% by 2022/23. The impact of these uplifts is tempered by an assumed reduction in our average cash balance

over the course the MTFP period as we reduce the level of reserves held (see section on reserves below). The impact of this is to **increase our income from investments by £100k p.a. by 2022/23.**

Cost of capital adjustments – It is necessary for us to recognise increases to our revenue costs of capital investment over the life of the MTFP. Our ability to continue to afford future capital investment is dependent on us having sufficient capital funds available. Since 2010 we have seen substantial reductions in the value of our capital grant funding from the Home Office (reduced by nearly 70%). To date we have been able to minimise the impact of this reduction on our capital investment through the generation of capital receipts and the use of reserves. However, this is not a sustainable basis on which to support future capital replacement and investment.

There are two key assumptions that affect the amount by which this part of our budget needs to change:-

- **Borrowing** - The level and use of borrowing we undertake to support capital investment. Over the MTFP we forecast we will need to borrow a further £20m, with £5m expected to be taken by the end of the 2017/18 financial year, a further £10m in 2018/19 and the residual £5m in 2019/20. The timing of this is subject to ongoing review based on funding needs, interest rates and other sources of capital finance.

The cost of borrowing has an impact on our revenue budget in two ways:-

- **Interest Payable** – At present we are paying an average interest rate of 3.9% on c. £41m worth of borrowings. We know that current borrowing rates (dependent on term of the borrowing) are better than this average rate, and therefore we are assuming any new borrowing will attract interest at a rate of 3.5%. We are also assuming that we will look to take new borrowing close to the end of the financial year, thereby only requiring us to provision for the cost of this fully in the following financial year. These assumptions mean we will **increase our interest payable costs by £539k p.a. by 2020/21.**
- **Minimum Revenue Provision** – It is necessary for us to make provision for the repayment of our borrowing against our revenue budget. Our method of calculating the value of the provision is dependent on the life of the asset that is being funded by the borrowing. This means we try and use our borrowing over longer-life assets (e.g. buildings) where possible, as the annual cost is minimised. At the end of 2017/18 we will have fully re-provisioned for the borrowing undertaken to support the investment in SAP, which was a short-life asset. Our assumption for the new borrowing is that the majority of this will be used over longer-life assets, and there the amount of new MRP required by the end of the MTFP is less than the reduction being made from the end of the SAP provision. Therefore in 2018/19 we're forecasting a reduction of £584k in MRP budget, with annual increases in both 2019/20 and 2020/21 which substantially reverse this benefit leaving a **residual reduction of £91k p.a. from base budget by the end of the MTFP.**
- **Direct revenue funding of capital investment** – As part of our budget setting in 2016/17 the decision was taken to have a 2 year holiday from our direct revenue funding of capital. 2018/19 therefore reflects the end of this holiday period and requires us to reinstate this budget of £740k. In light of the wider capital funding challenges however, it is necessary to go further and to increase our provision for capital funding within our recurring revenue base budgets. We are therefore planning an uplift of a further £760k to this budget in 2018/19, lifting the base budget to £1,500k in that year. Over the course the remainder of the MTFP period we are further forecasting another £1,000k uplift to this budget, so that **by 2021/22 we will have provisioned for a budget of £2,500k p.a.**

Growth and Commitment adjustments – In setting our budget it is necessary to recognise any growth or unavoidable commitments and capture the impact of these on our budgets.

- **New growth and investments** – We have identified £227k p.a. in additional revenue costs associated with uplift in Digital Policing Services team (to provide additional developer resource to support the delivery, management and maintenance of applications and interfaces between our systems) and in the creation of the new IT Director role to drive forward our digital agenda, and prepare the Constabulary for the end of the Southwest One contract in 2018/19.
- **Unavoidable commitments** – We have identified £1,650k in unavoidable commitment items in 2018/19, reducing to £1,354k by 2022/23. This is made up of lots of small amounts and items, with the majority being accounted for in just two areas:-

- Student officer recruitment – 2018/19 will be a transitional year for student officer recruitment. We anticipate that the new police apprenticeship scheme will be introduced with effect from the autumn of 2018, changing the model and structure of how new officers will be introduced into the force over their probationary period. The impact of this change will have budgetary, and operational impacts which we still have yet to fully quantify, however for the purposes of our budgetary planning we are assuming that we will introduce an intake of 100 new officers with effect from October 2018 and that they will be in their initial classroom based training for the remainder of the 18/19 financial year.

In order to support officer numbers in addition to this, we are also assuming that there will be a further 144 new officers recruited through more traditional means (e.g. IPLDP courses running up to the introduction of the new scheme, and then continuation of courses in parallel to the new scheme).

In total therefore our plan assumes that **we will recruit 244 new student officers during the course of 2018/19**. In order to provision for the costs of this we are forecasting an **uplift of £1,117k**.

After 2018/19 we have assumed that the number of **new recruits will reduce to 160 p.a.**, all of which will undertake training through the apprentice model. This means that **from 2019/20 the overall additional commitment required reduces to £674k**, uplifted thereafter in line with assumptions around the pay award.

These numbers and assumptions will be considered further, alongside longer-term plans for officer numbers in anticipation of further savings plans that may be needed.

- Insurance – Our plans assume an uplift of £225k p.a. in the costs of our insurance premiums, effective from 2018/19. The reason for this is twofold:-
 - Insurance Premium Tax (IPT) – In the 2017 budget, the Government increased the rate of IPT from 10% to 12%. This was introduced too late to affect our 17/18 premiums, but this is now impacting on the cost of our 18/19 premiums;
 - Change to way in which victim compensation is calculated – The Government has changed the discount rate (known as the “Ogden rate”) applicable in determining appropriate value of compensation to be paid to victims of accidents. This has resulted in there being an increase in the potential value of pay outs by insurance companies, and as a consequence the cost of all premiums is increasing.

- **Glastonbury Festival** – 2018 will be a fallow year for the festival, and as a consequence we will not incur the costs of supporting the festival, nor will we receive the income from the festival to support this special policing service activity. As our income is derived on a full cost recovery basis, the income received is greater than our variable costs incurred in supporting the event. This means

that our budget recognises a net contribution of £617k towards overheads and less variable cost elements. As there will be no festival in 2018 we cannot budget for this additional income. We have assumed that the festival will return in 2019/20 and that this budget will be reinstated.

- **Building maintenance reserve adjustment** – We have reduced our building maintenance budgets within estates by £71k to reflect future forecast budget required upon substantial completion of the current estates capital plan. In the interim we will look to top-up the building maintenance budget from our buildings maintenance reserve on a reducing balance basis.
- **PFI Costs** – We have uplifted our PFI budgets in accordance with our cost model, recognising increases to both utilities costs (on same basis as utilities are inflated across the rest of our estate – see above), as well as our unitary charge payments (linked to CPI). The result of this is that we forecast increases in costs of **£161k p.a. by the end of the MTFP period**.
- **End of Southwest One and transition to MFSS** – In 2018/19 we will bring to an end our Southwest One joint venture contract. We will have to re-provision for the entirety of services currently provided through Southwest One, with current plans including the transition of our key ERP system and associated support contracts across to the Multi Force Shared Service (MFSS).

Revenue savings requirement and plans

After having made all of the assumptions around both funding and pay outlined above, we can establish the following overall position:-

	Forecast				
	18/19 £'000	19/20 £'000	20/21 £'000	21/22 £'000	22/23 £'000
Total Funding Forecast	277,562	278,845	280,290	281,904	283,688
Less;					
PCC's Office proposed budget	1,358	1,373	1,393	1,423	1,458
PCC's Commissioning proposed budget	3,438	3,438	3,438	3,438	3,438
Funding left to support Chief Constable	272,766	274,034	275,459	277,043	278,792
Less;					
Chief Constable budget requirement	284,065	289,884	296,486	303,339	309,401
Standstill Deficit	11,299	15,850	21,026	26,297	30,609

The Constabulary has recognised the need to bring forward further savings plans, and has been working over the last 9 months on a transformation programme through which options for savings are being advanced. These savings plans include:-

- Savings achieved from transition of transactional enabling services to MFSS – it is expected that these at least cover the indicative full-year costs of this service – **minimum targeted £1.2m in savings from go live of MFSS;**
- Savings achieved from across enabling services budgets, to be achieved through restructure of enabling services and from rationalisation of our estates and fleet – **minimum targeted £6.6m in savings to be achieved for full year effect by 2019/20;**
- Savings achieved from review and restructure of our victims and safeguarding services – **targeted saving of £0.15m for full year effect in 2018/19;**

In addition to these programmes of work we have also been tracking other initiatives which we hope will enable us to realise savings, these include:-

- Reduction in our use of the National Police Air Service (NPAS) enabling us to reduce our share of the national cost of this service – **targeted saving of £0.3m for full year effect in 2018/19;**
- Re-financing across our PFI contracts enabling us to realise long-term savings for the remainder of the life of these buildings – **savings achievable through this option to be confirmed.**

Beyond these immediate plans we have other opportunities presented to realise further savings, including:-

- Further collaboration with partners, including our neighbouring police forces (through which we already collaborate in a number of operational areas) as well as with our other blue light services;
- Realising the efficiencies offered through our digital mobilisation work – potential to unlock overtime and headcount reductions here in fullness of time;
- Ongoing procurement savings which may enable us to avoid some of the forecast uplift in costs through commercial or collaborative deals struck;
- Greater automation and digitalisation across some of our operational processes, building on the opportunities presented through upgrades to existing applications (e.g. NICHE) and on those presented through national programmes and initiatives (e.g. Emergency Services Network);

	<i>Forecast</i>				
	<i>18/19</i> <i>£'000</i>	<i>19/20</i> <i>£'000</i>	<i>20/21</i> <i>£'000</i>	<i>21/22</i> <i>£'000</i>	<i>22/23</i> <i>£'000</i>
Standstill Deficit	11,295	15,846	21,022	26,293	30,605
Further MFSS Savings	(1,200)	(1,200)	(1,200)	(1,200)	(1,200)
Enabling Services Restructure	(4,000)	(6,600)	(6,600)	(6,600)	(6,600)
Victims and Safeguarding	(150)	(150)	(150)	(150)	(150)
NPAS Reductions	(300)	(300)	(300)	(300)	(300)
PFI Restructuring	TBC	TBC	TBC	TBC	TBC
Revised Deficit	5,645	7,596	12,772	18,043	22,355

As the above table demonstrates those planned savings which we can quantify reduce the current forecast deficit, but do not close the gap completely. We therefore recognise that it will be necessary to bring forward other options for savings.

Our savings plans do not close the forecast deficit, with an immediate challenge remaining for 2018/19.

Balancing 2018/19 - There are short-term options being looked at to balance the 2018/19 budget and an agreement to seek longer term solutions to the medium term funding challenges. The Chief Constable has indicated that further savings will require change to the service that is provided to the public.

1. Short term options:

Officer vacancy factor - 2 years ago we increased the vacancy “top slice” factor on our PC pay budgets to 2% in recognition of the level of vacancies at that time and the time it would take for us to fully recover this position. We have assumed that we will have fully reversed this adjustment by 2018/19, however officer vacancies remain quite high (62 at end of Q2 and forecast to be over 100 by end of the year), and with the introduction of new apprenticeship model part way through 2018/19 this may take some time to fully recover.

We have options to:

- a. delay the planned change to budgets and retain a 1.5% vacancy factor on PC posts – which would **reduce the 18/19 deficit by £459k**; or
- b. reverse the planned change to budgets and increase this to a 2.0% vacancy factor on PC posts – which would **reduce the 18/19 deficit by £918k**.

Staff vacancy pay top slice - Our current effective rate for top slice on staff and PCSO budgets is 3.5%. We are reviewing this and have an option to increase up to a 5% factor, which is something that several other forces already do¹. Such a change could be permanent or time-bound, and specific consideration would need to be given to:-

- c. PCSO's – these are currently top sliced at 3.5%, and with this they are still forecasting to underspend in 17/18.
- d. Command and Controls – we currently recruit ahead of vacancies in call handling and despatch in order to keep on top of filling establishment. This means that we struggle to achieve the current top slice factor in this area – and this position would likely be exacerbated further by any increase.

There are a range of options and permutations within this option – with **potential range of £0.2m - £1.2m**. These options are being developed before final budget approval.

Use of Reserves – whilst there remain a number of pressures on our reserves, and these are forecast to reduce over the medium term, we do have an opportunity presented by the 17/18 forecast underspend of circa £5 million. Whilst there may still be some movement within this forecast, it does present an opportunity to utilise these funds to manage change and risk including the transition to new MFSS and new Enabling services in 2018/19 position.

Based on the current forecasts, the targeted savings identified, further vacancy management and the possible use of reserves to manage the transition to new Enabling Services and MFSS **by exception only** we should have sufficient capacity to balance our 2018/19 budget position. The longer-term position presents further challenges which will require an assessment of the service we can provide with the resources we can afford.

Preparing for further savings beyond current plans – The prospect of future savings, after having already faced 8 years of austerity, and at a time of growing complex demand for our services, is not something any of us will relish. The Tipping Point paper, and the wider national work led by the APCC and NPCC, was intended to highlight the case for greater investment in policing. Whether this has landed with any success remains to be seen.

The PCC is asking the Chief to start planning for the consequences of future savings.

This question is also linked to the re-assessment of what the policing service can and should deliver in the future.

Answering these questions with some forethought will be important in support of our longer-range recruitment planning for officers, PCSOs and staff. Our forecast vacancy levels are expected to be above 100 officers by the end of the current financial year, with monthly attrition expected to push this still further. Our MTFP assumes recruitment of 244 new officers into the force during 2018/19, with 160 every year thereafter. More refinement of the forecast position and the impact of this planned recruitment will be undertaken in conjunction with HR colleagues. This recruitment level is forecast to be required simply to maintain current establishment numbers.

Answering these questions will help set more clearly the parameters for delivering future savings.

¹ Gloucestershire, Kent, Staffordshire, Surrey, Sussex, West Yorkshire all identified as having a permanent 5% staff vacancy factor in NPCC survey carried out during 2016.

Capital Programme and Funding.

This area of our plan is still under development. The position reported in the Tipping Point report was as follows and accordingly work is underway to reduce the scope of the capital programmes.

		2017/18 forecast	2018/19 plan	2019/20 plan	2020/21 plan	2021/22 plan	Total
Spend	ICT	13.2	9	6.3	4	4	36.5
	Estates	4	7	3.7	0.5	0.5	15.7
	Fleet & Other	6	3	3.1	3.2	3.3	18.6
		<u>23.2</u>	<u>19</u>	<u>13.1</u>	<u>7.7</u>	<u>7.8</u>	<u>70.8</u>
Funding	Grant	1	1	1	1	1	5
	Revenue	0	1.5	1.8	2.2	2.5	8
	Debt	6.2	8	4	0	0	18.2
	Reserves	16	8.5	1	1	0	26.5
		<u>23.2</u>	<u>19</u>	<u>7.8</u>	<u>4.2</u>	<u>3.5</u>	<u>57.7</u>
Funding Gap		0	0	5.3	3.5	4.3	13.1

Reserves and Risk

Reserves

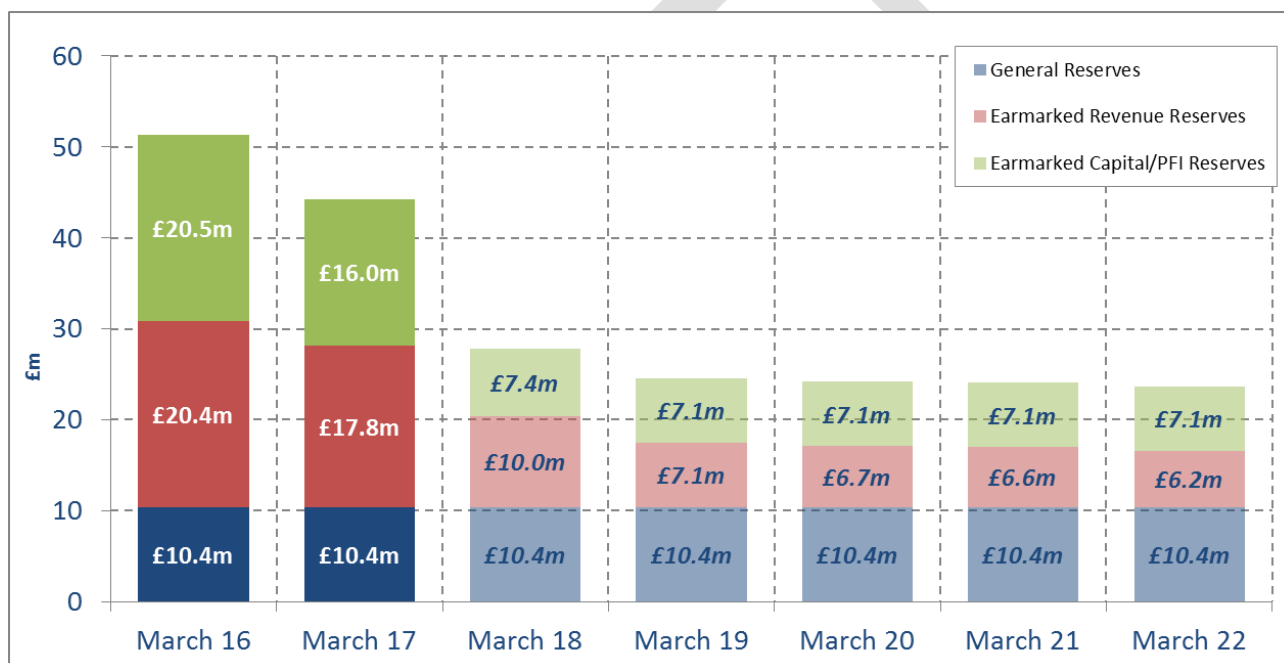
The PCC holds reserves in order to:-

- Support capital and revenue investment to continue our further transformation and change “spend to save”;
- Manage uncertainty and risk in our future; and
- Comply with accounting practice and convention.

As reported in our financial statements at the end of March 2017 the PCC had total reserves of £44.3m. This reflected a reduction of £7.0m/14% compared to the balance held 12 months previously.

Our projections across the medium term forecast that our reserves will continue to significantly reduce, with the biggest change occurring by the end of this financial year.

Figure 5: Useable reserve projections over the life of the MTFP



These forecasts will need to be updated to reflect the revised capital programme development, 18/19 revenue cost of change and the Q3 financial performance position reported in January.

Our useable reserve levels are therefore forecast to stand at £27.8m by the end of the 17/18 financial year, with smaller annual reductions expected each year thereafter. Our reserve levels are not forecast to substantially reduce beyond this level for the following reasons:-

- Our **general fund** is set annually by the PCC’s Chief Finance Officer in consultation with the Chief Constable’s Chief Finance Officer, and after a consideration of all risks facing the PCC. The risk level, and our appetite for the financial provision needed to assure ourselves, may change over the medium term enabling some reductions in this reserve – however, we will need to maintain some provision here and **the general fund balance (£10.4m) represents 3.7% of our current Net Revenue budget**, which would be within the prudent range expected of us (between 3-5% would be the expected range of general reserves held);
- Our forecasts assume we would maintain an **operations reserve (£1.5m)** in order to provision for the one-off costs associated with a significant operation or investigation which placed our annual budget provisions under pressure;

- Our **PFI reserves** are used to equalise the phasing of our income (in the form of PFI credits and interest receipts) to our forecast expenditure. In the early years of the contract we generate a surplus which our accounting model requires us to put into reserves, in order to be released against the annual deficit in funding forecast in the later years of the contract. By so doing we are able to smooth the financial impact on the revenue budget over the life of these assets. By March 22 we forecast that our PFI reserves will stand at **£7.1m**;
- Our reserves will need to continue to provision for our **self-insurance**, making provision for the likely future cost of claims against the PCC and Chief Constable. Our reserve levels stand at **£2m** in support of this, and are likely to have to stay at this level throughout the MTFP period;
- The remainder of our reserves are made up of smaller amounts, reflecting annual amounts expected to be held at any given year-end which relate to ring-fenced activity. This includes the value on our detained property fund (the majority of which is returnable), specific grants and ring-fenced receipts of funding unspent at any given year-end, as well as an ongoing road safety reserve generated through income received from speed awareness course referrals.

The level of reserves will be impacted, from time to time, by the revenue and capital budget performance. At present we are forecasting revenue underspends in 2018/18 which will temporarily inflate our reserves at the end of the 17/18 financial year. However, given the scale of the emerging financial challenge, and the level of transformation required throughout 2018/19, we anticipate reserves will be required to manage the costs and risks of a significant change transition in 2018/19.

Risk

Given the extent of the modelling and assumptions required across the development of our MTFP, it is important that we have consideration of risks and the potential impact these could have on our forecasts and plans. The table below highlights some of the key risks identified:-

Risk	Potential scale	Mitigation
Grant Funding – the value of future grant levels is higher or lower than currently forecast owing to decisions made by the Government about the overall funding available to provide to PCC's.	1.0% of total grant funding is £1.7m p.a.	Review of detailed grant settlement (expected mid Dec) and associated announcements. Benchmarking against other forces.
Grant Funding – the value of future grant levels is higher or lower than current forecast owing to decisions made by the Government about how to distribute overall funding available to PCC's.	1.0% of formula grant funding is £1.5m p.a.	Engage with and monitor the work of the Home Office as they consult on proposals to change the current formula for distribution.
Council Tax Base – the increase in council tax base currently forecast is higher or lower than currently forecast (1.5% growth p.a. from 18/19 onwards).	1.0% of council tax income is £1.0m p.a.	Ensure our forecasts for council tax base increases materially reflect those being made by local authorities themselves.
Council Tax Precept – the increase in council tax precept current forecast (1.99% p.a.) is not supported and/or not possible without incurring cost and risk of a local referendum.	1.0% of council tax income is £1.0m p.a.	Continue to seek confirmation from PCC about appropriateness of this assumption, and monitor Government information about referendum capping principles.

Risk	Potential scale	Mitigation
Pay Inflation – the increase in pay is higher or lower than currently forecast (2.0% increase p.a.).	1.0% of officer and staff pay is £2.1m p.a.	Benchmarking of our assumptions for future pay awards against other forces to ensure not outlier. Monitor Government statements regarding future public sector pay.
Pensions – the MTFP currently assumes growth in employer contribution over the next three years in accordance with LGPS actuarial valuation. Depending on the outcome of officer pension scheme valuations, and future LGPS valuations we may be required to make provision to increase contributions further.	Additional 1.0% contribution is:- Staff = £0.52m p.a. Officer = £1.0m p.a.	Monitor the ongoing position of actuarial reviews, engaging where appropriate with national intelligence (new national support for police pensions through NPCC Finance and Resources).
Inflation – the UK economic position carries a lot of uncertainty and risk at present which could lead to fluctuations in inflation. Our assumptions for non-pay inflationary provisions, might not be appropriate to keep pace with increases in price.	Additional 1.0% on non-pay budgets is £0.4m p.a.	Continue to monitor emerging picture and determine if any adjustment needs to assumptions already factored in across the MTFP.

DRAFT

Appendix A – DRAFT MTFP

	2018/19 £'000	2019/20 £'000	2020/21 £'000	2021/22 £'000	2022/23 £'000
FUNDING					
2017/18 Base Funding					
Grant Funding	175,914	175,914	175,914	175,914	175,914
Council Tax Funding	101,638	101,638	101,638	101,638	101,638
TOTAL Funding	277,552	277,552	277,552	277,552	277,552
Forecast increase/(decrease) to 2017/18 Base Funding					
Grant Funding	(2,389)	(4,742)	(7,059)	(9,342)	(11,591)
Council Tax Funding	2,399	6,035	9,798	13,694	17,727
TOTAL increase/(decrease) in Funding	10	1,293	2,739	4,352	6,136
Forecast Funding					
Grant Funding	173,525	171,172	168,854	166,572	164,323
Council Tax Funding	104,037	107,672	111,436	115,332	119,365
TOTAL Funding	277,562	278,845	280,290	281,904	283,688
BUDGET REQUIREMENT					
2017/18 Base Budget					
Office of the Police and Crime Commissioner	1,354	1,354	1,354	1,354	1,354
Commissioning	3,488	3,488	3,488	3,488	3,488
Constabulary	273,988	273,988	273,988	273,988	273,988
TOTAL 2017/18 Base Budget	278,830	278,830	278,830	278,830	278,830
Adjustments to Budgets Required/Planned					
Office of the Police and Crime Commissioner (inc savings)	4	19	39	69	104
Commissioning (inc savings)	(50)	(50)	(50)	(50)	(50)
Constabulary	10,077	15,896	22,498	29,351	35,413
TOTAL Adjustments to Budgets Required/Planned	10,031	15,864	22,486	29,370	35,467
Budget Requirement (before savings)					
Office of the Police and Crime Commissioner	1,358	1,373	1,393	1,423	1,458
Commissioning	3,438	3,438	3,438	3,438	3,438
Constabulary	284,065	289,884	296,486	303,339	309,401
TOTAL Budget Requirement	288,861	294,695	301,317	308,200	314,297
SAVINGS AND USE OF RESERVES					
DEFICIT BEFORE SAVINGS	11,299	15,850	21,026	26,297	30,609
Savings					
MFSS Savings	(1,200)	(1,200)	(1,200)	(1,200)	(1,200)
Enabling Services/Infrastructure Savings	(4,000)	(6,600)	(6,600)	(6,600)	(6,600)
Victims and Safeguarding	(150)	(150)	(150)	(150)	(150)
NPAS Reductions	(300)	(300)	(300)	(300)	(300)
PROVISION FOR FURTHER SAVINGS/ADJUSTMENTS	(1,649)	0	0	0	0
TOTAL Savings	(7,299)	(8,250)	(8,250)	(8,250)	(8,250)
Planned Use of Reserves to Balance the Budget	(4,000)	0	0	0	0
REVISED DEFICIT	0	7,600	12,776	18,047	22,359

Appendix B – DRAFT Revenue Funding Forecasts

	17/18	18/19	19/20	20/21	21/22	22/23
	£'000	£'000	£'000	£'000	£'000	£'000
GRANT FUNDING						
Main Grants	159,254	156,865	154,512	152,195	149,912	147,663
Victims Commissioning	1,951	1,951	1,951	1,951	1,951	1,951
Council Tax Freeze	3,331	3,331	3,331	3,331	3,331	3,331
Council Tax Support	11,378	11,378	11,378	11,378	11,378	11,378
TOTAL GRANT FUNDING	175,914	173,525	171,172	168,854	166,572	164,323
Annual Change (£'000)	-2,253	-2,389	-2,353	-2,318	-2,283	-2,249
Annual Change (%)	-1.3%	-1.4%	-1.4%	-1.4%	-1.4%	-1.3%
Cumulative Change (£'000)		-2,389	-4,742	-7,059	-9,342	-11,591
Cumulative Change (%)		-1.4%	-2.7%	-4.0%	-5.3%	-6.6%
COUNCIL TAX FUNDING						
Council Tax Precept	99,775	103,287	106,922	110,686	114,582	118,615
Collection Fund Surplus	1,863	750	750	750	750	750
TOTAL COUNCIL TAX FUNDING	101,638	104,037	107,672	111,436	115,332	119,365
Annual Change (£'000)	3,730	2,399	3,636	3,764	3,896	4,033
Annual Change (%)	3.8%	2.4%	3.5%	3.5%	3.5%	3.5%
Cumulative Change (£'000)		2,399	6,035	9,798	13,694	17,727
Cumulative Change (%)		2.4%	5.9%	9.6%	13.5%	17.4%
TOTAL FUNDING	277,552	277,562	278,845	280,290	281,904	283,688
Annual Change (£'000)	1,476	10	1,283	1,446	1,613	1,784
Annual Change (%)	0.5%	0.0%	0.5%	0.5%	0.6%	0.6%
Cumulative Change (£'000)	-21,317	-21,307	-20,024	-18,578	-16,965	-15,181
Cumulative Change (%)	-7.1%	-7.1%	-6.7%	-6.2%	-5.7%	-5.1%
Grant Funding	63.4%	62.5%	61.4%	60.2%	59.1%	57.9%
Council Tax Funding	36.6%	37.5%	38.6%	39.8%	40.9%	42.1%
TOTAL Funding	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Average Band D Council Tax	£181.81p	£185.42p	£189.11p	£192.88p	£196.72p	£200.63p
Annual Change (£p)	£3.55	£3.62	£3.69	£3.76	£3.84	£3.91
Annual Change (%)	1.99%	1.99%	1.99%	1.99%	1.99%	1.99%
Cumulative Change (£p)	£13.78	£17.39	£21.08	£24.85	£28.69	£32.60
Cumulative Change (%)	8.2%	10.4%	12.5%	14.8%	17.1%	19.4%
Council Tax Base	548,800	557,032	565,388	573,868	582,476	591,214
Annual Change (No. of Properties)	10,967	8,232	8,355	8,481	8,608	8,737
Annual Change (%)	2.03908%	1.50%	1.50%	1.50%	1.50%	1.50%
Cumulative Change (No.)	-11,988	-3,756	4,600	13,080	21,688	30,426
Cumulative Change (%)	-2.1%	-0.7%	0.8%	2.3%	3.9%	5.4%

Appendix C – DRAFT Revenue Costs Forecasts

	2018/19 £'000	2019/20 £'000	2020/21 £'000	2021/22 £'000	2022/23 £'000
OFFICE OF THE POLICE AND CRIME COMMISSIONER (OPCC)					
OPCC 2017/18 Budget	1,354	1,354	1,354	1,354	1,354
Provision for inflation	23	38	58	88	123
Growth	15	15	15	15	15
Savings	(34)	(34)	(34)	(34)	(34)
OPCC Budget Requirement	1,358	1,373	1,393	1,423	1,458
COMMISSIONING					
OPCC 2017/18 Budget	3,488	3,488	3,488	3,488	3,488
Provision for inflation	0	0	0	0	0
Growth	0	0	0	0	0
Savings	(50)	(50)	(50)	(50)	(50)
Commissioning Budget Requirement	3,438	3,438	3,438	3,438	3,438
OFFICE OF THE CHIEF CONSTABLE (THE CONSTABULARY)					
Constabulary 2017/18 Budget	273,988	273,988	273,988	273,988	273,988
Police Officer Pay Awards	3,257	6,138	8,893	11,704	14,571
Police Staff/PCSO Pay Awards	2,051	4,081	5,914	7,783	9,690
Change to officer and staff unit cost	(1,262)	(1,262)	(1,262)	(1,262)	(1,262)
Adjustment to vacancy factor	459	459	459	459	459
Injury and Medical Pension adjustments	450	733	986	1,228	1,474
Adjustment to Pension Deficit Lump-Sum	47	136	206	324	446
Overtime adjustments	(351)	(169)	13	196	13
Housing allowance and compensatory grant adjustments	(533)	(658)	(763)	(852)	(927)
Apprenticeship Levy	(28)	(12)	(12)	(12)	(12)
Pay and Staffing adjustments	4,091	9,448	14,436	19,569	24,452
General Non-Pay Inflationary adjustments	915	1,870	2,723	3,592	4,478
Utilities Inflationary adjustments	75	153	220	289	360
Fuel Inflationary adjustments	72	147	214	282	353
Interest receivable adjustments	(15)	(38)	(106)	(69)	(100)
Non-Pay Inflationary adjustments	1,047	2,133	3,050	4,094	5,091
Minimum Revenue Provision (MRP) adjustments	(584)	(191)	(91)	(91)	(91)
Interest payable adjustments	88	364	539	539	539
Revenue Funding of Capital	1,500	1,750	2,000	2,500	2,500
Cost of Capital adjustments	1,004	1,923	2,448	2,948	2,948
New growth and investments	227	227	227	227	227
Unavoidable commitments and adjustments	1,406	963	1,011	1,060	1,111
Glastonbury Festival - Fallow Year	617	0	0	0	0
Building Maintenance Reserve adjustment	(71)	(71)	(71)	(71)	(71)
PFI Costs	84	102	120	140	161
End of Southwest One and transition to MFSS	1,671	1,170	1,275	1,383	1,494
Growth and commitment adjustments	3,934	2,391	2,563	2,740	2,921
Constabulary Budget Requirement	284,065	289,884	296,486	303,339	309,401
TOTAL BUDGET REQUIREMENT					
Office of the Police and Crime Commissioner	1,358	1,373	1,393	1,423	1,458
Commissioning	3,438	3,438	3,438	3,438	3,438
Constabulary	284,065	289,884	296,486	303,339	309,401
TOTAL Budget Requirement	288,861	294,695	301,317	308,200	314,297

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Panel Work Programme 2017/18

27th June (AGM)	<ul style="list-style-type: none"> • Police and Crime Commissioner's Annual Report
24th October	<ul style="list-style-type: none"> • Unauthorised Encampments • Tipping Point – Briefing on the funding challenge • Panel funding - indemnity mechanism
17th November 10am-2pm (Police Headquarters)	Training – Budget preparation
13th December	<ul style="list-style-type: none"> • Scrutiny of the Budget/Draft medium Term financial Plan • Presentation – Prevent Strategy • Addendum to Police and Crime Plan - to reflect amendments including the change in position on the Strategic Alliance and counter-terror/threat levels
1st February	<ul style="list-style-type: none"> • Formal review of the Budget/Precept • Six monthly update from Chief Constable • Reform of the Complaints System - Policing and Crime Act 2017 provides for PCCs to have an enhanced role in the police complaints system and adopt one of three broad models
15th March	<ul style="list-style-type: none"> • Recall of offenders on Licence • Stop and Search – powers/responsibilities/rights • Review of Panel Protocols - <i>Complaints, Panel Operating arrangements, Mid-Term Vacancy(PCC)</i>
All Meetings	<p>Standing Items:-</p> <ul style="list-style-type: none"> • Commissioner’s Update • Scrutiny of performance/delivery against the Police and Crime Plan - Link Member reports • Complaints

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AVON AND SOMERSET POLICE AND CRIME PANEL

13TH DECEMBER 2017

REPORT OF THE CHIEF EXECUTIVE

COMPLAINTS AGAINST THE POLICE AND CRIME COMMISSIONER

PURPOSE OF THE REPORT

1. To provide members of Avon and Somerset Police and Crime Panel with oversight of all complaints made against Avon and Somerset Police and Crime Commissioner, for scrutiny of the initial handling by the Chief Executive of Avon and Somerset Police and Crime Commissioner's Office.

BACKGROUND

2. Avon and Somerset Police and Crime Panel (the Panel) is the Appropriate Authority to handle complaints against the conduct of 'Relevant Office Holders', being Avon and Somerset Police and Crime Commissioner (PCC) and Deputy PCC if one is appointed, according to statutory regulations of the Elected Local Policing Bodies (Complaints and Misconduct) Regulations 2012 and as referred to in the Police Reform and Social Responsibilities Act 2011, section 31 and schedule 7.
3. However, the initial handling, which includes categorisation, recording decision-making, referral of criminal allegations to the Independent Police Complaints Commission (IPCC), disapplication decision-making, and responding to the complainant in the first instance, has been delegated by the Panel to the Chief Executive in the Office of Avon and Somerset Police and Crime Commissioner, with scrutiny and oversight of all complaints and any escalation for informal resolution, remaining with the Panel.

SUMMARY OF COMPLAINTS RECEIVED

4. There have been no new complaints since the last Police and Crime Panel meeting report against the *conduct* of the Police and Crime Commissioner ('conduct' including acts, omissions, statements and decisions (whether actual, alleged or inferred)). However, two complaints remain live.
5. Please refer to the summary table in Annex 1.
6. Complaint case 24 remains open, as noted in the last two reports to the Panel. The Police and Crime Panel have advised the PCC's office on 14 November 2017 that this complaint case is being reviewed regarding the resolution and response from the Panel to the complainant.

7. Complaint case 26 is currently on hold at the request of the complainant in August 2017. The complainant is awaiting progress with a complaint against Kent Police.
8. All complaints to date have had Panel oversight, including those solely handled by the PCC's Chief Executive Officer.
9. All complaint files are available at the office of the Police and Crime Commissioner for viewing by the Panel, if requested. The document retention period is in accordance with the published Record Retention Policy and this is currently eight years.

EQUALITY IMPLICATIONS

10. There are no equality implications arising from the handling of complaints against Avon and Somerset PCC. The protected characteristics of complainants are not necessarily known, and all complaints are logged and published in an open and transparent manner.

RECOMMENDATIONS

11. Members are asked to review and comment on this complaints report and to advise of any recommendations or requests for informal resolution through the statutory process of escalating complaints against the PCC to the Panel.

JOHN SMITH
CHIEF EXECUTIVE

REPORT TO: AVON AND SOMERSET POLICE AND CRIME PANEL

Date: 13th December 2017

No.	Date rcvd / log no.	Summary	Recorded?	Handled by	Outcome	Live or Closed
24.	12/01/2017 / 17315	PCC alleged to have interfered with a matter which should have been dealt with by the Police and Crime Panel.	Yes	Initially by PCC's CEO then escalated to PCP	19/01/17: Initial informal resolution by way of an explanation and apology from CEO. The complainant's right to escalate the complaint to the PCP, if required, was stated in the reply letter. 24/1/17: Complaint escalated to PCP.	Live
26.	03/07/2017 / 18801	Complaint alleging that the PCC failed to act regarding a report of the complainant's son as a victim of crime. This appears to be when the complainant was directly emailing Avon and Somerset Constabulary and/or Kent Police, cc'ing the PCC into 4 emails between Feb and July 2016. The PCC replied to the complainant and also made enquiries with Avon and Somerset Police.	Yes	PCC's CEO reply summarised and asked for clarification.	30/08/2017: On hold, at the request of the complainant, who is awaiting progress on the complaint against Kent Police.	Live / On hold

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